
REPORT 1
(1215/52/IM)

APPROACH TO HERITAGE MANAGEMENT IN RESIDENTIAL AREAS OF THORNDON

1. Purpose of Report

The Council has been consulting with the public for the past 18 months on the current and future management of residential heritage in Thorndon. This paper reports back on the outcomes of the consultation process and recommends an approach to managing the heritage values of the suburb.

2. Executive Summary

Thorndon is an area of approximately 1100 properties with significant heritage and character - valued by local residents and wider Wellingtonians alike.

While the area has great heritage value it is also a 'living' area, where property owners want to be able to take advantage of modern building technologies when adapting and modifying their properties.

Public consultation on heritage areas in Thorndon was undertaken from December 2008 to May 2010. While consultation did not achieve consensus on a way forward, it identified a number of considerations and a package of regulatory measures (a change in listing in the District Plan and revised design guides) and non-regulatory measures (a request for clear, consistent and timely consent processes, incentives and greater guidance) to address heritage issues in Thorndon.

Five regulatory options have been identified to better manage heritage values in residential Thorndon (see **Appendix 6**). It is recommended that Council progress with Option 5, that would create a Thorndon '*Urban Conservation Area*' and a

Heritage Area in place of the 'Thorndon Character Area' currently in the District Plan. The *Thorndon Character Area* currently includes the suburban centre, Hill Street, Parliament Street, Glenbervie Terrace and Ascot Street. Creating a Heritage Area to cover the *Thorndon Character Area* will align controls in this area with District Plan provisions in place for other Heritage Areas around the city.

Further work will be required to review:

- a. heritage consent processes (to improve consistency and timeliness)
- b. the provision of information and advice to the public
- c. eligibility criteria for the Built Heritage Incentive Fund and the level of funding available
- d. a place-based plan and design guidelines for Thorndon.

The benefits of this approach will be to:

- a. improve clarity in the resource consent processes to ensure consistency and timeliness and provide certainty around heritage and character outcomes particularly around issues such as recession planes, boundaries and set backs
- b. provide greater advice and information for heritage property owners, as well as improved opportunities to access incentives such as Heritage Grants
- c. inform the framework of the proposed District Plan Change, and give transparency on what is being controlled or not controlled.

3. Recommendations

Officers recommend that the Strategy and Policy Committee:

1. *Receive the information.*
2. *Note that on 14 May 2009, SPC agreed to continue consultation on options to address heritage issues in Thorndon, including options for developing an appropriate set of District Plan provisions for managing the heritage values of the suburb.*
3. *Note that public consultation was undertaken between December 2008 and May 2010, which identified the following key issues:*
 - a. *Thorndon has significant heritage and a character that is valued by local residents*
 - b. *It is a living suburb and owners must be able to adapt their homes to take advantage of modern technology*
 - c. *Council's consent processes and design guidelines must be streamlined to enable Council to provide timely and consistent advice and avoid uncertainty in outcomes*

- d. *If there is additional regulation, there should also be incentives, information and advice provided for heritage property owners*
 - e. *Local involvement in decision-making, possibly through the establishment of a design panel or advisory board, is desirable.*
4. *Agree to further work to develop a package of measures to address heritage issues in Thorndon, that would include:*

Regulatory Measures (including place-based controls)

- a. *Create a Heritage Area to cover the current Thorndon Character Area*
- b. *Create an 'Urban Conservation Area' to cover the remainder of residential areas of Thorndon which would define when:*
 - i. *Consent is required to demolish residential buildings*
 - ii. *Consent is required to undertake work on a building's primary elevation*
- c. *Be informed by a place-based study and revised design guidelines for the management of building works in the residential areas of Thorndon.*

Non-regulatory measures

- d. *Streamline Council's consent processes for proposed Heritage and Urban Conservation Areas in Thorndon, including consideration of waiving consent fees*
 - e. *Review of the eligibility criteria for the Built Heritage Incentive Fund and the level of funding available*
 - f. *Prepare information and provide advice and interactive opportunities (for example, meetings or workshops) for the public who have an interest in heritage building/place conservation.*
5. *Agree that as part of the work programme officers will draft a District Plan Change that will recognise Thorndon's unique heritage values.*
6. *Note that the work programme will be funded from existing budgets, including the reprioritisation of existing budgets through the deferral of the next stage of the Heritage Thematic Review.*
7. *Agree that any financial implications will be included in the 2011-2012 Draft Annual Plan process.*
8. *Agree that a draft District Plan change to recognise Thorndon's heritage values be added to the SPC forward programme in 2011.*

4. Background

4.1 Legislation and Wellington City Council Policy

Wellington City Council has a statutory obligation under the Historic Place Act 1993 and the Resource Management Act 1991 (RMA) to identify and provide for the protection of the City's heritage from inappropriate subdivision, use and development.

In 2005 Council adopted its Built Heritage Policy which aims to provide greater recognition and protection for the city's built heritage as well as the creation of more Heritage Areas in the District Plan.

Since the Built Heritage Policy was adopted in 2005, Council has undertaken five heritage related plan changes:

- DPC 43 – was a review of the policies and rules used to manage listed heritage items and areas
- DPC 48 – introduced eight new heritage areas in central Wellington, to recognise the collective value and unique character of these inner city neighbourhoods
- DPC 53 and 58 – proposed the listing of 66 new buildings, mostly in the Central Area, but including a proposed heritage area covering the main Island Bay shopping centre.
- DPC 72 - Decisions on DPC72 will be released by the hearing commissioners in August 2010. A number of important changes have been made to the pre-1930 demolition provisions.
- DPC 75 – proposes the listing of six suburban centres as heritage areas. This was notified in May 2010.

4.2 Why was the Thorndon Heritage Project initiated?

External factors provided impetus for the Council to consider changes to the provisions for management and protection of heritage buildings in Thorndon.

The Thorndon Society, formed in the early 1970s, has promoted the heritage of the suburb. Over many years, the Society has expressed concern about the effectiveness of the pre-1930 demolition controls and degree to which heritage values of Thorndon have been appropriately managed. It has consistently made submissions to notified resource consent applications regarding loss of heritage places in Thorndon.

Furthermore, there has been increasing concern from inner city residents that there are deficiencies in the District Plan rules and application, which need to be addressed. These include:

- Property owners have encountered difficulties in seeking resource consent from Council. Linked to this are concerns about the lack of officer consistency in applying the current rules
- There is uncertainty in the District Plan caused by disparity between the bulk¹ and location controls and design guidelines
- Little information or advice is available for heritage property owners
- There are few incentives available to owners of heritage buildings. Many feel they are providing a public good without acknowledgement or recompense, whilst also being impeded from bringing homes up to modern living standards.

Recognising the above factors and the limited protection currently afforded by the District Plan for heritage in the residential areas of Thorndon, Council commenced research on possible options for proceeding to develop an approach to the management of the suburb.

4.3 Heritage Studies and Research

Two key reports informed the first round of public consultation on District Plan provisions for Thorndon. This was the process followed:

	Study/Report/ Consultation	Focus	Date
1.	District Plan Options for Thorndon – Prepared by Boffa Miskell for WCC (see Appendix 1).	An external report that considered strategic options, that would be considered reasonable, realistic and achievable for protecting & managing the heritage of Thorndon. The recommended approach was to identify the following before making recommendations for progressing to regulatory & non-regulatory provisions: <ul style="list-style-type: none"> • Discrete heritage places/items suitable for heritage listing • Groups of buildings that made up possible heritage areas for heritage listing • Streetscape character setting the context for the heritage items/areas 	July 2008
2.	Thorndon Heritage Project – Report researched & prepared by external experts in planning,	This report implemented the recommendations of the Boffa Miskell report. The report identified that there were five areas in Thorndon that the authors considered had:	December 2008

¹ A bulk control provides for control of the size of a building on the site.

	history, architecture.	<ul style="list-style-type: none"> • High concentrations of heritage buildings; • A distinct visual character, whether determined by the architecture, the townscape, the topography or a combination of these; • Marked physical boundaries, whether man-made (for example the motorway) or natural (for example, the town belt). <p>Recommendations were made to inform preparation of District Plan provisions for managing Thorndon.</p>	
3.	Initial consultation included in the “Review of the Residential Areas & Suburban Centres” chapter of the District Plan.	<p>Three possible approaches were consulted on. They were as follows:</p> <ol style="list-style-type: none"> 1. Five residential Heritage Areas in Thorndon <ul style="list-style-type: none"> • Thorndon South • Thorndon North • Hobson • Portland • Selwyn 2. Mix of Heritage Areas & modification of the existing pre-1930 demolition rule 3. Status Quo (pre-1930 demolition rules) with minor adjustments 	8 Dec. 2008 – 1 April 2009

4.4 Consultation

Under the Resource Management Act (1991) Council is required to review the effectiveness of its District Plan provisions every ten years. In late 2008 – early 2009 the Residential and Suburban Centres chapters were considered as part of the Council’s ‘rolling review’ of the District Plan. The residential areas of Thorndon were initially included as a part of this review with three options identified (see **Appendix 2**).

During consultation there was significant feedback that suggested that more time was needed by the community to consider the implications of the three options proposed for Thorndon.

Council responded and at the meeting of SPC on 14 May 2009, the consideration of the residential areas of Thorndon was removed from the original review of the city’s residential areas. It was agreed that the residential areas of Thorndon would be the subject of a separate stand-alone District Plan Change. Approval was also given for consultation to be extended. Public consultation continued until May 2010.

5. Consultation

There were five discrete phases of consultation on the issue of District Plan provisions and other management options for the residential areas of Thorndon, which explored the community's views on the subject. The first three phases considered the options provided by Council, and took place from December 2008 until November 2009.

Consultation from November 2009 on was from a 'blank slate' standpoint. It did not include specific consideration of the previous five heritage areas option considered during the first three phases of consultation. All possible options and combinations were available for consideration.

Over February and March 2010 four community meetings were held in partnership with the Thorndon Residents Association (TRA). During May 2010 three workshop meetings were held with representatives of Thorndon community organisations (including TRA) and external professionals with expertise in architecture and planning.

Parallel with Council consultation processes, the Thorndon Residents Association provided web-based information and a questionnaire. The outcomes are referenced in **Appendix 3**.

The outcomes of consultation are provided in **Appendix 3**. A brief summary is provided in the next section.

5.1 Heritage-related themes identified through consultation

Consultation identified the following key heritage-related themes of importance to the community:

- Thorndon has significant heritage and a character that is valued by local residents.
- Thorndon is a living suburb. Owners must be able to take advantage of modern building technologies.
- Councils' current consent processes and design guides have short-comings, resulting in high levels of uncertainty for applicants, with associated costs and delays. Council, as the regulator, must be able to offer consistent and timely decision-making.
- There was little support for additional regulation, unless it is accompanied by:
 - improvements in the timeliness and consistency of Councils' consent processing
 - incentives to assist heritage property owners maintain their properties / meet consent fees

- a focus on providing information and education to heritage property owners.
- Some works that should or should not require consent, are included in the attached diagram (see **Appendix 4**) developed during the three workshop meetings in May 2010.
- There was support for local involvement in decision-making, possibly through establishment of a design panel or advisory board to enable local input into decision-making.

5.2 Non-Heritage Themes identified through consultation:

The consultation discussions ranged across diverse themes, not only the suburb's heritage. Support for the following issues recurred throughout consultation, indicating:

- Discouragement of commercial encroachment into the residential areas of Thorndon
- Retain the 'village' atmosphere of the Tinakori Road suburban centre
- Provide a community centre for use by the residents of Thorndon and to provide a 'heart' to the community
- Provide clarity about parking regulations including providing more residents' parking
- Reduce commercial traffic in the suburb – service vehicles only in residential streets
- Remove heavy traffic from Tinakori Road – re-route elsewhere
- Provide incentives to encourage residents to renovate and improve the housing stock
- Provide for programme of undergrounding overhead wires and cables
- Provide improved public transport and cycle lanes
- Research special rating for heritage property owners
- Develop a 'strategy for Thorndon' including marketing and branding the suburb
- Ensure Maori heritage is considered in Thorndon.

6. Discussion

6.1 The heritage of Thorndon

The Thorndon Heritage Study 2008, identified that the suburb has strong historic heritage values, including historic, social, aesthetic, townscape, architectural and scientific values. Parts of Thorndon, because of the steep terrain, have architecture and street scapes unique in New Zealand. The geography, to some extent, exemplifies the social divisions the 19th century; workers cottages on the slopes in the south and larger merchants homes and villas on the flat land to the north. This

division and the materials, design and scale of the surviving houses and buildings, gives an immediate insight into how our forebears lived and worked. These buildings also provide diverse examples of architectural style and the work of individual architects.

6.2 *The context and character of Thorndon*

The character of Thorndon lies not only in the appeal of the suburb's history and the building styles. It also depends on landscape features and the spatial structure of the suburb.

Auckland City Council in its Special Character Residential Zones of the Auckland Isthmus includes the following features that contribute to the special character of a suburb:

- Landform
- Climate/Views
- Age, style and condition of housing stock
- Lot size/width
- Set-back and density of housing
- Traditional gabled and/or hipped (with lean-tos to the rear) pitched roof forms
- The transparent and interactive relationship between building and street
- The 'grain' of the area – the size, spacing and rhythm of street-front buildings
- Character of front yard
- Character of street –width, berms etc
- Presence of trees and shrubs, on/off street
- Property boundary definition – hedges, fences, walls
- Quietness/seclusion
- Historic ambience

In ACC Plan Change 163, these determinants of heritage character have not been challenged. Rather, the areas and range of individual properties which are covered by the provisions have been challenged. Similar characteristics are present in Thorndon as in the older residential suburbs of Auckland.

