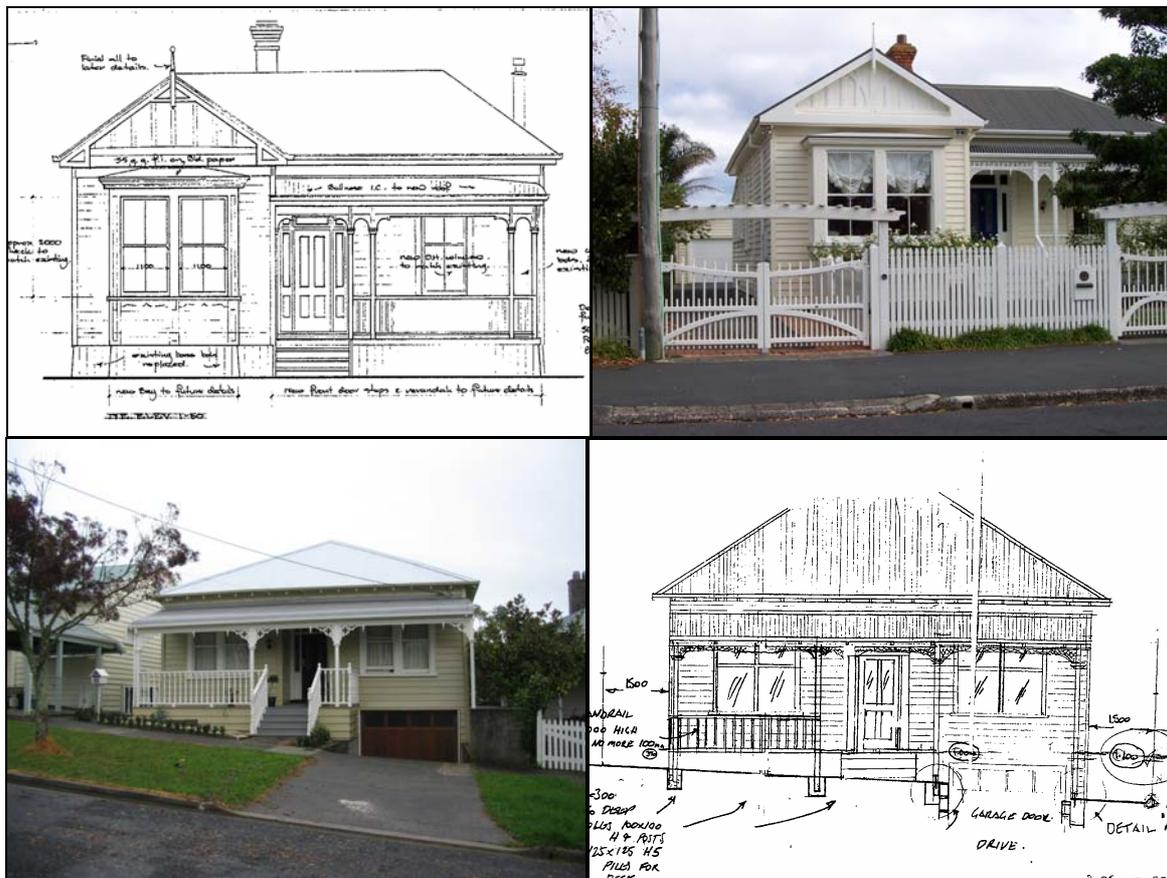


# Managing Change in North Shore's Residential 3 Built Heritage Zone

## An Evaluation of Resource Consent Outcomes



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## **Executive Summary**

The goal of the study presented in this report has been to determine the extent to which resource consent outcomes in North Shore City's Residential 3 Built Heritage zone comply with the District Plan. To this end, a sample of 250 properties was selected representing a sample size of 6.5%. The records for each of these properties was checked to identify those that have had a consent granted for additions and alterations to buildings, new and relocated buildings, and the demolition or removal of houses in the Residential 3 zone. This revealed that 100 properties in the sample (or 40%) have been granted a total of 126 resource consents for one or more of these activities. Each of the 100 properties was visited and the outcomes of the consents were compared against the District Plan assessment criteria.

### ***Outcomes of Resource Consents***

The outcomes of a number of consents could not be seen from the street, particularly additions and alterations, and a smaller number had not been actioned when the evaluation was undertaken. Consent outcomes were not visible for a number of reasons, notably because: (1) they were undertaken at the rear of the property; (2) the consent was for a rear property that itself could not be seen from the street; (3) fencing and landscaping on the site impeded views; and (4) topography limited views of the property from the street. Outcomes that were visible involved 55 consents for additions and alterations, 26 consents for new buildings, and five consents for the demolition or removal of houses. Some consents included more than one of these activities.

#### Additions and Alterations to Buildings

The outcomes of nine percent of consents for additions and alterations were assessed as enhancing the values of the Residential 3 Built Heritage zone. This was because the work involved restoration of prominent architectural features and/or alterations to less sympathetic additions or structures that better reflect the values of the property and streetscape. Just over a third of the consents (36%) were considered to maintain the heritage values of the area, which means that there was neither an enhancement nor a loss of values following their implementation. These consents involved changes to more contemporary buildings which make no contribution to the heritage values of the area, were of a very minor nature, and/or resulted in both positive and negative outcomes that on balance meant there was neither an enhancement nor a loss of values. Just over half of the consents (55%) for additions and alterations led to a loss of heritage values, ranging from minor loss in many cases to some more significant impacts. For these consents, compliance with the District Plan's assessment criteria was patchy, most notably those relating to pre-1930 buildings which the Plan identifies as making a formative contribution to the zone's heritage values. This means that the historic and architectural form of early buildings were often not sufficiently retained and reflected in the consented changes.

#### New and Relocated Buildings

The outcomes of consents for new buildings follow a similar pattern. Eight percent of the consents resulted in a positive outcome, just under half of the consents (46%) maintained the area's values and streetscape character, and the same proportion resulted in a loss of values. The positive outcomes were achieved because the new structures were considered to be an improvement on the ones they replaced in terms of materials, design and siting. Neutral outcomes were afforded to new buildings that were sited to the rear of the property or in instances where the property itself was set well back from the street, thus reducing the

buildings' visual prominence. Similarly, new buildings located amongst other contemporary dwellings were typically assessed as maintaining the street's character. In contrast, consents that led to a loss of values often involved accessory buildings (garages and carports) sited on the front boundary as well as new dwellings that were not well integrated with their surroundings. These consents tended to score poorly against the Plan's assessment criteria regarding scale, design and appearance of new buildings.

#### Demolition or Removal of Houses

Five consents were granted to demolish or remove houses although two of these involved the repositioning of pre-1930 dwellings on the same site. Two other consents were for the demolition of residences built in the 1930s while the last one saw the relocation of an Art Deco dwelling to neighbouring Rodney District. Two of the consents were assessed as leading to a minor loss of streetscape character and amenity values while the one involving the Art Deco dwelling was considered to have had a more substantial adverse effect. The outcomes of the remaining two consents maintained the streetscape character and heritage values of the zone. A significant finding is that no pre-1930 houses had been either demolished or removed from their sites, which represents a very positive outcome.

#### ***Recommendations***

Based on the findings outlined in the report, a number of recommendations have been made with the aim of strengthening current plan provisions. In short, they are:

- Consider elevating the activity status for additions and alterations and new buildings from Controlled to Discretionary Restricted.
- Consider additional District Plan protection for authentic streetscapes to address the cumulative loss of heritage values that is apparent in this study.
- Consider changing the emphasis on pre-1930 buildings to recognise the contribution made by later buildings.
- Amend the assessment criteria for post-1930 dwellings to ensure their architectural form is taken into account rather than simply effects on streetscape.
- Amend the assessment criteria for new buildings so that they address the effects of different types of buildings, i.e. accessory buildings, minor residential units, and new dwellings.
- Amend the current assessment criteria for demolition and removal of houses so that they specifically include the repositioning of a dwelling on the same site.

Similarly, suggestions for improving plan implementation are made, notably:

- Apply the District Plan assessment criteria more strictly.
- Require a higher standard of resource consent plans in accordance with the District Plan's requirements.
- Undertake compliance monitoring to ensure consents are implemented as granted.
- Review the need for resource consents in some cases, particularly for rear properties that cannot be seen from the street.

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# PART ONE

## Methodology

A number of methods have been employed in order to undertake an evaluation of resource consent outcomes and they are outlined in this first part of the report. To begin, the theoretical framework that guides the research is briefly discussed. Next, the method that was adopted to select a representative sample of properties from the Residential 3 Built Heritage zone is explained, followed by the results of applying the sampling method. Finally, the process taken to assess the outcomes of consents is described.

### 1.1 Theoretical Underpinnings

The importance of statutory planning documents in implementing the environmental goals of the Resource Management Act, 1991 (RMA) cannot be overstated. They are required at the three tiers of government including national policy statements (the mandatory NZ Coastal Policy Statement), regional policy statements and plans, and district and city plans. It is through implementation of these policy and regulatory instruments that the RMA's driving goal of sustainable management of natural and physical resources is to be achieved. Since 1991, the resources and effort expended on plan formulation and implementation is considerable with the cost of preparing the first generation of plans alone being estimated at over \$1 billion (Ericksen, Berke, Crawford, & Dixon, 2003).

However, it has been noted that once formulated some plans “do little else besides gather dust on government shelves” (Burby, 2003, p. 33). Indeed one critic of planning goes so far as to assert that “planning fails everywhere it has been tried” (Wildavsky, 1973, p. 128). Therefore, the question of whether collective and substantial efforts to prepare and implement plans under the RMA have been fruitful is an important one. The necessity of such an evaluation is recognised in the RMA, as it is not simply assumed in the legislation that plans will get it right the first time. Rather, local government is required to monitor the efficiency and effectiveness of plan provisions so that changes can be made where shortcomings are found.

In this regard, RMA plans have been characterised as conformance-based ‘blueprint’ documents, which means that they focus on planning *outcomes* and strict adherence to the plans’ provisions is required (Laurian et al., 2004). The measurement of success for these plans, therefore, is the extent to which plan goals have been realised ‘on the ground’. This contrasts to performance-based ‘vision’ plans, which communicate an ideal to be attained and encourage and motivate readers to adopt the plan’s goals as their own. For these documents, planning *process* is important and a measurement of success could simply be whether or not the plan was read or consulted when making decisions (Alexander & Faludi, 1989; Baer, 1997; Laurian et al., 2004). A Council’s Strategic Plan is an example of this performance-based approach.

A key assumption behind conformance-based plans is that there is a direct linear relationship between plan implementation and environmental outcomes (Laurian et al., 2004). In other words, diligent implementation of the plan should give rise to the desired environmental endpoint. In the case of the RMA this means that close adherence to plan provisions when deciding upon development proposals should ensure that the plans’ anticipated environmental results (AERs) are achieved. However, it has been recognised that measuring the success of conformance-based plans is a difficult proposition, particularly given the complexities

involved in attributing the state of given environments to plan implementation (Leggett, 2002; Ministry for the Environment, 1996a, 1996b; Talen, 1996). That is, how can we know whether a particular environmental outcome has been reached because of the plan or despite it?

The study outlined in this report is contributing towards PhD research that is seeking to address this attribution problem. The research is centred on three questions: (1) How closely do environmental outcomes align with a plan's AERs? (2) To what extent did plan implementation influence the outcomes? (3) What factors promote or inhibit the successful implementation of plans? The study that is reported here predominantly focuses on the first question. In particular, it is interested in finding out whether outcomes from resource consents granted in North Shore's Residential 3 Built Heritage zone complement the District Plan's AERs, namely the "*protection of distinct character areas of historical and architectural interest*".

In pursuit of this target, the Plan specifies three rule categories with respect to additions and alterations to an existing building, new and relocated buildings, and demolition or removal of houses. Any of these activities requires a resource consent so that their potential effects on the zone's recognised heritage values and character can be assessed and controlled. The Plan also includes assessment criteria for each of the three categories for use by consent applicants when designing development proposals, and by Council staff when assessing the potential effects of applications. In line with the theorising about conformance-based plans, consents that comply with these assessment criteria should produce outcomes that are consistent with the Plan's goals. As a consequence, the criteria have been used in the study as the yardstick for determining the 'fit' between the outcomes of consents and the Plan's AERs.

This PhD research is part of an ongoing research programme known as Planning Under Cooperative Mandates (or PUCM), which is investigating whether planning under the RMA is successful in achieving good environmental outcomes. The first phase of the PUCM programme (1995-1998) evaluated the quality of policy statements and plans as well as the factors that influenced plan quality. Phase 2 (1998-2002) evaluated the quality of plan implementation by examining the extent to which policies in plans are implemented through resource consents. Phase 3 (2002-2006) seeks to evaluate whether district plan goals are achieved in practice and, as such, is concerned with the attribution problem outlined above. Each of the three phases has required the development and application of new methods, further details of which are available from the PUCM website: [www.waikato.ac.nz/igci/pucm](http://www.waikato.ac.nz/igci/pucm).

## **1.2 Methods Used**

An important first step in undertaking the evaluation of resource consent outcomes in the Residential 3 (R3) zone was to select an appropriate sample of consents. Unfortunately it was not possible to produce a list of all consents granted in the zone from which a stratified random sample could have been chosen. Instead, a two-stage cluster sample was used whereby the R3 zone was divided into 250 clusters each comprising an average of 15-16 properties (stage one). One property was then randomly selected from each cluster and included in the sample (stage two). The sample size of 250 properties (i.e. around 6.5%) was considered to be sufficient to gain a representative sample that would allow the results to be generalised. The size of the total 'population' was calculated by summing all the properties on the planning maps located within the R3 zone (refer to Maps 1.1 and 1.2). The property boundaries shown on the maps were compared to those on Council's GIS system and

subdivisions that had occurred since the maps were updated (June 2002) were noted. This gave a total of approximately 3870 properties within the zone.

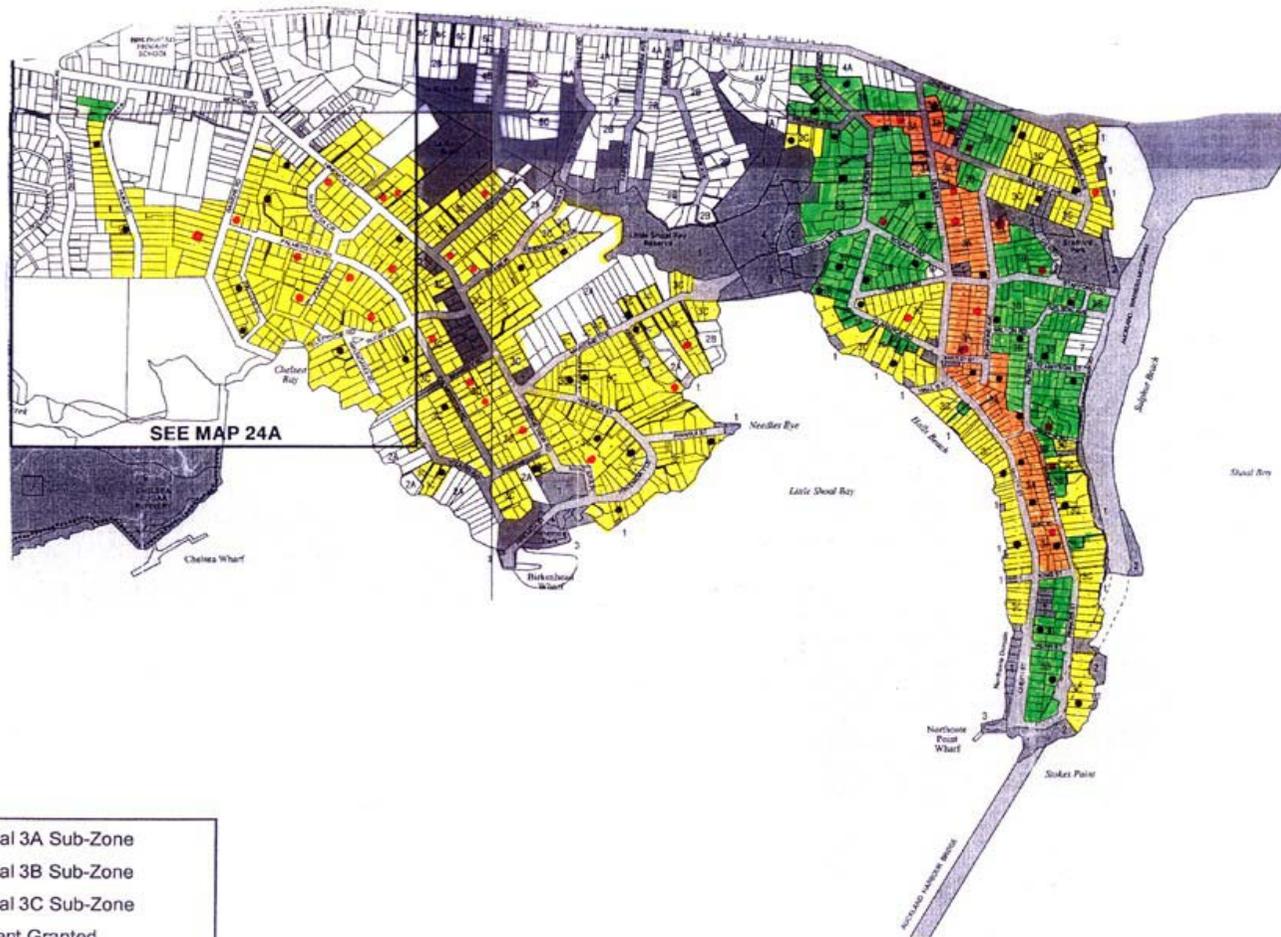
A number of characteristics of the R3 zone were taken into account in the sampling method. Firstly, some buildings in the zone have also been listed in the District Plan’s Schedule of Buildings, Objects and Places of Heritage Significance. This means that any changes to these buildings are subject to additional rules in the Plan over and above those for the R3 zone. Consequently, when a scheduled building was selected during the sampling process it was discounted and another property from the same cluster was chosen. Secondly, it was considered important to have properties from a range of locations within the zone, including those on the periphery (often coastal sites), and those more centrally located (often on main traffic thoroughfares). The idea here being to capture any locational factors that might influence the types of consents granted. This was achieved by ensuring the clusters (and therefore the properties chosen from them) covered the entire zone. Thirdly, it was necessary to have a stratified sample that included a proportional representation of properties from the Residential 3A, 3B and 3C sub-zones (R3A, R3B, R3C), which worked out at around 60%, 10% and 30% of the zone respectively. As well, the number of properties in each of the sub-zones was calculated for the three residential areas of Devonport, Northcote and Birkenhead.

<b>TABLE 1.1: Composition of Sample Taken from the Residential 3 Built Heritage Zone</b>	
<b>Residential 3A Sub-Zone</b>	<b>150 properties (60% of 250)</b> 135 from Devonport = (90% of R3A) 15 from Northcote = (10% of R3A)
<b>Residential 3B Sub-Zone</b>	<b>25 properties (10% of 250)</b> All in Northcote
<b>Residential 3C Sub-Zone</b>	<b>75 properties (30% of 250)</b> 42 from Birkenhead = (56% of R3C) 21 from Devonport = (28% of R3C) 12 from Northcote = (16% of R3C)

The final make-up of the sample using this method is given in Table 1.1. The number of clusters used in each sub-zone and residential area was based on the figures shown. For example, the R3A sub-zone in Devonport was divided into 135 clusters and one property from each was randomly chosen. It should be noted that the proportion of the R3A sub-zone located in Northcote actually worked out at 7% of the total, not 10% as indicated below. However, there was a concern that such a small proportion might provide unrepresentative results and so the share of properties was increased to 10% while the contribution from Devonport’s R3A was reduced to 90%.



MAP 1.2: Properties in Northcote and Birkenhead Selected for the Sample (n=100)



- Residential 3A Sub-Zone
- Residential 3B Sub-Zone
- Residential 3C Sub-Zone
- No Consent Granted
- Consent Granted

Once the 250 properties had been selected in this manner the next step was to determine which of them had had a resource consent granted for additions and alterations, new and relocated buildings, and demolition or removal of houses. To do this, the history of each property was checked by viewing the information held on Council’s electronic database, ‘Dataworks’. To complicate matters, only consents that had been granted since April 2001 were accessible in the database and earlier consents could only be found by looking at the paper property files or having these files scanned. NSCC has begun the process of scanning all property documents for viewing in Dataworks but only a few of those selected for the sample had been completed. As NSCC stores its files off-site it seemed unrealistic to order and review them for 250 properties, so Council staff arranged for them to be scanned. An added benefit of this option being that the property information would then be readily available for viewing at any time.

**1.3 Outcomes of the Sampling Method**

Table 1.2 shows the consents that were identified once all the property information had been reviewed. A total of 126 consents have been granted by NSCC for 100 properties in the sample. This means that 40% of the properties in the sample have had one or more consents granted under the R3 zone provisions (none of the consents had been declined by NSCC). Properties selected for the sample are shown on Maps 1.1 and 1.2 – a red dot indicates those properties with one or more resource consents granted under the R3 provisions while a black dot represents a property without a consent.

<b>TABLE 1.2: Number and Type of Consents Granted in the Sample</b>						
<b>Sub-Zone</b>	<b>Additions/ Alterations</b>	<b>New/ Relocated Buildings</b>	<b>Demolition/ Removal of Houses</b>	<b>Adds/Alts &amp; New Blg</b>	<b>Dem/Rem &amp; New Blg</b>	<b>Total</b>
<b>Residential 3A Sub- Zone</b>	55	15	2	11	0	<b>83</b>
<b>Residential 3B Sub- Zone</b>	6	1	0	1	0	<b>8</b>
<b>Residential 3C Sub- Zone</b>	19	8	1	5	2	<b>35</b>
<b>Total</b>	<b>80</b>	<b>24</b>	<b>3</b>	<b>17</b>	<b>2</b>	<b>126</b>

As illustrated above, the consents fit into one of five categories, namely those that involved: (1) additions and alterations; (2) new buildings (none of the consents in this category involved a relocated building); (3) the demolition or removal of a dwelling; (4) both additions and alterations and new buildings; and (5) the demolition or removal of a dwelling and the construction of a new one. Clearly, additions and alterations make up the majority of activities approved by Council, followed by new buildings and then consents that incorporate both these activities. Considerably fewer consents are granted for the demolition or removal of a dwelling. The two consents that involved the demolition of a dwelling and its replacement with a new one were dealt with in the same consent application.

Some observations can be made about the number of consents granted in each of the sub-zones and residential areas compared to the proportion of the sample that they comprise (refer again to Table 1.1). As set out in Table 1.3 below, proportionally more consents have been granted for properties in the R3A sub-zone compared to its share of the sample. In other words, 60% of the sample came from the R3A sub-zone yet it accounts for 65% of all properties that have had a consent granted. The contribution of properties with consents from Devonport (89%) and Northcote (11%) is, however, relative to the number selected for the sample (90% and 10% respectively). In contrast, fewer consents have been granted for properties in the R3B sub-zone (6%) compared to its portion of the sample (10%). The proportion of properties with consents granted in the R3C sub-zone is consistent with the number it contributed to the sample, i.e. close to 30%. However, 69% of the properties with consents came from Birkenhead whereas they made up 56% of the sample. Considerably fewer properties in Northcote had consents granted relative to its share (7% and 16% respectively), although the number of properties in the sample from this area was relatively small (12). Slightly fewer consents were granted for R3C properties in Devonport (24%) compared to the 28% of the sample that came from there.

**TABLE 1.3: Number & Proportion of Properties in the Sample with Consent(s) Granted**

Residential Area	Residential 3A Sub-Zone	Residential 3B Sub-Zone	Residential 3C Sub-Zone
<b>Devonport</b>	58 (89%)	N/A	7 (24%)
<b>Northcote</b>	7 (11%)	6 (100%)	2 (7%)
<b>Birkenhead</b>	N/A	N/A	20 (69%)
<b>Total</b>	<b>65</b> <b>(65%)</b>	<b>6</b> <b>(6%)</b>	<b>29</b> <b>(29%)</b>

Overall then, the results from the sample indicate that there is greater pressure to develop properties in the R3A sub-zones in Devonport and Northcote, while comparatively less development is occurring in Northcote’s R3B sub-zone.

An issue that arose when applying the sampling method was that the planning maps do not differentiate properties that contain multiple units (as opposed to having one dwelling on the site). As it turned out, 34 of the 250 properties contain more than one residence ranging from two units per property (the most common) up to 60. Thus selection of these properties contributed an additional 120 residential units over and above the 250 that were expected. The possibility of randomly selecting one unit per property was considered and discounted given that individual units on a site sometimes occupied one building (including four apartment buildings that together have 84 units). It would therefore have been difficult (and pointless) to differentiate one unit from another.

The 120 extra residential units yielded a total of 18 consents (relating to 12 of the 34 properties), only five of which had clearly been implemented as the work was visible from the street (four consents in R3A/Devonport and one in R3C/Birkenhead). The outcomes of another 11 consents were not visible and so compliance with the Plan’s assessment criteria

could not be gauged. The remaining two consents had not been actioned at the time the assessments were undertaken.

For interest, Table 1.4 shows the location and make-up of the properties with multiple units. Just over half are located in the R3A sub-zone (18) with another third being in R3C (11). Most of these properties are in Devonport (21), which contributes 89% of the additional units (i.e. 107 out of 120). However, the numbers are skewed by one property in Devonport’s R3C sub-zone that contains a high-rise apartment building with 60 residential units. As noted above, the modal number of units per property is two, this being the case for 23 of the 34 properties.

