

Planning for Growth

District Plan Review

Central Area

Monitoring Report

Tō tātou taone
mō Apōpō

**E rautaki
ana mātou**

Our City
Tomorrow

**Planning
for Growth**

Absolutely Positively
Wellington City Council

Me Heke Ki Pōneke

Document Information

December 2019

Contents

| | |
|--|----|
| 1. Executive Summary | 4 |
| 2. Purpose of this report..... | 5 |
| 3. Background..... | 5 |
| 4. Methodology | 6 |
| 5. Data Analysis..... | 6 |
| 5.1 The majority of consents were for discretionary activities..... | 7 |
| 5.2 Nearly all consents were non-notified | 7 |
| 5.3 Over half of the Central Area consents were in Te Aro | 8 |
| 5.4 Cuba Street and Lambton Quay had the highest number of consents..... | 8 |
| 5.5 80% of consents were not close to the boundary of the Central Area..... | 9 |
| 5.6 Heritage, areas, precincts, hazards, verandahs & display windows are most common notations..... | 11 |
| 5.7 The majority of consents were for additions & alterations to existing buildings..... | 14 |
| 5.8 Additions & alterations span a variety of activities..... | 15 |
| 5.9 Rules relating to Central Area buildings are the most commonly triggered..... | 16 |
| 6. Apartment analysis | 17 |
| 6.1 Nearly one third of the developments included dual key apartments (one bedroom and one studio) | 18 |
| 6.2 Three quarters of apartments were studios or single bedrooms..... | 18 |
| 6.3 Studio apartments were generally less than 30m ² | 18 |
| 6.4 Half the apartments had only a single aspect..... | 18 |
| 6.5 Most apartments don't have private outdoor living space | 19 |
| 6.6 Private outdoor living spaces are nearly always less than 10m ² facing north, east or west | 19 |
| 7. Height and mass analysis | 19 |
| 7.1 Over half of height breaches were for exceedances over 30%..... | 19 |
| 7.2 60% of mass breaches were over 90% | 19 |
| 7.3 Half of the height breaches were in Te Aro | 20 |
| 7.4 Half the mass breaches were in Te Aro | 20 |
| 8. Conclusions | 21 |
| Appendices | 23 |

1. Executive Summary

A total of 408 consents were analysed for the period October 2013 to July 2019. Of these decisions were unable to be found for four consents, leaving 404 consents in the dataset.

Overall the data showed:

- The majority of consents were for discretionary activities;
- Over 99% of consents were non-notified;
- Over half of the consents were in Te Aro;
- Cuba Street and Lambton Quay had the highest number of consents by street;
- Over 80% of consents were not close to the boundary of the Central Area;
- Heritage, areas, precincts, hazards, verandahs & display windows are the most common notations;
- 45% of consents were for additions & alterations to existing buildings;
- Additions & alterations span a variety of activities;
- Central Area Building rules were the most commonly triggered rules, and were triggered in 67% of consents.

In relation to apartments (33 of the 386 consents):

- Nearly one third of developments were for dual key apartments;
- Three quarters of apartments were studios or single bedrooms;
- Studio apartments were generally less than 30m²;
- Half of the apartments had only a single aspect;
- Most apartments don't have private outdoor space (66%);
- For those that do, this space usually less than 10m², but won't face south.

In relation to height and mass breaches (21 of the 286 consents):

- One quarter of these consents breached both height and mass rules;

- Over half of height breaches were for a breach between 30 and 35%;
- Nearly two thirds of mass breaches were for buildings which were over 90% of the total site volume;
- Nearly half of the height breaches were for consents in Te Aro; and
- Half of the mass breaches were also in Te Aro.

2. Purpose of this report

Wellington City Council is planning for substantial growth in the next 30 years. We are currently undertaking a review of our Urban Growth Plan and the District Plan in order to provide for this future growth as part of the Planning for Growth programme of work.

This report presents the findings of a review of resource data in relation to the Central Area of the Operative Wellington City District Plan. This monitoring data provides the Council with information in order to assess the how the existing District Plan provisions are being implemented and how well they are achieving the intended outcomes.

A review of resource consent data from October 2013 to July 2019 has been undertaken.

3. Background

The Central Area is the commercial heart of Wellington City and the region, and also the nation's seat of government. It is a vibrant mix of inner city living, entertainment, and commercial activity. It attracts arts, cultural and recreational events of local, national and international repute.