The context of Thorndon and its lay-out and streetscapes are key aspects of the suburb's character, and provide the framework which has influenced the area's growth through time. It is just as important to retain these features as it is to retain the architectural features of the neighbourhoods that make up Thorndon.

6.3 Current District Plan Provisions in Thorndon

6.3.1 Character protection rules

The District Plan contains a number of ‘character’ controls relating specifically to Thorndon:

New and existing buildings

1. The Thorndon Character Area covers the area around the Tinakori Road suburban centre. Any new building work in this area needs resource consent, and it is assessed in terms of its impact on the character of the streetscape.
2. In the remainder of the neighbourhood, the total demolition of a pre-1930s’ building, or partial demolition of its ‘primary form’, requires a resource consent.

Design guide

3. The residential areas of Thorndon are also covered by a general design guide relating to bulk and location controls (maximum height, building height in relation to boundaries, site coverage etc).

Identified heritage buildings

4. The modification or demolition of 20 listed heritage buildings in the Thorndon Character Area need a resource consent.

6.3.2 Implementation of the heritage protection rules

The current provisions have worked reasonably well, insofar as there have been only a handful of buildings demolished in the suburb over the past decade. However the current provisions do have significant shortcomings (noted in 6.4 below). While these shortcomings are not insurmountable, they have resulted in a degree of uncertainty in the Thorndon community about Council’s ability to implement new regulation in a consistent and timely manner. The following are particular areas of concern:

- Some parts of the Thorndon community are opposed to additional regulation to manage the heritage and character values of the suburb. This concern may arise from difficulties encountered by property owners who have sought resource consent from Council to undertake building work. Linked to this are concerns about the lack of officer consistency in applying the current rules.
- There is uncertainty in the district plan caused by the lack of alignment between the bulk and location controls (with a focus on neighbours’ amenity) and the design guidance which is focused on maintaining existing

character. Simplification of these provisions is desirable and can be provided through improved drafting of provisions for the area.

- There is currently little available in the way of informational material available to heritage property owners wishing to seek advice and/or information on maintaining a heritage building.
- There are few incentives available to owners of places with heritage or character significance. This is seen as placing an unfair burden on heritage building owners. Many feel they are providing a public good without acknowledgement or recompense, whilst also being impeded from bringing homes up to modern living standards.

Inconsistency between design guide and existing character buildings

The design guide states that new buildings should acknowledge and follow the predominant patterns of the surrounding neighbourhood, such as narrow side-yard setbacks. These provisions are principally designed to protect neighbour to neighbour amenities (access to sunlight and privacy etc).

However, the workers cottages, ornate villas, bungalows and grand merchants' houses do not typically 'comply' with these predominant building patterns. Accordingly, new alterations and additions often contravene the design guide provisions. This provides uncertainty for applicants, council officers and the general public about what is acceptable development.

The design guide also provides no guidance on whether additions to heritage and character houses should adopt the style of the existing house, or be contemporary in design, that is, be clearly differentiated from the style of the existing house.

Lack of clear resource consent guidance

In the absence of clear guidance, the assessment of resource consents has tended to be influenced by the discretion of officers undertaking the assessment, and contributing to sometimes inconsistent decision making.

The current rules are based on ensuring alteration, additions and new buildings maintain streetscape character. For example, the pre-1930s demolition rule allows buildings that do not contribute to the streetscape to be demolished provided the replacement building is of a similar scale and character. Buildings that make a positive contribution to the streetscape can not be demolished. The focus on 'streetscape' rather than 'heritage' protection (eg historic and architectural merits of individual buildings) is seen by a number of Thorndon residents as an issue that needs to be addressed as part of any future plan change. Consultation also indicated that a perceived limitation of the existing provisions is that there are no restrictions applying to the protection of important buildings built after 1930.

6.3.3 Plan change 72 – Residential Review

Decisions on Plan change 72 will be released by the hearing commissioners in August 2010. No changes have been made to the Thorndon Character Area provisions (as described above). A number of important changes have been made to the pre-1930s demolition provisions:

Criteria for assessment resource consent applications

Additional guidance has been included in Proposed Policy 4.2.1.1 to guide applicants, council officers and the public in the assessment of resource consent applications for alterations, additions and demolition of pre-1930s buildings in Thorndon (and other character areas such as Mt Victoria and Aro Valley etc).

The new policy also makes it clear that applicants must not focus just on streetscape impacts but on the views from other public spaces or further afield. This is referred to in the Policy as 'townscape character'.

Extended controls on demolition

'Demolition' controls have been extended to works affecting the 'primary form' to the removal or demolition of architectural features in a buildings primary façade.

Notification

Resource consent applications for total or partial demolition of pre-1930s buildings may now be notified if it is considered to have more than minor adverse environmental effects.

6.4 Problems with the current District Plan provisions identified through consultation

The current provisions have worked reasonably well, insofar as there have been only a handful of buildings demolished in the suburb over the past decade. However the current provisions do have significant shortcomings:

- The design guide does not provide clear advice on the architectural resolution of new building works, especially regarding when it is appropriate to use a 'complementary' or 'contemporary' response. In the absence of clear guidance, the assessment of resource consents has tended to be overly influenced by the discretion of officers undertaking the assessment.
- The bulk and location controls (particularly the building recession planes) make it difficult to build in a manner that replicates existing patterns of building form and placement on the site
- The current rules are based on maintaining 'character', rather than protecting 'heritage'
- There is no protection for important buildings built after 1930.

While these shortcomings are not insurmountable, they have resulted in a degree of mistrust in the Thorndon community about Council's ability to implement new regulation in a consistent and timely manner.

7. Council's responses to issues identified through consultation process

It is important that Councils' response to the issues identified, balances regulatory and non-regulatory measures and addresses the following considerations:

- options for more effective controls – new rules
- revised design guides
- improvements in consent processes
- education, information
- heritage incentives.

7.1 Proposed Actions

Officers recommend a suite of mechanisms in response to the key themes identified through consultation and these include both non-regulatory and regulatory outcomes. The actions recommended propose an approach which is considered practical, workable, pragmatic, affordable and has the support of the majority of property owners of Thorndon.

7.2 Non-Regulatory Responses

7.2.1 Consenting Processes:

- Identifying opportunities to stream-line Council's consenting processes by providing:
 1. A process for relatively minor additions, alterations, extensions;
 2. A process for complex consents and/or complex sites.
- Supportive, helpful, applicant-focussed pre-application processes.
- Processes which ensure consistency in applying District Plan provisions.

7.2.2 Incentives:

- Review the eligibility for the Built Heritage Incentive Fund. The fund currently is available to more than 1000 buildings/places. Extending the BHIF to buildings in Thorndon with heritage/streetscape value would expand this eligibility by more than 75%. Current budget for the BHIF is \$200,000. This is typically almost fully utilised. The eligibility criteria and funding level should be reviewed as apart of the 2011-2012 Draft Annual Plan.

- Remission of resource consent fees for heritage building owners where work is required because the building is heritage listed (Current 2010-11 \$50,000 budgeted). The fund was not been fully used in 2009-10.

7.2.3 Information, advice and education:

- Organisation of regular 'clinics' for heritage building owners to provide free conservation advice from external conservation practitioners, funded by WCC.
- WCC develops information and opportunities for public interaction, on aspects of management of buildings/places of heritage significance. Information provided could address heritage questions and issues which have arisen during consultation including:
 - User friendly information on WCC consenting processes that need consent as in **Appendix 4**.
 - The availability of funding from a range of existing sources for maintenance of heritage buildings
 - Sources, including books written for the NZ environment, and web-sites which provide conservation advice and information
 - Opportunities for heritage building owners to meet, facilitated by WCC, to discuss issues of relevance to building owners.

7.3 Regulatory Responses – Thorndon Heritage

A regulatory response to the Thorndon Heritage Study would largely be achieved through the District Plan. Five possible regulatory responses have been considered, which are detailed in **Appendix 6**. A range of pros and cons for consideration, are also addressed in **Appendix 6**.

The five possible options are briefly detailed below.

Option 1 involves making all of Thorndon a heritage area, subject to existing heritage rules (PC43). This option is not recommended. Officers do not consider that the level of regulation that it would impose is appropriate over an area as large as Thorndon (approximately 1100 properties). The heritage area rules would require consent for most building works. This would have significant impacts not only on property owners, but also on the resourcing required within Council to process consents and associated monitoring.

Option 2 would retain the current regulatory status quo. The current rules have been reasonably successful in terms of managing the demolition of existing building stock. This option is not favoured in terms of helping Council implement the findings of the Thorndon Heritage Study. This is because the current rules:

- only consider buildings in terms of their visual appearance and contribution to townscape character. No recognition is given to any social, cultural or other recognised heritage values associated with the property;

- offer no protection for buildings built after 1930; and
- do not address the lack of consistency between the existing bulk and location controls, and current design guidance.

Option 3 amends the current provisions and builds on the controls that already apply. It would make the current Thorndon Character Area a heritage area. The remainder of the suburb would still be subject to demolition provisions, with the amendment that the current provisions would be extended to buildings older than 50 years, rather than just those built pre-1930. This would ensure that the range of art deco, modernist and other architecturally and historically significant buildings would have a measure of protection. Officers note that this protection may be open to challenge as these buildings do not contribute to the predominant character of the suburb (defined by the Victorian-Edwardian architecture). An improved design guide would provide guidance for new building works.

This option does not resolve the tension between policies that seek retention of townscape character, and the bulk and location standards which make it impossible to construct a new building that matches prevailing development patterns. General building standards across the whole suburb do not recognise the variations in built form and building style. This contributes to uncertainty for building owners and their professional advisers. This issue of uncertainty has been regularly raised during consultation. This option is not recommended.

Option 4 is, in many ways, an evolution of the existing pre-1930 controls. It improves on the current provisions by:

- enabling Council to consider matters beyond just townscape appearance when considering an application to demolish a building
- providing recognition of the contribution made by buildings built after 1930 to Thorndon's heritage and character

This option would initiate a plan change using existing information and research. This option would not resolve issues around the existing generic bulk and location controls, and the discrepancies between the bulk and location standards and the built form outcomes articulated in the design guides.

Option 5 is very similar to Option 4. It is the option recommended by officers. This approach would involve Council undertaking a place-based study then plan (see below) of Thorndon to fully and accurately document the suburb's existing built form. The information would be used to develop specific bulk and location controls for neighbourhoods within Thorndon. It would enable more specific design guidance to be developed regarding the desired form of future building works in neighbourhoods across the suburb. The key benefit of bringing the bulk and location controls and the design guidance into alignment would be to remove the mixed-messages and uncertainty from the plan. This would lead to improved

consent processes and less frustration for plan users including professionals and the public. **(See Appendix 5 for detailed descriptive information).**

The major benefits of option 5 are cost and time, which have been noted throughout consultation as being of concern to Thorndon residents. These would be clearly addressed through a place-based plan. Clarity would be achieved for all parties including a clear understanding of what is controlled and what is not controlled. It would address many of the concerns by addressing issues that have produced the current atmosphere of uncertainty and frustration.

This option will do the following:

1. inform the framework of the proposed Draft Plan Change and give transparency on what is being controlled or not controlled
2. improve clarity under the resource consent process, given the level of detail which will be provided in the place-based plan
3. provide certainty around heritage and character outcomes for Thorndon specifically around rules related to issues such as recession planes, boundaries and set-backs.

8. Further Information

8.1 Consultation and Engagement

Consultation (as reported in **Appendices 3a and 3b**) has continued over 18 months from December 2008 until May 2010. If Council agrees with officers' recommended package of measures, it is likely that at least three more consultation processes would be needed. They would include consultation on an initial draft of the place-based study, notification of a District Plan Change and consultation under the Draft Annual Plan 2011-2012 for any incentive measures proposed by Council as part of an overall package.

8.2 Financial Considerations

The place-based plan has been scoped at approximately \$60,000, which is not currently budgeted for.

The completion of the Thorndon project is considered to be a priority project given the significant investment in consultation and the significance of the area to Wellington. The study would draw on information gathered during the first stage of the Thematic Review. By deferring the next phase of the Thematic Heritage Review and work re-prioritisation, Council staff would complete a place-based study before the end of this calendar year. Other aspects of the work can be met through existing work programmes.

8.3 Climate Change Impacts and Considerations

Encouraging sustainable land, site and adaptive reuse of heritage buildings has the potential to support Council's climate change initiatives.

8.4 Long-Term Council Community Plan Considerations

Recommendations are consistent with the LTCCP 2009 -19.

9. Conclusion

If Council agrees, officers will do further work to develop a package of regulatory and non-regulatory measures to address heritage issues in Thorndon. Any financial implications will be included in the 2011-2012 Draft Annual Plan process. A draft plan change to recognise Thorndon's heritage values, and design guidelines, will be presented for Committee approval in the first half of 2011 prior to public notification.

Contact Officer: *Vivien Rickard, Principal Heritage Advisor.*

Supporting Information

1) Strategic Fit / Strategic Outcome

Protection of Heritage is a legislative requirement pursuant to Section 6(f) of the Resource Management Act 1991.

2) LTCCP/Annual Plan reference and long term financial impact

The financial impact of the option to be finally adopted will be assessed as a package

3) Treaty of Waitangi considerations

There are sites of significance to Maori in the vicinity of the residential areas of Thorndon. These will be taken into full consideration during development of the preferred approach.

4) Decision-Making

This is a significant decision. The report sets out a number of options and reflects the views and preferences of those with an interest in this matter who have been consulted.

