

**THORNDON HERITAGE PROJECT****Thorndon Advisory Group*****Terms of Reference***

*These are the draft Terms of Reference discussed at the first meeting of the Thorndon Advisory Group held on 10 November 2010. Please send final suggested amendments to [vivien.rickard@wcc.govt.nz](mailto:vivien.rickard@wcc.govt.nz).*

**1. Project Title**

Thorndon Heritage Project – Placed based plan and design guidelines

**2. Introduction**

Wellington City Council (Council) is undertaking a further stage in the Thorndon Heritage Project. A place-based plan will be prepared for the residential areas of Thorndon which will include Thorndon-specific design guidelines.

This is considered a new approach to planning and management of the residential areas of Thorndon and one that recognises the special significance of the area. The proposed plan will assist in informing preparation of District Plan provisions for the area.

In the future, this process may be extended to other areas of Wellington that have heritage elements.

The Council values community input and is committed to working with the Thorndon community through the duration of this project. The Thorndon Advisory Group (ThAG), (made up of representatives from Thorndon community groups and professionals with relevant expertise) has been established to achieve this outcome.

**3. Background**

Plan Change 72 (Residential areas of Wellington City), prepared in 2009, proposed revised provisions for all residential areas of the City. The District Plan Change included the inner-residential areas of Thorndon. After community feedback, Thorndon was separated out from the main plan change and further consultation was undertaken.

### **3.1. Project mandate**

At the Strategy and Policy Committee meeting of 5 August 2010, resolutions were passed which agreed to “further work to develop a package of measures to address heritage issues in Thorndon, that would include both regulatory measures (including place-based controls) and non-regulatory measures” (see Appendix One for SPC resolution.)

## **4. Scope of the Project**

- A Place Based Plan and Thorndon-specific design guidelines will be developed. Place Based Plans acknowledge the diversity of character in a particular suburb. They also recognise that character develops through time (see Appendix Two for further information about place based plans and design guidelines).
- Assessment of existing District Plan provisions for Thorndon Residential Areas and areas of operational concern based on information received in previous consultations.
- Draft Plan Change 72 – Residential Areas (as it applies to Thorndon Residential Areas only).

### **4.1 Not in scope**

- Resource consent processing
- Heritage incentives and their application
- Future strategy for Thorndon (other than District Planning).

## **5. Thorndon Heritage Project - Advisory Group**

### **5.1 Objectives of ThAG**

ThAG will provide:

- support, feedback and guidance to the project team and contribute to the aims of the project
- advice and ideas on a range of proactive and effective interactions with the community
- a conduit to disseminate information to the wider community.
- transparency of communication throughout the project
- bring community information to the table.

## 5.2 Tasks of ThAG members

- Proactively communicate project updates and information to members of community organisations represented on the advisory group and to the wider community
- Proactively promote and encourage community involvement in community interaction/consultation
- Provide advice and comment on:
  - Project planning
  - Community interaction
  - Research gathered during the project
- Provide feedback on work undertaken at identified milestones throughout the project
- Attend and participate in the scheduled meetings for the project
- Provide feed-back to Council at relevant milestone points.

## 5.3 Criteria for membership

Members will be:

- Representatives of Thorndon community groups
- Interested individuals who have participated in previous Thorndon Heritage Project work
- Specialist advisors with skills in urban planning and architecture.

## 5.4 Advisory Group – membership – to be confirmed

- Thorndon Society
- Thorndon Trust
- Katherine Mansfield Birthplace Trust
- Thorndon Residents Association
- Randell Cottage Trust
- Douglas Lilburn Cottage Trust
- NZ Historic Places Trust
- Judi Keith-Brown, Architect
- Peter Kedgley, Architect
- David Kernohan, Architect

Up to two representatives from each organisation will be invited to attend meetings.

## 5.5 Observers

Observers (with no speaking rights) from member groups may attend with the agreement of ThAG and WCC.

## 6. Other attendees as ThAG meetings

### 6.1 Technical Advice and expertise

Specialists and experts may be invited to meetings to discuss specialist and technical topics at milestone points through the project. They may include representatives from the following professional organisations:

- Earthquake Commission
- EECA
- BRANZ
- Insurance Council
- Banking organisations
- And other technical advice as required

6.2 The Advisory Group will not be enlarged; however the Advisory Group may need to talk to other groups which will be identified as required.

## 5. Meetings

The advisory group meetings will be chaired by Teena Pennington, Director Strategy, Planning & Urban Design

Meetings will occur on a regular basis – at monthly or six-weekly intervals as required.

Location - Wellington City Council buildings, 101 Wakefield Street, at 5:30pm

## 6. Communication

- Inter-meeting communication will be via email or mail. The Council will ensure that material for meetings is made available five working days prior to meetings.
- For matters concerning the administration of the project please contact Vivien Rickard, Principal Heritage Advisor: [vivien.rickard@wcc.govt.nz](mailto:vivien.rickard@wcc.govt.nz) / 04 803 8122.