The harbour and surrounding hills provide a vivid natural setting that shapes the Central Area's urban form. It extends from the railway corridor at the Kaiwharawhara reclamation, along the operational port and waterfront to the Basin Reserve, and is bounded generally by Kent Terrace to the east, Webb and Buckle Streets to the south, and the line of the existing motorway to the west. High rise development is concentrated within the downtown area between Parliament and the Civic Centre.

Major infrastructure and facilities that contribute to the city's economic base are located within the Central Area. Its situation at the heart of a port city and at the end of the main trunk railway line makes the Central Area a strategic transport hub. It is also home to many important institutions – including the National Museum of New Zealand Te Papa Tongarewa, the Wellington Regional Stadium, and leading tertiary institutions – that attract people to the city and add to its lively bustle.

Several unique neighbourhoods and precincts crucial to the Central Area's cultural heritage and sense of place are identified in the Plan as heritage and character areas. Rules and design

guidance are included to help to maintain and enhance the character of these special neighbourhoods.

4. Methodology

An analysis of resource consent data from October 2013 to July 2019 was undertaken.

The data was analysed and the following noted:

- What the main purpose of the resource consent application was;
- The activity class and notification;
- Notations on the district plan in relation to the site;
- The rules triggered.

Additional analysis was undertaken for those consents where it was indicated that residential dwellings were being created. The number, type and size was noted along with private outdoor living space, and how many of the apartments were single aspect.

Additional analysis was also undertaken for those consents where the height or mass rule was breached. The height and mass exceedance were noted.

This report outlines the analysis of the above data.

5. Data Analysis

A total of 408 consents were analysed for the period October 2013 to July 2019. Of these decisions were unable to be found for four consents, leaving 404 consents in the dataset.

5.1 The majority of consents were for discretionary activities

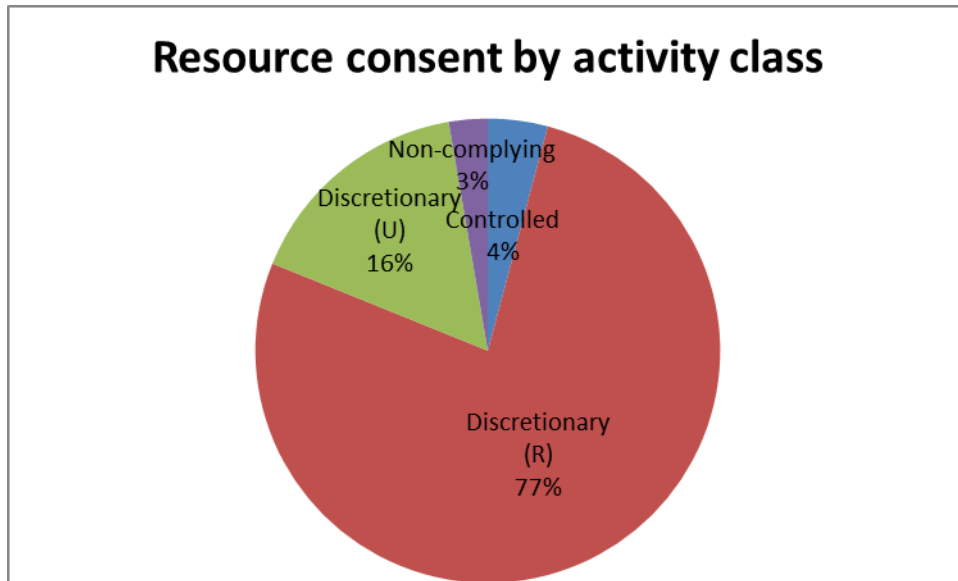


Figure 1: Resource consents by activity class

Of the 404 consents, 311 were for discretionary restricted activities and 66 were for discretionary unrestricted activities. There were only 17 consents for controlled activities and 10 for non-complying activities.