5) Consultation

a) General Consultation

Consultation has extended over an 18 month timeframe and has included written notification of the consultation opportunities posted to all residents and ratepayers of Thorndon.

b) Consultation with Maori

Mana whenua have not been specifically consulted. Consultation responses have included comments from respondents requesting that acknowledgement be given to Maori issues in Thorndon.

6) Legal Implications

These include possible District Plan changes.

7) Consistency with existing policy

This report recommends measures which are consistent with the Built Heritage Policy 2005.

APPENDIX 1 – Options Report July 2008

**THORNDON
HERITAGE VALUES
STRATEGIC OPTIONS FOR MANAGEMENT**

**A PAPER FOR WELLINGTON CITY COUNCIL
prepared by BOFFA MISKELL LTD
JULY 2008**

1 Introduction

This paper canvases a range of strategic options for managing heritage values in Thorndon that could be instituted under the Wellington City District Plan. It is recognised that there are other methods outside of the District Plan that could be considered and implemented to manage those values in other ways, but these have not been addressed here.

The focus of this paper is on the *residential* 'zoned' areas of Thorndon (see Figure 1). However, the context from which some of the historic heritage value derives (as well as some of the risks to these values) lies in the adjacency of the area with other zones and land uses such as the Thorndon commercial interface, Parliament, motorway, and town belt. It is also recognised (and provided for in this paper) that part of Thorndon has a suburban centre zone.

It is understood this paper will provide internal guidance to Wellington City Council as part of its consideration of the future residential area District Plan provisions. The paper is particular to Thorndon, but there may be some transferable aspects to other parts of the city.

2 Thorndon's Historic Heritage

The extent of Thorndon is recognised in various ways currently including:

- (a) in Appendix 9 to the Residential Area provisions (which exclude the character area around Glenbervie Terrace) (refer to Figure 1)
- (b) as per the areas denoted in the Multi-unit Developments Guidelines in the District Plan Volume 2 (refer to Figures 2a-d)
- (c) as described officially by Council (and recognised by the Wellington City Character Study) (refer to Figure 3)
- (d) various people's perceptions of Thorndon - as represented for example in correspondence provided – which extends across to Thorndon Quay and Parliament (refer to Figure 4)
- (e) as per the generally residential zoned areas shown on the District Plan Maps (this is not delineated by any line) (refer to Figure 5)

The attributes of the historic heritage of Thorndon is the subject of different studies and publications and this paper does not attempt to recount them. There have also been several reports from, and meetings by Council officers and councillors with, interested parties within the area keen to advocate for the heritage of the area to be recognised in different ways than currently. These parties have also provided lists of heritage places they consider important as well as delineated precincts they consider would better recognise the breadth of heritage values in Thorndon (as noted above).

Despite the different interpretations as to extent the area's values include:

- Many individual places of heritage value (like Katherine Mansfield's birthplace) as well as other lesser well known but architecturally important places (usually recognised as the principal building on the site)

- Several pockets or particular streets where the where streets are of a particular character (such as Glenbervie Terrace) that is gained from the intactness of original buildings of a particular style, street widths etc – some of these potentially have heritage values beyond streetscape character
- Other structures (such as fences, paths, walls) and possibly later developments (ie post 1930) that have value for consideration.
- Non-physical values - cultural, spiritual and social – and that may not be immediately as obvious as architectural values but may be from associations with well known people or with political events for example.
- Archaeological values given the age and use and occupation of the place from well before 1900 (the Historic Places Act requires consideration of all areas where there has been use and occupation prior to 1900 as to potential archaeological value).

In respect of these values and despite the various studies and reports, there is no known collective or comprehensive assessment of the complete set of these values, the extent that that they exist spatially, or what the relative values are that could form an appropriate basis for more (or less) extensive District Plan provisions.

3 Current District Plan Management

The current provisions for development management in Thorndon have evolved (as they naturally would) over successive District Plan reviews and through incremental plan changes over time. They are a mix of both heritage specific provisions, and character and streetscape type provisions. They are currently based around:

(a) Heritage Place Listings

A series of individually identified heritage places (and some trees) which are managed through the Heritage Chapter of the District Plan (Chapter 20 and 21) – it would be normal practice that this list would be updated over time as required. The extent of the information regarding the heritage values of these places is variable as it has been collated and assessed in different ways over time.

(b) Residential Area Character Area “Overlay”

This applies to a discrete part of Thorndon (eg Glenbervie Terrace/Ascot Street etc) and for which there is a Design Guide (Volume 2) in the District Plan and a set of rules that pertain – this overlaps between Residential and the Suburban Centre Areas on Tinakori Road.

(c) ‘Streetscape’ Rules

These apply for the wider area of residentially zoned Thorndon (identified in Appendix 9) which restrict demolition of pre 1930s buildings (rule 5.3.11) and multiunit development (5.3.10) by resource consent being required as a Discretionary Activity (Restricted). Council have sought clarification as to whether Rule 5.3.11 can address the historic heritage values in the event of any application to demolish a place within the Thorndon area (identified in Appendix 9). Council’s advice (refer to DLA Phillips Fox letter of 1 May 2007) acknowledges the overlap into historic heritage values for any assessment of

streetscape character, but confirms *that the Rule is focused on streetscape and is not a heritage Rule.*

(d) Multi-unit Development Design Guide

Within the Multi-unit Design Guide in District Plan Volume 2 there are a series of character areas identified for Thorndon against which applications for multiunit developments (2 or more) are considered.

(e) Policy Framework

The policy framework for the management of character and heritage values is embedded within the objectives and policies of both the Residential Area and the Heritage Chapters of the District Plan. It is noted that the policy framework suggests:

- a focus on retaining 'character' rather than heritage in the residential and suburban centre zones
- the encouragement of urban development within existing urban areas (of which Thorndon is obviously one)
- that weight is given to protecting heritage values (only) for those places that are individually identified (ie as listed in Chapters 20/21) (despite the potential for there to be some heritage values outside of these too).

4 Need to consider changes to District Plan

The need to (at least explore) changes to the District Plan provisions as they apply to Thorndon as understood from information and discussions with Council officers appears to be motivated by the following factors:

Potential risk of change from significant new development (ie demolition of existing buildings and replacement with more)

There is limited evidence of redevelopment or major recent new development in Thorndon. There is a sense that the 'demolition' rule (5.3.11 introduced in Thorndon in 2000 by Environment Court decision) has deterred (perhaps combined with the ever vigilant and active Thorndon Society's influence on decisions by developers as to where to look for easy wins) the opportunistic type developments that have been more prevalent in other inner city suburbs. However, with the 'playing field' having been levelled by the same rule's introduction to the other inner city residential areas in more recent times, that interest could again be directed back to Thorndon where perhaps the value of living close into the city is considered to be relatively high. On the face of it the economic drivers for redevelopment on any significant scale appear not to exist at this time given constraints of the high land and capital values and the small size of sections (see Figure 2 - adapted from Wellington City Character Study).

Incremental change from small scale new development

There is still a level of change occurring from changes to existing buildings such as alterations and additions, garages/carports or fences which are an inevitable function of people changing buildings and the site's amenities to suit their particular needs. As the area continues to 'gentrify' there will be expectations for improvements that will provide for garaging on site, new windows, extensions and the like. Whether these are

appropriate in terms of their design and fit with heritage values of the area (and the character of the area) are the key question rather than whether they should be allowed at all.

Interest group advocacy for protection/conservation

There has been a strong advocacy from interests within Thorndon for recognition of the heritage values within the area including the well recognised elements such as Katherine Mansfield's birth place and associated places visited by the author as a resident of the area. Some work has been undertaken by these interests and suggestions made as to how the heritage values of the area could be managed, including through the development of a series of precincts/conservation areas. The range of heritage values present (social, political, historical) are seen as important.

Strategic intensification initiatives by Wellington City Council

The Council is advancing with a strategy to encourage intensification of residential densities in targeted locations within the city. Most of the Thorndon residential area is identified as an area of character protection in the discussion paper *How and Where Will Wellington Grow?* (2008). There is as yet no determination as to the extent of this protection or how this will incorporate heritage values.

Increased Statutory Weight to Historic Heritage under RMA

Although not a strong motivation coming through from discussions from Council officers, there is no doubt that the requirements for Council to recognise and provide as a Matter of National Importance for historic heritage under section 6(f) of the 2003 amendments to the Resource Management Act 1991 (RMA) should be a consideration. Although it could be said that the heritage values of Thorndon have in the past been well recognised (right from the time of the Thorndon E Zone under the old Wellington City District Scheme), the definition of historic heritage under the RMA (see attached) is broader than just the physical elements of architectural value which tends to have been the focus to date.

5 Our Initial Take on Heritage Values in Thorndon

It is not within the scope of this paper to undertake any assessment of heritage values in Thorndon. However, we have (a) an understanding of the *character* of Thorndon from the Wellington City Character Study and at this broad level have acknowledged the contribution of its heritage to this character (b) given consideration to the information provided from the Thorndon Society and others with respect to the heritage values present and the additional places they consider important and additional to those currently listed in the District Plan.

From these two points we make the 'face value' observations that:

1. there are areas which suggest a 'Heritage Area' or similar distinction given the intactness of the collection of buildings as a group (such as Ascot Street, Poplar Grove/ Aorangi Terrace)
2. there are for the most part outside of the distinct collections of buildings those individual buildings which appear to have at least some architectural merit beyond the buildings currently listed in the District Plan.
3. there are large areas and many other buildings that are not of apparent heritage value that are interspersed between the above

4. there is no comprehensive collective set of information or assessment that has been undertaken to establish definitively what the values are for heritage in Thorndon that could steer decisions as to 1 and 2 above.

6 Criteria for Considering Options

Determining the most appropriate options for management of heritage values in Thorndon will require consideration of the criteria listed below. These are in no order of importance:

- a. The level of risk to heritage values in the area, or different parts of the area recognising that some areas may be at risk more or less from different influences than others.
- b. Any precedents in the case law under the RMA – cases such as *Christchurch Civic Trust v Christchurch City Council* (C82/05) which concern the extent to which a precinct can be delineated around an area of mixed heritage value – will be relevant.
- c. Relationship to the current plan structure and the precedents of the Thorndon work for other areas of the city which may also make a claim for changes if the same sorts of values exist.
- d. Workability of the provisions with respect to Council's resources and the ability to 'service' rules in terms of the amount of time that it will take to administrate, provide reports on, or investigate and assess.
- e. Fairness and reasonableness in respect of the rights of property owners to certainty, ability to use the property and the effects on property values as a result of any imposition of new provisions.
- f. Ability to give effect to the requirements of the RMA s6(f) with respect to Historic Heritage (refer to attachments)
- g. Alignment, or assistance to achieving other Council strategies (Built Heritage Policy 2005, Cultural Wellbeing Strategy 2006, Urban Development Strategy 2006) and influences such as the New Zealand Urban Design Protocol (refer to attachments)
- h. Alignment with best practice as defined by accepted and proven heritage management directions (references include the Ministry for the Environment Quality Plan website and the NZHPT Heritage management Guidelines for Resource Management Practitioners (2004)).

7 Strategic Options

There are a range of strategies for proceeding to address the heritage values of Thorndon. As noted above there are some actual and perceived failings in the current provisions that need to be addressed. The scale of change to provisions as they stand and the implication of the changes will need to be carefully considered by Council. This section of the paper identifies some different strategies for consideration and 'tests' these relative to the criteria in 6 above.

The strategies discussed below have been identified within a range of what the authors consider to be reasonably realistic and achievable. Although there will be other strategies that could be explored it was not seen as useful to consider those which

were unlikely to be tenable for Council and in respect of best practice heritage management. For example, although a strategy could be to *remove* all heritage management provisions from the Thorndon area from the District Plan and rely on market forces or other influences to determine its future this is an unrealistic strategy to pursue given the community, political and current statutory framework.

A Keeping it the Same

There are a range of provisions in place currently in Thorndon that are a legacy of various District Plan evolutions. These are described in more detail earlier in this report. The assumption with strategy (A) is that these provisions would remain place as they are and that changes would only be made in step with other changes to the District Plan over time.

The advantages of the 'keeping it the same' strategy are considered to be:

- no effects in terms of precedents being set for other areas that may demand the same changes
- no change to workability in terms of the level of resourcing required
- no change to current property owner's understanding of what can or cannot be done and perceptions of market value

The disadvantages of the 'keeping it the same' strategy are considered to be:

- does not address the potential risks from development pressures that may apply as a result of intensification strategies or market demand for inner city suburb residential living
- may not address the requirements for Historic Heritage under RMA – the requirements of the Act as it relates to the 'other' values than the physical will need further investigation as it applies to Thorndon.
- does not tackle the workability issue of the current District Plan provisions as they stand for Council officers (ie streetscape v heritage)
- may not fulfil Councils strategic objectives with respect to Urban Development, Built Heritage and Cultural Wellbeing

B Identify New Heritage Places and Maintain Streetscape Character Provisions

Strategy B would be to manage each identified heritage site for its heritage values and to manage character for the whole area as an 'area' overlay. In effect Strategy B would 'beef up' the heritage provisions as they currently stand by including more places for their heritage value and keep the same approach to what is more widely the streetscape character values.

The major work in this strategy would be to undertake a comprehensive review of the Thorndon area to identify all the heritage values of each site (buildings, other structures and trees). This would logically result in documentation of the values in an updated Inventory of Heritage Places which describes the significance of the place (including any interior) and which would in turn provide a basis for new listings for these sites in the Heritage chapter of the District Plan, by way of a Plan Change.