**TABLE 1.4: Location and Number of Properties with Multiple Residential Units**

Sub-Zone	Properties with multiple units	Total Units	Frequency of Units per Property	
			# of Units	Frequency
<b>Residential 3A Sub-Zone</b>	<b>18</b> Devonport = 15 Northcote = 3	<b>60</b> Devonport = 54 Northcote = 6	2	11
			3	2
			4	2
			6	1
			8	1
			10	1
<b>Residential 3B Sub-Zone</b>	<b>5</b> All Northcote	<b>10</b> All Northcote	2	5
<b>Residential 3C Sub-Zone</b>	<b>11</b> Devonport = 6 Birkenhead = 3 Northcote = 2	<b>84</b> Devonport = 74 Birkenhead = 6 Northcote = 4	2	7
			3	2
			4	1
			60	1

**1.4 Undertaking the Outcome Evaluation**

Dr Ann McEwan, an Architectural Historian at the University of Waikato, was commissioned to undertake the assessments of consent outcomes. To aid an accurate appraisal, she was provided with the consent plans approved by Council and other relevant information such as a description of the activity and comments provided by Council’s Heritage Advisors where available. Dr McEwan took the information for each consent, visited the site, and evaluated the outcomes using the forms included in Appendix 2. As mentioned, the District Plan assessment criteria were used as the basis from which to assess consent outcomes (Appendix 1).

On visiting the properties, it was apparent that a number of the consents had not been actioned or that only some of the approved activities had been implemented. A number of these consents have now expired whereas others are still within their statutory timeframe. Further, the work associated with a considerable number of consents was not visible from the street. Typically such consents involved changes to the rear of dwellings as well as to buildings located on rear sections. The results presented in this report include only those consented

activities where enough of the work was visible to allow an assessment against the District Plan assessment criteria.

The rest of the report looks in detail at the consent outcomes for additions and alterations to buildings (Part Two), new buildings (Part Three), and the demolition or removal of houses (Part Four), including the level of compliance with the Plan's assessment criteria. Part Five then presents conclusions based on the overall findings of the evaluation and offers recommendations for strengthening both plan provisions and plan implementation.

## 1.5 Acknowledgements

Acknowledgment and thanks are owed to North Shore City Council for agreeing to participate in the study and providing the resources required to undertake it. Thanks are also due to Dr Peter Kouwenhoven, IGCI, who provided invaluable assistance in devising the sampling method.

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## **PART TWO**

### **Additions & Alterations to any Existing Building**

Ninety-seven of the 126 consents involved additions and alterations to buildings on 84 properties. However, 12 of the consents had not been actioned at the time the assessments were undertaken (May 2005), including four that have only recently been granted and eight where the consents have now expired. Five of the unimplemented consents are for properties in Devonport, (four R3A, one R3C), five in Birkenhead (all R3C), and two in Northcote (R3B and R3C). Of the remaining 85 consents for additions and alterations, 55 were visible (either totally or partially) from the street whereas the outcomes from the other 30 were not.

Additions and alterations have been taken to mean any change to an existing building or structure, including a dwelling, accessory building, and retaining walls (in a couple of instances). As well, a small number of consents included the construction of accessory buildings (garages and carports) that are attached to the principle dwelling and these have been assessed here as an addition.

#### **2.1 Extent of Compliance with Assessment Criteria**

As explained in Part One, the District Plan includes specific assessment criteria to assist applicants and Council decision-makers in considering the effects of proposed additions and alterations to buildings in the R3 zone (Appendix 1). These criteria were used as the basis from which to assess the outcomes of additions and alterations that have subsequently been implemented (Appendix 2). To aid the evaluation, the five broad assessment criteria in the Plan were broken down into 22 individual assessment points, namely:

1. Were changes to the street-front façade of pre-1930 houses avoided?

Do additions and alterations to houses built before 1930 preserve the essential character of the:

2. *Street-front façade?*
3. *Side elevations (not rear)?*
4. *Roof planes?*

Do alterations and/or additions to houses built before 1930 retain and reflect design characteristics of the original house with respect to:

5. *Detailing?*
6. *Materials?*
7. *Finishes?*
8. *Proportions?*
9. *Fenestration?*

Are the additions and/or alterations to houses built before 1930 in keeping with the building's:

10. *Architectural form?*
11. *Historic form?*
12. *Proportions?*
13. *Style?*

14. Do the additions and alterations adversely affect the contribution a number of buildings make to the character of the area (streetscape group significance)?

Are the materials of additions and alterations to older houses sympathetic to:

15. *The built heritage of the area?*

16. *The house itself?*

17. Is the design and appearance of alterations and/or additions to houses built after 1930 in keeping with surrounding residential buildings?

Are additions and/or alterations to houses built after 1930 compatible with the streetscape in terms of:

18. *Form?*

19. *Mass?*

20. *Proportion?*

21. *Materials?*

22. For houses built after 1930, are roof forms of additions and/or alterations sympathetic to the original form of the house or pitched?

The assessment criteria can be divided into those matters that relate specifically to pre-1930 or post-1930 dwellings, and those that are relevant to both. In regard to buildings constructed prior to 1930, the criteria focus on the extent to which additions and alterations protect their original form as viewed from the street – notably the façade, side elevations and roof planes. They also promote changes that ‘fit’ with or complement the original building in terms of scale (e.g. mass and proportion), and design and appearance (e.g. architectural and historic form, style, detailing, materials and finishes). Together, these criteria provide a comprehensive framework for assessing the likely effects of development proposals on the heritage values of early buildings.

In contrast, the predominant aim of the assessment criteria for post-1930 buildings is to consider the extent to which planned additions and alterations impact on the streetscape. Thus, while the benchmark for assessing changes to pre-1930 buildings is the building itself, the point of reference for post-1930 buildings is its wider context or, in other words, the extent to which proposed changes will have an effect beyond the subject site. This contrast is influenced by the fact the District Plan seeks to protect early building types such as cottages, villas and bungalows, as they are seen to “*contribute strongly to the character of the area*” and “*include the full range of house types which are widely accepted by the community as making such a formative contribution*” (North Shore City District Plan, p.16-26). Consequently, the criteria for post-1930 buildings consider the compatibility of the scale, design and appearance of additions and alterations with the streetscape (e.g. in terms of form, mass, proportions and materials) rather than whether the changes will maintain the integrity of the buildings themselves. The exception is an assessment point that considers whether roof forms of additions and alterations are sympathetic to the original form of post-1930 houses.

Three assessment points apply to both pre- and post-1930 buildings. One of these considers the extent to which changes may affect streetscape group significance, i.e. where there are a number of buildings in proximity to the subject site that contribute to the character of the R3 zone. The other two matters relate to materials used and the degree to which they are compatible to the building being altered as well as to materials traditionally used for early

dwellings, noted in the District Plan as including “*corrugated steel sheet, timber shingles, timber horizontal or vertical weatherboards, and timber joinery*” (p. 16-77). These two assessment points apply to ‘older’ buildings, which suggests that they are relevant for buildings that were constructed after 1930 but that might still be considered ‘old’.

Figure 2.1 on the next page shows the degree of compliance consents achieved across each of the 22 assessment points above. These results are for the consents where the outcomes are visible. However, only those criterion that were relevant to each consent and that could be adequately assessed have been included in the analysis, i.e. it excludes those consents/criteria that scored ‘N/A’ or ‘Can’t Tell’ on the assessment form. The figures in brackets show the number of consents that are included in the analysis for each criterion: assessment criteria 1-13 relate to the 40 consents for additions and alterations to pre-1930 dwellings; criterion 14 applies to all 55 consents; criteria 15 and 16 apply to the 48 consents for buildings considered to be ‘old’; and lastly, criteria 17-22 are for the 15 consents affecting post-1930 buildings.

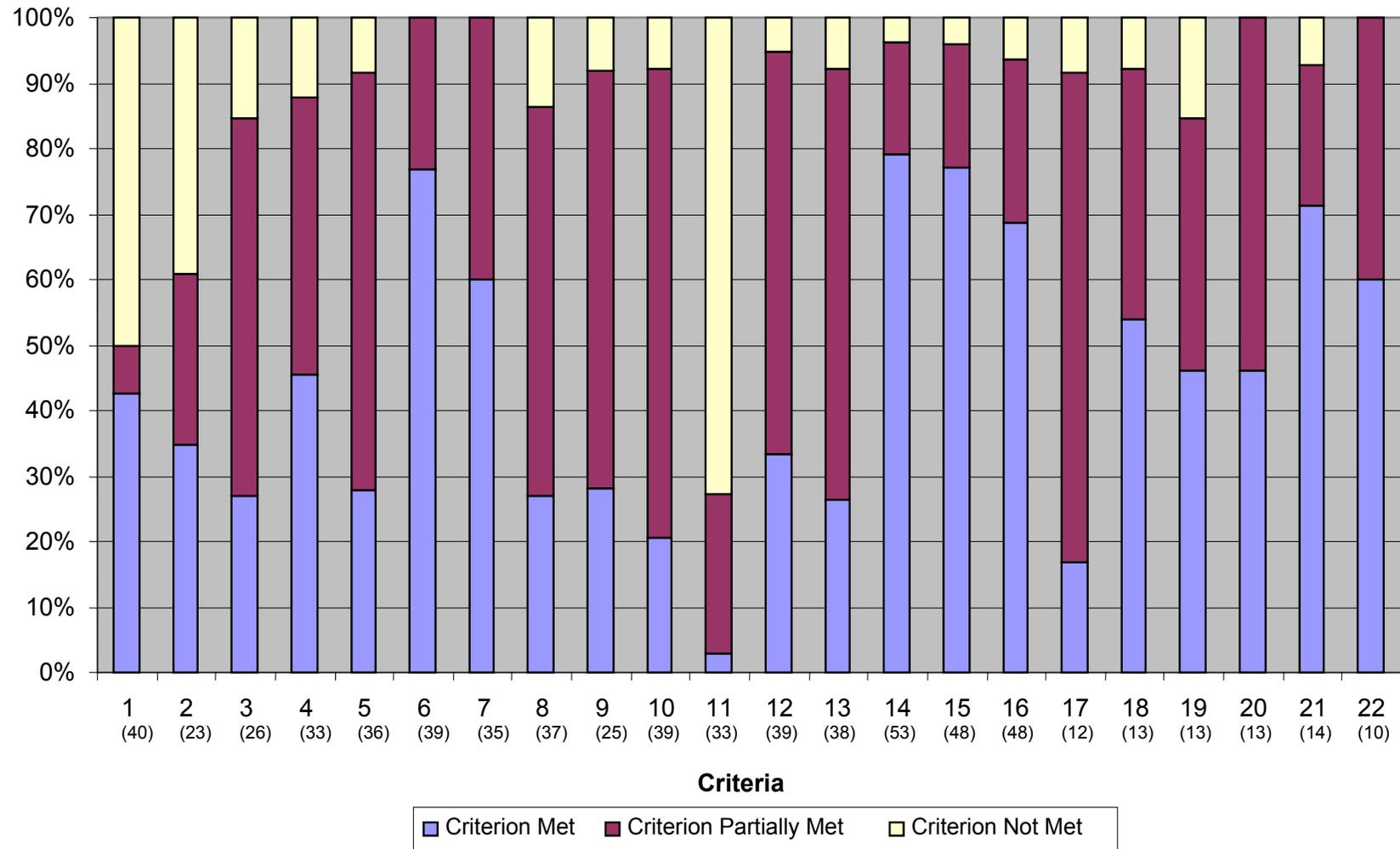
It is clear that a range of compliance is being achieved with the District Plan assessment criteria. For instance, the criterion relating to historic form (number 11) was only implemented in 3% of consents and partially implemented in a further 24%, whereas the criterion relating to streetscape group significance (number 14) was satisfied in 79% of consents and partially satisfied in another 17%. Fifteen of the 22 assessment points have been implemented either fully or partially in most cases (i.e. in more than 90% of relevant consents). Four of these criteria (numbers 6, 7, 20 and 22) were either fully or partially implemented in all relevant cases.

A number of the assessment criteria were satisfied more often than others. In particular, eight of the 22 assessment points were considered fully implemented in more than 50% of the consents. These relate to:

- ☺ Effects on streetscape group significance (number 14; achieved in 79% of relevant consents);
- ☺ Suitability of materials used for pre-1930 houses (number 6; 77%);
- ☺ Suitability of materials to the built heritage of the area (number 15; 77%);
- ☺ Suitability of roof forms of additions and alterations to post-1930 houses (number 22; 71%);
- ☺ Suitability of materials to the house itself (number 16; 68%);
- ☺ Compatibility of materials used on additions and alterations to post-1930 houses with the streetscape (number 21; 64%);
- ☺ Suitability of finishes on additions and alterations to pre-1930s houses (number 7; 60%); and
- ☺ Compatibility of the form of additions and alterations to post-1930 houses with the streetscape (number 18; 54%).

The high degree of compliance with assessment point 14 indicates that changes to houses in the R3 zone largely have no adverse effect on streetscape group significance. Therefore, consents granted by Council are, as a rule, satisfying the District Plan’s goal of protecting the character of early settlements in North Shore. Interestingly, four of the criteria that were implemented the most frequently relate to the materials used in additions and alterations (numbers 6, 15, 16 and 21), thus indicating that materials considered suitable to the built form of the R3 zone are being used in the majority of development proposals. The same applies to

**FIGURE 2.1 - Compliance with District Plan Assessment Criteria:  
Additions & Alterations in the Residential 3 Zone**



finishes used on additions and alterations to pre-1930s dwellings, which suggests that this aspect, along with the materials used, make an important contribution to streetscape character.

Three of the six assessment criteria relating specifically to post-1930 buildings are included above, which suggests that consents for these later buildings are achieving a reasonable degree of compliance with the Plan. Outcomes for post-1930 buildings are discussed in greater detail in Section 2.3.

In many cases consents were assessed as meeting in part the intent of the District Plan assessment criteria but falling short of achieving full compliance. In this regard, nine assessment points were assessed as being partially implemented in more than 50% of consents. These relate to:

- ☹ Design and appearance of additions and alterations to post-1930 houses in relation to surrounding residential buildings (number 17; partially satisfied in 75% of relevant consents);
- ☹ Architectural form of additions and alterations to pre-1930s houses (number 10; 72%);
- ☹ Style of additions and alterations to pre-1930s houses (number 13; 66%);
- ☹ Detailing of additions and alterations to pre-1930s houses (number 5; 64%);
- ☹ Fenestration in additions and alterations to pre-1930s houses (number 9; 64%);
- ☹ Proportions of additions and alterations to pre-1930s houses (number 12; 62%);
- ☹ Proportions of additions and alterations to pre-1930s dwellings in relation to the original building (number 8; 59%);
- ☹ Preservation of the essential character of side elevations of pre-1930 dwellings (number 3; 58%);
- ☹ Proportion of additions and alterations to post-1930 houses in relation to the streetscape (number 20; 54%).

The main point to note from this group is that it predominantly relates to additions and alterations to pre-1930 dwellings. In fact, the list includes seven of the 12 assessment matters that specifically consider changes to these early buildings. Given that consents are largely only partially satisfying these criteria, the results suggest that the authenticity of the original buildings (with respect to their architectural form and style) is compromised by contemporary changes, a conclusion that is supported by the overall outcomes of individual consents for pre-1930 buildings (outlined in Section 2.3 below). The finding that the design and appearance of changes to post-1930 buildings are only partially in keeping with surrounding residential buildings in most cases is testimony to the fact that these more recent buildings are often out of place within the streetscape. Thus, it is not unexpected that additions and alterations to them will also be at odds with neighbouring dwellings.

The following three assessment matters had the lowest level of implementation in consents:

- ☹ Whether additions and alterations are in keeping with the historic form of pre-1930s building's (number 11; not met in 73% of relevant consents);
- ☹ Whether changes to the street-front façade of pre-1930 houses were avoided (number 1; 50%);
- ☹ Whether additions and alterations preserve the essential character of the street-front façade of pre-1930 houses (number 2; 39%);

As Figure 2.1 shows, the assessment matter implemented the least relates to whether additions and alterations take cognisance of the historic form of pre-1930 dwellings. This criterion was not implemented in nearly three quarters of consents. This result, coupled with the finding above that the architectural form and style of additions and alterations to pre-1930s dwellings is often only partially in keeping with the original building, again suggests that contemporary changes are undermining the buildings' architectural and historic authenticity.

The assessment criterion referring to changes to the street-front façade (number 1) was not met for half of the consents. However, this is not necessarily an indication of poor outcomes as consents that enhanced heritage values included changes to the façade. The important difference is that in these cases the changes were positive, e.g. they restored prominent features, whereas other consents offered no such enhancements (as discussed in Section 2.2 below). This distinction is captured by the second assessment criterion, which asks whether or not changes to the façade preserve its essential character. In this regard, the results are not overly encouraging as this criterion was not satisfied in over a third (39%) of relevant consents.

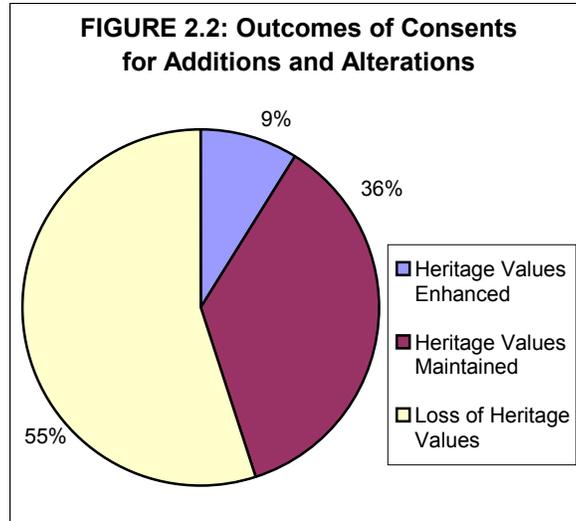
In summary, the findings illustrate that implementation of the District Plan assessment criteria for additions and alterations is patchy. While the level of non-compliance is generally low (i.e. the instances where assessment matters were not satisfied at all), there are many cases where only partial compliance is achieved. Whether or not this is a concern largely depends on one's view regarding the goal of the R3 provisions. That is, outcomes from consents are maintaining the streetscape character of the R3 zone in the majority of cases. This means that even though many assessment criteria are only partially implemented most development sufficiently reflects the physical attributes of the area to ensure that streetscape character is maintained. However, the same consents are undermining (to varying degrees) the architectural and historic integrity of pre-1930 dwellings.

This finding is expanded upon in the next section, which looks in detail at the effect of consents on the heritage values of individual properties with the R3 zone as well as on the wider streetscape.

## **2.2 Outcomes of Consents for Additions and Alterations**

As noted earlier, 55 of the 97 consents for additions and alterations had outcomes that could be seen from the street. These consents were granted for 48 properties.

Figure 2.2 below shows that three groups of outcomes arising from consent implementation can be discerned: (1) those that indicate an enhancement of heritage values (five consents, or 9%); (2) those that had no discernable effect on heritage values (20 consents, or 36%); and (3) those that resulted in a loss of heritage values (30 consents, or 55%). The reasons for these outcomes are examined in the following section, starting with the consents that led to positive scores.



### 2.2.1 Heritage Values Enhanced

There are three main reasons why consents were assessed as having a positive effect. Namely, they exhibited one or more of the following: (1) restoration of prominent architectural features; (2) alterations to less sympathetic additions or structures that better reflect the values of the property and wider streetscape; (3) maintenance of the historic and architectural form of the building by avoiding additions to the façade, side elevations, and roof planes. The odd one out is a consent for a small addition to the facade of an older post-1930 dwelling that has been carried out in such a way it was considered to enhance the building’s architectural values and contribution within the street.

Four of the five properties are located in Devonport with the remaining one being in Northcote, and three of the houses are of pre-1930 vintage. Each consent is briefly looked at in turn.



*Photo 1*



*Photo 2*

The owners of the dwelling above returned this pre-1930 villa from four residential units to one. They also reinstated prominent features such as the street-front veranda and bay window (Photo 1). A new deck was built at the rear of the house that is not visible from the street (Photo 2). Overall, the outcomes satisfy all the relevant R3 assessment criteria in the District Plan, notably

the alterations preserved the essential character of the street-front façade and side elevations, and are in keeping with the building’s architectural and historic form.



*Photo 3*



*Photo 4*

The outcomes for the single bay villa above exhibit similar attributes. In this instance, the previously enclosed veranda was reinstated and alterations were made to the carport in the front yard, notably by replacing the mono-pitch roof with a gable one along the same lines as the dwelling (Photo 3). As well, a rear addition in the form of a lean-to was added which is largely unseen from the street (Photo 4). Again, this consent met all the necessary District Plan assessment criteria.

The next three consents all resulted in minor enhancements. As shown in Photo 5, one of these involved altering an existing retaining wall from what appears to be a concrete block structure to one with prominent stone facing. Use of this material was assessed as sympathetic to the built heritage of the area (note the neighbouring retaining wall) although not with the house itself (of post-1930 construction). The consent complied with all other relevant assessment criteria.



*Photo 5*

The materials and form of the garage in Photos 6 and 7 were altered from a concrete block construction and mono-pitch roof to a weatherboard exterior and gable roof. The changes were assessed as satisfying a number of assessment criteria, namely they preserved the essential character of the street-front façade, and used materials that are in keeping with the principal dwelling and the area. The consent partially satisfied the remaining assessment criteria, i.e. by

retaining and reflecting the finishes and proportions of the original house, and being in keeping with the building's architectural form, proportions and style. At the same time the garage was altered a concrete block wall was replaced by the picket fence and while this is not a relevant matter for additions and alterations this too has improved the appearance of the property.



*Photo 6*



*Photo 7*

Lastly, the addition of a covered entrance to the house in Photo 8 (centre of picture) was considered to complement the architectural and historic form of the post-1930 dwelling. The addition is restrained in its scale and is well matched to the original building with respect to design and materials. While the lattice screen was assessed as detrimental in terms of form and colour it was not part of the consent application.



*Photo 8*

### ***2.2.2 Heritage Values Maintained***

Twenty of the 55 consents (36%) where some or all work was visible were assessed as maintaining the heritage values of the R3 zone, in other words there was neither an enhancement nor a loss of values following implementation of these consents. The activities relate to 16 properties (11 in Devonport, three in Northcote and two in Birkenhead), i.e. one property has had three separate consents implemented while two others have both had two consents implemented. Seven of the houses date from the post-1930s with the remaining nine dwellings being constructed before 1930.

A number of factors contributed to the neutral outcomes. Firstly, many involved changes to post-1930 buildings which of themselves make no contribution to the heritage values of the area. Secondly, several additions and alterations were of a very minor nature so that they have had a negligible impact on either the subject site or the streetscape. Thirdly, work arising from a number of consents was confined to the rear of the property and is largely unseen from the street. Lastly, some consents have had a mix of positive and negative outcomes that on balance meant there was neither an enhancement nor a loss of values (i.e. the ‘swings and roundabouts’ effect). A number of consents incorporate a mix of these factors. Several examples are briefly discussed below in order to illustrate these points.



*Photo 9*



*Photo 10*

The first example is for a building that has had three consents granted for additions and alterations between 1995 and 2002 (Photo 9). The first was for a balcony to replace a deck; the second involved considerable external changes including the addition of three decks, a new kitchen, entry area, and carport. The last consent converted one of the decks already approved into a bedroom extension. As inferred, some of the later consented work partly overtook work implemented under earlier consents. The house is a more recent one and in itself does not contribute to the heritage values of the area. It is largely because of this fact that the three consents were deemed to have no adverse or positive effect, even though a number of assessment criteria were only partially satisfied (notably the compatibility of the work to the streetscape with respect to form, mass and proportions).

Similarly, the building shown in Photo 10 (the rear dwelling) has had two consents implemented and again both were assessed as having no discernable impact on the area’s heritage values. The first involved the addition of three dormer windows (one is visible in the photo) and the second converted the existing garage into a study and constructed a new double garage that can be seen in the photo. While only part of the work is visible, what can be seen was considered to only partially meet relevant assessment criteria (e.g. being compatible with the streetscape in terms of form, mass, proportion and materials). Nevertheless, the existing building is already at odds with the historic character of the area.



*Photo 11*



*Photo 12*

Photo 11 shows another post-1930 house but this time the work that has been undertaken is of a minor scale and impact. The consent involved converting the lower floor storage area to a two bedroom residential unit and erecting a 1<sup>st</sup> floor deck. It largely met all of the assessment criteria and the work was not deemed to have had an adverse effect on the dwelling or the wider streetscape. As with the two buildings described above, the fact the dwelling is at odds with the area's character anyway is also an influence on the neutral outcome. The second consent relates to a minor extension to an existing lean-to at the rear of the dwelling shown in Photo 12. Clearly, the work is not at all visually intrusive and it has been well matched to the existing house. The consent scored consistently well across the assessment criteria and has had no adverse impact on the streetscape.



*Photo 13*



*Photo 14*

The neutral outcome for the consent illustrated in Photo 13 was influenced by the fact the addition has been directed to the rear of the property, thus avoiding changes to the more sensitive front façade (Photo 14). Photo 13 shows the view of the new addition and carport (considered an addition in the assessment) from a right-of-way that runs adjacent to the property. None of this work can be seen from the street. This consent was considered to meet all necessary assessment criteria except that the work is only partially in keeping with the dwellings architectural form and style due largely to the visual effect of the carport. The carport at the front of dwelling (Photo 14) was granted under a separate consent and forms part of the results for the section on new buildings and structures (it was considered to be a minor enhancement as it replaced a more visually obtrusive carport).



Photo 15



Photo 16

The final two examples reflect consents that have had both positive and negative outcomes, which on balance have resulted in a neutral assessment. The consent illustrated in Photo 15 relates to an addition to the rear of the already modified pre-1930 dwelling, the demolition of the existing garage, and changes to the front façade of the house - the replacement of the windows with French doors and a new veranda balustrade. All aspects of the consent were implemented except the latter alterations to the street-front façade (Photo 16). The outcome was assessed as meeting some assessment criteria, e.g. retaining and reflecting the design characteristics of the house in terms of materials, finishes and fenestration. Other criteria were partially met, e.g. preserving the essential character of side elevations and roof planes, and ensuring changes are in keeping with architectural form, proportions and style. In summary, Dr McEwan remarked that the *“removal of [the] garage [is] an enhancement but [this is] offset by failure to undertake remedial work to façade/street elevation”*.