5.2 Nearly all consents were non-notified

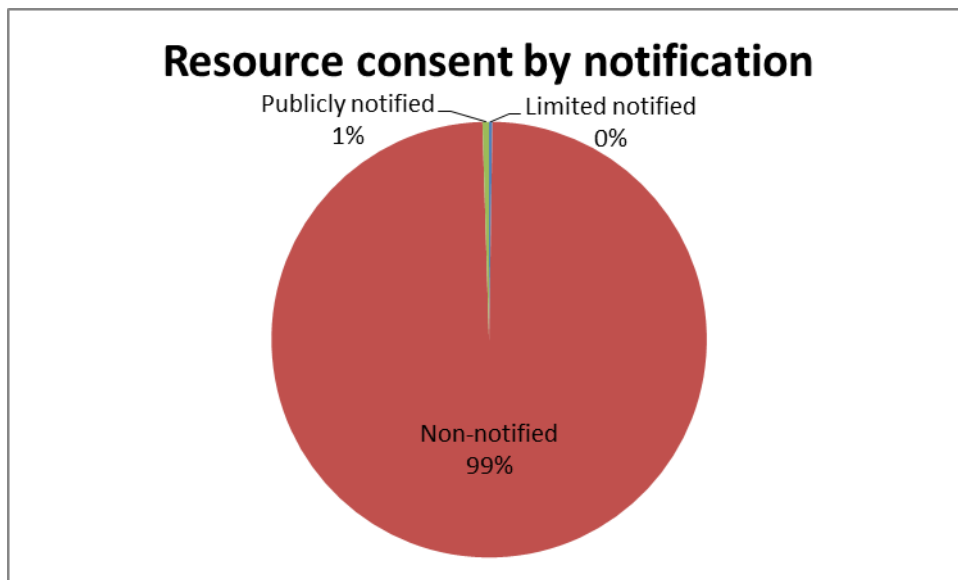


Figure 2: Resource consents by notification

Over 99% of the consents were non-notified (401 consents). Only one consent was limited notified and a further two were publicly notified.

5.3 Over half of the Central Area consents were in Te Aro

54% (218) of consents in the Central Area were in Te Aro - to the south of the central city. 23% (96) of consents in the Central Area were in Wellington Central and a further 11% (45) were in Pipitea.

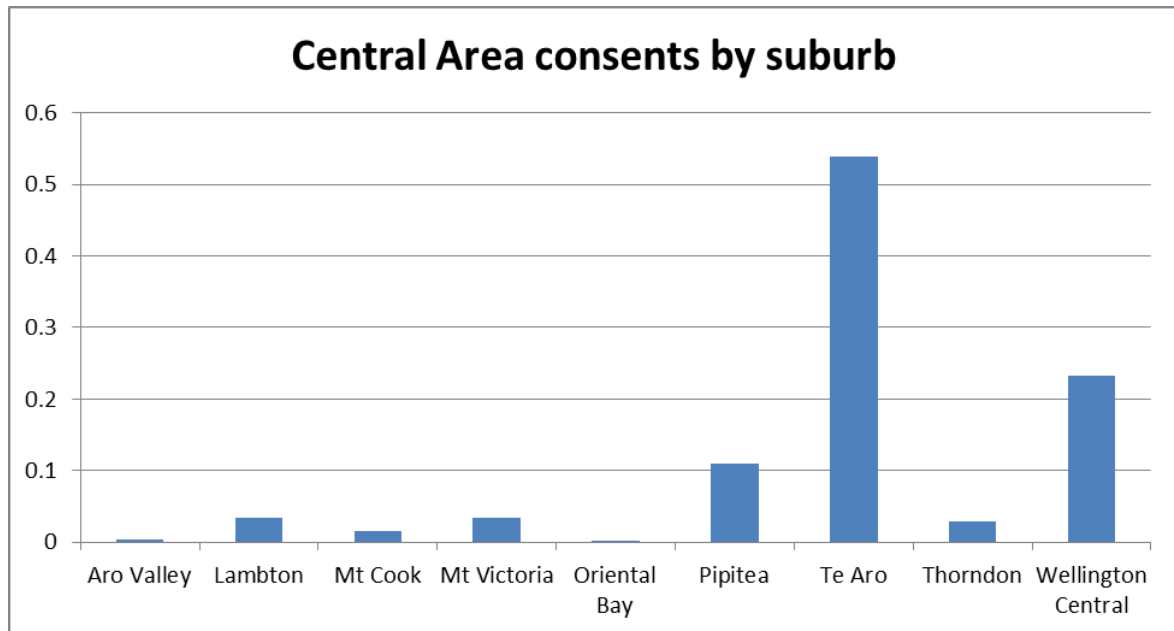


Figure 3: Number of consents in each Central Area suburb

5.4 Cuba Street and Lambton Quay had the highest number of consents

When looking at the consents by street, no street had more than 8% of the total consents and the majority had less than 2%. Cuba Street had the highest number of consents for any street with 30 consents, 8% of the total. Lambton Quay was the next highest with 27 consents (6% of the total).