All of these sites would then be subject to the Heritage rules of the District Plan which require (as of Plan Change 43) resource consents as Discretionary Activities (Restricted) for any external modifications or demolition and decision making against criteria that include effects on historic heritage and height, coverage, bulk and massing (to the extent that these affected historic heritage).

In addition to the identification and management of individual places the character overlay that currently operates would be maintained under the Residential Area provisions of the Plan. The assumption here is that in respect of character it is the streetscape that is most influential to the character of the area (as perceived from public areas). The assumption under this strategy is that demolishing a pre 1930 building (and multi-unit development) will still require consent as a Discretionary Activity with the same considerations as to the effects on streetscape (including the guidelines consideration asset out in Volume 2).

With respect to the objectives and policies of the Plan these may need redressing to clarify that it is the heritage buildings that are to be protected and that streetscape character focusses on the aspects of the site and its development that contribute to that streetscape.

The advantages of Strategy B are considered to be:

- addresses somewhat the risk to heritage places by being clear about which places have the heritage values (and which do not)
- is consistent with case law which encourages values to be clearly identified where those values exist (eg Pick v Far North District Council)
- will provide clarity as to the heritage values for each individual place which should make the workability of the provisions some what easier – it would also be relatively quick and easy to implement by just adding to the current list by a plan change (or series of changes over time) with the other provisions just staying the same.
- will provide for the requirements of the RMA s6f if comprehensive
- should be able to give effects to and align with Council strategies
- is somewhat in accord with best practice

The disadvantages of Strategy B are considered to be:

- does not entirely address risk to heritage values where they exist across an area and between places and may see cumulative effects
- will require additional Council resource for the comprehensive work to identify heritage values for all places and may add to the officers work load for additional applications that will require heritage assessment.
- will be perceived as affecting the rights of the property owners whose places would be additionally listed for management under the heritage provisions.
- is only somewhat in accord with best practice as the area based values for historic heritage would potentially not be recognised or provided for by individual place listings only.

C Identify New Heritage Areas and Remove Streetscape Character Provisions

This strategy is to take the approach that *all* of the Thorndon suburb could be divided into precincts/ areas with some defining heritage values for each. This may or may not need some overlaps into the areas outside of what is nominally identified as Thorndon

currently. Conceivably this strategy would obviate the need for any provisions relating to streetscape as these values could be captured by the rules around the management of the heritage areas.

The major work in this strategic direction would be to identify the heritage areas and to document what the values are within them. This would then lead to new provisions within the District Plan which may take a lead from the Central Area Heritage Areas approach (in Plan Change 45) wherein the heritage places and the non-heritage places are recognised and decisions made about development by resource consent and against a design guide. This would require a review of the design guide that currently applies to (a small part of) Thorndon (ie Thorndon Character Area Design Guide in Volume 2) to provide for the conceivably different characteristics of the different heritage areas and heritage and non-heritage places that could be identified by this process.

The assumption in Strategy C is that the provisions for streetscape and demolition within the Residential Area provisions would no longer be required and that these would be superseded by the management of the heritage values (which can include streetscape) through the Chapter 20 and 21 heritage provisions. If this was a direct application of the current heritage rules (as set out in Plan Change 43) this would make changes and demolition of any building in Thorndon at least a Discretionary Activity (Restricted). The objectives and policies of the District Plan would need to be changed (especially the Residential Area section) to reflect that the area of Thorndon would have development managed principally through the Heritage provisions.

The advantages of Strategy C are considered to be:

- addresses the risk to heritage places by being clear about which places have the heritage values (and which do not) and recognises the values across areas
- will provide clarity as to the heritage values for each individual place which should make the workability of the provisions somewhat easier by removing the streetscape issue – it is also somewhat consistent with the Central Area approach (it is different in its extent of application to the whole area though).
- will provide for the requirements of the RMA s6f but only if comprehensive and not overstepping the mark (with reference to case law precedents)
- should be able to give effects to and align with Council strategies
- is somewhat in accordance with best practice although that it has the potential to overstep the mark with respect to encircling more places with limited heritage value than is appropriate.

The disadvantages of Strategy C are considered to be:

- potentially in dangerous territory with respect to case law on heritage areas and the encircling of more than the core heritage places (unless the assessments can show that each area has clear and distinctive values)
- changes the nature of the District Plan provisions as they apply to Thorndon which makes for some uncertainty for the community of interest and potentially generates precedents that will need consideration for other parts of the city.
- will require additional Council resource for the comprehensive work to identify heritage values, delineate the heritage areas, and may add to the officers work load for additional applications that will require heritage assessment.
- will be perceived as affecting the rights of the property owners whose places would be additionally listed for management under the heritage provisions.

- is only somewhat in accord with best practice as there is the risk in our opinion that the identification of the *whole* of Thorndon into heritage areas will capture more places of low heritage value than those of high.

D Identify New Heritage Places, Areas and Streetscape Character Provisions

Strategy D takes the approach that there will likely be a combination of individual heritage places distributed throughout Thorndon, some groups of heritage places, and streetscape character throughout. Accordingly the strategy would be to identify both the heritage places as in strategy B as well as the heritage areas where they can be clearly (and defensibly) delineated for collective heritage values and list these in the Heritage chapter. The difference between strategy D and C is that there would not necessarily be an expectation that all of Thorndon would fit into a heritage area and that there would be parts that do not warrant heritage management overall.

These will then be managed as individual heritage places and heritage areas as described in strategies B and C.

The assumption with this strategy is that there would be areas of Thorndon for which there are no heritage area coverage (as the distribution of heritage places is not dense enough to warrant it), but consistent streetscapes of value. Accordingly the strategy would be to recognise the streetscape values by either (a) retaining the current streetscape management system (effectively by the demolition rules and the multi-unit design guides) or (b) revising the streetscape provisions to provide design guidelines for the whole of Thorndon to do with streetscape values and ties to any form of development or pre 1930 site, buildings or their demolition.

As with the other options some changes to objectives and policies would be required to reflect this strategy.

The advantages of Strategy D are considered to be:

- addresses the risk to heritage places by being clear about which individual places and the extent of the areas have the heritage values (and which do not)
- will provide clarity as to the heritage values for each individual place and area which should make the workability of the provisions some what easier - it is also consistent with the Central Area approach of identifying discrete heritage areas (as well as individual buildings) The streetscape approach (b) will also address the current workability issues with the overall streetscape character values.
- will provide for the requirements of the RMA s6f but only if comprehensive and not overstepping the mark (with reference to case law precedents)
- should be able to give effects to and align with Council strategies
- is in accordance with best practice

The disadvantages of Strategy D are considered to be:

- changes the nature of the District Plan provisions as they apply to Thorndon which makes for some uncertainty for the community of interest and potentially generates precedents that will need consideration for other parts of the city.
- will require additional Council resource for the comprehensive work to identify heritage values, delineate the heritage areas, and may add to the officers work load for additional applications that will require heritage assessment.

- could be perceived as somewhat affecting the rights of the property owners whose places would be additionally listed for management under the heritage provisions, although it will also give certainty to those not considered to have heritage places.

Redressing the Rules

Not a stand-alone strategy in its own right there is the possibility of changing the District Plan provisions as they currently exist to:

- change the objectives and policies of the Plan to clarify the intentions with respect to streetscape values for example as different to heritage values
- assign a more or less rigorous approach to managing the values of the area by changing the status of activities for example, or extending the demolition rule ambit or applying more stringent assessment criteria
- provide improved design guidance including for the management of the streetscape (as in strategy option D(b))
- change the notification provisions to require notification more frequently or less frequently.

With respect to these aspects of the rules it is not until some form of strategy has been adopted and the work has been conducted that the aspects of value that need to be addressed can be known and the rules considered accordingly. It is conceivable, for example, that if there is clearer definition as to the specific heritage values and which places have those values that the rules that apply to the places without those values could be loosened.

8 Evaluation

In giving consideration to the four strategy options above there are advantages and disadvantages to each. Overall there appears to be the greatest merit in the Strategy D. This option has the most advantages and the least disadvantages. It is also the case that all the options have the same as well as additional disadvantages to Strategy D except that it may require more resource. There are possibly combinations within the options with respect to the rules as they would apply to any revised provisions.

The actions required to progress option D would need to include:

- preparation of a brief to undertake a heritage assessment with a view to establishing: (a) a comprehensive list of heritage places recognising all of the historic heritage values; and (b) a defined set of heritage areas that recognise the historic heritage values between groups of places. It would be expected that this assessment would include the requisite skills (history, cultural, architecture, archaeology), research and a clear basis (eg thematic approach) for the process of identification and the recording of the values (such as in an inventory format consistent with existing).
- rationalisation of the character provisions and guidelines – there is a reasonable level of material that can probably be reworked to provide a good basis.
- consultation with the community of interest and the relevant heritage groups and agencies with respect to the process and opportunities for participation

- advancement of District Plan changes to give effect to the outcomes of the above work (as well as potentially some non- District Plan methods) including the preparation of new rules (as distinct from the reapplication of the existing provisions) as required.

APPENDIX 2 – Three options for managing Thorndon heritage (as at start of consultation December 2008)

Introduction

The Thorndon Heritage Area Project was initiated in September 2008. The purpose of the project was to investigate the residential neighbourhoods of Thorndon to determine whether there were any areas that may warrant identification as heritage areas in the District Plan.

The study area covers land currently zoned Inner Residential in the District Plan.



Methodology

Historical research was undertaken to provide information on the date of construction, original owner, architect, and subsequent building permits and consents. A spreadsheet was developed with the results of the research and photos of each house inserted. The age of streets was determined by researching historical subdivisions.

Further research was undertaken on the history of Thorndon, its streets and its overall architecture. A street by street assessment was made by the project team including both site visits and desk top research. This established important individual buildings and groupings, and identified those buildings that do not contribute to the heritage values of the area.

Four documents have been produced:

1. Statement of Significance

This document provides a summary of the research and assessment undertaken and establishes the significance of the area based on the following values:

- Historic
- Social
- Aesthetic (Townscape, Architectural)
- Scientific (Archaeological, Educational, Technological)

2. A History of Thorndon

This is history of the area from the early 19th century and Pipitea Pa through the establishment of government in the area, its growth as a residential area and as a centre of educational and religious institutions.

3. Thorndon Architecture

A survey of the architecture of Thorndon covering the main periods and styles of domestic architecture in the area, including good representative examples of the different periods. It includes early settlement, the period of growth in the 1870s, turn of the 20th century, between the wars, early modernism and modernism to the present.

4. Thorndon Streets

Tying the history and architecture together, this street by street analysis provides an understanding not only of the development of the streets but also the patterns of physical and architectural similarities in the built environment.

What are the options?

The study revealed that Thorndon as a whole has significant heritage values. The attached map shows the areas identified as having significant heritage values. The key question is how those values are best managed. Possible options for safe-guarding the character and heritage of Thorndon include:

- Option 1 - A series of heritage areas for Thorndon covering the areas identified in the attached map.
- Option 2 - A mix of heritage areas and a modification of the existing pre-1930 demolition rule.
- Option 3 – Continue to apply a modified pre-1930 demolition rule (effectively status quo).

It is important to ensure that any new planning rules strike a balance between protecting Thorndon's unique heritage and character, and allowing local residents to undertake works on their properties without undue regulation. These three options are being consulted on as part of the overall draft Residential Plan change. Your feedback as local residents is valued.

How will any of the proposed changes affect my property?

If your property is in a heritage area you would be required to get a resource consent for any changes to your building above and beyond general repairs and maintenance. This would include additions and alterations.

However if you own a newer building in the Thorndon Heritage study area it is likely that it will be recognised as a non-contributor to the heritage values and whilst you would not have to get a consent to demolish your building, any new building works will require resource consent to assess the impact of the proposed work on the heritage values of the area as a whole.

If you own a building constructed prior to 1930 outside of any heritage area then the existing pre-1930 demolition rule would continue to apply. This requires you to get a resource consent for the demolition of any pre-1930 building (or to remove architectural features from the primary elevation – usually taken as the elevation facing the street).

More detailed maps showing the boundaries of the suggested heritage areas and identified non-contributing buildings are available at www.Wellington.govt.nz.

Will my rates be affected?

No. This proposal will not affect your rates assessment, which will continue to be calculated based on the value of your property.

What is the process?

The possible new Thorndon heritage area(s) form part of a larger review of the Residential Area and Suburban Centre chapters of the Wellington City District Plan. The revised chapters are only draft at the moment and have not yet been notified under the Resource Management Act.

We are keen to hear your views on Thorndon's future. In particular we would like your views on how Thorndon's heritage values can be best managed.

If you would like to provide feedback on the Thorndon Heritage Area, you can do so in writing by posting your feedback to Wellington City Council, PO Box 2199, Wellington

6011, Attn: City Planning or by emailing district.plan@wcc.govt.nz. **Please provide your feedback by 1 April 2009.**

Once the period for feedback closes we will review and summarise the comments and suggestions we receive. A final summary will go on our website www.Wellington.govt.nz in late April 2009.

This information and ongoing research will be used to prepare a formal plan change under the Resource Management Act. This is likely to be finalised in August 2009. Further consultation will be undertaken as part of this and you will have an opportunity to provide a formal submission at this stage.

Thorndon - Possible Heritage Areas (February 09)



APPENDIX 3a – Outcomes of Thorndon Consultation December 2008 – May 2010

1. Consultation:

There were five discrete phases of consultation on the issue of District Plan provisions for the residential areas of Thorndon.