## **7. Project team**

Member/s of the Council project team will attend the advisory group meetings.

### **7.1 Role of Council staff at advisory group meetings:**

- To support the THaG to undertake their objectives and tasks
- To report the outcomes/decision/recommendation of the advisory group to the project team
- To contribute information/answer questions of the advisory group when needed
- To update the advisory group on relevant actions undertaken by the project team between meetings
- To convey to the advisory group how community input has been used by the project team
- WCC staff person will take the meeting minutes.

## **8. Guidelines for Advisory Group**

The members of the advisory group will operate within the following guidelines:

- Respect each other at all times – including valuing the experiences, knowledge and opinions of all involved – don't attack the person or criticize what they have said
- Work collaboratively with other members of the advisory group
- Consider views and proposals constructively
- Come to the meetings prepared - reading documents before the meetings
- Be willing to share interests, concerns and perspectives clearly and openly in meetings
- Not being afraid to ask for clarification – ask to have technical language explained
- Contribute to open communication
- Allow other people to finish speaking before speaking
- Accept the majority decision or consensus even if there is disagreement
- Discussions will be open and constructive; recognising that genuinely held differences of opinion could, in such circumstances, bring greater clarity and lead to better decisions
- Bring input from the community into meetings and share it with the group

- Be open to changing positions – this may occur with more information, time to think, and time to discuss
- Be prepared to examine personal assumptions, as well as the assumptions of others
- The ThAG will continue to consider previous work on the Thorndon project and the community input that is available from previous community meetings.

## **9. Decision-making**

The Council is responsible for making decisions regarding any proposals for District Plan changes. (That decision can be appealed to the Environment Court). The Advisory Group can help inform the Council decision-making processes. They can do this by providing advice/insight/understanding of the tolerance of the community for various types of change.

## **10. Criteria for success**

Through a public engagement programme it will be ascertained that:

- Most Thorndon people are aware of District Plan changes
- Most Thorndon people can see the rationale for change
- Residents and ratepayers of Thorndon are overall supportive of proposed changes.

**Appendix One:****Minutes from Strategy and Policy Committee 5 August 2010**

---

184/10P APPROACH TO HERITAGE MANAGEMENT (11.53AM – 12.26PM)

**IN RESIDENTIAL AREAS OF THORNDON**

Report of Vivien Rickard, Principal Heritage Advisor.

(1215/52/IM) (REPORT 1)

**Moved Councillor Foster, seconded Councillor Pannett the substantive motion, amended as follows:**

Insert new recommendation five:

**5. Note that the non-regulatory measures proposed to address heritage issues in Thorndon are also appropriate for use across Wellington city.**

(Councillors Gill and Morrison left the meeting at 12.10pm.)

**The amended motion was put and declared CARRIED.**

**RESOLVED:**

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. Note that the non-regulatory measures proposed to address heritage issues in Thorndon are also appropriate for use across Wellington city.**

6 . Agree that as part of the work programme officers will draft a District Plan Change that will recognise Thorndon's unique heritage values.

1. 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.
2. Agree that any financial implications will be included in the 2011-2012 Draft Annual Plan process.
3. Agree that a draft District Plan change to recognise Thorndon's heritage values be added to the SPC forward programme in 2011.

**[http://www.wellington.govt.nz/haveyoursay/meetings/committee/Strategy\\_and\\_Policy/2010/05Aug0915/pdf/Minutes.pdf](http://www.wellington.govt.nz/haveyoursay/meetings/committee/Strategy_and_Policy/2010/05Aug0915/pdf/Minutes.pdf)**



**APPENDIX 2****Place Based Plan: Thorndon**

An explanation of Place based planning - **Prepared by Jan McCredie:** Manager City Strategy & Urban Design

**Draft 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 as to how to make modifications, additions or alterations for a particular place.

A Place Based Plan generally consists of two parts:

1. Part 1 contains The Building Envelopes i.e. the information as to where the building can be placed on the site in terms of plan and height.
2. Part 2 contains The Design Guidelines – specific to the character of the area under study.

Place Based Plans consider the “Existing Character” and the “Desired Future Character” of an area. 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 specific to the place and are related to the building typology required and represented in the area.

**Part 1: The Building Envelope**

The Building Envelope is developed through 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 to the site. 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 issue. The design guidelines provide information as to how the architectural detailing 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 a 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 (which are explained below) 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 (shape of the land), the streams and water courses, vegetation and geology. It is the base-layer 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 such as 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 a 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. 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:

- optimise 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, Edwardian and early 20<sup>th</sup> century 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. Proposed Draft 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

#### 1. 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

#### 2. 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

#### 3. 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

### Part 3: Conclusions and Summary