The consent to alter an existing pergola to create a carport (Photo 17) required removing part of the boundary fence, creating a vehicle crossing, and covering the pergola (yet to be actioned). The outcome was assessed as preserving the essential character of the front façade, as not being in keeping with the building’s historic form, and as partially implementing all other relevant criteria. The assessment takes into account the pros and cons of the outcome, as noted by Dr McEwan: *“[The] carport intrudes on [the] visual impact of [the] house but replaces part of [a] solid/high boundary fence that obscures views of the property”*.



Photo 17

### 2.2.3 *Loss of Heritage Values*

Just over half the consents (30, or 55%) where some or all of the work is discernable from the street led to a loss of heritage values. For the most part, the loss of values is of a minor scale and tends to impact upon the integrity of the principal building rather than the wider streetscape. Several consents, however, have had more notable adverse effects on the dwellings' heritage values and streetscape character. The consents affect a total of 29 properties, twenty-two of which are in Devonport, five are in Northcote and the remaining two are in Birkenhead. The majority of properties date from the pre-1930s (i.e. 26 out of 29).

The reasons why consents led to a loss of values are essentially inverse to those that led to an enhancement. For pre-1930 buildings, the consents failed to maintain the form of the building by altering the roof, facade and/or side elevations in ways that are not in-keeping with, and that reduce the visual impact of, the buildings' architectural and historic values. A small number of consents also magnified the degree to which post-1930 buildings are at odds with the area's character and, in doing so, have drawn more attention to them in the streetscape. Twelve consents have been chosen here to reflect the range of outcomes that were observed during the site visits, i.e. from minor to more significant adverse effects. The monitoring results for these consents are described in detail below, particularly the extent to which the outcomes satisfy key assessment criteria.

#### Example 1:



*Photo 18*



*Photo 19*

The first consent involved considerable additions and alterations to the rear of an Edwardian double bay villa, including a new two-storey veranda, and the conversion of existing internal garages for other uses. As well, a single storey conservatory has been added to the rear of the dwelling with an entry foyer on the ground floor side elevation. It is only this latter part of the consent that is visible from the street (the addition shown in the centre left of Photo 18). The foyer is constructed of weatherboards with corrugated iron roofing and timber joinery. A three car garage has also been consented to in the front yard but has yet to be constructed.

The conservatory entry was assessed as:

☺	☹	☹
Avoiding changes to the street-front façade; Not having an adverse effect on streetscape group significance.	Partially preserving the character of the side-façade; Partially retaining and reflecting the design characteristics of the original house with respect to materials and finishes; Using materials that are partially sympathetic to the built heritage of the area and the house itself.	Not being in keeping with the dwelling's historic form.

It was not possible to gauge compliance with a number of other relevant criteria (such as roof forms, proportions, and architectural form) due to the location of the bulk of the work at the rear of the property. The foyer addition was assessed as having a minor adverse effect due to the fact the entry to the conservatory projects beyond the adjacent sitting room bay window, thus compromising the form of the house and legibility of the bay window. Of lesser note is the glass in the new door to the conservatory, which would be more sympathetic to the original detailing of the house if it was set with leaded glass as per the front door (Photo 19).

Example 2:



*Photo 20*



*Photo 21*

The second consent, relating to a post-1930 house, saw the addition of another storey including a balcony on the street-front elevation (Photos 20 and 21). A deck has also been erected at the rear of the dwelling but this is not visible from the street. The addition has a stucco finish, concrete roof tiles and aluminium joinery to match the existing dwelling.

The addition was assessed as:

☺	☹	☹
Using materials that are sympathetic to the house; Being of a form that is compatible with the streetscape; Using materials that are compatible with the streetscape.	Having a partial adverse effect on streetscape group significance.	Using materials that are not sympathetic with the built heritage of the area; Being of a mass that is incompatible with the streetscape.

The effect of the addition is to increase the mass and emphasise the vertical axis of the dwelling, both of which are at odds with the general character of the area. Thus, by adding another storey the building draws more attention to itself. In noting that the outcomes did have a partial adverse impact on the streetscape, Dr McEwan took into account that the “*original house would have been out of keeping with neighbouring weatherboard houses of pre-1930/c.1900 vintage anyway*” and, consequently, the loss of values is considered to be minor.

An interesting point to note is the compatibility of the materials with the existing house as opposed to the built heritage of the area, i.e. the materials used are consistent with the dwelling but are contrary to those traditionally used for early dwellings. However, the presence of other buildings from a similar era in the street meant that the materials of the addition were not out of place and thus were considered compatible with the streetscape.

Example 3:



Photo 22



Photo 23

The next example involves additions to the front, side and rear of a single bay villa. A single garage has been erected at the front and side of the house (considered an addition here because it is attached as shown in Photo 22), and an addition at the rear to provide additional living space (Photo 23). The garage has a low-pitch hipped roof whereas the rear addition takes a monopitch roof form. Conditions of consent required that work be undertaken using weatherboard cladding, corrugated steel roofing and timber joinery in line with the original dwelling.

The additions were assessed as:

☺	☹	☹
Using materials that retain and reflect the design characteristics of the original house; Being in keeping with the dwelling's proportions; Not having an adverse effect on streetscape group significance; Using materials that are sympathetic to the built heritage of the area and the house itself.	Partially preserving the character of the roof planes of the dwelling; Partially retaining and reflecting the design characteristics of the house in terms of detailing and finishes; Being partially in keeping with the building's architectural form and style.	Not preserving the street-front façade; Not retaining and reflecting the design characteristics of the house with respect to proportions and fenestration; Being incompatible with the building's historic form.

It would be preferable if the garage appeared from the street to be independent of the house – the lean-to element links the garage to the house and is incompatible to the historic form and architectural integrity of the dwelling. While the rear addition is less obvious there has been no effort to create a visual link between it and the house in terms of decorative detailing at the eaves (in contrast to the garage). As well, the proportions of the rear addition do not retain and reflect the characteristics of the house due to the lowered stud height, although the flat roof is not out of sympathy with the bay window on the same side. The fenestration is visibly at odds with the original house – three different types of windows have been used.

Several aspects of the additions differ from those shown in the approved plans, notably a different window configuration on the rear addition and a changed roofline on the street elevation of the garage.

Example 4:



*Photo 24*



*Photo 25*

The fourth consent was for a number of changes to the roof of the dwelling, including the addition of two dormer windows within the north facing roof plane – one at eaves level and the other projecting from the top of the roof (Photo 24), and the insertion of two skylights in the roof on the south side and rear elevations (Photo 25). As well, the lean-to at the rear of the dwelling

was demolished and replaced with a new extension and decking. Alterations were also made to an existing sleepout at the rear of the property to convert it to a minor residential unit. These aspects of the consent cannot be viewed from the street. Conditions of consent required by Council ensured the materials used were weatherboards, corrugated roofing and timber joinery to complement the existing building. Similarly, another condition sought to have the skylights recessed as far as practicable into the roof plane and requested that only flat glass be used.

The outcome was assessed as:

☺	☹	☹
Preserving the essential character of the street-front façade; Retaining and reflecting the design characteristics of the original house with respect to materials and finishes; Being in keeping with the building’s style; Not having an adverse effect on streetscape group significance; Using materials that are sympathetic to the built heritage of the area and the house itself.	Partially preserving the essential character of the building’s side elevations and roof planes; Partially retaining and reflecting the design characteristics of the original house with respect to detailing, proportions and fenestration; Being partially in keeping with the building’s architectural and historic form, and proportions.	None.

While the principal dormer has been carefully detailed and is not on the street frontage, it does lessen the visual impact of the chimney. Arguably the little dormer has changed the side elevation by ‘popping’ the roof form above the eaves, however there is precedence for this on the front elevation and because it is on the side it is difficult to see. The skylight is out of character in terms of materials and style but, once again, the effect is lessened as it too has been situated away from the street frontage. Overall, while there has been an attempt to reconcile the historic character of the house with the contemporary needs of the owners, the additions were assessed as compromising the authenticity of the original dwelling.

Example 5:



Photo 26



Photo 27

The fifth consent involved the addition of a first floor to a pre-1930 house, incorporating a new gable roof (Photo 26) and first floor deck that is not visible. The dwelling is located down a right-of-way although the principal elevation is visible from the street. The side elevation (Photo 27) was viewed from an adjoining right-of-way and shows the addition of a dormer on the ridgeline and also a minor extension to the ground floor (beneath the vent in the gable shown at the centre right of Photo 27). The exterior cladding is weatherboard to match the existing building and, similarly, corrugated iron roofing and timber joinery have been used.

The consent was assessed as:

☺	☹	☹
Retaining and reflecting the design characteristics of the original house with respect to detailing, materials and finishes; Not having an adverse effect on streetscape group significance; Using materials that are sympathetic to the built heritage of the area and the house itself.	Partially preserving the essential character of the street-front façade; Partially retaining and reflecting the design characteristics of the original house with respect to proportions and fenestration; Being partially in keeping with the dwelling’s architectural form and style.	Not preserving the essential character of the side elevations or roof planes.

The side elevation has been complicated by the ground and first floor additions, and given the dwelling’s location on a right-of-way these are more visually intrusive than they might otherwise be. The additions and alterations to the principal elevation have been undertaken with imagination and are in keeping with the house. Moreover, the front changes maintain a degree of simplicity about the elevation which is lacking in the side elevation.

Example 6:



*Photo 28*

The sixth example significantly added to and altered a former state house (a duplex or two semi-detached units; Photo 28). The consent involved changes to both units, including the addition of a basement level to the original building compromising additional living space and a double

garage, and large additions to either end of the duplex (i.e. for both residential units) to provide additional living space and a second basement level garage. Earthworks were necessary along the street frontage to allow the development of the basement. A range of materials have been used that relate to those used in the construction of state houses, notably plaster and board and batten exteriors, clay roof tiles and timber joinery. (NB, the assessment was only carried out for the unit shown in the photo as only this property was selected for the sample).

The additions and alterations were assessed as:

☺	☹	☹
Using materials that are sympathetic with the house itself; Being of a form, mass and proportion that is compatible with the streetscape.	Having a partial adverse effect on streetscape group significance; Using materials that are partially sympathetic with the built heritage of the area; Having a design and appearance that is partially in keeping with surrounding residential buildings; Using materials that are partially compatible with the streetscape; Having roof forms that are partially sympathetic to the original form of the house.	None.

This is an interesting example of an older post-1930 dwelling that has been substantially altered from a simple duplex state house to an executive townhouse. In the process, the floor area of the original unit has been dramatically increased and the addition has changed the building's proportions by adding more axes that now go beyond the rectangular 'box' form of the original. However, the assessment criteria for post-1930 buildings are not concerned with the effect of additions and alterations on the original dwelling but instead focus on the compatibility of changes to the streetscape. Therefore, the extent to which the architectural and historic values of the building have been transformed are not taken into account.

Consequently, the reasons why this consent has been assessed as resulting in a loss of values are similar to those given in Example 2. Essentially, the addition accentuates a building that is different from its neighbours in terms of design, appearance and materials. As well, the roof form of the connecting section introduces a new roof form whereas the roof of the original dwelling is hipped. Overall, the consent was considered to have a partial adverse effect on streetscape character.

Example 7:



Photo 29



Photo 30

The consent illustrated in Photos 29 and 30 was for an extension to the side and rear of a bungalow, including the addition of a second storey. Much of the window joinery has been replaced with bi-fold windows, and bi-fold doors have also been added on the street-front elevation. Weatherboards to match the existing house have been used, as has corrugated iron for the roof and timber joinery.

The outcomes of the consent were assessed as:

☺	☹	☹
Retaining and reflecting the design characteristics of the original house with respect to materials and finishes; Not having an adverse effect on streetscape group significance; Using materials that are sympathetic to the built heritage of the area and the house itself.	Partially preserving the essential character of the side elevations; Partially retaining and reflecting the design characteristics of the original house with respect to detailing and fenestration; Being partially in keeping with the building's style.	Not preserving the essential character of the street-front façade or the dwelling's roof planes; Not retaining and reflecting the design characteristics of the original house with respect to proportions; Not being in keeping with the building's architectural or historic form.

This is an example of a substantial and unsympathetic addition to a single storey bungalow. The changes have not recognised the architectural characteristics of bungalows, i.e. they are not as one dimensional as some villas where the bay window and veranda concentrate all of the architectural detailing. In part this is due to bungalows being located differently on their sites to accommodate a drive and automobile. In this case, sadly, the side elevation most visible from the street reveals the extent of the additions and alterations. Another characteristic of bungalows is the horizontal emphasis generated to a large extent by the roof pitch, and both the scale and the detailing of the side extension are incompatible with this.

There also appears to be some differences between the consent as implemented and the approved plans, notably no gable shingles and windows instead of a vent in the gable front visible from the

street. It is not easy to discern from the approved plans whether the eaves on the side elevation (Photo 29) were designed to be flush or not.

Example 8:



Photo 31



Photo 32

This consent involved extending the roof of the *circa* 1900 single bay villa to form a new gable so that an upper storey could be added, incorporating a dormer window in the street-front roof plane and a part-round window further to the rear (Photos 31 and 32). As well, the western gable has been extended to form a new bay window to the side elevation and a non-original bay window further towards the rear was also extended (centre left in Photo 31). More alterations were made to the rear of the property by replacing the existing lean-to but these are not visible from the street. A condition of consent required that materials, detailing and appearance match the building in all aspects and that the roof be corrugated iron or similar. The pre-consent assessment by Council’s Heritage Advisor noted that the villa looked original from the street except the roofing materials had been replaced with decramastic tiles.

The outcomes of the consent were assessed as:

☺	☹	☹
Retaining and reflecting the design characteristics of the original house with respect to materials; Not having an adverse effect on streetscape group significance; Using materials that are sympathetic to the built heritage of the area.	Partially preserving the essential character of the side elevations; Partially retaining and reflecting the design characteristics of the original house with respect to detailing, finishes, proportions and fenestration; Using materials that are partially sympathetic to the house itself.	Not preserving the essential character of the street-front façade and roof planes; Not being in keeping with the building’s architectural or historic form.

The alteration in the roof has added quite a significant element that competes architecturally with the building’s two features, i.e. the bay window and the decorative treatment on the veranda. As well, the gabled roof over the dormer complicates the roofline, which in the original form was

hipped. The side extension arguably has a negative impact because it compromises the clarity of the original floor plan as it is expressed from the exterior, however the impact is mitigated by the repetition of the hipped roof form. The secondary addition to the roof (the round window) is completely out of character with the house and with the architectural style of villas generally.

Example 9:



*Photo 33*



*Photo 34*

The next consent involves substantial additions and alterations to a turn of the century corner-bay villa, where the roof has been re-pitched, an upper storey added, and the dwelling extended towards the rear (Photos 33 and 34). Materials used complement the original dwelling, including weatherboard cladding, corrugated steel roof, and timber joinery. Prior to these changes, the dwelling was relocated five metres to the southeast of its original location to make way for a tennis court, including fence and lighting. A new garage/games room has also been constructed and these subsequent consents are included in the results for new buildings and structures.

The additions and alterations were assessed as:

☺	☹	☹
Retaining and reflecting the design characteristics of the original house with respect to materials and finishes; Not having an adverse effect on streetscape group significance. Using materials that are sympathetic to the built heritage of the area and the house itself.	Partially retaining and reflecting the design characteristics of the original house with respect to proportions and fenestration; Being partially in keeping with the building's architectural form and style.	Not preserving the essential character of the street-front façade, side elevations or roof planes; Not being in keeping with the dwelling's historic form.

Given the scale of the work it is clear that the applicants went to a great deal of trouble to undertake the changes as sympathetically as possible and they were obviously concerned about evoking the original character and detailing of the house. Despite the major increase in size and scale, the landscaping of the property is not dwarfed by the addition and the generous section size

further mitigates the impact. Nevertheless, the house is now disproportionately large in the context of the surrounding area. The historic form of the villa has been substantially transformed into something very different, which now suggests a lifestyle, social status etc that might be inconsistent with the history of early Birkenhead residences. The round-headed window groupings on the upper floor were also assessed as being out of keeping with the original house.

Example 10:



*Photo 35*

The tenth consent involved the addition of a veranda and deck to the front of a dwelling from the transitional/bungalow period (Photo 35). This work replaced original sunhoods over the two windows as well as a recessed porch entranceway. Corrugated iron has been used on the veranda and weatherboards have been used along the deck front. The veranda has a straight roof form (rather than a bull nose one) and includes rafter tailing. As can be seen above, a basement garage has been added to the street-front elevation at an earlier time.

The consent was assessed as:

☺	☹	☹
Retaining and reflecting the design characteristics of the original house with respect to materials and finishes; Using materials that are sympathetic to the built heritage of the area and the house itself.	Partially preserving the essential character of the dwelling's roof planes; Partially retaining and reflecting the design characteristics of the original house with respect to proportions.	Not preserving the essential character of the street-front façade; Not retaining and reflecting the design characteristics of the original house with respect to detailing; Not being in keeping with the building's architectural or historic form, or style; Having an adverse effect on streetscape group significance.

The consent applicants stated that they wanted to alter the façade because they found the original “ugly”. Now what remains along the street elevation is the recessed doorway that was once accessed by the small central porch. This is at odds with the new veranda which would be

expected to shelter a wall on one plane. Although the veranda is arguably in keeping with the generic character of Victorian/Edwardian villa architecture (perhaps the quintessential Devonport house), it has compromised the visual character of not only the house but also the streetscape, as the alterations are out of context within the grouping of other design models that contribute to the historic character of Devonport. Notably, there are an interesting variety of designs in the street with covered porch entranceways, including a neighbouring dwelling that has a façade very similar to the subject site prior to the new work. Perhaps this was a lost opportunity to educate the owners about the value of their house and its contribution in the street. In conclusion, Dr McEwan considered the veranda to be a “*fabrication – historically and architecturally*”.

Example 11:



Photo 36

The penultimate example is for a consent that added an upper floor and large dormer window to this 1955 dwelling situated on a corner site (Photo 36). To accommodate the extra floor the low-pitched hipped roof was raised by two metres to form a central gable and a more steeply sloping roof form. The exterior of the house was also re-clad from a fibrolite material to a solid plaster finish, while the roof has been finished with shingles.

The addition and alterations were assessed as:

☺	☹	☹
None.	Being of a form, mass and proportion that is partially sympathetic to the streetscape; Having roof forms that are partially sympathetic to the house.	Using materials that are not sympathetic to either the built heritage of the area or the house itself; Being of a design and appearance that is not in keeping with surrounding residential buildings; Having an adverse effect on streetscape group significance.

As noted, the District Plan's assessment criteria for post-1930 buildings is concerned with roof forms, materials and impacts of additions and alterations on the streetscape, so by re-cladding and altering the form of the building these elements have been destroyed (i.e. it essentially had a total 'makeover'). The re-cladding from fibrolite to plaster suggests a change from a light-weight 'batchy' appearance to something that looks more permanent and solid. This has reduced the association of the building with the era in which it was constructed, however the Plan's assessment criteria are not concerned with the effects of alterations on the architectural and historic form of post-1930 buildings. Nevertheless, the plaster finish and design and appearance of the altered house are at odds with the materials used on neighbouring houses and the built character of the R3 zone generally. Thus the consent was considered to have had an adverse effect on streetscape group significance.

Example 12:



*Photo 37*



*Photo 38*

The twelfth and final example is for two consents that involved changes to a modified dwelling and the street-front boundary. The first consent created a basement level beneath the house situated below a newly formed terrace, and new windows were added to the front of the house (Photo 37). As well, a bedroom and ensuite were added to the roof space and dormer windows were added to the roof plane on both side elevations (Photo 38). The second consent added another smaller garage on the street-front boundary as well as new entrance stairs leading up to the house. The existing garage door was replaced to match the new wooden panelled door on the smaller garage. The consents have been assessed together as the later consent altered some aspects of the first one.

A range of materials have been used in both consents, including stone cladding on the street-front wall, concrete for the exterior of the basement, weatherboards on the dwelling, and copper for the down pipe and light scone on the exterior of the basement. The two trapezoidal windows on the terrace wall were not part of the original consent and the porch door was to be solid rather than have a glass panel. Council has subsequently granted retrospective consent for these features.

The addition and alterations were assessed as:

☺	☹	☹
None.	Partially preserving the essential character of the building's roof planes; Partially retaining and reflecting the design characteristics of the original house with respect to materials and finishes; Being partially in keeping with the building's architectural form and proportions; Having a partial adverse effect on streetscape group significance; Using materials that are partially sympathetic to the built heritage of the area.	Not preserving the essential character of the building's street-front façade, side elevations and roof planes; Not reflecting and retaining the design characteristics of the original house in terms of detailing, proportions and fenestration; Not being in keeping with the building's historic form or style; Using materials that are not sympathetic to the house itself.

The basement terrace has introduced an intermediary level to the property with trapezoidal windows and porch opening that significantly compromises the relationship between the house above and the garaging below. This intermediary layer seems to have a greater affinity with the garaging at ground level (in terms of materials, proportions and mass) than with the house, which should surely be the predominant feature of the property. The alterations are also out of keeping stylistically given the abstract sculptural treatment, and the detailing and materials of the down pipe and light scone are incompatible with the house. The additional garage compromises the historic character and architectural style of the street frontage. While it is on a side elevation (and therefore less visually intrusive), the proportions and detailing of the dormer window are unsympathetic to the original house. Further, the fenestration on the front of the house is disproportionately large. In summary, Dr McEwan noted that the “*cumulative effect of consented work on [the] front entry-garaging-terrace area has a considerable impact on [the] house, although work on the house itself [is] of lesser order*”.

Having presented the overall results of additions and alterations in the R3 zone, the next section provides more details by considering the effects of consents under various groupings, namely by date of construction, sub-zone, and residential area.

### 2.3 Outcomes by Age of Dwelling, Sub-Zone and Residential Area

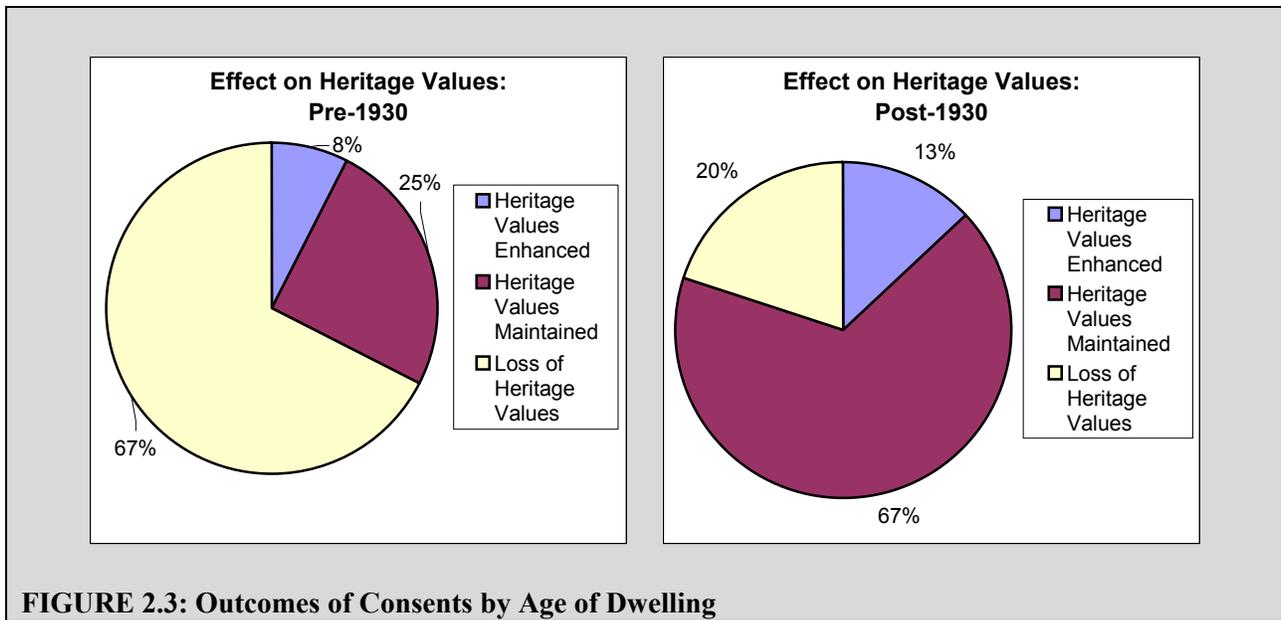
While the District Plan recognises the heritage values of the R3 zone generally, further distinctions can be made with respect to (1) the date of construction for the primary residence (i.e. pre-1930 as compared to post-1930); (2) sub-zones (i.e. R3A, R3B, and R3C) and; (3) residential areas (i.e. Devonport, Northcote, Birkenhead). The following section outlines the assessment results for each of these three categories.

### 2.3.1 Outcomes by Age of Dwelling (Pre-1930 vs. Post 1930)

As Table 2.1 shows, properties containing dwellings constructed prior to 1930 make up over two thirds of all properties with a resource consents for additions and alterations. The proportion changes though when considering only those properties where consent outcomes are visible; in this case pre-1930 houses make up three-quarters of the total (i.e. 37 out of 49 properties). One reason being that earlier houses tend to be located near the street-front, which increases the likelihood that outcomes of consented activities will be visible. Post-1930 dwellings, on the other hand, are often sited to the rear of these earlier houses, as the original large sections have been subdivided to allow for in-fill development. Steep topography also limited views beyond the houses fronting the street, particularly in Northcote and Birkenhead. The predominant reason additions and alterations to street-front houses could not be seen was because the work had been undertaken at the rear of the site, however boundary fences and landscaping could also impede views.