Phases of consultation:

Phase	Start	Finish
1. Review of Residential Areas & Suburban Centres chapters of District Plan	8 December 2008	1 April 2009
2. Extension of consultation	2 April 2009	29 May 2009
3. Further consultation	25 August 2009	6 November 2009
4. Four Community Meetings – organised in partnership with Thorndon Residents Association	16 February 2010 23 February 2010 2 March 2010 9 March 2010	9 March 2010
5. Three Workshop Meetings - organised in partnership with Thorndon Residents Association	17 May 2010 20 May 2010 26 May 2010	26 May 2010

2. Phase One consultation: December 2008 – April 2009

2.1 Draft plan change to the Residential Areas and Suburban Centres

The first phase of consultation on the residential areas of Thorndon was included as a component of the Council's consultation on the draft changes to the Residential Area and Suburban Centres chapters of the Wellington City District Plan. This work was a part of the "rolling review" of the District Plan.

The consultation on the draft District Plan changes continued over an extended period from 8 December 2008 to 1 April 2009.

2.2 Proposals consulted on:

The proposal consulted on three options for managing heritage values in Thorndon (see **Appendix 2**):

1. Include the majority of Thorndon in a heritage area;
2. Identify smaller more targeted heritage areas, and manage the areas outside of the heritage areas using the pre-1930 demolition rule;
3. Retain the existing pre-1930 demolition controls for Thorndon.

2.3 Feedback received:

Council received 57 submissions. Approximately 76% of the respondents supported the proposal for a Thorndon heritage area, while 14% opposed the proposal. The majority of submissions acknowledged Thorndon's special character and heritage values, but there was a wide range of opinions on whether additional planning restrictions were required to manage the area.

Those submitters that supported the heritage area noted that the area has special heritage values that were not adequately protected under the current District Plan rule regime. A number of submitters considered that the current rules had permitted inappropriate development that had detrimentally impacted on the character of the suburb.

The Thorndon Residents Association conducted an on-line survey which generated 17 responses. Of these, one respondent thought that no demolition controls were needed, the other 16 considered that Thorndon should either retain pre-1930s demolition controls (10), or create a heritage area (4), or develop a combination of the two (2). Respondents generally agreed that Thorndon should not become a museum and that any new provisions need to provide some flexibility for residents to develop their properties.

2.4 Strategy and Policy Committee 14 May 2009 - Report-back on Public Consultation on Draft Residential Area and Suburban Centres Plan Changes:

The issue of District Plan provisions for the residential areas of Thorndon was discussed in the Strategy and Policy Committee paper of 14 May 2009. Discussion in that paper included the following:

“Officers are continuing to consult with the Thorndon community on how the area's heritage values can be most appropriately managed and which planning mechanisms should be applied. Any proposed rules will need to strike a balance between effectively protecting Thorndon's unique heritage and character, while still allowing local residents to undertake appropriate works on the properties without undue regulation.

It is intended that the Thorndon heritage study be incorporated into a separate heritage plan change that would also include the seven new heritage areas identified in the Suburban Centre review. The timing of this plan change may be after the proposed Residential Area Plan Change, to allow time for additional public consultation.”

It was agreed at the SPC meeting of 14 May 2009 that officers should:

- Continue consultation with the Thorndon community regarding the Thorndon Heritage Study, and develop an appropriate set of provisions for managing heritage values of the suburb.

3. Phase Two consultation: 2 April 2009 – 29 May 2009

Due to the high levels of interest in the Thorndon Heritage Project results, the consultation time frame for Thorndon was extended. The Thorndon issue was removed from the wider review of Residential Area and Suburban Centre zones and the consultation period was extended from the close of the first phase of consultation on 1 April until 29 May 2009.

The following is a summary of the Thorndon-specific consultation which took place from February to May 2009:

Date	Public Communication/meeting
23 February 2009	Mail-out to Thorndon residents
11 March 2009	Residents' meeting in Thorndon School hall
17 April 2009	Second mail-out to Thorndon residents regarding display and drop-in centre at Tinakori Road, 26 April – 3 May 2009
26 April 2009	Thorndon display opens - Drop-in centre, one-on-one and group discussions
28 April (am) 2009	Thorndon Residents Association meeting
28 April (pm) 2009	Thorndon Society meeting
3 May 2009	Thorndon Heritage study display closes
27 May 2009	Thorndon Residents Association AGM – Q & A session
29 May 2009	Thorndon consultation period closes

3.1 Responses to three suggested options for managing Thorndon's heritage.

The first phase of consultation (December 2008 – April 2009) provided brief options for respondents' to comments. The second phase of consultation was framed around three options for managing Thorndon's heritage values. These draft options were provided by the Council as a starting point for comment and discussion.

The three options were:

- Option 1: a series of five heritage areas covering the majority of the suburb. These were:
 1. Tinakori Road North/Calgarry Avenue and surrounds (bounded by Harriett Street; Grant Road, Cottleville Terrace, Tinakori Road).
 2. Tinakori Road South (bounded by Patanga Crescent, Tinakori Road, Harriett Street).
 3. Hobson Street and surrounds.
 4. Portland Crescent.
 5. Selwyn Terrace.

- Option 2: A mix of heritage areas and modified pre-1930 demolition rule. This would involve more tightly defined heritage areas with a modified demolition rule for the rest of each area. A modified demolition

rule would require resource consent for the demolition or removal of a complete building, or for the removal of architectural features from a building's primary elevation (this is usually the street front of the house). Additions and alterations would only need resource consent if they were so large they made the original building virtually unrecognisable or if they involved the removal of architectural features from the primary elevation.

- Option 3: Status quo. No heritage areas would be created and the Council would continue to apply a modified pre-1930 demolition rule.

3.2 Preferred options

There were sixty-nine feedback responses to Phase Two consultation (2 April to 29 May 2009). Not all people who provided feedback had a clear preference for one option over the others. A number of people suggested a combination of provisions from the three options provided.

Of those who did not select one particular option 18 people strongly supported the council's direction. They expressed support for the intent of the review and supported the preparation of strengthened and improved rules to manage heritage in Thorndon. These people were concerned that Thorndon's special heritage features were being eroded by inappropriate development.

Five respondents were generally opposed to increased recognition of heritage and did not support any of the options provided. A wide range of reasons were expressed, some of which are commented on below in Section 5.

Of those who did express a clear preference, 12 people preferred Option 1. Seven expressed a preference for Option 2, and 22 people expressed a preference for Option 3.

These results indicate a wide spread of opinion across the options provided. A significant number of responses received addressed the individual issues in greater detail. In many cases, they concentrated on issues of particular importance to the respondent such as specific examples of demolition or inappropriate additions or alterations.

A recurring theme of the consultation was that there had been insufficient time allowed for interested parties to provide a reasoned response. During the drop-in display held in April 2009, a large number of visitors requested further time to consider the issue.

4. Phase Three consultation 25 August 2009 – 6 November 2009

Following the two consultation phases reported above, the issue was re-opened for further consultation from 25 August to 6 November 2009. The following is a summary of the feedback from that consultation.

Date	Communication
18 August 2009	Letter to Thorndon Ratepayers
25 August 2009	Our Wellington Page
25 August – 6 November 2009	WCC Web-site pages

Information on the Council proposals was provided on the WCC website. The feedback form was also available on the WCC website it sought feedback on the following questions:

- *Do you support the Council's proposed approach (five heritage areas) to the management of Thorndon's heritage properties?*
- *If you have concerns about parts of the proposed approach, what are they?*
- *In terms of managing heritage in Thorndon, do you have any other suggestions on how to achieve good results?*
- *Why do you think your suggestions might offer better results?*
- *Do you have any other comments?*

Feedback from consultation August – November 2009:

Fifteen feedback forms were received by the Council commenting on the proposals for Thorndon between 25 August and 6 November 2009. Seven of the respondents lived in Thorndon, seven lived in Wellington City and one respondent did not live in Wellington City.

Ten of the fifteen respondents supported the Council's proposed approach to the management of Thorndon's heritage properties.

Five respondents disagreed with the proposed approach. No respondents were undecided on the proposed approach.

Two of the respondents provided written responses, rather than completing the feedback form supplied.

5. Phase Four consultation in partnership with the Thorndon Residents Association:

- **Four community meetings February/March 2010;**
- **Drop in Shop 17-20 March 2010.**

In mid 2009 the TRA approached Councillors, and met and discussed the issue and their concerns with Councillors. Officers attended some of these meetings and had separate meetings with representatives of the TRA.

On 14 September 2009, Council officers met with the Thorndon Residents Association (TRA). It was agreed that the Council and the TRA would work in partnership on progressing with consultation on District Plan provisions for the residential areas of Thorndon.

In working as a partnership, it was agreed that there would be a focus on planning a consultation process which would have a clear community focus. This resulted in a programme of four local meetings and subsequent workshops to discuss planning rules which would ensure that the concerns of residents are fully considered and are discussed in open forum. It was agreed that the information gathered in the consultation would assist with informing Council officers on future provisions for the residential areas of the suburb.

It was also established that the consultation would take place on the understanding that there was no current preferred option for either party, for future provisions for Thorndon. A programme of consultation was agreed between the two organisations.

There were two mail post-outs to Thorndon residents and ratepayers. There were also two advertisements in Our Wellington page. The two letters explained the partnership between the Council and the TRA. The letters notified residents and ratepayers of the proposed four community meetings and drop-in shop at which the range of relevant issues would be discussed.

Date	Communication
December 2009 – March 2010	WCC web-site
14 December 2009	Letter to Ratepayers
12 March 2010	Letter to Residents & Ratepayers
26 January 2010	Our Wellington Page
16 March 2010	Our Wellington Page –Public Notice

The TRA circulated a newsletter advertising the four meetings. The newsletter was dropped in mail-boxes throughout Thorndon.

5.1 Four Public Meetings in Thorndon

There were four community meetings, held in Thorndon, at which participants had an opportunity to ask questions and take part in discussions. WCC and the TRA jointly hosted these meetings.

Dates and venues were as follows:

Date	Venue	Time
16 February 2010	Loaves & Fishes, Hill Street, Beside the Cathedral	7:30pm
23 February 2010	Sharella Motor Inn 20 Glenmore Street	7:30pm
2 March 2010	Loaves & Fishes, Hill Street, Beside the Cathedral	7:30pm
9 March 2010	Sharella Motor Inn 20 Glenmore Street	7:30pm

5.4 Meeting style and organisation

In preparation for the four meetings, the Thorndon Residents Association (TRA) and Council officers pre-prepared questions for discussion at the meetings. Both the TRA and Council had gathered information on a range of topics to provide background on techniques used elsewhere in New Zealand and information from organisations whose activities may affect property-owners. This research provided the basis for the preparation of questions.

The meetings were organised as interactive discussions, with all meeting attendees participating. An external facilitator managed the meetings using a pre-arranged meeting process known as “World Café”. This style of meeting divided the participants into small groups, seated around tables. A ‘Table Host’ was selected at the beginning of the meeting who remained at the table for the evening and chaired the discussion. Other participants moved to different tables to discuss each of the pre-arranged questions.

The four meetings all covered similar information and were in effect, four alternative opportunities for participants to have input to the process. Background information was provided by both the TRA and Council staff.

Although background information was provided to participants at the meetings, in some cases participants did not have an accurate understanding of the issues under discussion. A number of participants were under the impression that a previous proposal by the Council – heritage areas – was still the Council’s preferred option. Therefore some of the responses at the meetings were made on the understanding that heritage areas were still the preferred option. This was the case even though Council officers made it clear in the introductions to the meetings that there was no preferred option currently “on the table”.

5.3 The Questions:

The questions addressed at the four meetings were as follows:

First round:

1. *Thinking about the character of Thorndon and the District Plan provisions that help to manage the character and the streetscapes of the suburb:*

- *What do you value most about Thorndon?*
- *What is it that you have concerns about in the management of the Thorndon’s residential areas?*

Second round

Thinking about Thorndon into the future and retaining the experience of its special character into the future /modern world, what are the key focus points for the following:

- *To retain into the future*
- *To discontinue in the future*

- *To create in the future*

5.4.4 Participants

Two meetings were opened and participated in by the Mayor; two meetings were opened and participated in by Councillor Foster. Other Ward Councillors attended and participated in the meetings. Council officers were in attendance at all the meetings to provide technical advice. Officers did not participate in the meeting discussions.

Over the four meetings approximately 120 people attended and took part in discussions. This total did not count Councillors or Council officers. It did count TRA committee and members.

5.4 Recording of discussions:

5.4.1 Paper Record of Discussions

The facilitator managed the meetings throughout. All sheets which recorded discussions were collected at the end of each question round. At the end of the meeting, the facilitator summarised the work sheets from each table in relation to each group of questions. The facilitator then ensured through discussion with the participants that her summary of the information collected coincided with their interpretation of the meeting's discussions.

In the last two meetings a slightly different format evolved and participants had the opportunity to confirm (with red sticky dots) their most important options on the worksheets. Each participant had 5 red dots to 'spend'.

The facilitator then took the worksheets away and provided a summary of the themes which had emerged through discussion.

The key themes were as follows:

Summary of core themes which emerged through discussions at four Community meetings – February and March 2008		
Retain	Discontinue	Create
Architecture and style	The notion of a modern suburb reflecting an 'idealised' past	Make heritage District Plan rules more user friendly
Character, building age and scale	The drive towards 'blanket' heritage protection	Ensure consistency of District Plan rules
Retain current property rights to modify buildings and streetscape appearance	High fees for resource consents	Appoint an Advisory Board to monitor resource consent decisions
Allow skylights and solar panels – including on the	Inconsistency of planning rules	Appoint external experts to peer review WCC

street frontage		planning and urban design decisions
Retain current pre-1930 demolition rule – more rules could drive people away	Consent fees for renovations	Create a community ‘heart’
Retain ability to alter buildings to suit life-style	The notion of a ‘living museum’	Improve parking in the suburb
Retain current parks and reserves	Multi-storey developments	‘Brand’ and market the suburb
Retain community spirit	Overhead wires	

Appendix 3b provides a full summary of the issues which were discussed at the ‘World Café’ tables.