<b>TABLE 2.1: Make up of Properties with Consents Granted by Age of Dwelling</b>			
	<b>Pre-1930</b>	<b>Post-1930</b>	<b>Combined Total</b>
<b>Total Properties with Consents Granted</b>	59 (70%)  (Devonport = 41) (Northcote = 12) (Birkenhead = 6)	25 (30%)  (Devonport = 15) (Birkenhead = 8) (Northcote = 2)	<b>84</b> <b>(100%)</b>
<b>Total Properties Where Consent Outcomes are Visible</b>	37 (75%)  (Devonport = 31) (Northcote = 7) (Birkenhead = 2)	12 (25%)  (Devonport = 11) (Northcote = 2) (Birkenhead = 2)	<b>49</b> <b>(100%)</b>
<b>Outcomes of Consents by Age of Dwelling</b>			
<b>Heritage Values Enhanced</b>	3 (7.5%)	2 (13%)	<b>5</b> <b>(9%)</b>
<b>Heritage Values Maintained</b>	10 (25%)	10 (67%)	<b>20</b> <b>(36%)</b>
<b>Loss of Heritage Values</b>	27 (67.5%)	3 (20%)	<b>30</b> <b>(55%)</b>
<b>Total by Date</b>	<b>40</b> <b>(100%)</b>	<b>15</b> <b>(100%)</b>	

Outcomes for these two groups of buildings are shown in Figure 2.3 (next page). The results show that two-thirds of the consents affecting pre-1930 properties were assessed as leading to a loss of heritage values, while the same proportion of consents (i.e. 67%) for post-1930 buildings were considered to maintain heritage values. This suggests that the effects of additions and alterations to post-1930 buildings are generally better than they are for pre-1930 buildings (bearing in mind that there are fewer consents for post-1930 buildings from which to draw conclusions).



An explanation for this is that the District Plan places a greater onus on protecting the heritage values of pre-1930 buildings as they are seen to encapsulate the historic character of the R3 zone. As a result, the Plan’s assessment criteria require closer scrutiny of consents for pre-1930 buildings (i.e. assessment points 1-13) and anticipate that good outcomes will be achieved when additions and alterations retain and reflect the original building’s architectural and historic qualities. As detailed in Section 2.2 above, the majority of consents only partially met the relevant assessment criteria for pre-1930 buildings and most did not satisfy the one relating to maintenance of historic form. The end result is that the heritage values of individual properties have been eroded to varying degrees following consent implementation.

On the other hand, assessment criteria for post-1930 dwellings (assessment points 17-22) largely consider the impact on the streetscape arising from changes to post-1930 buildings. As noted, these more recent buildings are often already at odds with the historic character of the R3 zone (in terms of style, materials etc.) and so in these circumstances additions and alterations have, for the most part, had no discernable impact. The exceptions being three consents where the scale of the change meant that the original building stood out to a much greater extent and resulted in a noticeable impact on streetscape character.

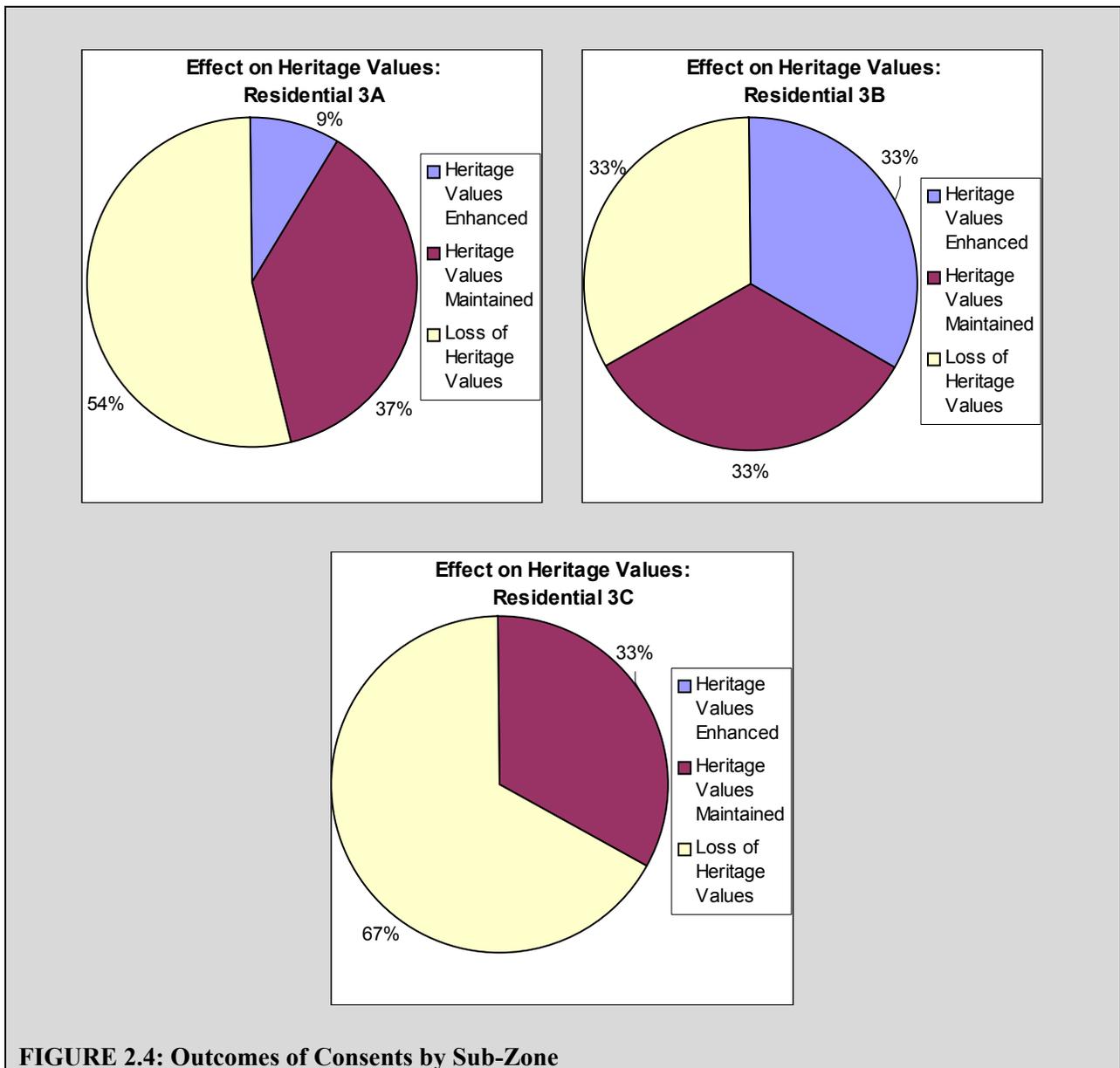
### 2.3.2 Outcomes by Sub-Zone

Table 2.2 shows the proportion of properties with consents granted and their outcomes by sub-zone. Two-thirds of the properties are located in the R3A sub-zone, which is a larger proportion compared to its share of the sample (60%). Conversely, the proportion of properties in the R3B and R3C sub-zones with one or more consents granted is smaller than their overall size in the sample, i.e. approximately 10% and 30% respectively.

<b>TABLE 2.2: Make up of Properties with Consents Granted by Sub-Zone</b>				
	<b>3A</b>	<b>3B</b>	<b>3C</b>	<b>Combined Total</b>
<b>Total Properties with Consents Granted</b>	56 (67%)  (Devonport = 50) (Northcote = 6)	6 (7%)  (All Northcote)	22 (26%)  (Birkenhead = 14) (Devonport = 6) (Northcote = 2)	<b>84</b> <b>(100%)</b>
<b>Total Properties Where Consent Outcomes are Visible</b>	40 (82%)  (Devonport = 35) (Northcote = 5)	3 (6%)  (All Northcote)	6 (12%)  (Birkenhead = 4) (Devonport = 2)	<b>49</b> <b>(100%)</b>
<b>Outcomes of Consents by Sub-Zone</b>				
<b>Heritage Values Enhanced</b>	4 (9%)	1 (33%)	0 (0%)	<b>5</b> <b>(9%)</b>
<b>Heritage Values Maintained</b>	17 (37%)	1 (33%)	2 (33%)	<b>20</b> <b>(36%)</b>
<b>Heritage Values Diminished</b>	25 (54%)	1 (33%)	4 (67%)	<b>30</b> <b>(55%)</b>
<b>Sub-Zone Total</b>	<b>46</b> <b>(100%)</b>	<b>3</b> <b>(100%)</b>	<b>6</b> <b>(100%)</b>	

The proportions become more skewed when looking only at those properties where consent outcomes are visible from the street. Here the proportion of those in the R3A increases to 82% (40 out of 49 properties) whereas the proportion in the R3B and R3C sub-zones drops to 6% and 12% respectively. The predominant reason for this is topography, as the R3B zone (i.e. Northcote) and the R3C zone (i.e. Birkenhead and areas of Devonport along the coast and ringing Mt Victoria) are located on undulating land with limited views from the street. Conversely, many of the consents in the R3A zone are located in parts of Devonport and Northcote that are comparatively flat. Dwellings in the R3A sub-zone also tend to be situated near the front boundary, which can make it easier to view changes. This is in contrast to the R3C zone where properties are characterised by large section size and dwellings that are set back from the street. Subdivision patterns contribute further to a lack of visibility where consents are for buildings located on rear sections (typically post-1930 as mentioned).

Figure 2.4 (next page) shows the outcomes for consents in the three sub-zones. The results for the R3A sub-zone closely follows those of the aggregated consents which is not surprising given they make up about 75% of the total. The outcomes of only three consents were visible in R3B and the results were evenly spread, i.e. one enhanced heritage values, one had no effect either way and the other led to a loss of values. Of the six consents in the R3C, two maintained values whereas four led to a loss. Unfortunately it is not possible to compare the outcomes of consents across the sub-zones as both the R3B and R3C have too few to allow generalisations. The inability to view the outcomes of most consents in these sub-zones is a factor. It is also possible that fewer consent applications are lodged as compared to the R3A and so proportionally fewer consents were selected through the sampling method.



### 2.3.3 Outcomes by Residential Area

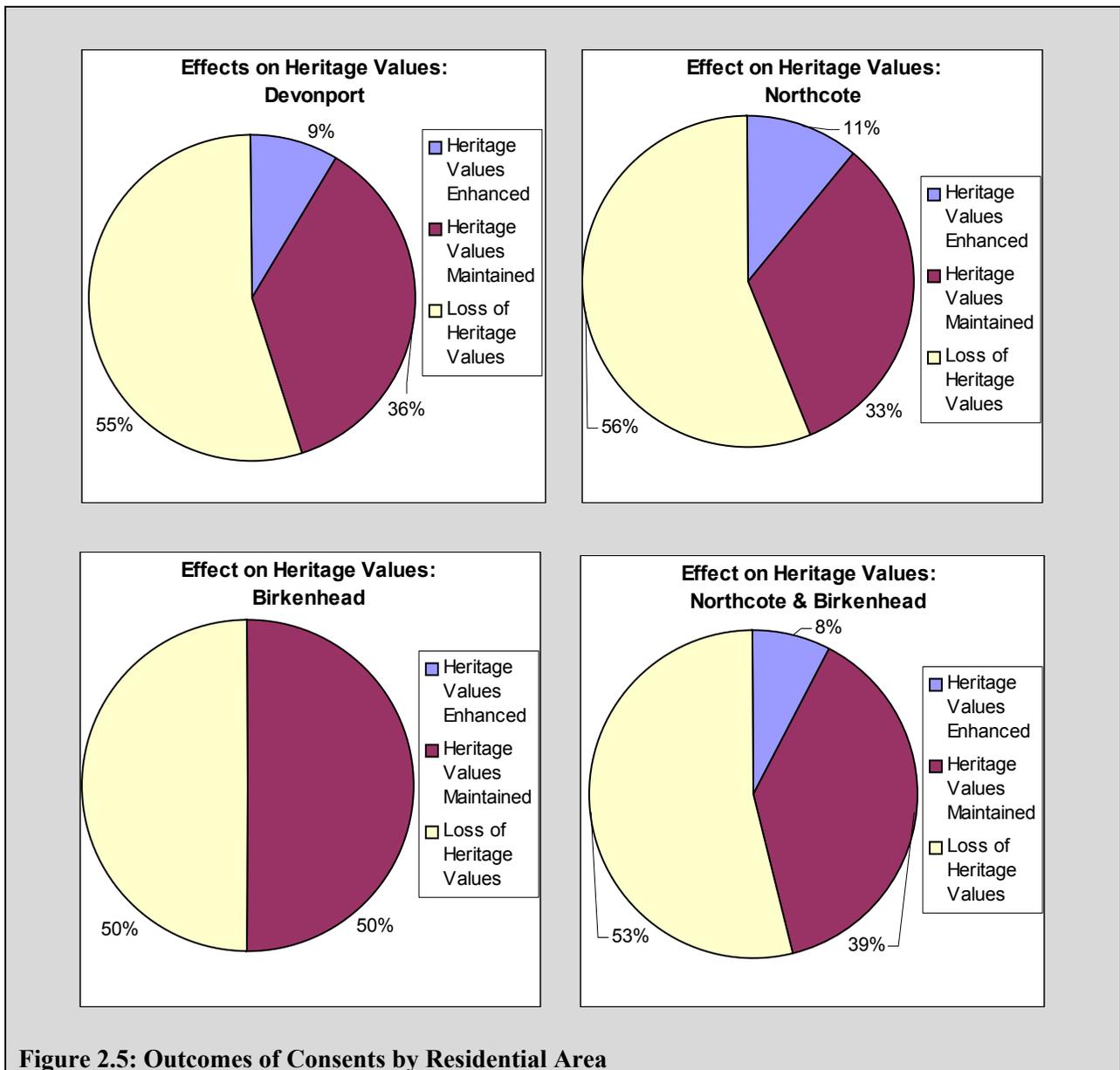
Table 2.3 (next page) shows the properties with consents granted in the three areas of Devonport, Northcote and Birkenhead. As can be seen, most of the properties are in Devonport, which is to be expected given it makes up the majority of the R3 zone. Again, there are a disproportionately high number of properties in Birkenhead and to a lesser extent in Northcote where the consent outcomes are not visible (for the reasons outlined above).

A point of interest is that there are proportionally more properties with consents for additions and alterations in the R3A sub-zone in Northcote compared to the R3B or R3C. Northcote's R3A includes properties situated on the central ridgeline, specifically most of the east side of Queen St

and some western parts of Princes and Richmond Streets. Fifteen properties were randomly selected from this sub-zone of which six have had a consent granted (a strike rate of 40%). In comparison, twenty-five properties were randomly selected in the R3B of which six have had a consent granted (24% strike rate). Similarly, of the 12 properties selected from the R3C sub-zone in Northcote, two consents had been granted (17% strike rate) but only one of these had been actioned at the time of assessment.

<b>TABLE 2.3: Make up of Properties with Consents Granted by Residential Area</b>				
	<b>Devonport</b>	<b>Northcote</b>	<b>Birkenhead</b>	<b>Combined Total</b>
<b>Total Properties with Consents Granted</b>	56 (66%)  (3A = 50) (3C = 6)	14 (17%)  (3A = 6) (3B = 6) (3C = 2)	14 (17%)  (All 3C)	<b>84</b> <b>(100%)</b>
<b>Total Properties Where Consent Outcomes are Visible</b>	37 (76%)  (3A = 35) (3C = 2)	8 (16%)  (3A = 5) (3B = 3)	4 (8%)  (All 3C)	<b>49</b> <b>(100%)</b>
<b>Outcomes of Consents by Residential Area</b>				
	<b>Devonport</b>	<b>Northcote</b>	<b>Birkenhead</b>	<b>Combined Total</b>
<b>Heritage Values Enhanced</b>	4 (9%)	1 (11%)	0 (0%)	<b>5</b> <b>(9%)</b>
<b>Heritage Values Maintained</b>	15 (36%)	3 (33%)	2 (50%)	<b>20</b> <b>(36%)</b>
<b>Heritage Values Diminished</b>	23 (55%)	5 (56%)	2 (50%)	<b>30</b> <b>(55%)</b>
<b>Area Total</b>	<b>42</b> <b>(100%)</b>	<b>9</b> <b>(100%)</b>	<b>4</b> <b>(100%)</b>	

Figure 2.5 (next page) shows the outcomes of consents in the three residential areas. The results for both Devonport and Northcote are similar with about 10% of consents leading to an enhancement of values, around a third maintaining values and just over a half resulting in a loss of values. The results for Birkenhead are evenly split with two consents maintaining values and two resulting in a loss, although the number of consents is considerably smaller. The fourth graph depicts the combined results of both Northcote and Birkenhead. This is to compare the outcomes of consents granted by the Devonport Community Board and by the Northcote/Birkenhead Community Board. As can be seen, there is no notable difference arising from consents granted in either area.



This part of the report has presented the results of the consent outcomes for additions and alterations. In doing so, the compliance of the consents with the Plan’s assessment criteria has been outlined as well as the factors that have influenced a positive, negative, or neutral outcome. A number of consents have been examined in detail to highlight how compliance with the Plan has or has not been achieved and the effect this has had on the final outcomes. Part Three now considers the evaluation results for new buildings in the R3 zone.

## **PART THREE**

### **New Buildings and Relocated Buildings**

Forty-three consents were granted for new buildings in the sample. However, of these 11 had not been actioned at the time the assessments were undertaken (May 2005), including five that have recently been granted and five that have now expired. Six of the unimplemented consents are for properties in Devonport, (five R3A and one R3C), four in Birkenhead (all R3C), and the last in Northcote (R3B). Two of these consents are for new dwellings whereas the majority (nine) are for accessory buildings. Of the remaining 32 consents, 26 were visible (either totally or partially) from the street while the outcomes from the other 6 consents were not visible at all. As with additions and alterations, this was either because the new building was located at the rear of the dwelling and could not be seen or the property itself was set well back from road.

#### **3.1 Extent of Compliance with Assessment Criteria**

The District Plan assessment criteria for new or relocated buildings in the R3 zone were used to assess the outcomes of consents (refer again to Appendix 1 and 2). The seven broad assessment criteria in the Plan were broken down into 11 assessment points, namely:

1. Are the design & external appearance of new buildings & structures in keeping with that of surrounding residential buildings and the streetscape?

Are new and relocated buildings compatible with the characteristic era of the particular street of the site, in terms of:

2. *Form?*
3. *Mass?*
4. *Proportion?*
5. *Materials?*

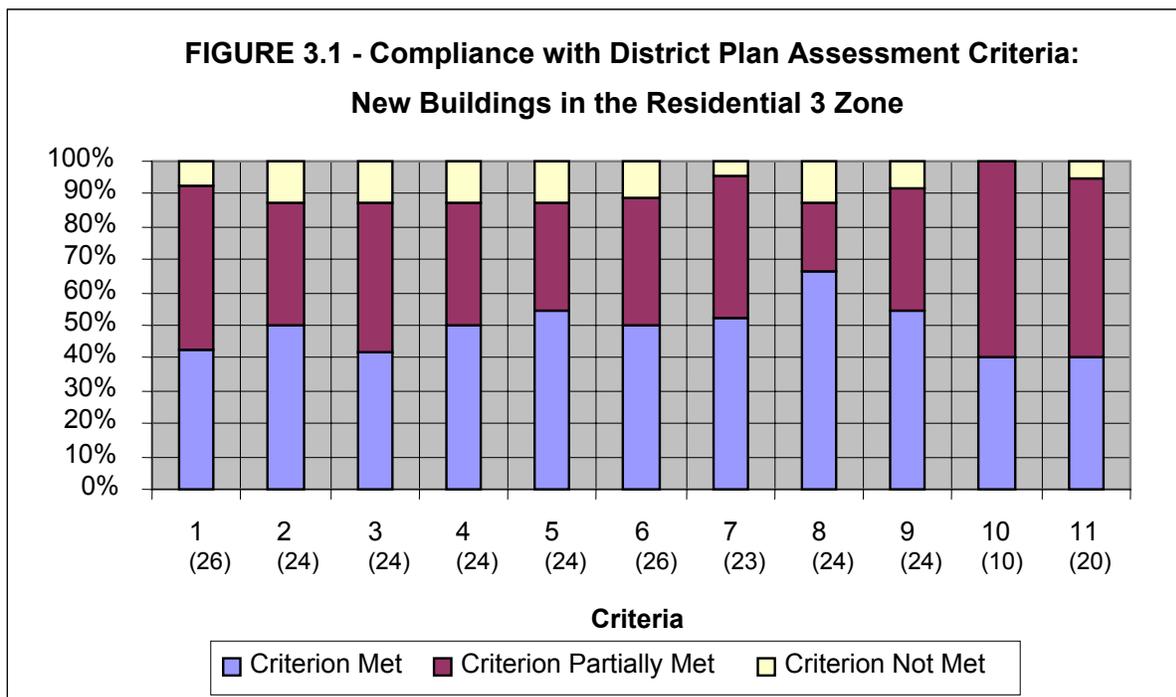
Does the spaciousness of the siting in relation to the siting of neighbouring buildings contribute to the character and amenity of the area, by:

6. *Ensuring that building siting does not detract from existing facade lines?*
7. *Protecting the physical setting of older buildings?*
8. Where the building will be seen in the context of neighbouring houses, are roof forms sympathetic to the earlier existing roof forms of the area?
9. Does the provision of vehicle access and parking, (where required) complement the character of the neighbourhood?
10. Has significant landscape planting, especially mature specimen trees, been conserved and enhance?
11. Is the front boundary treatment sympathetic to the character of the area?

As can be seen, the Plan’s assessment criteria are concerned with how well proposed new or relocated buildings complement the character of the street and neighbourhood. The criteria take into account the physical form of new buildings and the extent to which they ‘blend in’ with surrounding buildings (numbers 1-5 and 8). They also consider whether the siting of new buildings impacts upon the setting of neighbouring buildings (numbers 6 and 7). Finally, the effects on the frontage of sites are considered (numbers 9 and 11), as well as the role of landscaping and planting in mitigating adverse effects of new buildings (number 10).

The Plan’s assessment criteria do not distinguish between the different types of new buildings that are constructed in the R3 zone (e.g. new dwellings, accessory buildings, minor residential units). In other words, the assessment criteria apply equally to all new buildings regardless of their likely effects. Similarly, the distinction made between pre- and post-1930 buildings in the assessment criteria for additions and alterations is not repeated for new buildings. For accessory buildings and minor residential units this means that the criteria are focused on effects on the street rather than explicitly on whether they complement the age and style of primary building on the site (except for numbers 6 and 7 above which can be taken to include buildings on the same property). Nevertheless, the compatibility of new secondary buildings to the principal dwelling has been considered in the assessments as an important factor in maintaining streetscape coherence.

Figure 3.1 shows the degree of compliance consents achieved across each of the 11 assessment criteria. The total number of consents included in the analysis for each criterion is shown in brackets. The outcomes of consents were only included in this figure if the assessment criteria were relevant and the work was visible, i.e. consents were not included in the analysis if the criterion was scored as ‘can’t tell’ or ‘not applicable’ on the assessment form.



As with the results for additions and alterations, consents achieved a range of compliance with the District Plan assessment criteria. Seven of the 11 assessment points were fully implemented in 50% or more of the consents with the highest rate of compliance being for assessment point number 8 (compatibility of roof forms), which was achieved by 67% of relevant consents. The other six assessment points (numbers 2, 4, 5, 6, 7 and 9) were implemented in 50-54% of consents.

Clearly then, two-thirds of new buildings are designed with roof forms that are characteristic of the area, notably gabled or hipped. A number of applicants designed the roof forms of new accessory buildings in a way that compliments the principal building, including the use of materials to match. In contrast to the findings for additions and alterations, a comparatively low number of consents for new buildings used materials compatible with the streetscape (number 5; 54%). Partial compliance or non-compliance was largely a consequence of new buildings (typically dwellings) that were constructed of solid plaster, and ready-made garages of metal construction.

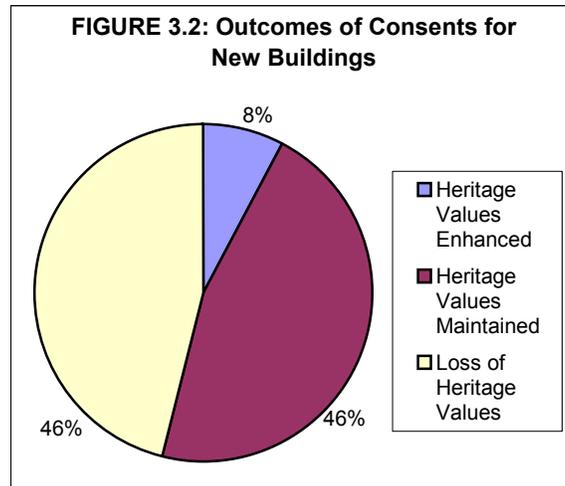
The use of such materials was also a factor in the low implementation of assessment point 1, design and appearance of new buildings that are 'in keeping', which was achieved in only 42% of consents. Other factors include the scale of new buildings and their visual dominance on the site/street. As outlined below, a number of the consents were for accessory buildings on the street-front and these have had an overall detrimental effect on the character of the area. These consents were also assessed as detracting from existing façade lines (assessment point 6). As well, the assessment included a number of new dwellings and minor residential units that are at odds with their neighbours in terms of design and appearance.

Fifty-four percent of relevant consents included vehicle access and parking that complements the character of the area. As a rule, effects on the street were minimised where garaging was directed to the rear of the property. In contrast, garaging situated in the front yard and unsympathetic fencing along the driveway were found to be detrimental features. Front boundary treatment (criterion 11) was fully met in 40% of consents and partially in a further 55%. As anticipated by the Plan, consents that conserved appropriate boundary fences (typically picket varieties) and/or hedges were assessed positively. Again though, the consents for garages and carports in the front yard were not considered to fully satisfy this criterion. A couple of consents also included boundary fences/walls that were not enhancements due factors such as height, design and materials. The assessment point relating to landscaping (number 10) had the least number of relevant consents because it was often not possible to tell what landscaping had been present on the property before the consent was implemented (a good reason to require photos with consent applications). Of the ten consents that were assessed, a number had retained mature trees that add to the properties' appeal. For the rest, the results indicate that landscaping has not been retained or used to mitigate the visual impact of new buildings, i.e. to screen them from the street.

With these general findings in mind, the next section looks in more detail at consents that led to a range of outcomes.

### 3.2 Outcomes of Consents for New Buildings

The following results are for the 26 consents (relating to 24 properties) where outcomes were visible. As with the results for additions and alterations, three groups of scores can be distinguished: (1) those that indicate an enhancement of heritage values (two consents); (2) those that had no discernable effect on heritage values (12 consents); and (3) those that resulted in a loss of heritage values (12 consents). The reasons for these outcomes are examined in this section, starting with consents that led to positive scores.



#### 3.2.1 *Heritage Values Enhanced*

The two consents in this category involved the replacement of a garage and carport which resulted in a minor enhancement of heritage values for the properties. The positive outcomes were achieved because the new structures were considered to be an improvement on the ones they replaced in terms of materials, design or siting (or a combination of these). The two properties in question are located in Devonport and Birkenhead and both sites are occupied by a pre-1930 dwelling.

The carport in Photo 3.1 below replaced one with a mono pitch roof that occupied the same footprint. The gable roof form was assessed as an improvement on the earlier design and the choice of materials match that of the dwelling and are considered to further enhance the appearance of the carport. Consequently, the outcome of the consent was assessed as meeting all the relevant assessment criteria for new buildings. Dr McEwan did, however, question why the shingles in the gable and the posts had not been painted (note that there is no specific assessment matter relating to finishes of new buildings in the District Plan's assessment criteria).



*Photo 3.1*



*Photo 3.2*

Photo 3.2 shows the new garage at the rear of the second property and it is clear that it is set well back from the house. The current garage has in fact been sited about 7.5 metres further to the rear than the earlier garage and street. As well, the new building complements the principal dwelling in terms of design, proportions, materials and finishes, and it is clearly in keeping with the streetscape generally. Again, this consent met all the Residential 3 District Plan assessment criteria for new buildings.

### ***3.2.2 Heritage Values Maintained***

Twelve of the 26 consents (46%) received a neutral outcome indicating that in these cases the new buildings maintained heritage values and streetscape character. Six of the consents were for accessory buildings (garages/carports), two were for minor residential units, three were for new dwellings, and one was for a retaining wall in the front and side yard of a new dwelling. Eight of the consents were for properties in Devonport with the remaining four being in Birkenhead.

Similar to the consents for additions and alterations, several factors influenced the neutral outcomes. Firstly, a number of garages and minor residential units have been sited well to the rear of the property and so have no adverse effect on the streetscape. The garages shown in Photos 3.3 and 3.4 (the latter obscured by the car in the driveway) scored well across the assessment criteria and have been well matched to their principal dwelling. The minor residential unit in Photo 3.5 (centre-right) was assessed as being only partially in keeping with surrounding residential buildings and, similarly, the form, mass, proportions and materials of the buildings were only partially compatible with the street (primarily in relation to the principal dwelling). However, the siting of the building well to the rear of the property has meant that it is only visible when looking down the driveway and so the impact on the streetscape is negligible. The property shown in Photo 3.6 is located down a right-of-way so that the new minor residential unit (centre) is located well back from the street. The fact that the unit is designed to match the contemporary principal dwelling (which is of a different design and materials to its neighbours) meant that it only partially met relevant assessment criteria relating to the complementarity of the building with the streetscape. Again though, the impact of the new building on the neighbourhood is inconsequential.



*Photo 3.3: New double garage*



*Photo 3.4: New garage (behind car in driveway)*



*Photo 3.5: Minor residential unit (centre-right)*



*Photo 3.6: Minor residential unit (centre)*

The second factor that influenced a neutral outcome relates to new buildings that have been located amongst properties with more recent dwellings that do not reflect the heritage values of the R3 zone. In these instances the new buildings have been assessed as maintaining the character of the existing residential neighbourhoods which are typified by buildings of various styles and age. For instance the two new dwellings shown in Photos 3.7 – 3.10 were assessed as not detracting from the physical setting of older buildings given that neighbouring properties do not reflect the pre-1930 character of the R3 zone. Other criteria were partially complied with but on the whole the new buildings were not considered to diminish the particular qualities of the vicinity. A separate consent was granted for the retaining wall along the front boundary shown in Photo 3.8 (centre-left) and this too was not considered to lessen the street's character. The garage shown in the centre of Photo 3.11 maintains existing façade lines and clearly does not detract from the setting of older buildings. Again, other criteria were only partially met (e.g. regarding form, mass, proportions and materials) but on the whole the garage is not out of place amongst its neighbours. The presence of vegetation also mitigates its visual appearance.



*New dwelling (Photo 3.7, above) that is not out of place in the street (Photo 3.8, above)*



*Another new dwelling (Photo 3.9, above) and its situation in the street (Photo 3.10, above)*



*Photo 3.11: New garage (centre) amongst more recent dwellings*

The last example does not fit either of the two categories above, i.e. it is located in the front yard in a street that strongly reflects the zone's heritage values (Photos 3.12). The difference here is that the building has been well integrated into the property and is sufficiently set back from the front boundary to ensure it is not conspicuous (i.e. the garage can not be seen from further up the street as shown in Photo 3.13). The consent was assessed as meeting all relevant assessment criteria except it used materials that are partially compatible with the characteristic era of the street.



*New garage (Photo 3.12, above) and its situation in the street (Photo 3.13, above)*

Overall, the siting, design and appearance of these new buildings have been assessed as neither enhancing nor eroding the heritage values of the neighbourhood.

### **3.2.3 Loss of Heritage Values**

Just under half the consents (12, or 46%) had a negative impact on the streetscape. However, the majority of these (i.e. 10 out of 12 consents) were considered to be relatively minor losses. The remaining two consents (both for new dwellings) had a more significant impact. Eight of the consents were for accessory buildings (i.e. garages/carports), two were for new dwellings, one was for a minor residential unit, and one was for fencing and lighting around a tennis court. Four of the consents are for properties located in Birkenhead, two are in Northcote and the remaining six are in Devonport. Nearly all of the properties have dwellings that date from the pre-1930s (i.e. 10 out of 12).

One common factor amongst these consents is that they involve garages or carports on the front boundary (i.e. in eight out of 12 cases; see Examples 1, 2, 4 and 6 below). Another garage occupies the side yard of a pre-1930 dwelling that itself is located close to the front boundary (Example 3). Thus, siting accessory buildings in such a dominant location has had a negative impact on the street in these cases. Other factors such as spaciousness of the subject site, the scale of the new buildings, and their design and appearance are relevant as well. Negative outcomes also arose from new residences that do not ‘fit’ within their wider environment, typically due to issues of scale, design and appearance (Examples 5 and 6). As stated, these consents were assessed as having the most impact on the character of the area.

Six consents have been chosen here as examples that reflect a range of outcomes. The monitoring results for these consents are described in detail below, particularly the extent to which the outcomes satisfy key assessment criteria.

Example 1:



Photo 3.14

The first example is of a single skyline garage sited on the front boundary of a property occupied by a large bungalow (Photo 3.14). There is a mix of house types in proximity to the site with a number of more recent dwellings. There are other free standing garages in the front yard including a double skyline garage further along the street. Council’s heritage assessment notes that the new garage replaced an older one that was a “*small skillion roof timber frame structure clad in ‘Fibrolite’ panels and finished with vertical battens*”, and which was considered to be a “*classic of its time*”. However, it was necessary to relocate the garaging on this property so that neighbours could gain access to their site (it seems that the garage was built across the boundary) and it was noted in the heritage assessment that the existing garage would not have withstood being relocated. The skyline garage has a gable roof, steel cladding, and has been finished in a white powdercoat and grey roof.

The consent was assessed as:

☺	☹	☹
None.	Partially detracting from existing façade lines; Partially protecting the physical setting of older buildings; Having roof forms that are partially sympathetic to earlier existing roofs forms of the area; Partially conserving and enhancing significant landscaping planting.	Not having a design and appearance that is in keeping with surrounding residential buildings and the streetscape; Providing vehicle access and parking that does not complement the character of the neighbourhood; Having front boundary treatment that is not sympathetic to the character of the area.

Neither the design of the garage nor the paint finish are reflective of the major features of the house on the site. The pitch of the gable roof is too low in comparison to the house, which is a factor of using a standardised design and not one specifically designed for the property. The garage is obviously sited for immediate access from the street and does not respond to the landscaping of the section, for instance it could have been set back further towards the house so

as to underplay its visual prominence from the street. While the impact of the garage on the streetscape is minor it has not been carried out with any imagination or sensitivity to the house. Having either a different site on the property or using a more sympathetic design would have given a better result.

Example 2:



Photo 3.15



Photo 3.16

The second consent is for a double garage situated on the street-front of a property containing a bungalow (Photo 3.15). The garage replaced a single carport that was similarly located on the street-front. The boundary fence atop the retaining wall was also included in the consent. There is a mix of house types in the street with some more recent dwellings in proximity to the subject site. The neighbouring dwelling on the lower side also has a garage in the front yard although the properties on the upper side of the street do not (Photo 3.16). The garage has been finished in weatherboards to match the dwelling and the garage door has a timber face. Similar to the house, shingles were proposed in the consent for the gables of the garage but this has been replaced by weatherboards. The garage has an uncharacteristic ‘v’ shaped roof form that is clad in roofing iron and finished to match the principal dwelling. Both the consent application and Council’s decision report refer to the new building as being a carport whereas the visual effect from the street is clearly that of an enclosed garage.

The consent was assessed as:

☺	☹	☹
Using materials that are compatible with the characteristic era of the street.	Having a design and appearance that is partially in keeping with surrounding residential buildings and the streetscape; Being of a form that is partially compatible with the characteristic era of the street; Partially protecting the physical setting of older buildings; Providing vehicle access and parking that partially	Being of a mass and proportion that is incompatible with the characteristic era of the street; Detracting from existing façade lines; Having roof forms that are unsympathetic to earlier existing roofs forms of the area.

	<p>complements the character of the neighbourhood; Having front boundary treatment that is partially sympathetic to the character of the area.</p>	
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The size and scale of the garage overwhelms the principal house, which is also obscured by the boundary fence. Given that it is a double garage, even a modest setback from the front boundary might have created an opportunity to downplay its bulk. As well, the garage door is unduly dominant and perhaps another treatment could have been used to lessen its visual impact (possibly roller steel or timber broken up into vertical divisions). A mono-pitch roof sloping down towards the street might also have gone some way towards softening the intrusive appearance of the building from the road. Although the proposed decorative shingle detailing may have in fact exaggerated the visual effect of the roof form, it would at least have created another link between the garage and house. Overall then, regardless of the practicalities of garage design (e.g. the height of the building to ensure clearance for the garage doors), the garage does not succeed in enhancing the character and heritage values of the house and streetscape. At the same time, the understandable desire for a full height boundary fence has nevertheless obscured the house from the street and altered the visual appearance of this property in contrast to its neighbours.

Example 3:



*Photo 3.17*



*Photo 3.18*

The third example shows a carport incorporating a storage area at the rear sited to the side and in front of the principal cottage (Photos 3.17 and 3.18 on the following page). Materials used complement the dwelling and the street generally, i.e. weatherboards finished to match the house and corrugated iron for the roof. A number of neighbouring properties have double or single garages located on or near the front boundary although in general the buildings on this street are set back at least 3 metres. The application originally proposed to site the carport further back from the front boundary (3.2 metres). However, concern about possible effects on a Karaka tree located to the rear of the building (presumably expressed by Council) meant that the consent plans were amended to re-site the carport 1.5 metres from the boundary.

The consent was assessed as:

☺	☹	☹
Being of a form that is compatible with the characteristic era of the street; Using materials that are compatible with the characteristic era of the street; Having roof forms that are sympathetic to earlier existing roofs forms of the area; Providing vehicle access and parking that complements the character of the neighbourhood.	Having a design and appearance that is partially in keeping with surrounding residential buildings and the streetscape; Partially protecting the physical setting of older buildings; Partially conserving and enhancing significant landscaping planting; Having front boundary treatment that is partially sympathetic to the character of the area.	Being of a mass and proportion that is incompatible with the characteristic era of the street; Detracting from existing façade lines.

Ideally, the carport/storeroom should be expressed as a secondary element upon the site but the treatment of the roof makes it overly dominant. The presence of established vegetation on the site helps to soften the visual appearance of the carport, although in a way the landscaping works against the appropriate visual relationship between house and carport by obscuring the house and making the carport look more visually distinctive. There is a mismatch between the size and scale of the carport roof and the lightweight structure beneath it. Ironically it is the treatment of the storeroom at the rear of the structure that actually plays up the unsympathetic elements of the carport itself. The result is that the carport appears to be unfinished, not helped by the fact the timber posts and ceiling trusses are unpainted. Further, these elements are not in keeping with the house and the picket fence and Union Jack balustrading on the veranda both suggest possible treatments for the sides of the carport to create a more unified appearance. As well, a lower pitched roof echoing the veranda treatment would have been preferable.

Example 4:



*Photo 3.19*



*Photo 3.20*

Similar to Example 1, the fourth consent is for a single skyline garage located on the side boundary of a property with a modified cottage (Photos 3.19 and 3.20 on the next page). The

garage has a gable roof and is clad in steel with a profile that resembles weatherboards. However, unlike the first consent, this one is for a property that has the principal dwelling located well towards the front of the flat site. Similarly, neighbouring houses, which are of a similar age and strongly reflect the heritage values of the area, are located close together. Pre-1930 dwellings dominate the side of the street occupied by the subject site whereas more contemporary dwellings are found on the opposite side. A block of flats adjoins the property at the rear.

The consent was assessed as:

☺	☹	☹
None.	Having a design and appearance that is partially in keeping with surrounding residential buildings and the streetscape; Being of a mass and proportion that is partially compatible with the characteristic era of the street; Partially detracting from existing façade lines; Having roof forms that are partially sympathetic to earlier existing roofs forms of the area; Providing vehicle access and parking that partially complements the character of the neighbourhood; Having front boundary treatment that is partially sympathetic to the character of the area.	Being of a form that is incompatible with the characteristic era of the street; Using materials that are incompatible with the characteristic era of the street; Not protecting the physical setting of older buildings.

As seen in Example 1, a ready-made garage with an unsympathetic paint finish cannot possibly enhance the streetscape values of a R3 property. The setback from the street goes some way towards downplaying the visual impact of the garage but its close proximity to the house and the unsympathetic design and appearance generate an overall negative impact. In this case, an additional set back from the adjacent part of the house would likely have been more successful or, ideally, locating the garage at the rear of the property accessed by a driveway down the side boundary. Even a carport right on the street-front may have produced a more favourable outcome.

Example 5:



Photo 3.21



Photo 3.22

The fifth consent is for a new dwelling situated on the subdivided rear section (400m<sup>2</sup>) of a single bay villa. From the plans the house design resembles an updated English Domestic Revival style but, as built, the paint finish and absence of some key detailing (including the gable louvers and balcony balustrading) gives it a more generic modern appearance. The dwelling has a plaster finish, tiled roof and powder coated aluminium joinery. A new boundary fence has been erected along the driveway and front boundary of the new dwelling. The immediate neighbours of the new dwelling are early residences and the wider street is largely comprised of single and double bay villas that reflect the heritage values of the area. The dwelling was not built as initially consented and so retrospective consent was sought and given for areas of non-compliance, i.e. site coverage and earthworks.

The consent was assessed as:

☺	☹	☹
<p>Not detracting from existing façade lines; Having roof forms that are sympathetic to earlier existing roofs forms of the area.</p>	<p>Partially protecting the physical setting of older buildings; Providing vehicle access and parking that partially complements the character of the neighbourhood.</p>	<p>Having a design and appearance that is not in keeping with surrounding residential buildings and the streetscape; Being of a form, mass and proportion that is incompatible with the characteristic era of the street; Using materials that are incompatible with the characteristic era of the street.</p>

In a street of largely weatherboard single storey houses, this plastered two-storied house appears out of keeping with its neighbours and exhibits poor fenestration patterns and detailing. A repetition of the house's design and materials on the driveway boundary wall draws considerable attention to the unsympathetic design of the house itself, as well as intruding on the design and appearance of the bay villa at the front of the property. In this case a boundary fence of a style similar to the front property would have been better. The colour of both the dwelling and driveway wall further accentuates the lack of cohesiveness between the new development and

surrounding properties. The design and appearance of the driveway creates a break in the continuity of the streetscape isolating the bay villa from its neighbour to the east and also draws attention to the new dwelling, thus compromising the standard subdivision pattern of the area.

Example 6:



Photo 3.23



Photo 3.24

The final example is for another new dwelling that has been erected at the rear of an Edwardian villa. In this instance the property has not been subdivided, instead the rear lean-to on the villa was demolished so as to reduce its floor space to 70m<sup>2</sup> to fit the definition of a minor residential unit. As well, the villa has been relocated towards the road to allow room for the house behind. Council’s heritage assessment notes that the applicants originally wanted to demolish the villa but changed their minds following discussion with Council staff. The effect of the relocation of the dwelling is considered separately in Part Four of the report.

The new dwelling has gable roof forms, timber weatherboard cladding, and timber joinery. The carport shown in Photo 3.24 replaced a single flat-roofed garage that occupied a similar position. The consent also included the low stone-faced retaining wall along the front boundary. The street strongly reflects the heritage values of the R3 zone and a number of dwellings are individually listed in the District Plan’s Heritage Schedule. In terms of the contribution of the street to the area’s character, Council’s heritage assessment states that “*overall, the streetscape is significant both historically and architecturally. It contains a cohesive and continuous group of Edwardian period villas*”.

The consent was assessed as:

☺	☹	☹
Having roof forms that are sympathetic to earlier existing roofs forms of the area.	Having a design and appearance that is partially in keeping with surrounding residential buildings and the streetscape; Being of a form, mass and proportion that is partially compatible with the characteristic era of the street;	Providing vehicle access and parking that does not complement the character of the neighbourhood.

	Using materials that are partially compatible with the characteristic era of the street; Partially detracting from existing façade lines; Partially protecting the physical setting of older buildings; Partially conserving and enhancing significant landscaping planting; Having front boundary treatment that is partially sympathetic to the character of the area.	
--	--	--

Construction of a three-storey house at the apex of a large sloping site almost guarantees that the new dwelling will overwhelm the design, appearance, size and scale of the character home on the property. The negative impact of the new dwelling is further exaggerated by the low quality fencing separating the two houses. Although the carport replaced an earlier garage in a similar position it, in combination with the fencing, undermines the visual integrity of the bay villa. As well, the surface treatment of the driveway could have been improved, e.g. by using exposed aggregate, as a means of reducing its visual dominance. While the Puriri tree has been preserved, the absence of any other landscaping to soften the impact of the consented activity makes the new visual elements all the more detrimental to the character and street values of the original dwelling. Although the retention of the villa on the site can be considered a positive outcome, the poor quality of the fencing and the reduction of the villa’s curtilage have resulted in a loss of values for the property and on the wider streetscape.

Having looked closely at the factors that influenced either a positive, neutral or negative outcome of consents for new buildings, the next section presents the results for the three sub-zones and residential areas that make up the R3 zone.

### 3.3 Outcomes by Sub-Zone and Residential Area

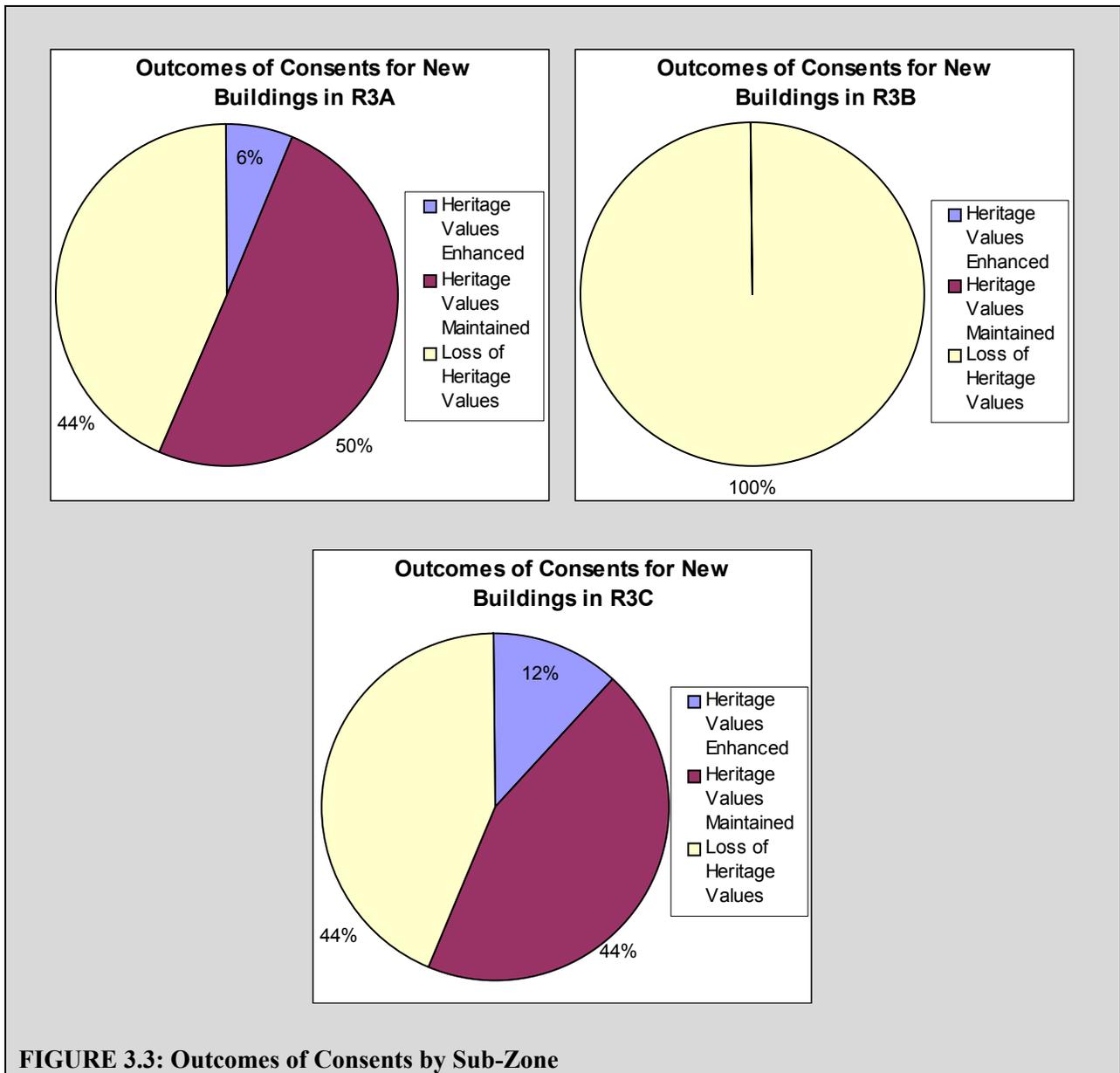
#### 3.3.1 Outcomes by Sub-Zone

Table 3.1 displays the make-up of properties that have had consents granted for new buildings in each of the three sub-zones. It shows that the number of properties in the R3A is slightly less than the total number of properties chosen in the sample, i.e. the R3A sub-zone makes up around 60% of the overall sample while 57.5% of properties there have had a consent granted. The proportion of properties in the R3B sub-zone, however, is notably less with only 5% of properties with consents being located there compared to its 10% share of the sample. The shortfall seen in both the R3A and R3B sub-zones is countered by the higher number of properties in the R3C sub-zone with consents for new buildings (37.7%) relative to its contribution to the sample (30%). The obvious conclusion, then, is that comparatively more new buildings are being sought and approved for properties in the R3C sub-zone (largely in Birkenhead) than the other sub-zones.

<b>TABLE 3.1: Make up of Properties with Consents Granted by Sub-Zone</b>				
	<b>3A</b>	<b>3B</b>	<b>3C</b>	<b>Combined Total</b>
<b>Total Properties with Consents Granted</b>	23 (57.5%)  (Devonport = 21) (Northcote = 2)	2 (5%)  (Northcote)	15 (37.5%)  (Birkenhead = 13) (Devonport = 2)	<b>40</b> <b>(100%)</b>
<b>Total Properties Where Consent Outcomes are Visible</b>	15 (63%)  (Devonport = 14) (Northcote = 1)	1 (4%)  (Northcote)	8 (33%)  (All Birkenhead)	<b>24</b> <b>(100%)</b>
<b>Outcomes of Consents By Sub-Zone</b>				
<b>Heritage Values Enhanced</b>	1 (6.3%)	0 (0%)	1 (12%)	<b>2</b> <b>(8%)</b>
<b>Heritage Values Maintained</b>	8 (50%)	0 (0%)	4 (44%)	<b>12</b> <b>(46%)</b>
<b>Heritage Values Diminished</b>	7 (43.7%)	1 (100%)	4 (44%)	<b>12</b> <b>(46%)</b>
<b>Sub-Zone Total</b>	<b>16</b> <b>(100%)</b>	<b>1</b> <b>(100%)</b>	<b>9</b> <b>(100%)</b>	

Not being able to view consented work from the street was not as big an issue for new buildings as it was for additions and alterations, i.e. the outcomes for 35% of consents (30 out of 85) for additions and alterations were not visible as compared to 19% (six out of 32) for new buildings. The main reasons being that many of the new (typically accessory) buildings were located in either the side or front yard and so were clearly distinguishable, and a number of other consents were for new dwellings that again were either adjoining the street-front or else were prominent enough to be seen behind the houses in front. Therefore, limited views imposed by topography and/or the siting of new work at the rear of properties were not as prevalent for new buildings. However, a higher proportion of consents for new buildings had not been implemented compared to consents for additions and alterations (26% and 10% respectively), which largely accounts for the lower number of properties where consent outcomes are visible.