5.4.2 Audio-Record of Discussions - Victoria University of Wellington

The TRA invited the Victoria University of Wellington (VUW), Language in the Workplace Project team to audio-record table discussions at the meetings. WCC agreed to the audio-recording. The TRA and WCC were provided with digital copies of the discussions.

Two meeting attendees at one meeting did not wish to be recorded and were seated at a table which did not have an audio-recorder. All other participants signed an agreement form, retained by VUW.

The VUW analysis noted the following key points regarding the organisation of the meetings:

- The consultation with the community organised by the Wellington City Council in partnership with the Thorndon Residents Association for discussion of plans for the Thorndon area elicited a wide range of opinions on a diversity of issues. The topic maps (provided by VUW) provide some indication of this diversity.
- The Table Hosts (who led each of the small group discussions) had a great deal of influence on the direction of the discussion at particular tables, and on the written record of decision and priorities.

The work by VUW provided a record of all the discussions captured as an audio-record.

5.6 Drop-in Shop:

The drop-in shop was open at 310 Tinakori Road from Wednesday 17 March until Saturday 20 March. On display was information gathered during the four community meetings. Residents of Thorndon were invited through a residents and ratepayers mail-out, to visit the shop and discuss the information gathered

at the community meetings. Representatives of the Council and TRA staffed the shop to answer questions and discuss the issues.

Approximately 130 people visited the drop-in shop over the four days that it was open. Discussions with visitors were not recorded in detail. Visitors had an opportunity to confirm which themes collected during the four community meetings were, to them, the most important. The themes selected confirmed the themes from the four community meetings.

6.0 Phase Five consultation: In partnership with the Thorndon Residents Association: Three workshop meetings.

When the partnership between TRA and WCC was established, it was agreed that the consultation would include engagement with representatives from Thorndon-based groups who had expressed an interest in the consultation. The objective was to provide further background guidance to Council on District Plan provisions which would be reasonable, future focussed, practicable and consistent with statutory requirements.

Three workshops were planned. The following groups were invited to send representatives:

- Douglas Lilburn Residence Trust
- Katherine Mansfield Birthplace Trust
- Randall Cottage Writers Trust
- Thorndon Residents Association
- Thorndon Society
- Thorndon Trust
- Tinakori Road business group (Informal group).

Also invited to the meetings were one person with expertise in the area of Resource Management Act planning and two practising architects with experience in design of new residential buildings and additions and/or alterations to existing residential building. Council was represented by officers from the Strategy and Urban Design Directorate. The external facilitator, who had previously facilitated the four community meetings in February March 2010, also facilitated the three workshops.

The meetings were held on the following dates at Wellington City Council offices:

1. Monday 17 May - 5:30 to 7:30 pm at WCC
2. Thursday 20 May - 5:30 to 7:30 pm at WCC
3. Wednesday 26 May - 5:30 to 7:30 pm at WCC

Attendances from community organisations were as follows:

Workshop	Representatives	Officers Present	Technical Experts
Workshop 1 17 May 2010	Katherine Mansfield Birthplace Trust; Thorndon Residents Association; Thorndon Society Thorndon Trust; Tinakori Rd Business group;	Teena Pennington Clay Johnsen Jeremy Blake Vivien Rickard	Peter Kedgeley, Architect; Judi Keith-Brown, Architect; Marc Baily, Planner
Workshop 2 20 May 2010	Katherine Mansfield Birthplace Trust; Thorndon Residents Association; Thorndon Society Thorndon Trust;	Clay Johnsen Jeremy Blake Vivien Rickard Myfanwy Eaves	Peter Kedgeley, Architect Judi Keith-Brown, Architect Marc Baily, Planner
Workshop 3 26 May 2010	Katherine Mansfield Birthplace Trust; Thorndon Residents Association; Thorndon Society Thorndon Trust;	Teena Pennington Clay Johnsen Jeremy Blake Vivien Rickard Myfanwy Eaves	Judi Keith-Brown, Architect Marc Baily, Planner

Acknowledgements were received from the Randall Cottage Writers Trust and the Douglas Lilburn Residence Trust. These two groups did not send representatives.

6.1 Three Workshop Meetings:

Meeting 1:

Consultation from 8 December 2008 – 31 March 2010 was discussed and confirmed and key themes which had emerged from the meetings were agreed.

Meeting 2:

Council officers had developed a Matrix diagram to represent the current requirements for resource consent for building alterations in the residential areas of Thorndon. (See **Appendix 4**). Discussion focussed on the following three issues:

1. The Matrix Diagram – it was agreed that participants would take the diagram away and report back to the next meeting as to how it could be improved to become more user-friendly;
2. Existing resource consent assessment process and refinement of the current assessment process;
3. The role and purpose of possible design guidelines, both existing and possible future guidelines.

Meeting 3:

1. The Matrix diagram: participants commented on the matrix. Comments are attached as **Appendix 4b**. Comments from the meeting included the following:
 - General consensus about what needs resource consent approval
 - Consideration should be given to post-1930 building that are of importance as well as pre-1930 buildings
 - There is a need to manage work in an area with special character;
 - Some participants were still to be convinced that the current District Plan controls are not adequate.

2. Discussion of spatial structure plan guideline documents. The spatial structure plan for Redfern and Waterloo in Sydney was distributed to participants. There was general interest in this approach to planning.

3. Design Panel: Participants were interested in the creation of a design panel to resolve the issue of planning controls that result in unfortunate design outcomes.

4. Recommendations were agreed from the three workshop meetings, to inform Council officers in preparing a reporting paper for consideration by Council. The following were the recommendations from the meetings:
 - Confirmation of the key messages from the consultation from 8 Dec 2008 – March 2010 (noting the inclusion of 2 other reports Boffa Miskell initial scoping report and the Thorndon Heritage Project report).
 - Further analysis of Matrix of existing regulatory Controls as per District Plan Change 72 to be included in recommendations going forward to inform Council.
 - Existing resource consent assessment process is acceptable in broad terms.
 - A fast track process is required for small and straight forward work.
 - Participants recommended creation of an extended external design panel including experts and lay people.
 - Spatial Structure Plan guidelines (based on Redfern /Waterloo Sydney material) – an approach which should be given further consideration.

7.0 Thorndon Residents Association Consultation:

The TRA undertook their own surveys of opinion in the community. Two surveys were completed by the association.

The first survey provided results which were included in the report of Phase Two of the consultation phases. That survey had 17 responses.

The TRA conducted a further consultation programme parallel with the Council consultation. The association provided a web-site with information on the issues under discussion. In addition there was a blog site which collected comments and discussions on related issues.

An on-line survey using a web-based survey tool, SurveyMonkey provided a 10 question survey, designed to gather ideas and options from the community.

Both these surveys and their results are accessible on the TRA website at:

<http://thorndon.org.nz/Planning%20&%20Environment.htm>

APPENDIX 3b – Themes collected during 4 facilitated community meetings – February/March 2010

Thorndon Heritage Project
Preliminary analysis of Issues and Priorities for action

The following Issues have emerged during the four public consultation workshop-meetings at the following venues:

Loaves & Fishes, Hill Street
 16 February & 2 March 2010

Quality on Thorndon (Sharella Motor Inn) at 20 Glenmore Street
 23 February & 9 March 2010

This summary was provided by Anne Patillo and Maree Maddock of Patillo Ltd, facilitators for the four meetings. The information was extracted by the facilitators from meeting worksheets.

Area/Topic	Retain	Discontinue	Create
Heritage Character	<ul style="list-style-type: none"> • Heritage buildings (2) • Pre 1930 buildings • Picket fences • The most historic (but comfortably lived in) suburb in NZ • Historic character • Rules the preclude out of character • Retain and control the historic zone in Thorndon • Look and feel and Character • Existing style and character of residential Thorndon including streetscapes, gardens etc (2) • Architecture and size (8) • Village atmosphere (9) • small –med scale and friendly village character (2) • Its uniqueness based in many ways on its history, comparative shelter and its variety of functions activities 	<ul style="list-style-type: none"> • Commercial use of housing stock • Encroachment of office accommodation • Projecting an idealized “past” onto a modern living suburb – it will kill it e.g. Newmarket is old Auckland but lots new building keeps it alive • Drive towards blanket heritage 	<ul style="list-style-type: none"> • Respect for Thorndon’s Maori heritage

- and amenities
 - Housing stock
 - Retain mixture – appropriate for Thorndon community
 - Keep as residential as possible ,less of the commercial
 - **Character (1)**
 - age
 - scale
- diversity Desirability of suburb for residents to live in (1)**
-

Area/Topic	Retain	Discontinue	Create
Rules	<ul style="list-style-type: none"> • The rules to preclude commercialisation of upper shops • Current property rights to modify appearance of streetscape by installing skylights and solar panels (18) • Streetscape (within limits) allow skylights, solar power etc (2) • • Same level of control not more • Current property rights-ability to modify appearance of streetscape by installing skylights and solar panels (18) • keep low rise buildings rules • retain pre 1930 demo rule (4) • Create advisory bd to review proposed changes in laws and regs (2) • Existing protections • Current heritage zone process (2) • Old houses .. character (3) • Proximity (2) • Allow for houses to suit their occupants changing needs (2) 	<ul style="list-style-type: none"> • Relax the requirements around the pre-1930 rule e.g. for things not visible from the street • Outrageous fees (8) • Proposed heritage rules –extension to areas not currently in zone • Discontinue silly rules requiring extensions to be distinctly different from historic part of house (2) • Inconsistency of rules of planning(2) • Private road status whereby council declines to assist maintenance • Stop treating guides as rules ie allow flexibility • Rules based approach - ticking boxes • Reduce regulation for renovations/red tape 	<ul style="list-style-type: none"> • Review and redefine heritage rules to make more user-friendly and accommodating of adoption and technology • Clarity around street parking rules • An environment that encourages different parties to cooperate so objectives are achieved without needing as many rules • Encourage architects to incorporate modern technology e.g. for energy saving and safety etc • Collaborative approach and sense of community between architects, builders, constructors and

	<ul style="list-style-type: none"> • Adaption of housing to future needs • Ability to change my house to suit my life, even towards to the street (12) • Retain the existing rules and enforce them as a residential area • Current zoning and rules (2) • Current property rights (18) 	<ul style="list-style-type: none"> • Create advisory board to review proposed changes in laws regs and plans (2) • Inconsistency in the application of the policies rules by council and govt. agencies(2) • Character zone • Non residential cars through residential areas (1) • Infill(?) housing (unless controlled) • Parking close to intersections and pedestrian crossings • Encroachment of Government centre into residential area (parliamentary precinct) • Additional restrictions (2) • Multiple resident parking permits / property • Car parks for commercial • Impartial process – pre 1930's e.g. Thorndon Society Plan change 1972 • Loss of opportunity through rules • Subjective interpretation of rules by WCC (1) • No peer review of the professional designers by WCC planners • Plans to extend restrictions on 	<p>residents and the Council</p> <ul style="list-style-type: none"> • Design review panel – independent of council including: <ul style="list-style-type: none"> - Architects - Builders - Engineers • Create advisory board to review proposed changes in laws regs and plans (4) • Council working with the community/advisory board • Independent arbitrator for the 10%'s • Autonomy over one's home – let design experts to guide the way • Consistency about the rules /clarity of area (3) • Design guide integrity • Better Parking (Associate park with the occupier of the house) (1) • Improvements in current process, not replacing it to prevent destruction of heritage buildings • Allow sensitive innovation (3) • Space for improvement of existing housing
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	buidlings	
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Area/Topic	Retain	Discontinue	Create
Amenities	<ul style="list-style-type: none"> Public amenities Parks and reserves(8) Parks and greenbelt (8) Stadium () (3) Stadium / Sports facilitates School Archives National library Cathedrals Town belt/green space (4) Thorndon outdoor pool(8) Tennis courts Hill St farmers market (3) green and open spaces regeneration of Tinakori Hill nature park Businesses need to be promoted Include on circle bus route (1) <ul style="list-style-type: none"> Mini-bus Historic bus 	<ul style="list-style-type: none"> Overhead wires, lines electric cables /telephone wires (4) Tram route Bus to Tinakori 	<ul style="list-style-type: none"> More town belt or green spaces Green belt and Natural native trees (2) A children’s pool for Thorndon Change gantries to below bridge More sports complex around stadium area Bus service down Tinakori Rd linking shops /historic sites Solution for parking Better parking for residents and their visitors (4) Parking for trades people(current rules not working (2) More parking Better Parking (Associate park with the occupier of the house) (1) Slower traffic speeds Foot traffic / public transport bus - Tinakori (1) Better parking, especially for residents visitors and village Link to city OK as it is , perhaps more pedestrian

		<ul style="list-style-type: none"> friendly (1) • Cycling routes, (discourage commuter parks (4)) • Cycle ways (4) • Reason to UBH Shops • Wider variety of shops that serve the community
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	Retain	Discontinue	Create
Cost	<ul style="list-style-type: none"> • Retain value of property 	<ul style="list-style-type: none"> • Rates increases • Consent fees for renovations – none need to apply 	<ul style="list-style-type: none"> • A predisposition to ensure that council minimize costs and controls • Special rating scale for heritage areas (lower) • A government rate system (1) • Financial support for residents • Special Rateable Values in the historic zone