Outcomes of consents granted in the three sub-zones are displayed in Figure 3.3 below. Results in R3A show a small proportion of the consents (i.e. one out of 16) were assessed as enhancing the heritage values of the area. Half of the consents were found to have neither enhanced nor eroded the area's character, and the remaining seven consents (44%) were considered to have led to a loss of heritage values. In contrast, only one consent was included in the sample from the R3B sub-zone and it was assessed as having a negative outcome. The results for R3C are more in-line with that of R3A with one consent leading to a positive outcome, four consents maintaining heritage values, and another four causing a loss of values. As noted in Section 3.2 above, the loss of values is considered to be minor in most instances. However the cumulative effect of the consented changes on the heritage values of the R3 zone is an issue that Council needs to address.



The characteristically smaller sections with houses sited close to the street in the R3A sub-zone in part explains why consents there led to a loss of values. This is because a number of proposals were for carports/garages in the front yard as this was the most practicable (and in a couple of instances the only) place to site them. Obviously the one consent included in the sample from R3B cannot be viewed as being representative of other consents granted there, i.e. a greater number of consents from this sub-zone would be required. What it does suggest, however, is that there are relatively fewer consents granted for new buildings in R3B than the other sub-zones, as was the case for additions and alterations.

### 3.3.2 Outcomes by Residential Area

Table 3.2 (next page) shows the proportion of properties in the three residential areas with consents for new buildings. Again, the majority are properties in Devonport, although the proportion is smaller than for additions and alterations (which was 66%). As noted above, considerably more new buildings have been consented for properties in Birkenhead with one-third being in this area. In contrast, only 10% of properties in Northcote have had consent for new buildings.

<b>TABLE 3.2: Make up of Properties with Consents Granted by Residential Area</b>				
	<b>Devonport</b>	<b>Northcote</b>	<b>Birkenhead</b>	<b>Combined Total</b>
<b>Total Properties with Consents Granted</b>	23 (57.5%)  (3A = 21) (3C = 2)	4 (10%)  (3A = 2) (3B = 2)	13 (32.5%)  (All 3C)	<b>40</b> <b>(100%)</b>
<b>Total Properties Where Consent Outcomes are Visible</b>	14 (58.3%)  (All 3A)	2 (8.3%)  (3A = 1) (3B = 1)	8 (33.3%)  (All 3C)	<b>24</b> <b>(100%)</b>
<b>Outcomes of Consents By Residential Area</b>				
<b>Heritage Values Enhanced</b>	1 (6.7%)	0 (0%)	1 (12%)	<b>2</b> <b>(%)</b>
<b>Heritage Values Maintained</b>	8 (53.3%)	0 (0%)	4 (44%)	<b>12</b> <b>(%)</b>
<b>Heritage Values Diminished</b>	6 (40%)	2 (100%)	4 (44%)	<b>12</b> <b>(%)</b>
<b>Area Total</b>	<b>15</b> <b>(100%)</b>	<b>2</b> <b>(100%)</b>	<b>9</b> <b>(100%)</b>	

The outcomes of the consents are shown in Figure 3.4 (following page). As can be seen, a small proportion of consents in Devonport led to an enhancement of the zones heritage values whereas the majority maintained them. The remaining 40% were assessed as having an adverse effect on the area's character. The observation above regarding the small size of sections and close proximity of houses to the street is relevant here as most of the consents in the R3A were in Devonport. The results for Birkenhead mirror those for the R3C so that one consent enhanced values, four maintained them, and the remaining four consents led to a loss of values. Finally, both the consents in Northcote were considered to have an adverse effect although as with the results for R3B the number of consents is too small to allow generalisations.

The fourth graph in Figure 3.4 shows the combined results for Northcote and Birkenhead. This in combination with the graph for Devonport illustrates the outcomes of consents granted by the two committees that have delegated authority to decide on consent applications – the Devonport Community Board and the Northcote/Birkenhead Community Board. The results show that the overall outcomes were better in Devonport than in the other two residential areas, i.e. while a similar number of consents led to an enhancement of heritage values (one apiece), proportionally

fewer consents in Northcote/Birkenhead maintained values and more consents were considered to have an adverse effect.



Having looked at the effects of consents for new buildings in the R3 zone and the degree of compliance they have achieved with the District Plan, the following part of the report (Part 4) looks at the outcomes arising from consents for demolition or removal of houses.

## **PART FOUR**

### **Demolition or Removal of Houses**

This part of the report looks at consents in the sample that involved the demolition or removal of houses in the R3 zone. These make up a small proportion of all the consents granted by Council, i.e. five out of 126 (or 4%). Two of the consents resulted in demolition, one in the relocation of the original dwelling from the area, and two in the repositioning of the buildings on the same site. It is questionable whether these latter two consents actually trigger the District Plan rules for demolition or removal as the both houses remain on their original property, albeit in a different location. However they have been included here to illustrate that resiting a dwelling is an activity that is occurring within the R3 zone.

Three of the consents relate to properties in Birkenhead with the other two being in Devonport. Another application has been received by Council to remove a 1946 dwelling in Northcote but a decision had not been made at the time the assessments were carried out.

#### **4.1 Extent of Compliance with Assessment Criteria**

The District Plan criteria for demolition or removal of houses were used to evaluate the outcomes of the five consents (see Appendix 1 and 2). The ten assessment matters are shown below:

1. Was the house that was demolished or removed constructed after 1930?
2. Was the house relocated within the same community as the original site?

For houses constructed prior to 1930, was restoration not practicable because:

3. It was in such poor structural or physical condition?
4. Substantially altered?
5. Was evidence presented by the owner as to the consequences of the demolition or removal consent process, or other compelling reasons indicating why the work is necessary?
6. Were the effects on the townscape, streetscape and architectural contributions of older houses to the character of the area adequately assessed prior to their demolition or removal?
7. Before demolition or removal was approved, was the extent of any Council commitment to financial assistance or Heritage Orders ascertained?
8. Did demolition or removal have any significant adverse effect on major landscape features such as mature specimen trees?
9. Were re-use options actively pursued as a means of mitigating adverse effects on neighbourhood and streetscape character, of the loss of the building?

10. Did the appearance of the demolished or removed house contribute to the character and amenity of the area?

These criteria differ from those for additions and alterations and new buildings in that they involve both procedural and substantive matters. In other words, a number of criteria focus on the process that was followed by Council in deciding upon the consents whereas others consider the physical attributes of the existing dwelling (and site) and its contribution to the area. In this way, assessment points 5, 6, 7, and 9 require a review of Council procedures during the assessment of the proposals, including analysis of the consent applications, Planner's reports, and other relevant material on file such as correspondence and deliberations by the committees responsible for decision-making.

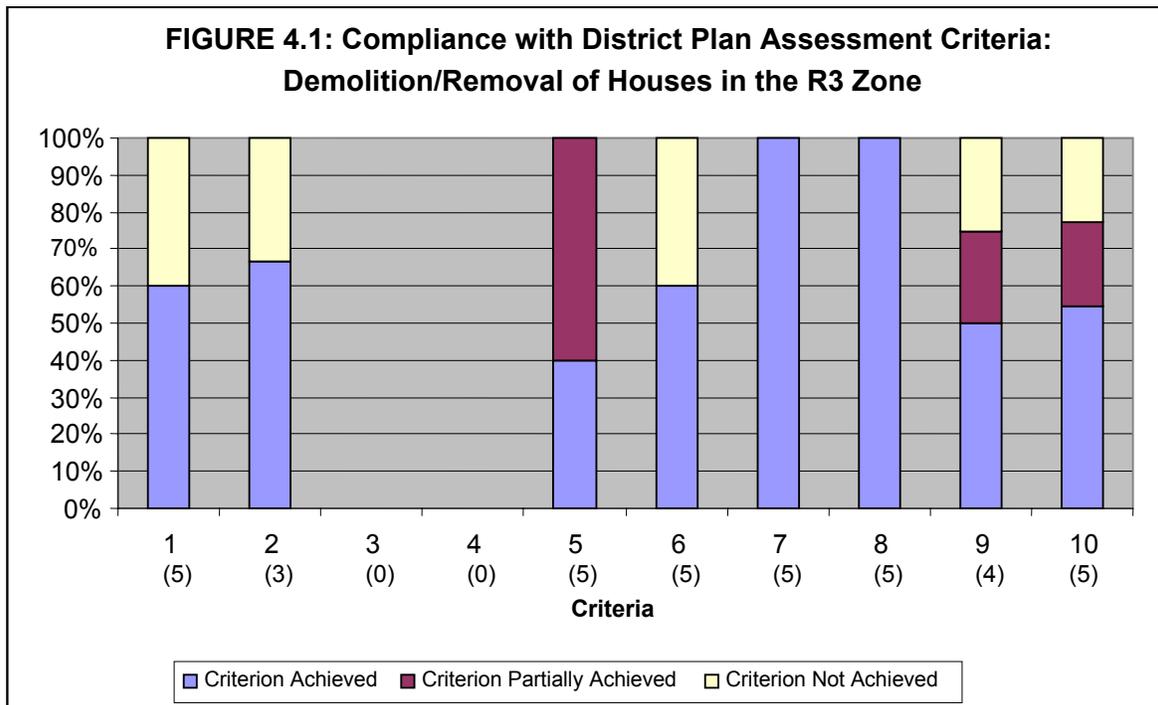
Five criteria (i.e. numbers 1, 3, 4, 8, and 10) involve an assessment of the physical effects of demolition or removal and thus take into account the dwelling's age, style, significance in the streetscape, and effects on any landscape features. The second assessment matter above does not really fit either of these two groups (or perhaps relates to both) as it considers whether relocation to another site within the area occurred as a means of mitigation.

Figure 4.1 (next page) illustrates the extent to which the five consents complied with the Plan's assessment criteria. Again, the figure in brackets refers to the number of consents that was included in the analysis for each criterion. Two of the five consents were for houses constructed before 1930 and both of these involved the repositioning of the dwelling on the same site (the third relocated dwelling left the North Shore altogether, as indicated for the second criterion in Figure 4.1). The remaining three consents were for houses built in the 1930s. The two pre-1930 houses in the sample are a bit of an anomaly in that the assessment criteria for demolition or removal do not explicitly include relocation on the same site. Thus, while both these consents are shown above as not implementing the first assessment point (due to the fact the dwellings were constructed prior to 1930), it is worth noting that no consents in the sample resulted in the demolition or complete removal of a pre-1930 dwelling.

Applicants were considered to have provided sufficient evidence to justify their proposal in two of the five consents, while partially meeting this criterion for the remaining three (assessment point 5). Partial compliance was usually a result of applicants not providing a full description of the activity or the likely effects, nor substantiating claims regarding the structural condition of a building. Similarly, Council's Consent Planner did not adequately assess two applications (assessment point 6), including one where they did not even acknowledge the house was to be resited. However, the level of assessment was considered appropriate in the remaining three consents, two of which included considerable input from Council's Heritage Advisor.

It was not apparent whether the consent applicants had actually made enquiries about the status of the seventh criterion in relation to their proposal to demolish or remove a dwelling. For example, there was no mention in the applications about whether they were eligible for funding and, if so, whether they had applied and been granted financial assistance. While one consent applicant did receive Council funding to restore the veranda of a re-sited villa this matter was not referred to in the consent application (although it is possible that the funding application was made after the consent was granted). None of the buildings were subject to a heritage order. Similarly, no

significant landscape features were affected following implementation of the five consents (criteria 8).

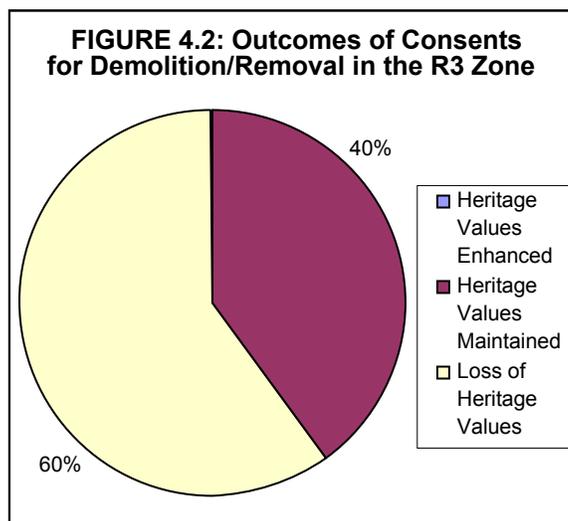


Two of the consents involved the re-use of a pre-1930 dwelling following their repositioning on the same site and these were considered to have fully complied with the ninth assessment point. For another consent, the landowners wanting to demolish an Art Deco house were required by Council to search for a suitable site in the area to relocate it to. However, the re-use of the building on its original location was not actively pursued due largely to the owner’s reluctance. Consequently this consent was considered to partially comply with this criterion. The fourth consent was for a building that neither the applicant nor Council’s Consent Planner thought was worth keeping and it was subsequently demolished without any consideration as to its re-use. The remaining consent has not been included in Figure 4.1 as it involved the demolition of a building that was not visible from the street and did not make a contribution to the area’s character (i.e. it scored ‘N/A’).

Finally, Figure 4.1 shows that three of the consents satisfied the last assessment point relating to the visual contribution made by the houses. Two of these – both villas that were repositioned on the same site – still make a contribution, whereas a third building did not add to the character of the area so there has been no adverse effect resulting from its demolition. Partial compliance was achieved for another demolished building that partly contributed to the character and amenity of the street but that could not be considered representative of the predominant R3 character. The fifth consent relates to the removal of an Art Deco dwelling that had architectural and historic values and did enhance the character of the area. The intent of this assessment criterion was therefore not met by the building’s removal.

## 4.2 Outcomes of Consents for Demolition or Removal of Houses

This section presents the overall results of the consent monitoring for demolition or removal of houses. As Figure 4.2 shows, the majority of consents (three out of five) were assessed as reducing heritage values, i.e. the character and amenity of the streetscape was lessened as a result. One of these consents involved the demolition of a 1936 dwelling, another resulted in the removal of a 1930s Art Deco house, and the last one involved the repositioning of a villa on the same site. Two of these consents were considered to result in minor losses only whereas the third (concerning the Art Deco dwelling) was more significant. The remaining two consents, relating to the demolition of a residential building at the rear of a bungalow and the re-siting of a villa on the same property, were considered to maintain the character and amenity value of the area. No consents were found to enhance the values of the street or wider R3 zone.



The remainder of this section looks in detail at the five consents, their compliance with relevant assessment criteria, and the reasons for the outcomes. The two consents that reached a neutral outcome are discussed first followed by the three that led to a loss of streetscape character.

### Consent 1



*Photo 4.1*



*Photo 4.2*

This consent was for the demolition of a building comprising two residential units situated at the rear of a pre-1930 dwelling. The applicants wished to reside in the primary residence (Photo 4.1) and sought the removal of the rear building (Photo 4.2) to provide an open rear section. According to the consent application the building was constructed “in or around 1939”. In considering the effects of demolishing the structure, the applicants noted that there would be no adverse impact because:

- It had no architectural or historic value;
- It was not visible from the street and therefore did not contribute to the streetscape or character of the area;
- The form was unrelated to that of the villa;
- It was in a “generally run-down condition”;
- No mature trees would be affected.

Council’s Consent Planner agreed with this assessment and the consent was duly granted with a condition to ensure that trees on the road reserve were not damaged during demolition.

The consent complied with all the relevant assessment criteria and the outcome did not enhance nor diminish the character of the street or area. Essentially, the demolished buildings were secondary residential units and due to their style and location at the rear of the site made no visual contribution.

#### Consent 2



Photo 4.3



Photo 4.4

The house shown in Photos 4.3 and 4.4 above was relocated five metres to the southeast of its original position to make way for a tennis court and to provide a sunnier aspect for the house. According to the consent plans, the building has remained the same distance from the street frontage as it did originally, i.e. it was moved sideways only. The property is large (2024m<sup>2</sup>) and contains a number of mature trees that enhance the spacious setting of the dwelling.

Neither the applicants nor the Consent Planner discussed directly the effects of relocating the dwelling (in fact, Council’s planning report does not refer to the relocation at all), although the following conclusion is reached in the application: “*The house relocation and alterations will retain and enhance the property and its impact on the neighbourhood. The site will remain as a substantial family home on a large site. The property has the potential to accommodate up to*

*three dwellings under the District Plan rules and this proposal will protect the neighbourhood from that occurring”.*

Compliance with assessment criteria was assessed as follows:

☺	☹	☹
<p>The house was re-sited within the same community as the original site;</p> <p>The extent of Council commitment to financial assistance or Heritage Orders was ascertained prior to approval for demolition (presumably);</p> <p>Re-siting had no significant adverse effect on major landscape features;</p> <p>Re-use options were actively pursued as a means of mitigating adverse effects on neighbourhood and streetscape character;</p> <p>The appearance of the re-sited house contributes to the character and amenity of the area.</p>	<p>Partial evidence was presented by the owner as to the consequences of demolition or removal, and compelling reasons why the work was necessary.</p>	<p>The re-sited house was constructed before 1930;</p> <p>The effects on the townscape, streetscape and architectural contributions of the older house to the character of the area were not adequately assessed prior to its re-siting.</p>

It is surprising that the Council Consent Planner did not acknowledge the building was to be re-sited. At the least, questions about the method of moving the building seem relevant. As well, a more detailed assessment of the effects of re-siting the building would have been useful, such as how the relationship between the building and the site/street would (or would not) change. This is not to say that the Council made the wrong decision in granting the consent (quite the opposite in fact) but rather that the process of assessing the application could have been more robust.

The dwelling’s historical and architectural relationship to the site has altered as a result of its re-siting but this is not readily apparent when viewing the property from the street. Continuity of value has been achieved following the building’s relocation and re-use, and the area’s character and amenity are no better or worse off from the dwelling’s new location. As a consequence, Dr McEwan considered that the consent outcome maintains the character and amenity of the street.

Consent 3



Photo 4.5



Photo 4.6

There is little description in either the consent application or Council reports of the building that has been demolished and replaced by the new building above (Photo 4.5). All that is noted is that it was constructed around 1936, was of a height similar to the new building (i.e. 2-3 storeys) and had a brick exterior. The consent application did however include a photograph of the demolished building, which is shown in Photo 4.6 above.

The applicants stated that the original house had no architectural or historic value and therefore its demolition would not adversely affect the area’s character. In arriving at this conclusion they pointed out that the house was constructed after 1930 and the style of the building was different to that which the District Plan seeks to protect. Consequently they saw no advantage in relocating the building to another site within the area. The applicants further stated that the original building was in poor condition physically and so re-use of it on site did not make economic sense. There was no evidence provided in the application to substantiate this, however, and further information was not required from Council. Indeed, Council’s Consent Planner agreed with the applicant and stated in his assessment that *“The age and visual appearance of the building do not place it within the range of buildings which the District Plan seeks to retain... for built heritage reasons”*. As a result he recommended that the application to demolish the building be granted.

Compliance with assessment criteria was assessed as follows:

☺	☹	☹
<p>The demolished house was constructed after 1930;                      The extent of Council commitment to financial assistance or Heritage Orders was ascertained prior to approval for demolition (presumably);                      Demolition had no significant adverse effect on major landscape features such as mature specimen trees.</p>	<p>Partial evidence was presented by the owner as to the consequences of demolition or removal, and compelling reasons why the work was necessary;                      The appearance of the demolished house partially contributed to the character and amenity of the area.</p>	<p>The effects on townscape, streetscape and architectural contributions of the older house to the character of the area were not adequately assessed prior to their demolition;                      Re-use options were not actively pursued as a means of mitigating adverse effects on neighbouring and streetscape character of the loss of the building.</p>

The original building partially contributed the character and amenity of the street in terms of its size, scale and mass as well as its location on the site. The form of the building is typical of substantial houses of the 1930s and given that some of the neighbouring houses appear to date from around the same time suggests a neighbourhood/street ‘micro-character’ of which this building makes a contribution. At the time it was erected, the building would have been described as a modern home and dwellings of this type were being designed by the leading architects of the day and published in journals such as *Home and Building* and *The Ladies’ Mirror* (i.e. they were being shown off). A building consent was granted in 1972 for an addition to the front of the dwelling and the basement garage was added later.

A difficulty arises when looking at the building in the context of the street as well as (or perhaps in contrast to) the types of houses the Plan actively protects. The question arises then about the ability of the Plan to accommodate post-1930 and atypical buildings. Clearly the demolished house is not an example of a pre-1930 dwelling in that it is not a cottage, bungalow or villa. Nevertheless, for the reasons outlined above, Dr McEwan considered that the building did make a partial contribution in the street and that it represents an evolution of building design in the area – in this case desirable dwellings that emerged following the depression. Overall then, the demolition of the building was assessed as resulting in a partial (or minor) loss to the character and amenity of the streetscape.

#### Consent 4



Photo 4.7



Photo 4.8

Similar to the second consent, this one involved the relocation of a single bay villa on the same site comprising 1062m<sup>2</sup> land area (Photos 4.7 and 4.8). However, unlike the first example, a second residential building was erected on the property to the rear of the villa, which was moved for this purpose. Initially the applicants considered demolishing the building but decided to incorporate it into the site development following discussions with Council, the result being that the house was repositioned to the southwest, i.e. towards the front and side boundaries. Council’s Heritage Advisor noted that the applicant’s initially sought to move the villa well forward of existing façade lines – houses on the upper side of the street are sited a consistent distance from the street. However a condition of consent limited the distance the house could be moved to 3 metres forward from its original location.

The applicants stated that the original dwelling was not suited to be the primary residence on the site because:

- It had fallen into a state of disrepair, e.g. it had a leaking roof, sunken piles, timber rot and no modern services;
- It was not possible to alter and/or add to the home to “meet the needs of most contemporary families”;
- The cost of undertaking such work “could not be justified on a purely financial basis”.

Therefore, re-locating the villa on site to make way for a modern dwelling behind was considered an appropriate solution. In considering the effects the applicants noted that *“The resited dwelling does not lose its essential villa character as seen from the street and its closer position to the frontage and reduced elevation are of little magnitude and do not make it any less appealing or out of place with regard to other dwellings and street pattern. A closer location to the frontage in fact will bring more of the dwelling’s heritage element into play and make a more positive ‘contribution to the streetscape group’”*. The applicants further concluded that demolition of the lean-to at the rear of the villa would have no adverse effect because it was not visible from the street and therefore the appearance of the dwelling would not be altered. The lean-to was removed in order reduce the villa’s floor area to 70m<sup>2</sup>, which enabled it to be considered a minor residential unit under the District Plan and therefore avoid the need for a subdivision consent.

Overall, Council’s Heritage Advisor believed the relocation of the villa was *“pivotal to ensuring the retention and reuse of the building”* and he acknowledged that the applicants had gone to a great deal of trouble to keep it on-site.

Compliance with assessment criteria was assessed as follows:

☺	☹	☹
<p>The house was re-located within the same community as the original site;</p> <p>The extent of Council commitment to financial assistance or Heritage Orders was ascertained prior to approval for the re-siting;</p> <p>Evidence was presented by the owner as to the consequences of demolition or removal, and compelling reasons why the work was necessary;</p> <p>The effects on the townscape, streetscape and architectural contributions of the older house to the character of the area were adequately assessed prior to its re-siting;</p> <p>Re-siting had no significant</p>		<p>The re-sited house was constructed before 1930;</p> <p>The appearance of the re-sited house contributed to the character and amenity of the area (it still does but its significance on the site and to the streetscape has been diminished).</p>

<p>adverse effects on major landscape features;  Re-use options as a means of mitigating adverse effects on neighbourhood and streetscape character were actively pursued.</p>		
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This is an example of a compromise between Council and the landowners regarding the retention of a building that reflects the built character of the R3 zone. Therefore the fact that the villa remains on site, albeit it in a new location, represents a positive outcome when compared to the possibility that the building may have been demolished. However, when considering the overall effect of moving the building, the question is whether the values of the site and wider streetscape have been enhanced, maintained or diminished. In this case, Dr McEwan felt that there had been a loss of values given that the setting of the building is now very different. In particular, the visual relationship of the dwelling to its site has altered so that rather than being on a traditionally large section it is now ‘squeezed’ into the front third of the property to accommodate the large modern building behind. Additionally, a reduction in landscaping along the frontage and the reduced setback generally result in a less visually impressive vista from the street. Consequently, the reduction of the villa’s curtilage and on-site amenity has resulted in a loss of values for the property and the wider streetscape, although all things considered the loss was considered to be minor.

Consent 5

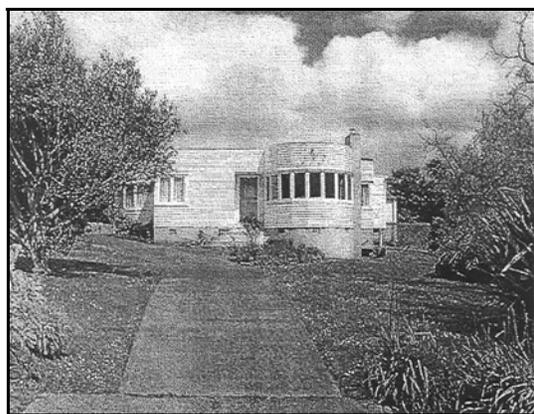


Photo 4.9



Photo 4.10

This consent relates to an initial application by the landowners to demolish the existing dwelling (Photo 4.9) and to build a new one in its place (Photo 4.10). The site is a large one comprising 1083m<sup>2</sup> that slopes upwards from the road. The existing house was constructed sometime during the 1930s and was of an Art Deco design and built of timber, a combination of features that Council’s Heritage Advisor noted to be rare in the North Shore (he was aware of only one other).