	Retain	Discontinue	Create
Streetscape		<ul style="list-style-type: none"> • Saturn cables • Telephone poles and lines (2) • Gantries • Monstrous Thai embassy • No heavy traffic on Tinakori Road – divert via Aotea Quay • High speed traffic • Coupon parking • Large multi story developments (2) 	<ul style="list-style-type: none"> • Proper level footpaths • Underground services (2) • Character lights

Area/Topic	Retain	Discontinue	Create
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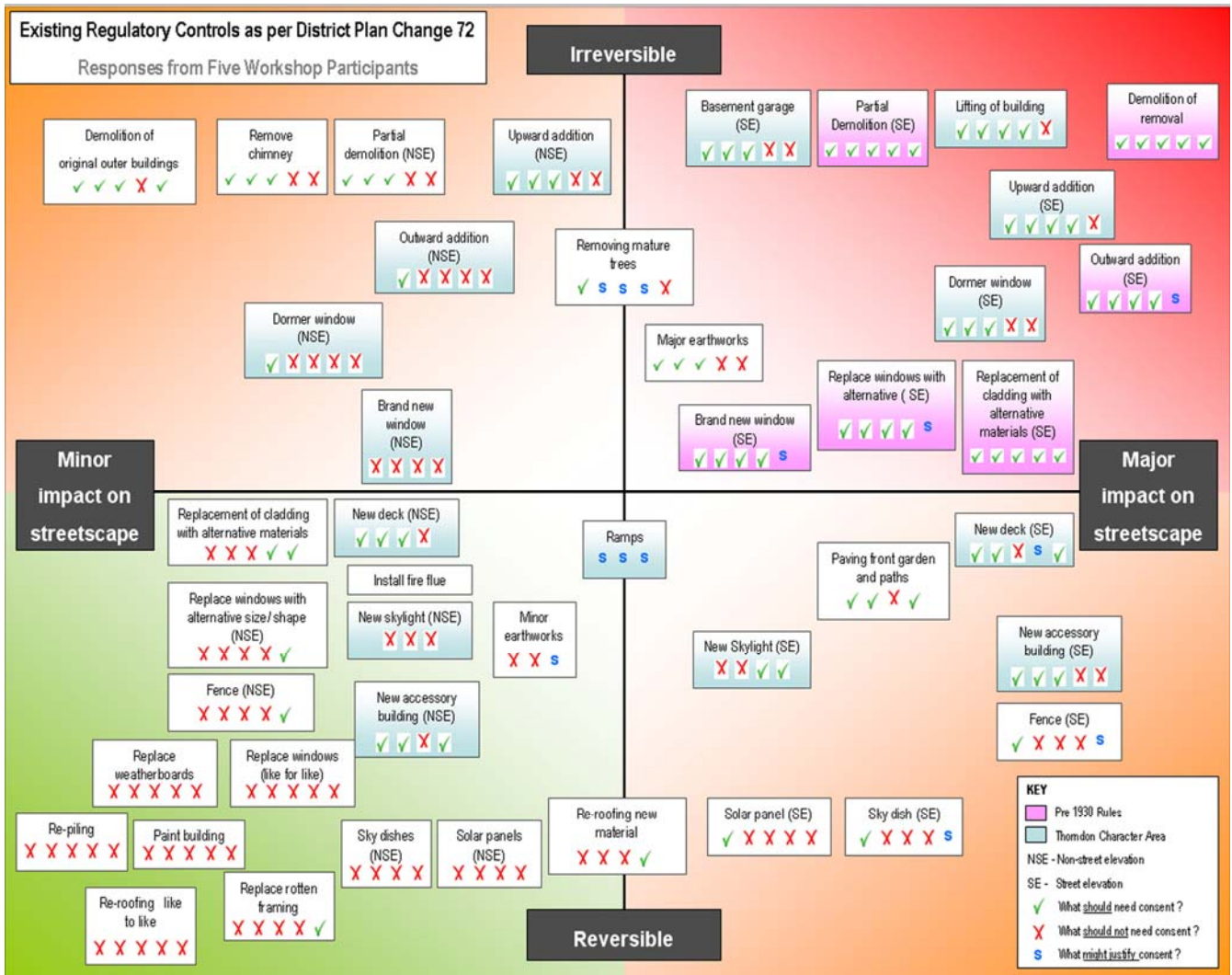
<p>Community</p>	<ul style="list-style-type: none"> • Community • Community Spirit • Community spirit • Living heritage • community Interaction • Play groups • Community living • Accommodate social change • Families 		<ul style="list-style-type: none"> • Cultivate community • A community centre/Heart or meeting place(5) • Community “centre” – not necessarily a building • More street parties • Community allotments / gardens / fruit trees (4) • Community meeting facilities (1) eg. Nancy’s Embroidery premises • A living and dynamic community (1) • Community centre (playgroups)
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<p>Other</p>	<ul style="list-style-type: none"> • Transport hub – buses and trains • Shops • Shopping amenities enhanced • Property rights • Value at a personal level (new rules could drive people out) (4) • Trees (trimmed) private and public • Retaining views • Fewer rental properties (1) 	<ul style="list-style-type: none"> • Connection to city and out of the city • Living museum idea”(1) • Coupon parking(2) • Manage traffic down • 	<ul style="list-style-type: none"> • Pedestrian connection to harbour • Create a walking brochure • Long term vision-planning/Maintenance • Brand identity (living village(2) • Thorndon brand • A “brand” for Thorndon • A strategy for Thorndon • Increase exposure of suburb to tourists .More marketing of the area (10) • Reasons to arrive
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and stay

- An advisory TRA panel on planning-long term commitment and standards(8)
- **Rubbish purge annually (inorganic) (1)**
- If people can't afford to restore they should move out
- Better ways to introduce commerce
- New houses – restrict car parks
- **Residential area that encourages owner occupiers, ie. less rentals (1)**

APPENDIX 4 – Matrix Diagram developed from three community workshop meetings in May 2010, illustrating community views of what should or should not require a resource consent.



APPENDIX 5 – Place based Plans – What are they?

Jan McCredie

Place Based Plan: Thorndon

Prepared by Jan McCredie: Manager City Strategy & Urban Design

Table of Contents

1. Place Based Plans: What are they?
2. Place Based Plans: Why have them?
3. Place Based Plans: What are the benefits?
4. How Place Based Plans apply to Thorndon
5. Table of Contents for a Place Based Plan for Thorndon
6. Character and Building Envelope Sketches

1. Place Based Plans: What are they?

Place Based Plans enable a solution to be derived for a particular place. A Place Based Plan consists of two parts. Part 1 contains The Building Envelopes i.e. the information as to where the building can occur in terms of plan and height. Part 2 contains The Design Guidelines.

Place Based Plans consider the Existing Character and the Desired Future Character. They deal with the existing and the future for a particular area by providing planning standards which determine the location and shape of new building specific to that place. Place Based Plans do not try to solve all planning and built form issues with a generic set of standards. The design guidelines are related to the building typology required. They are often more generic and can be used in other areas in which a similar building typology is desired.

Part 1: The Building Envelope

The Building Envelope is derived from a design process. This process results in a defined three dimensional area in which building can occur. It can be nominated as a building zone by footprint and height and /or by a site specific building envelope. The building envelope determines the spatial relationship of the buildings to each other and land. The building envelope is specific to each site and / or group of sites. It provides clear guidance for the size and placement of buildings and / or additions to buildings on any particular site and is the basis for the bulk and location standards in the District Plan

Part 2: The Design Guidelines

The Design Guidelines stipulate a set of principles and objectives for the designer to use in resolving a particular building. The design guidelines provide information as to how the architecture can be resolved. They are more generic and related to the building typology and design style. The Design Guidelines are not a design.

2. Place Based Plans: Why have them?

Place Based Plans are the only way in which it is possible to deal with all the key components which contribute to the character of an urban area. The key primary components of an urban area are:

1. The Land
2. The Spatial System
3. The Built Form

The key secondary component of an urban area is:

4. Vegetation

1. The Land

The Land is the topography, the water courses, vegetation and geology. The base on which the urban area sits. It is different in every city and at every place in the city. Consideration of the land is a key to establishing variety; identity and legibility

2. The Spatial System

Space within an urban area is structured into a three dimensional system. It is formed by the buildings relative to the land. The public space consists of the street system [about 80%] and parks. The private space consists of the spaces between the buildings.

3. The Built Form

The built form consists of the buildings existing and proposed, and other major structures which sit on the land. Buildings are the elements which actually structure the space. This may be by defining a “tight” spatial system as in an urban street where houses are close together and close to the street frontage or a “loose” spatial system where houses are set far apart and with a large set back from the street frontage.

4. The Vegetation

The vegetation comprises the trees and shrubs, grass etc and the way in which it is related spatially to the land; to other vegetation and to the buildings.

3. Place Based Plans: What are the benefits?

Quality of Outcome

Place Based Plans are the only type of plan that actually deals with all the key components which contribute to the character of an urban area. Because of this they have the capacity to inform understanding and enable intervention in a way which is meaningful for that place. They therefore provide the opportunity to create better outcomes.

Sense of Place

A place based plan provides the ability to:

- build on and enhance the natural characteristics of a place and the heritage characteristics by ensuring that important places, natural features, buildings and

structures are located spatially at the points in the city for optimum benefit.

Clarity

A place based plan provides the ability to establish a three dimensional outcome for an urban area. This enables Council to:

- optimise the outcomes for both the private and public areas of the city. It avoids ad hoc and inconsistent responses.
- provide certainty for the developer and community.

Efficiency of Land and Uses.

A place based plan provides the ability to:

- organise the building types so that they relate to site and street characteristics exactly. This can optimise the amount of development and because development is optimised, the opportunities are there to have the greatest number of uses in the smallest area. This ensures that the opportunities for walking and public transport are maximised.

Efficiency of Development and Provision of Internal Amenity

A place based plan provides the ability to:

- optimises the amount of development for any site relative to the subdivision pattern and neighbouring development.
- provide appropriate setbacks relative to building relationships, height, heritage proportions and street width. This enables development to capitalise on natural light; outlook; privacy (visual and audio) and solar access ,relative to their use.
- provide site and / or block and street setbacks specific for a place development amenity is maintained and capacity optimised.
- organise the building setbacks so that issues such as privacy, car parking and safety are addressed.

Maximising Walkability, Public Transport Potential and Safety

A place based plan provides the ability to:

- maintain and enhance existing street patterns and pedestrian paths so that they are organised to optimise connections to the surrounding areas and facilitate the potential for good public transport

Minimising Impacts of Density and Maximising Impact of Assets

A place based plan provides the ability to:

- minimise the impact of change and / or increased density by ensuring that the shape of the built form and the related spatial system will result in the desired future character

Improved Resource Consenting Processes

A place based plan provides the ability to set up clear development parameters based on the Desired Future Character. This minimises development risks and assists in the resource consenting process. Clear relevant standards and design guidelines:

- facilitate an easier and speedier consent process.
- minimise abortive work by the proponents of the resource consent application.

4. How Place Based Plans apply to Thorndon

The character of any urban area is made of a combination of the land; the spatial system; the built form and the vegetation. In any particular area each of the above will have a lesser or greater role.

In Thorndon the character is derived most strongly from the shape of the land; the space, as in the street pattern and the distance between the dwellings, the vegetation and the predominately timber Victorian and Edwardian houses.

To ensure that the character of Thorndon is maintained and enhanced by change the aspects of both the location and shape of the building as well as their architectural character need to be considered.

Place Based plans do this by providing both the building envelopes and the design principles.

The building envelopes respond to and respect:

- the hilly terrain and shape of the land
- the relationship of the buildings to each other; across the street and on side and rear boundaries
- the vegetation
- the proportions and shape of the existing building stock.

The process consciously “designs” space by using building envelopes; building zones and/ or “build to” lines to shape the space while at the same time responding to the existing building types and their heritage.

The design guidelines provide the principles and objectives related to the existing building stock such as the use of materials, building forms, use of gables, parking solutions and entrances.

5. Table of Contents for a Place Based Plan for Thorndon

Part 1 The Building Envelopes

This design process designs the Building Envelopes and the Spatial System both public and private as determined by the Building Envelopes

Analysis

- Plans and Sections including Street and Block patterns
- Public Open Space
- Morphology [Building footprints and spaces]
- Heritage Listed Buildings
- Long sections through key areas in the precinct showing relationships of buildings and topography

Opportunities and Constraints

The Opportunities and Constraints will identify areas in plan and section where building can take place and will consider:

- Topography
- Building typology/ heritage
- Solar access/ Privacy/ light access/ parking
- The relationship of existing buildings to each other and the land
- Existing Vegetation

Building Envelopes

The building envelopes will refine and relate building zones and / or building envelopes to the primary building form and specific building types e.g. a workers cottage will have a different building envelope to a retail building. The spatial system which is formed by these building envelopes will relate to both the public domain (the streets and parks) and the private domain (the side, rear and front yards).

The building envelopes will determine:

- Set backs from all boundaries
- Height relative to the existing buildings and topography.

Part 2: The Design Guidelines

The Design Guidelines will outline the essential considerations in designing buildings within Thorndon relative to the building envelope. They state the objectives and the principles and cover:

- Proportions
- Roof Shapes
- Window types including dormer
- Materials
- Entrances
- Fences
- Open space
- Parking
- Satellite Dishes
- Balconies and Verandas
- Detailing

APPENDIX 6 – Five Options for Consideration

Regulatory options for managing heritage values in residential Thorndon

Option	Pro's	Con's	Implementation	Cost/Timeframes
<p>1. Single heritage area implemented with existing heritage rules</p> <p>Make all of Thorndon a Heritage Area, implemented with the existing heritage rules:</p> <ul style="list-style-type: none"> Repairs and maintenance are a Permitted Activity Internal alterations are a Permitted Activity New buildings, and additions and alterations require consent as a Discretionary (Restricted) Activity Demolition or removal of any building or structure (other than identified non-heritage items) requires consent as a Discretionary (Restricted) Activity <p>Develop a Thorndon specific design guide, that clearly articulates the design responses that are appropriate for the area.</p> <p>This option is not recommended.</p>	<p>Proposal acknowledges the heritage values of Thorndon as a suburb. This approach would enable Council to manage heritage values in Thorndon with a fine degree of detail</p> <p>The new design guide would provide clear guidance on the architectural resolution of new building works. This would include guidance on how complimentary and contrasting architectural styles can be successfully integrated into an existing building or area.</p>	<p>Council has never implemented a heritage area on this scale before (approximately 1200 properties). This approach would be very resource intensive to implement due to the large numbers of consents likely to be generated.</p> <p>This approach is not particularly well targeted. It is likely to require consent for a large number of fairly minor building works that are unlikely to significantly impact on the heritage values of the suburb as a whole</p> <p>This approach may discourage home owners from undertaking improvement works that would extend the life of the existing building and enhance the comfort of residents.</p> <p>This approach is unlikely to find favour with sections of the Thorndon community.</p> <p>At present there is a tension in the District Plan between the policies that seek retention of townscape character, and the bulk and location standards which make it impossible to build a new building that matches the prevailing development patterns. In particular building recession planes that are intended to protect amenity for neighbouring properties, make it difficult to build close to side boundaries and can generate unsympathetic building forms that are contrary to the predominant patterns of the suburb. This option does not resolve this issue.</p>	<p>Plan change to create a new heritage area covering all of Thorndon.</p> <p>Plan Change to install a new Thorndon specific design guide.</p>	<p>1 month to create heritage area. 3-4 months to develop design guide.</p> <p>\$10K up to notification of the plan change.</p>
<p>2. Status Quo</p> <p>Retain the Thorndon Character Area:</p> <ul style="list-style-type: none"> New buildings, and additions and alterations require consent as a Discretionary (Restricted) Activity <p>Retain the pre-1930 demolition controls:</p> <ul style="list-style-type: none"> Complete demolition or removal of a building built pre-1930 requires consent as a Discretionary (Restricted) Activity Removal of architectural features from a buildings 'primary elevation' requires consent as a Discretionary (Restricted) Activity <p>This option is not recommended.</p>	<p>Does not require a plan change to implement.</p> <p>Current provisions have proved reasonably effective in managing character in Thorndon and there have been very few application to demolish pre-1930 buildings.</p> <p>The new policies and rules included in Plan Change 72 are a significant improvement on the previous controls and will provide for more consistent, transparent decision making.</p> <p>Existing controls enable a significant degree of building work as a permitted activity, enabling landowners to upgrade and refurbish their homes to suit their circumstance.</p>	<p>The current design guides lack clear guidance regarding the architectural resolution of building work, particularly whether new building work should seek to replicate the existing building, or be clearly contemporary. In the absence of clear guidance, the assessment of resource consents has been influenced by the discretion of the officers undertaking the assessment. In recent years there have been a number of projects in Thorndon that have been the subject of long, drawn out consent applications. The delays and frustrations involved in the applications are a result, at least in part, of the lack of clarity in the plan regarding appropriate design outcomes for heritage buildings and building in character areas. Retaining the status quo does nothing to resolve this problem.</p> <p>At present there is a tension in the District Plan between the policies that seek retention of townscape character, and the bulk and location standards which make it impossible to build a new building that matches the prevailing development patterns. In particular building recession planes that are intended to protect amenity for neighbouring properties, make it difficult to build close to side boundaries and can generate unsympathetic building forms that are contrary to the predominant patterns of the suburb. This</p>	<p>No plan change required</p>	<p>None</p>

		<p>option does not resolve this issue.</p> <p>Research and consultation revealed that Thorndon contains a range of significant buildings that were constructed after 1930. The current rules provide no protection for these buildings.</p> <p>This approach provides no recognition (in the District Plan) of the significant heritage values of Thorndon as a suburb.</p>		
<p>3. Amend current provisions</p> <p>Make the Thorndon Character Area a Heritage Area:</p> <ul style="list-style-type: none"> Repairs and maintenance are a Permitted Activity Internal alterations are a Permitted Activity New buildings, and additions and alterations require consent as a Discretionary (Restricted) Activity Demolition or removal of any building or structure (other than identified non-heritage items) requires consent as a Discretionary (Restricted) Activity <p>Amend the pre-1930 demolition control so that it covers the demolition of any building older than 50 years</p> <p>Develop a Thorndon specific design guide, that clearly articulates the design responses that are appropriate for the area.</p> <p>This option is not recommended.</p>	<p>This proposal builds on the planning controls that already apply in Thorndon.</p> <p>The rules that currently apply in the Thorndon Character Area are already very similar to those that apply in heritage areas. Accordingly the area is already managed as a de-facto heritage area. Applying heritage area status would give greater recognition to the area, acknowledging its importance to the suburb and wider city. It would also give Council a stronger mandate under the legislation to protect heritage values.</p> <p>Amending the pre-1930 demolition rule to use a 50 year cut-off would provide a degree of protection for art deco, modernist, and other buildings built up to 1960.</p> <p>The new design guide would provide clear guidance on the architectural resolution of new building works. This would include guidance on how complementary and contrasting architectural styles can be successfully integrated into an existing building or area.</p>	<p>The pre-1930 demolition rule is currently used to manage the townscape character of the suburb. This character is defined by the predominant Victorian and Edwardian era dwellings built before 1930. Extending protection to later buildings is likely to add to uncertainty regarding the purpose of the rule, as Art Deco and Modernist buildings (while having value as individual buildings) are not essential to the retention of the suburbs primary character. Because Thorndon's character is defined predominantly by buildings built pre-1930, Council may have limited success trying to protect buildings built after this date using a 'townscape character' as the primary justification.</p> <p>At present there is a tension in the District Plan between the policies that seek retention of townscape character, and the bulk and location standards which make it impossible to build a new building that matches the prevailing development patterns. In particular building recession planes that are intended to protect amenity for neighbouring properties, make it difficult to build close to side boundaries and can generate unsympathetic building forms that are contrary to the predominant patterns of the suburb. This option does not resolve this issue.</p> <p>While this approach would still provide for individual listed heritage buildings, and would include heritage areas covering the existing Thorndon Character Area and town centre (DPC 75), it would not provide recognition (in the District Plan) of the significant heritage values of Thorndon as a whole suburb, which was one of the key findings of the heritage study.</p>	<p>Plan change to install a heritage area to cover the existing Thorndon Character Area.</p> <p>Variation to Plan Change 72 – Residential Review, in order to amend the pre-1930 demolition rule.</p> <p>Plan Change to install a new Thorndon specific design guide.</p>	<p>1 month to create heritage area and amended pre-1930 rule.</p> <p>3-4 months to develop design guide.</p> <p>\$10K up to notification of the plan change.</p>
<p>4. Create a Thorndon Conservation Area implemented with Thorndon specific controls</p> <p>Make the Thorndon Character Area a Heritage Area:</p> <ul style="list-style-type: none"> Repairs and maintenance are a Permitted Activity Internal alterations are a Permitted Activity New buildings, and additions and alterations require consent as a Discretionary (Restricted) Activity Demolition or removal of any building or structure (other than identified non-heritage items) requires consent as a 	<p>Proposal aligns well with the matters requiring management identified in the Thorndon Heritage workshops (held May 2010).</p> <p>Development of a 'urban conservation area' clearly separates Thorndon from other heritage areas. This should assist to calm public fears that Thorndon will be managed as a museum, with no changes to existing buildings.</p> <p>Proposal acknowledges the heritage and character values of Thorndon as a suburb, but acknowledges that it is different in scale and character to other heritage areas in the city. The rules specifically target those works that are most likely to impact on the overall character and heritage values of the suburb.</p> <p>In focussing on 'primary elevations' the proposed rules target the types of building work already managed by the pre-1930 demolition rules, so there would not be major change for</p>	<p>In most situations this approach does not manage works to the rear of an existing building or works in the rear yard. Given Thorndon's varied topography these works will at times be visible from surrounding public spaces.</p> <p>At present there is a tension in the District Plan between the policies that seek retention of townscape character, and the bulk and location standards which make it impossible to build a new building that matches the prevailing development patterns. In particular building recession planes that are intended to protect amenity for neighbouring properties, make it difficult to build close to side boundaries and can generate unsympathetic building forms that are contrary to the predominant patterns of the suburb. This option does not resolve this issue.</p>	<p>Plan change to install a heritage area to cover the existing Thorndon Character Area.</p> <p>Plan change to create a new conservation area covering the remainder of Thorndon. This will require the development of new policies to articulate the outcomes sought for the area, and new rules to implement the area.</p> <p>Plan Change to install a new Thorndon specific design guide to guide.</p>	<p>2 months to create and test heritage area and Thorndon specific heritage rules.</p> <p>3-4 months to develop design guide.</p> <p>\$10K up to notification of the plan change.</p>

<p>Discretionary (Restricted) Activity</p> <p>Create an Urban Conservation Area over the remainder of Thorndon. Develop Thorndon specific controls that:</p> <ul style="list-style-type: none"> • Require consent for the removal or demolition of all buildings, except identified non-contributing buildings • Manage additions and alterations, and other building works that impact on a buildings primary elevation(s) <p>Develop a Thorndon specific design guide, that clearly articulates the design responses that are appropriate for the area.</p> <p>This option is not recommended.</p>	<p>building owners.</p> <p>The rules would enable home owners to modify and adapt their homes without undue regulation.</p> <p>The new design guide would provide clear guidance on the architectural resolution of new building works. This would include guidance on how complementary and contrasting architectural styles can be successfully integrated into an existing building or area.</p>			
<p>Option 5 below is the recommended Option</p>				
<p>5. Option 4 in conjunction with a place based approach</p> <p>This option builds on the concept of a Thorndon Urban Conservation Area put forward in Option 3 above. In addition Council would expand on the analysis of the morphology, character and urban form of Thorndon, including; subdivision patterns; building alignment, bulk and scale; street, neighbourhood and area character assessment; public space networks, open space, transport and services networks etc</p> <p>This analysis would then be used to develop area and neighbourhood specific planning, heritage and urban design controls, including;</p> <ul style="list-style-type: none"> • bulk and location controls that reflect the existing and future desired character for the area • enable the preparation of place-based design guidance to promote the future desired character of the area <p>This approach can work in tandem with a demolition controls and would help ensure the long term retention of Thorndon’s character whilst enabling owners the flexibility to adapt and improve their homes over time.</p>	<p>The place-based analysis provides a consistent, transparent, evidence and place-based approach to heritage, planning and urban development considerations.</p> <p>Undertaking the ‘place based’ analysis would enable Council to identify and quantify the character of different neighbourhoods within Thorndon. This information can be used to develop area-specific bulk and location controls to help ensure that future building works complement existing character and respect the amenity of neighbouring properties.</p> <p>The placed-based analysis would give Council the information required to move away from generic controls and develop new bulk and location standards that more closely align with the character outcomes that Council seeks in Thorndon. This will help ensure consistency between the design guidance and the rules managing new buildings works.</p> <p>Provides long term certainty regarding the built form outcomes anticipated in the area. This should also help reduce the uncertainty and frustration resulting from the current controls and provides for more standardised decision making processes.</p> <p>A new design guide would provide clear guidance on the design outcomes sought in Thorndon. This would include guidance on how complementary and contrasting architectural styles can be successfully integrated into an existing building or area. Unlike options 1,2,3 & 4 the design guide would be able to provide consistent advice on both:</p> <ul style="list-style-type: none"> • appropriate bulk and location standards; and • architectural resolution of new building works <p>Faster, more consistent resource consent assessment due to much clearer guidance as to the built form outcomes anticipated by Council.</p>	<p>This is a new approach and will require some additional time and upfront cost to deliver the place based study report and design guidance.</p> <p>May require further consultation on findings of the place based study.</p>	<p>Plan change to install a heritage area to cover the existing Thorndon Character Area.</p> <p>Plan change to create a new urban conservation area covering the remainder of Thorndon. This will require the development of new policies to articulate the outcomes sought for the area, and new rules to implement the area.</p> <p>The Plan Change will need to install new bulk and location standards that more closely align with the built form of different parts of Thorndon.</p> <p>Plan Change will also need to install a new Thorndon specific design guide that deals with both:</p> <ul style="list-style-type: none"> • bulk and location standards; and • architectural resolution of new building works 	<p>3-4 months to undertake the place based study, and to develop design guidance and area specific planning standards.</p> <p>\$60K up to notification of the plan change.</p>

	<p>Develop recommended controls for site coverage and height etc that are pragmatic, logical, clear and supportable as well as being consistent so that they work to provide certainty over the likely built form outcome whilst allowing flexibility for good design. They would also allow for modern living amenity and are operable / achievable.</p> <p>This approach can be used to undertake other area studies and is also consistent with the approach being adopted for the W2040 Central City Spatial Structure Plan. The design outcomes identified for Thorndon would be appropriate for other inner city suburbs that have similar building stock and development patterns.</p>			
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