The applicants described the building as having a “*somewhat plain art deco style*”, including “*a flat but unadorned parapet, regular windows featuring common lintel and sill lines, and a round bay window (to the extent that this is achievable by the use of weatherboards)*”. They further

noted that many of the features usually associated with Art Deco buildings were not present, such as “*plaster finishes and geometrical adornment of parapet, windows, porch ways and sometimes the exterior walls*”. They concluded that the “*pseudo art deco building... [was] not of a sufficient age or quality to warrant protection*”.

The primary reasons why the applicants wanted to demolish the house were:

- The building was “relatively small”, old and required substantial work to bring it up to building code standards;
- The siting of the house on the section, particularly its substantial width, meant that adding to the existing building rather than rebuilding was not practicable;
- In any event, the owners did not believe the dwelling could be adapted to meet their criteria for a residence, i.e. it would have to be substantially transformed which would defeat the purpose of retaining it;
- The section size was not sufficient to allow two residential dwellings under the District Plan rules (which requires 600m<sup>2</sup> per residential unit). Even if the property could be subdivided, the remaining land area would not be suitable to accommodate the house sought by the applicants;
- Because of the building’s age and size there would not be any interest in purchasing and relocating the building off-site.

In terms of the effects on the character of the area, the applicants did not consider there would be any adverse impact of demolishing the dwelling because:

- It was constructed after 1930 and therefore did not represent the age or style of buildings that the Plan seeks to protect (noted as being “cottages and villas”);
- The house did not contribute to the character of the street or area and so its reuse on-site was not considered to “*provide any significant benefit to the area or to the integrity of the heritage quality of the housing stock*”;
- With the exception of one house on the same road, all others are post-1930 and have mixed designs, including some commercial buildings. Consequently the streetscape is devoid of the heritage qualities of the R3 zone;
- The proposed dwelling has been designed to reflect the character of the R3 zone.

Council took a different view to the applicants, however, and considered that the existing dwelling did make a contribution even though it was built after 1930. Council’s Heritage Advisor thought that “*Despite [the] house being constructed later than the District Plan cut-off date, it is relatively unique [sic]... In this respect the house can be considered to represent growth in [the area] and in this way contribute to the character of the community*”. However, he agreed with the applicants that the street did not reflect the qualities of the R3 zone protected by the Plan. Thus, while the Art Deco building was one of the earlier ones on the street and was of an interesting design, he felt that “*there is little to support the retention of the dwelling on the basis that it is integral to preserving the unique context of the area*”. It is worth noting, however, that the commercial buildings referred to by the applicants are actually in a separate Business zone. This means that the Plan recognises that the buildings do not fit with the characteristics of the R3 zone and so their presence arguably should not be used to undermine the Plan’s goal of retaining nearby buildings that do contribute to the R3 zone’s heritage values.

In any event, Council’s Heritage Advisor was of the view that the Plan’s provisions with respect to the 1930 construction date provided little opportunity to protect buildings erected after this year. Overall, Council’s Heritage Advisor thought that demolition of the building was “to be regretted” and he concluded that the best outcome would be for the building to be relocated within the area. He also considered the proposed dwelling generally met the Plan’s assessment criteria for new buildings (as did Dr McEwan who concluded that the new dwelling maintained the character of the street).

The three Committee members responsible for deciding upon the application were concerned about the loss of the building. They were not supportive of demolition and preferred that the house be kept on site or, if this was not possible, relocated to another site nearby. These views were put to the applicants and the merits of various alternatives were discussed. What seems clear is that the applicants did not want to keep the house on-site as they had specifically purchased the property to redevelop it. They did, however, agree to advertise the house in local papers offering it for sale and relocation. At the same time the applicants commissioned a land agent to search for a suitable area of land for the dwelling to be relocated to.

On this basis resource consent was granted for the relocation of the dwelling and the construction of a new one on the site. Despite their efforts though, the applicants informed Council that their estate agent was unable to find any suitable land for sale within the area. Similarly, while there was initial interest in the purchase of the dwelling for relocation within North Shore City none of the interested parties followed through. There was genuine interest from landowners outside the city however and the house was eventually relocated to neighbouring Rodney District.

In light of the above and based on an assessment of the outcomes of the consent, compliance with assessment criteria was considered as follows:

☺	☹	☹
<p>The removed house was constructed after 1930;            The effects on townscape, streetscape and architectural contributions of the older house to the character of the area were adequately assessed prior to its removal;            The extent of Council commitment to financial assistance or Heritage Orders was ascertained prior to approval for demolition (presumably);            Removal had no significant adverse effect on major landscape features.</p>	<p>Partial evidence was presented by the owner as to the consequences of demolition or removal, and compelling reasons why the work was necessary;            Re-use options were partially pursued as a means of mitigating adverse effects on neighbourhood and streetscape character.</p>	<p>The dwelling was not relocated within the same community as the original site;            The appearance of the removed building contributed to the character and amenity of the area.</p>

The applicants undertook a reasonably detailed assessment of the building and its architectural merits and role in the streetscape. However, it was (perhaps unsurprisingly) biased in reaching

the conclusion that the building was not worth keeping as it had little intrinsic value and was not the type of building the Plan protects. As well, the applicants stated that the building was in a poor state whereas Council's Building Inspector found it to be in good condition.

While the building was post-1930, it appears to be in original condition based on the photo included with the consent application (Photo 4.9 above). From a public point of view it would have been easier to sell the importance of retaining an Art Deco building rather than the more 'modern' house demolished under the third consent above. It seems reasonable to conclude, therefore, that the public would expect the District Plan's R3 provisions to protect buildings such as this one despite its post-1930 construction date. The assessment criteria support such a conclusion as while some favour the retention of pre-1930 dwellings (numbers 1, 3 and 4) others do not rule out the possibility that later houses that are still 'old' may also enhance the area's character (numbers 6, 9 and 10).

Clearly the Council was of the view that the building did make an important contribution and that its removal would undermine the heritage values of the site and area. However, Council's Heritage Advisor and Consent Planner seemed to be both of the view that the 1930 construction date is uncompromising and essentially overrode Council's desire to keep the building on site. This conclusion was also influenced by the fact that the street in which the dwelling was located has been highly modified. These conclusions, coupled with the applicant's reluctance to retain the building on site, meant that mitigation measures centred on relocating the building to another section within the vicinity. The applicants showed a willingness to do this and indeed appear to have gone to some trouble to achieve this end, unfortunately unsuccessfully.

Dr McEwan considered that the building's removal has resulted in a moderate adverse effect due to the loss of an architecturally and historically interesting building. Despite the already altered streetscape and post-1930 construction date, the building did enhance the character and amenity values of the area.

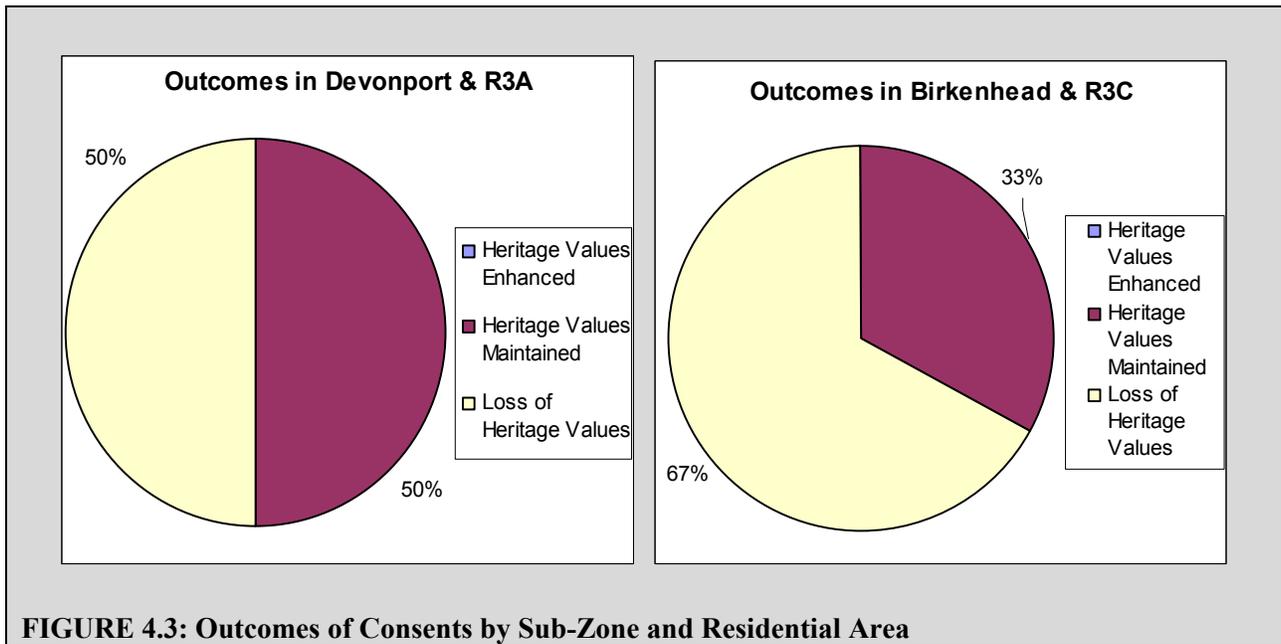
### **4.3 Outcomes by Sub-Zone and Residential Area**

As shown in Table 4.1 (following page), three of the five consents were for properties located in the R3C sub-zone in Birkenhead, the other two being in R3A in Devonport. No consents had been granted for demolition or removal in either the R3B sub-zone or elsewhere in Northcote.

One common factor amongst the consents is that they involve large sections. For instance, the properties in Birkenhead/R3C were 2024m<sup>2</sup>, 1083m<sup>2</sup>, 1062m<sup>2</sup> which exceed the 600m<sup>2</sup> minimum lot size for that sub-zone. Certainly for these three properties, the size of the sections gave the owners considerable choice over how to develop the sites, especially in that they were more than capable of accommodating substantial dwellings. In Devonport/R3A the properties were smaller at 863m<sup>2</sup> and 710m<sup>2</sup> but still comparatively large when compared to the minimum lot requirement in that sub-zone of 400m<sup>2</sup>. Essentially then, it would seem that section size is a factor in influencing large-scale development – the more land there is, the more opportunities exist to redevelop, particularly if the land values exceed the value of the existing (typically small) dwelling.

<b>TABLE 4.1: Make up of Sample by Sub-Zone &amp; Residential Area</b>				
	<b>3A</b>	<b>3B</b>	<b>3C</b>	<b>Combined Total</b>
<b>Total Consents in Sample</b>	2 (40%)  (Both Devonport)	0 (0%)	3 (60%)  (All Birkenhead)	<b>5</b> <b>(100%)</b>
<b>Outcomes of Consents By Sub-Zone &amp; Residential Area</b>				
<b>Heritage Values Enhanced</b>	0 (0%)	0 (0%)	0 (%)	<b>0</b> <b>(0%)</b>
<b>Heritage Values Maintained</b>	1 (50%)	0 (0%)	1 (33%)	<b>2</b> <b>(40%)</b>
<b>Heritage Values Diminished</b>	1 (50%)	0 (0%)	2 (67%)	<b>3</b> <b>(60%)</b>
<b>Sub-Zone Total</b>	<b>2</b> <b>(100%)</b>	<b>0</b> <b>(0%)</b>	<b>4</b> <b>(100%)</b>	

The outcomes of the consents by sub-zone and residential area are illustrated in Figure 4.3 below. Of the consents in Devonport/R3A, one maintained the street's character whereas the other lessened it. Two of the three consents in Birkenhead/R3C were assessed as having a negative impact while the other one had a neutral effect.



The results presented in this part of the report have demonstrated the effects of consents for demolition or removal of dwellings in the R3 zone, including the extent to which they satisfy the District Plan assessment criteria. This concludes the presentation of findings from the outcome evaluation. The following part of the report concludes the discussion and offers suggestions for enhancing the outcomes of consents in the R3 zone.

## **PART FIVE**

### **Conclusion and Recommendations**

The final part of the report considers the main findings of the outcome evaluation and the extent to which consents have complied with the goals of the District Plan. A number of points are made in relation to the three activities – additions and alterations, new buildings, and demolition or removal of houses – culminating in recommendations for enhancing both plan provisions and plan implementation for each activity. Finally, the report concludes with a number of general comments of relevance to all consents.

#### **5.1 Additions and Alterations to Buildings**

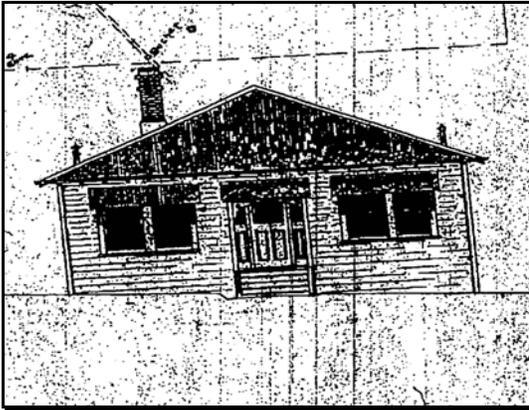
Three-quarters of the consents involved additions and alterations to buildings in the R3 zone (i.e. 97 out of 126) and consequently this activity is having the greatest effect on the heritage values of the area. A number of observations about the current provisions, and suggestions of how to improve implementation of the Plan as well as consent outcomes, are suggested below.

##### ***5.1.1 Heritage vs. Character***

As discussed in Part Two, it is apparent that the majority of consents are maintaining the character of the R3 zone at the streetscape level. This is illustrated by the finding that 79% of consents for additions and alterations where the work was visible had no adverse effect on streetscape group significance. This figure jumps to 87% if we also include the 30 consents where the outcomes could not be seen, as clearly these have had no adverse impact on the streetscape. However, this is contrasted to the finding that just over half of the consents for additions and alterations where the outcomes were visible led to a loss of heritage values at the scale of the individual property. This is largely a consequence of consents achieving patchy compliance with the District Plan's assessment criteria for pre-1930 buildings, particularly with regard to the maintenance of architectural and historic form. Thus the evidence shows that the physical record of early residences in the Devonport, Northcote and Birkenhead is slowly being overridden by contemporary changes.

The important question, then, is whether the District Plan is only concerned with protecting the general character of the area rather than the heritage values of individual properties that, when taken as a whole, provide evidence of early residential development. The key difference is that character can be maintained by repeating the elements that are common to early houses in the area, e.g. by using a limited range of materials, roof forms, and design features such as ornamental verandas, regardless of whether those elements are authentic to the property in question. Under this scenario, significant changes can be made to a building that may not be consistent with its original form or style but that nevertheless do not appear out of place within the context of the R3 zone. The consents described in Examples 7 and 9 in Part Two of the report exemplify such an outcome, as while they both substantially altered the original dwellings neither were considered to have had an adverse effect on streetscape character.

Example 10 in Part Two (Additions and Alterations) is another instance where a substantial change to the façade could be considered to sufficiently reflect the character of the R3 zone (indeed most people would probably not realise that the new veranda and deck are not original) but that has nevertheless significantly altered the historic and architectural form of the building. This can be demonstrated by the image shown in Photo 5.1, the original plans for the dwelling, which illustrates how the building appeared at the time the District Plan was notified (minus the basement garage). Photo 5.2 shows how the building appears now following implementation of the resource consent. Finally, the third photo (5.3) compares the altered building with a neighbouring dwelling that has retained its original appearance (albeit obscured by the carport).



*Photo 5.1*



*Photo 5.2*



*Photo 5.3*

By contrast, acknowledging heritage values requires a more conscious effort to understand the context within which early residential development in the North Shore emerged and gave rise to the settlement that the plan seeks to protect. Achieving the district plan's goal of protecting heritage values through the resource consent process, then, requires permitting changes to a building that are authentic to that building. This distinction is apparent in the district plan assessment criteria which support changes to early houses that retain and reflect the original buildings' design characteristics (e.g. proportions, detailing, fenestration, materials and finishes) and that are also consistent with their architectural and historic form, and style. Compliance with these criteria is most clearly demonstrated in the first two examples discussed in Part Two where the applicants restored (i.e. emphasised) the significant features of two single bay villas (the bay window and veranda). Similarly, additions were directed to the rear of each property thus

ensuring that the original form of the building as viewed from the street remained intact. It follows that such enhancements will also have a positive impact on streetscape character.

A close reading of the District Plan indicates that it seeks to protect the general character of the R3 zone but in order to do this the heritage values of individual properties (specifically those constructed prior to 1930) need to be protected. The emphasis on the streetscape is evident as changes to the front and side elevations and roof planes of buildings are controlled, i.e. those parts that can be seen from the street. However, as noted in Part Two, the assessment criteria for pre-1930 dwellings are concerned with the effects of additions and alterations on the inherent qualities of individual buildings, i.e. their heritage values. This dual focus is further illustrated in the following excerpts from the District Plan, including the overall objective for the R3 zone, two of the three policies, and the explanation and reasons for the zone provisions. Taken together, they provide a picture of what is expected of consent outcomes in order to satisfy the Plan's AERs, the most relevant to this study being the "*Protection of distinct character areas of historical and architectural interest*" (p.16-26).

***Objective***

*To ensure that the historical and architectural character of certain distinctive areas of North Shore City is retained (p.16-24).*

***Policies***

- 1. Development within the special character amenity areas of Devonport, Birkenhead and Northcote should retain and reflect those features that contribute to the heritage character amenity.*
  
- 3. To maximise the extent to which historical and architectural features contribute to heritage character amenity, including a consideration of:*
  - the age, style, materials and condition of buildings*
  - the orientation of buildings, their placement within a site and their focus within the streetscape*
  - landscape design and planting*
  - the density of surrounding development (p16-24 – 16-25).*

***Explanation and Reasons***

*The Residential 3 zone has been applied to the old established settlements of Devonport, Birkenhead and Northcote. The retention and enhancement of the built heritage values of these areas is important as it reflects both community aspirations and the intrinsic values of heritage...*

*Built heritage is vulnerable to unsympathetic development and, to be sustainable, the special character must be identified and protected against the impacts of changes. The planning policies and rules address the elements which together contribute to the character. The age, style and condition of the buildings are the most important elements, but others include the space around buildings, orientation to the street, landscape design and planting, and complementary community and commercial facilities. The combination of these elements is as important as any one of them and some are capable of ameliorating adverse impacts.*

*The reasons for the Residential 3 zone and its associated objectives and policies are that the retention and enhancement of built heritage and streetscape values reflect community aspirations and the historic value of heritage buildings (pp.16-25 – 16-26).*

Consequently, it can be concluded that the consent outcomes presented in this report are achieving the goal of the R3 provisions with respect to the maintenance of streetscape character. That is, the outcomes of only 4% of consents (for those that were visible) were considered to have an adverse effect on streetscape group significance. This means that additions and alterations consented to by Council take cognisance of and reflect the key attributes of the area's built form. The heritage values of many individual buildings, on the other hand, are being compromised. In this case, 55% of consents were assessed as leading to a loss of heritage values, although the number of consents where the outcome was a significant adverse effect is comparatively low. Nevertheless, the results suggest there is a cumulative effect on the R3's building stock which means that the number and quality of houses that provide the physical evidence of early development in North Shore is being reduced. This leads to the conclusion that the Plan's aim of protecting the built heritage values of the R3 zone is not being satisfied in many instances and to varying degrees. An additional point is that the goal of *enhancing* the heritage values of the R3 zone (as quoted in the Plan's 'explanations and reasons' above) is only occurring for a small number of consents (9%).

### **5.1.2 Outcomes Not Visible from the Street**

The outcomes of nearly a third of the consents involving additions and alterations were not discernable from the street (i.e. 30 out of 97; or 31%), just over half of which (17) were for properties with a pre-1930 dwelling. For many of these earlier properties, the changes could not be seen because the additions and alterations were directed to the rear of the dwelling thus avoiding the more sensitive façade. It was not possible to see the effect the work had on side elevations however. In any event, the outcomes are aligned with the intentions of the District Plan in-so-far as the most visually prominent areas of these buildings have remained unchanged and, as mentioned above, streetscape values have been maintained accordingly. A final decision on the effect of the consents on the buildings' heritage values cannot be made however without viewing the changes. The other thirteen consents where the effects were concealed relate to post-1930 dwellings that in many instances were located on rear sections and therefore have no street presence. Therefore, by virtue of this fact, the consent outcomes are also consistent with the Plan's goals, which is to ensure that additions and alterations to these later buildings do not adversely affect streetscape character (i.e. criterion 14 for additions and alterations listed in Part Two of the report).

It is apparent then that these consents do, by-and-large, align with the Plan's goals for the R3 zone. As noted, this is partly to do with the applicants undertaking changes to the rear of the property only, with the screening of the dwelling by boundary fences and hedges or other landscaping on the property, with the topography of certain areas that limits views of houses fronting the street, and with the location of (typically post-1930) dwellings on rear sections. A question that arises then is whether resource consents should be required in all of these circumstances, most notably for changes to buildings located on rear sections. An argument could be made that consents should not be required if the property itself is out of sight, as there can be no effect on the street's character. It may not be desirable however to do the same for additions

and alterations to street-front properties as an assessment would be required to determine whether or not the consented activity would be apparent from the street. A further consideration is the effects of changes as viewed from private spaces as opposed to simply from the street. In other words, just because an addition or alteration cannot be seen from the street does not mean that it reflects the character of the area or satisfies the aspirations of neighbours whose outlook is affected. Currently though, the plan provisions are only interested in the effects of consented activities as seen from the street.

### ***5.1.3 Pre-1930 vs. Post-1930***

The District Plan states that buildings constructed prior to 1930 reflect the predominant character of the area and that the public supports the retention of this character through the planning mechanisms in the Plan. Certainly, two-thirds of the properties with consents granted have dwellings that date from before 1930. However, a couple of points can be made with respect to the way the Plan deals with the age of buildings in the R3 zone. Firstly, the Plan's assessment criteria for additions and alterations to post-1930 buildings are largely concerned with the effect they will have on the streetscape and require changes to be in-keeping with surrounding residential buildings. In other words, the assessment criteria potentially discourage additions and alterations to post-1930 dwellings that complement the subject building. For instance, proposed alterations and additions to an Art Deco dwelling surrounded by villas would be assessed in terms of how well the changes complement these neighbouring properties rather than the architectural style of the building itself. In contrast, it would seem more appropriate for additions and alterations to be assessed for how well they retain and reflect the architectural form of the existing building. Such an approach recognises that at the time the District Plan was notified the R3 zone was comprised of a range of building styles and that more modern buildings sit alongside earlier ones in the streetscape. In this case, changes to post-1930 buildings that emphasise the original building in terms of the design, proportions, materials etc will also maintain (and possibly enhance) streetscape character.

The second and related point with respect to the 1930 date is that it elevates the importance of buildings constructed prior to it at the expense of those built later, rather than focusing on the extent to which a building contributes to the streetscape. While support for protection at the time the District Plan was drafted was for buildings constructed before 1930, the risk of using a fixed cut-off date is that public tastes may change faster than planning provisions. Additionally, being less concerned about changes to post-1930 buildings may mean that the quality of later residential developments has already been undermined by the time the public and District Plan support their protection. This is another reason why it is beneficial to ensure additions and alterations to post-1930 buildings complement the building.

### ***5.1.4 Recommendations***

Based on the discussion above, a number of recommendations can be made with regard to the current plan provisions.

- *Review the activity status for additions and alterations:*  
The results show that many additions and alterations are leading to a loss of heritage values. A factor in this may be the Controlled Activity status afforded to additions and alterations in

the Plan, i.e. applicants and planners alike know that under the RMA such an application cannot be declined. Some of Council's decision reports even give this as a reason for why the consent should be granted. Therefore, Council has given itself little opportunity to influence outcomes that may be detrimental. Simply elevating the activity status to Discretionary Restricted would send a signal to applicants that Council is serious about maintaining the heritage values of the zone. It would also equip Council staff to undertake a full assessment of consent applications and require changes where these are deemed necessary. In doing so, the conclusion that 'oh well, I can't decline it anyway' would be made redundant and hopefully greater compliance with the plan's assessment criteria would be encouraged. Such a change would also reflect the greater emphasis placed on the protection of historic heritage in the 2003 amendment to the RMA (i.e. it is now a matter of national importance).

Another means of approaching the activity status of additions and alterations would be to encourage development that occurs at the rear of the property by making this a controlled activity. Conversely, changes to more visually prominent parts of the building such as the façade could be assessed as discretionary restricted. Such an approach would recognise the fact that rear additions and alterations have the least impact.

- *Consider additional protection for authentic streetscapes:*  
As noted, the granting of consents under the current plan provisions is leading to a cumulative loss of heritage values in the R3 zone. If the Council is of the view that the current provisions are sufficient for maintaining the area's character and that this is the sole purpose of the R3 zone, then it is suggested that groups of houses and/or streetscapes within the zone that retain a high degree of originality and design variation be identified and protected. Rules that are more restrictive than those for the current R3 zone would be needed to ensure that changes to these buildings are more strictly controlled in order to preserve their authenticity.
- *Consider changing the emphasis on pre-1930 buildings:*  
Three options are suggested here. Firstly, extend the 1930 date to a later one, say 1940 in order to capture building styles such as later bungalows, Art Deco dwellings and state housing. Secondly, use a rolling date so that, for instance, the Plan places greater weight on protecting buildings dating from 65 years ago or more. If this approach had been used for the current District Plan, buildings constructed up to 1940 would now be protected. Thirdly, do away with a date altogether and take each building and consent application on its merits. In other words, consents for additions and alterations would be assessed on how well they reflect the architectural form of the existing building regardless of the period in which it was built. This would not be any more onerous for owners given that all buildings require resource consent for additions and alterations. Further, such an approach would continue to maintain the area's pre-1930 character given that most consents are for buildings from this period. The added benefit, however, would be the recognition that later buildings can also make a contribution.
- *Change the assessment criteria for post-1930 dwellings:*  
In the event the 1930 date is preferred, it is recommended that the assessment criteria for post-1930 buildings be altered so that any changes must be in-keeping with the building's

architectural style and form. In practise this means that many of the assessment criteria for pre-1930 buildings would also be applied to those constructed after this date.

- *Change the term 'heritage character amenity' to 'heritage values' or similar:*  
This term is used in several places in the R3 section of the District Plan and it seems an odd combination of words as each of them separately conveys a different meaning. Combining them in this way does not help to clarify the purpose of the Plan's policies.

## **5.2 New Buildings**

The assessment of new buildings shows that just under half (i.e. 46%) of the consents where outcomes are visible had an adverse impact on the streetscape, although the effects were in most instances of a minor scale. The reason for the loss of values can mainly be attributed to accessory buildings being located in the front yard and new buildings that are not well integrated into the neighbourhood in terms of design and appearance. The outcomes of these consents, then, did not fully satisfy the assessment criteria nor the overall goal of the District Plan. Again, the cumulative effect of the consented activities is a concern rather than the impact of any particular consent. As was the case for additions and alterations, there were very few consents that led to an enhancement of values following implementation (i.e. two consents or 8%). A greater number of consents did however maintain streetscape character (i.e. 12 or 46%). Thus, just over half of the consents assessed can be considered to have achieved the environmental result anticipated by the Plan.

As mentioned in Part Three, the assessment criteria do not distinguish between the different types of buildings and their potential effects. For instance, accessory buildings can have a major impact on the visual prominence of the primary building on site, particularly garages and carports in the front yard. The effects of new dwellings on the other hand are largely related to off-site impacts, i.e. how does the new building look in the context of surrounding houses? Having assessment criteria that differentiate between the different types of new buildings would enable a more robust assessment of potential effects. In a number of instances fences were considered to have a detrimental impact on the property and street. While there is one criterion relating to 'front boundary treatment' it does not specifically deal with fences and it would be beneficial to provide more guidance regarding the type of fences that are appropriate, e.g. in terms of materials, height and design.

### **5.2.1 Recommendations**

Based on this review, several recommendations can be made with respect to the plan's provisions for new buildings.

- *Review the current assessment criteria:*  
It would be useful to change the assessment criteria so that they address more directly the different types of new buildings that are being consented to. These could simply be divided into three groups: (1) new dwellings where the effects of the proposed building on the surrounds are the priority; (2) accessory buildings and minor residential units where more emphasis is placed on the effects on the subject site, specifically the principal dwelling; (3)

consents that include both of these aspects. It would also be useful to include specific reference to finishes in the assessment criteria (e.g. whether exterior cladding will be painted and the proposed colour, as is the case for additions and alterations), as this was found to be an important factor in the appearance of new buildings.

Additionally, it is recommended that a new assessment criterion be added that requires applicants to undertake a contextual analysis of their proposed new building. In practice this means that applicants will describe the physical characteristics of properties surrounding the subject site (e.g. two properties on either side and immediately opposite) and the wider streetscape. Having done so, applicants will then need to demonstrate how their proposals will fit into the existing environment and identify likely adverse effects and means of mitigation. This is considered necessary because a number of the new dwellings assessed in the study stand in stark contrast to their neighbours, which indicates that insufficient consideration was paid to the existing environment and the ways in which a new building could be accommodated.

- *Review the activity status for new buildings:*  
New dwellings led to the most significant adverse effects on streetscape values in a couple of cases. At present new dwellings are a Controlled Activity in the District Plan and thus a consent application cannot be declined. It is suggested that Council review this and consider making new dwellings a Discretionary Restricted activity thereby having the ability to decline a consent application if the proposal is unsatisfactory. As well, Council could encourage accessory buildings to be located towards the rear of properties by retaining this as a Controlled Activity. Proposals for accessory buildings in the front yard, however, could be a Discretionary Restricted activity to reflect the negative impact this tends to have on the street.

### **5.3 Demolition or Removal of Houses**

Only a very small proportion of the consents sought the removal or demolition of dwellings and no pre-1930 dwelling was demolished or removed from its site. As a consequence, there is a high degree of compliance with the Plan in respect to these activities. It may be that the importance placed on the retention of early houses in the Plan is an effective deterrent, particularly given the Discretionary Restricted activity status which means that Council has the ability to decline any application.

#### **5.3.1 Pre-1930 vs. post-1930**

The points made in the section on additions and alterations with respect to the 1930 date in the Plan are equally applicable to the demolition or removal of houses. That is, houses constructed after 1930 can still add to the character and amenity values of the street as evidenced by two consents involving houses constructed in the 1930s. In both of these cases the assessment criteria's emphasis on pre-1930 dwellings was seen by the applicants and Council staff as effectively preventing Council taking a stand against the building's demolition or removal. The loss of values arising from the removal of the Art Deco dwelling in particular highlights the risk of protecting buildings based solely on their date of construction.

### ***5.3.2 Relocation of dwellings on the Same Site***

The other point to make with respect to removal of dwellings is that the Plan does not specifically address the effects of relocating a house on the same site. This occurred in two of the five consents and led to a minor adverse impact on the streetscape for one of them. The relocation of one building was given considerable attention by Council's Heritage Advisor yet it was not even mentioned by the Consent Planner for the second. Such inconsistency would be alleviated by having assessment criteria that deal specifically with this activity.

### ***5.3.3 Recommendations***

- *Consider changing emphasis on pre-1930 buildings:*  
Please refer to the comments under the same heading in the section on additions and alterations.
- *Review the current assessment criteria:*  
It is recommended that additional criteria be added to guide decision-making around the relocation of dwellings on the same site. At the least, there needs to be specific reference to this activity in the provisions for demolition and removal of houses.

## **5.4 General Comments**

A number of observations can be made about the resource consent process that became apparent during the study, namely the extent to which Council is implementing the Plan provisions (especially the assessment criteria), and compliance with consent conditions.

### ***5.4.1 Implementation of the District Plan***

One important influence on outcomes from resource consents relates to District Plan implementation and the extent to which the provisions in the Plan are being followed by Council. While the research presented in this report does not include a systematic assessment of plan implementation, there are a number of observations that can be made. It is apparent from reading the consent applications and Council's decision reports that the resource consent process had no influence on a number of applications that were submitted. It is therefore hard to see what advantage the R3 rules were in the outcome of some consents. For instance, Part Three demonstrated that accessory buildings in the front yard were a predominant reason why consents for new buildings led to a loss of heritage values, however it is not apparent what steps Council took to avoid, remedy or mitigate the adverse impacts of many of these consents. In these cases the question of alternatives arises and what effort was spent in discussing other ways to undertake the desired changes while minimising adverse effects. In contrast, there were a couple of consents where Council's Heritage Advisor had considerable involvement with consent applicants and was able to influence the design of the proposal that resulted in a better outcome.

Another observation is that consent applications often failed to provide sufficient details to allow an accurate assessment of effects, particularly with respect to the plans. The plans included in the applications where the outcomes were visible were evaluated to see how well they provided the

information required by the District Plan (as set out in Appendix 3). Of considerable concern is the number of applications that failed to include existing elevations. In fact, only 27% of relevant applications (18) showed the existing situation and over a third of these (7) lacked detail or omitted important elevations. The remaining 73% of applications (49) where existing elevations would be expected did not include them at all. The usefulness of existing elevations cannot be over-emphasised as they provide the benchmark from which to compare the effects of proposed changes and then the actual results following consent implementation. They are also a record of the buildings' history. It is therefore important that they are sufficiently detailed (i.e. not just simple outlines) to judge just what impact the consent would have if granted. It would also be helpful if applicants included photographs of the building/property as part of the application to clearly show the existing situation.

Three examples of plans submitted to Council and subsequently granted are shown in Appendix 4. The first one is a well drawn set that includes very good existing information, including site plan, landscaping, vehicle parking and access, and floor plans. As well, there are detailed and clear drawings of both the existing building and proposed work. Comparing the current situation with the future one is an easy task with plans of this quality. The plans also provide good information about the materials to be used and other details of relevance to the District Plan's standards. The second example also shows clearly drawn plans with useful information relating to the Plan's standards. However, there are no existing elevations with which to compare the proposed (and substantial) additions and alterations. Further, details such as existing and proposed landscaping and the materials to be used are missing. The third example is not as easy to interpret as the previous ones (bearing in mind the original would be clearer than has been reproduced here). In particular, given the lack of existing elevations and the presence of only one proposed elevation, it is difficult to see what work is to be undertaken and what the effects will be. The information on the plan is also crowded which makes it difficult to follow.

#### **5.4.2 Compliance with Consent Conditions**

Just over a third of the consents where the outcomes were visible had conditions specific to the R3 heritage provisions. The most common one related to materials (for 16 consents) followed by those for the protection of trees and other landscape features (11 consents). Conditions addressing finishes (i.e. colour) and the design of new work were each required for 7 consents. Additionally, a general condition was placed on most of the consents which stated that "*the development shall proceed in general accordance with the plans and description of the activity*". The use of the phrase 'in general accordance' suggests that there is room for the applicants to make minor changes to the final design of the proposal and it is questionable whether this is appropriate for consents relating to built heritage values. If a consent application has been approved on the basis that the plans and description of activity are appropriate then it seems reasonable to expect that it will be fully implemented. Any change of plans would ideally be reassessed by Council's Heritage Advisors to ensure the effects are within the scope of the original consent.

With this in mind, the outcomes of 19 consents differed to some extent from the proposal shown in the approved plans. This ranged from the use of different materials and designs, e.g. on features such as balustrades and gable ends, detailing not being carried out as indicated, changes to fenestration, and consents implementing only some of the approved activities. It was difficult to measure compliance with many of the other consents due to the fact the outcomes could not be

seen. As well, poor quality plans sometimes prevented an accurate comparison of the proposed work to the actual outcomes. Given that the consent conditions allow the proposal to be implemented ‘in general accordance’ with that approved by Council it is possible that these departures are within the scope of the consent. In any event, there was little evidence that compliance monitoring is being undertaken to ensure the consent conditions are being met.

### **5.4.3 Recommendations**

- *Implement the Plan’s assessment criteria more fully:*  
There is room for Council to more diligently implement the assessment criteria for consents and to try and influence the outcomes to a greater degree. In this regard, the combination of stricter activity status and amended assessment criteria suggested above would hopefully enable Council staff to more rigorously assess consent applications and require that proposals comply as fully as practicable with the provisions.
- *Require a higher standard of plans:*  
As discussed, many consent applicants need to provide more detailed plans. Therefore, it is recommended that Council set higher standards in terms of the quality of plans it accepts. To do this, the comprehensive list of matters outlined in the Plan (section 3.10.9) should be required of all consents. It is also suggested that this list be amended to specifically require existing and proposed elevations (i.e. at 3.10.9 (c)(i)).

A Guidance Note, outlining all the matters that need to be included in consent applications under the R3 rules and why they are necessary, would be a useful tool for applicants as they prepare their proposals. It would also benefit Council staff when assessing consent applications for completeness.

- *Undertake compliance monitoring:*  
While there was some evidence on Dataworks that Council had monitored the completion of consents in the R3 zone, this was for a small number only. It is therefore recommended that Council undertake more regular monitoring of consent outcomes to ensure the work is complying with the consent conditions. To this end, it is recommended that Council refrain from using the term ‘in general accordance with approved plans’ in decision reports as it provides for changes to be made without further reassessment.

**APPENDIX 1**  
**Assessment Criteria for the Residential 3 Built Heritage Zone,**  
**North Shore District Plan**

### **16.7.3.1 Additions or Alterations to any Existing Building in the Residential 3 Zone**

- a) The street front facade, side elevations (not rear) and roof planes of houses built before 1930 are important components of heritage character. Any additions and alterations should preserve the essential character with street facade changes generally avoided except for original detail uncovered and sympathetic alterations.
- b) Any proposed alterations and/or additions to houses built before 1930 should retain and reflect design characteristics of the original house (e.g. detailing, materials, finishes, proportions, fenestration) and be in keeping with the architectural and historic form, proportions and style of the building.
- c) The proposal should not adversely affect the contribution a number of buildings make to the character of the area (streetscape group significance).
- d) The materials of additions and alterations to older houses should be sympathetic to the built heritage of the area and the house itself - traditional materials such as corrugated steel sheet, timber shingles, timber horizontal or vertical weatherboards, and timber joinery being considered generally appropriate.
- e) For proposed alterations and/or additions to houses built after 1930 the design and appearance of proposed buildings and structures should be in keeping with that of surrounding residential buildings; and the form, mass, proportion and materials should be compatible with the streetscape, with proposed roof forms sympathetic to the original form of the house or pitched.

### **16.7.3.2 New Buildings and Relocated Buildings within the Residential 3 Zone**

- a) The design and external appearance of proposed buildings and structures should be in keeping with that of surrounding residential buildings and the streetscape.
- b) For new and relocated buildings, the form, mass, proportion and materials should be compatible with the characteristic era of the particular street of the site.
- c) The spaciousness of the siting in relation to the siting of neighbouring buildings should contribute to the character and amenity of the area, particularly ensuring that building siting does not detract from existing facade lines, and that it protects the physical setting of older buildings.
- d) Where the building will be seen in the context of neighbouring houses, proposed roof forms should be sympathetic to the earlier existing roof forms of the area. Flat roofs and mansard types are generally considered inappropriate.
- e) The provision of vehicle access and parking, where required, should complement the character of the neighbourhood.
- f) The proposal should conserve and enhance significant landscape planting, especially mature specimen trees.
- g) The front boundary treatment should be sympathetic to the character of the area and, in particular, include the conservation or reinstatement of fences and hedges, where practicable.

### **16.7.3.3 Demolition or Removal of Existing House in the Residential 3 Zone**

a) Houses to be demolished or removed should have been constructed after 1930, as earlier houses are generally considered to contribute strongly to the heritage character of the Residential 3 areas.

b) Relocating within the same community as the original site will be considered favourably, as this offers some opportunity for the retention of local heritage.

c) Houses to be demolished or removed, where constructed prior to 1930, should be in such poor structural or physical condition, or so substantially altered, that restoration is not practicable.

d) Regard will be had to any evidence presented by the owner as to the consequences of the demolition or removal consent process, or other compelling reasons indicating why the work is necessary.

e) General protection of older houses afforded by the Residential 3 zone provisions is less important than the particular provisions of [Section 11: Cultural Heritage](#). However, the older houses are valued for their townscape, streetscape and architectural contributions to the character of the area and effects on those will be assessed.

f) Before demolition or removal is approved, the extent of any Council commitment to financial assistance or Heritage Orders must be ascertained.

g) Demolition or removal, to be granted consent, should generally not have any significant adverse effect on major landscape features such as mature specimen trees.

h) The extent to which the adverse effects on neighbourhood and streetscape character, of the loss of a building, have been mitigated by actively pursuing re-use options; and

i) The extent to which the appearance of the house contributes to the character and amenity of the area.

**APPENDIX 2**  
**Monitoring Forms for Assessing Consent Outcomes in the Residential**  
**3 Built Heritage Zone**

**OUTCOMES FROM RESOURCE CONSENTS: RESIDENTIAL 3 ZONE**

Property number:	LUC number:				
Name of heritage assessor: Ann McEwan	Date of assessment:				
House constructed (i) pre-1930 or (ii) post-1930? (circle)					
<b>Additions or Alterations to Any Existing Building in the Residential 3 Zone (Rule 16.7.3.1)</b>					
<b>District plan Assessment Criteria</b>	<b>Outcomes</b>				
	<b>Yes</b>	<b>No</b>	<b>In Part</b>	<b>Can't Tell</b>	<b>N/A</b>
<b><u>Criterion A</u></b>	<b>a)</b>				
a) Were changes to the street-front façade avoided?					
b) Do additions & alterations preserve the essential character of the:	<b>b)(i)</b>				
(i) street-front façade?					
(ii) side elevations (not rear)?	<b>b)(ii)</b>				
(iii) roof planes of houses built before 1930?					
(NB: any additions & alterations should preserve the essential character with street facade changes generally avoided except for original detail uncovered & sympathetic alterations)	<b>b)(iii)</b>				
<b><u>Criterion B</u></b>	<b>c)(i)</b>				
c) Do alterations &/or additions to houses built before 1930 retain & reflect design characteristics of the original house:	<b>c)(ii)</b>				
(i) Detailing?					
(ii) Materials?	<b>c)(iii)</b>				
(iii) Finishes?					
(iv) Proportions?	<b>c)(iv)</b>				
(v) Fenestration?					
(vi) Other _____	<b>c)(v)</b>				
	<b>c)(vi)</b>				
d) Are the additions &/or alterations in keeping with the building's:	<b>d)(i)</b>				
(i) Architectural form?					
(ii) Historic form?	<b>d)(ii)</b>				
(iii) Proportions?					

(vi) Style?	d)(iii)				
	d)(vi)				
<b>Additions or Alterations to Any Existing Building in the Residential 3 Zone (Rule 16.7.3.1)</b>					
<b>District plan Assessment Criteria</b>	<b>Outcomes</b>				
	<b>Yes</b>	<b>No</b>	<b>In Part</b>	<b>Can't Tell</b>	<b>N/A</b>
<b>Criterion C</b> e) Do the additions & alterations adversely affect the contribution a number of buildings make to the character of the area (streetscape group significance)?	e)				
<b>Criterion D</b> f) Are the materials of additions & alterations to older houses sympathetic to: (i) The built heritage of the area? (ii) The house itself?  (NB: traditional materials such as corrugated steel sheet, timber shingles, timber horizontal or vertical weatherboards, & timber joinery are generally considered appropriate)	f)(i)				
	f)(ii)				
<b>Criterion E</b> g) Is the design & appearance of alterations &/or additions to houses built after 1930 in keeping with surrounding residential buildings?  h) Are additions &/or alterations to houses built after 1930 compatible with the streetscape, in terms of: (i) Form (ii) Mass (iii) Proportion (iv) Materials  i) Are roof forms sympathetic to the original form of the house or pitched?	g)				
	h)(i)				
	h)(ii)				
	h)(iii)				
	h)(iv)				
	i)				
Has there been a loss of heritage values as a result of the consented activity?					
Overall outcome					

Comments

**OUTCOMES FROM RESOURCE CONSENTS: RESIDENTIAL 3A ZONE**

Property number:	LUC number:				
Name of heritage assessor:	Date of assessment:				
House constructed (i) pre-1930 or (ii) post-1930? (circle)					
<b>New Buildings &amp; Relocated Buildings Within the Residential 3 Zone (Rule 16.7.3.2)</b>					
<b>District Plan Assessment Criteria</b>	<b>Outcomes</b>				
	<b>Yes</b>	<b>No</b>	<b>In Part</b>	<b>Can't Tell</b>	<b>N/A</b>
<b><u>Criterion A</u></b> a) Is the design & external appearance of new buildings & structures in keeping with that of surrounding residential buildings & the streetscape?	a)				
<b><u>Criterion B</u></b> b) Are new & relocated buildings compatible with the characteristic era of the particular street of the site, in terms of : (i) Form? (ii) Mass? (iii) Proportion? (iv) Materials?	b)(i)				
	b)(ii)				
	b)(iii)				
	b)(iv)				
<b><u>Criterion C</u></b> c) Does the spaciousness of the siting in relation to the siting of neighbouring buildings contribute to the character & amenity of the area, by: (i) Ensuring that building siting does not detract from existing facade lines? (ii) Protecting the physical setting of older buildings?	c)(i)				
	c)(ii)				
<b><u>Criterion D</u></b> d) Where the building will be seen in the context of neighbouring houses, are roof forms sympathetic to the earlier existing roof forms of the area?  (NB: flat roofs & mansard types are generally considered inappropriate)	d)				
<b><u>Criterion E</u></b> e) Does the provision of vehicle access & parking, (where required) complement the character of the neighbourhood?	e)				
<b><u>Criterion F</u></b> f) Has significant landscape planting, especially mature specimen trees, been conserved & enhance?	f)				
<b><u>Criterion G</u></b> g) Is the front boundary treatment sympathetic to the	g)				

character of the area?  (NB: in particular, by including the conservation or reinstatement of fences & hedges, where practicable)					
<b>New Buildings &amp; Relocated Buildings Within the Residential 3 Zone (Rule 16.7.3.2)</b>					
	<b>Outcomes</b>				
	<b>Yes</b>	<b>No</b>	<b>In Part</b>	<b>Can't Tell</b>	<b>N/A</b>
Has there been a loss of heritage values as a result of the consented activity?					
Overall outcome  <div style="text-align: center;">  </div>					
Comments					

**OUTCOMES FROM RESOURCE CONSENTS: RESIDENTIAL 3 ZONE**

Property number:	LUC number:				
Name of heritage assessor: Ann McEwan	Date of assessment:				
<b>Demolition or Removal of Existing House in the Residential 3 Zone (Rule 16.7.3.3)</b>					
District Plan Assessment Criteria	Outcomes				
	Yes	No	In Part	Can't Tell	N/A
<p><b><u>Criterion A</u></b>  a) Was the house that was demolished or removed constructed after 1930?</p> <p>(NB: earlier houses are generally considered to contribute strongly to the heritage character of the Residential 3 areas)</p>	a)				
<p><b><u>Criterion B</u></b>  b) Was the house relocated within the same community as the original site?</p>	(b)				
<p><b><u>Criterion C</u></b>  c) For houses constructed prior to 1930 was restoration not practicable because:  (i) It was in such poor structural or physical condition?  (ii) Substantially altered</p>	c)(i)				
	c)(ii)				
<p><b><u>Criterion D</u></b>  d) Was evidence presented by the owner as to the consequences of the demolition or removal consent process, or other compelling reasons indicating why the work is necessary?</p>	d)				
<p><b><u>Criterion E</u></b>  e) Were the effects on the townscape, streetscape and architectural contributions of older houses to the character of the area adequately assessed prior to their demolition or removal?</p>	e)				
<p><b><u>Criterion F</u></b>  f) Before demolition or removal was approved, was the extent of any Council commitment to financial assistance or Heritage Orders ascertained?</p>	f)				
<p><b><u>Criterion G</u></b>  g) Did demolition or removal have any significant adverse effect on major landscape features such as mature specimen trees?</p>	g)				
<p><b><u>Criterion H</u></b></p>	h)				

h) Were re-use options actively pursued as a means of mitigating adverse effects on neighbourhood and streetscape character, of the loss of the building?					
<b>Demolition or Removal of Existing House in the Residential 3 Zone (Rule 16.7.3.3)</b>					
<b>Criterion I</b> i) Did the appearance of the demolished or removed house contribute to the character and amenity of the area?	i)				
	<b>Outcomes</b>				
Has there been a loss of heritage values as a result of the consented activity?	<b>Yes</b>	<b>No</b>	<b>In Part</b>	<b>Can't Tell</b>	<b>N/A</b>
Overall outcome					
Comments					

**APPENDIX 3**  
**Requirements for Resource Consent Plans,**  
**North Shore District plan**

### **3.10.9 Plans**

Any application for resource consent shall be accompanied by three sets of drawings illustrating the proposal, two being at A3 size and one at A4 size. The drawings shall include the information depicted below as appropriate.

#### **a) General**

- i) Clear and legible details of the proposed work at an appropriate metric scale, with the scale and north point identified.
- ii) The name of the owner, applicant (if different from the owner), legal description, street address and location of the site.

#### **b) Site**

- i) All legal boundaries of the property including all property dimensions and the area of the site.
- ii) All right-of-way and utility service easements applying over the site or appurtenant to the site, with dimensions.
- iii) Any relevant drainage information.
- iv) The location, dimensions, and use of existing buildings and proposed buildings, additions, alterations or other such work with dimensions from boundaries.
- v) Contours and ground levels in relation to the Department of Survey and Land-Information datum, in sufficient detail to enable assessment of compliance with building height, building height to boundary and vehicle access gradient requirements.
- vi) Ground floor levels of all proposed buildings expressed in terms of the Department of Survey and Land Information datum (mean sea level) if available or in relation to a permanent datum established on site.
- vii) The extent of earthworks, including filling and excavation, dimensioned horizontally and vertically.
- viii) The existing and proposed location of parking and loading spaces, vehicle and pedestrian access and manoeuvring areas and proposed traffic circulation within the site.
- ix) The locations and dimensions of any landscape features, trees (including the areas occupied by their drip-line), and buildings that are protected in the District Plan or archaeological sites and measures for the retention of these items.
- x) For multiple residential units, a Delineated Area Plan which defines the location and dimensions of building platform and parking, outdoor living and service areas and common areas.

#### **c) Elevations and Sections at a Scale Not Less Than 1:100**

- i) External appearance of buildings, including doors and windows, with dimensions.
- ii) Relative height of new buildings fixed in terms of the datum.
- iii) Maximum permitted height and height in relation to boundary marked on separate sections showing the worst case scenario and, as may be necessary, to illustrate compliance or degree of non-compliance.
- iv) Original ground levels at the foundations of a building and along boundaries at one metre intervals in relation to the datum used.

#### **d) Floor Plans**

- i) Room layout of each and every floor of all buildings, whether existing or proposed.
- ii) The present or proposed future use to which all, or any part of these buildings is to be put. Where several floors are of the same area and use, a standard floor plan may be shown.

**APPENDIX 4**  
**Three Examples of Resource Consent Plans**

## **EXAMPLE ONE**

## **EXAMPLE TWO**

## **EXAMPLE THREE**