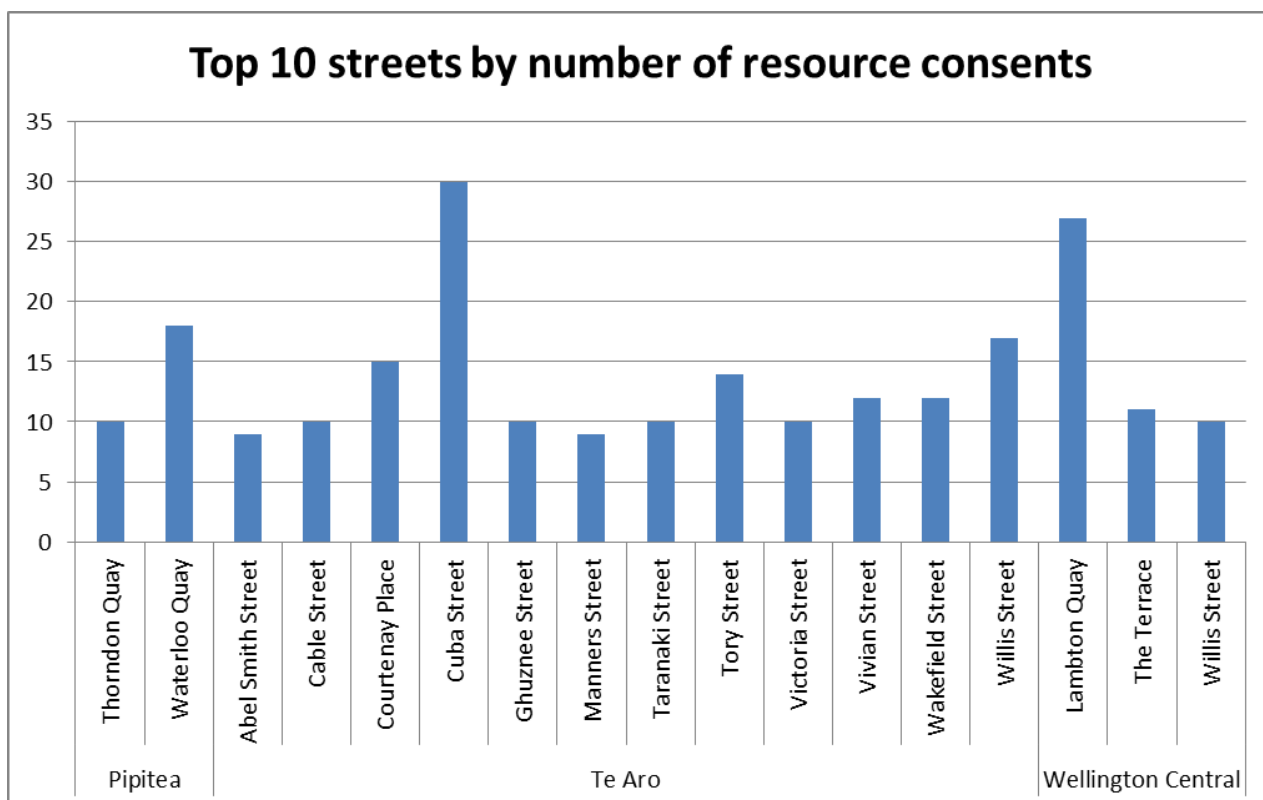


Figure 4: Top 10 streets by number of resources consents

5.5 80% of consents were not close to the boundary of the Central Area

The following addresses were identified as being close to the boundary of the Central Area.

| Northern Boundary: | Southern Boundary: | Eastern Boundary: | Western Boundary: |
|---------------------------|-------------------------|-------------------------|----------------------|
| 4a-286 Thorndon Quay | Webb Street | Hania Street | Bolton Street |
| Murphy Street | 1-63 Hopper Street | 11-35 Pirie Street | Aurora Terrace |
| 113-133 Molesworth Street | Torrens Terrace | Home Street | The Terrace |
| Guilford Terrace | 224-302 Taranaki Street | 1-16 Elizabeth Street | Roseneath Lane |
| 99-81 Hill Street | Buckle Street | 1-5 Edge Hill | Boulcott Street |
| Halswell Street | 1-43 Tasman Street | Kent Terrace | Gilmer Terrace |
| Turnbull Street | 2-48 Sussex Street | 2-8 Lipman Street | Church Terrace |
| | 1-19 Ellice Street | 1-37 Majoribanks Street | 90-306 Willis Street |
| | | 2-6 Roxburgh Street | |

81% of consents were not close to the boundary of the Central Area. The Western boundary was the boundary experiencing the greatest level of new development with 10% (42) of consents occurring within this zone.

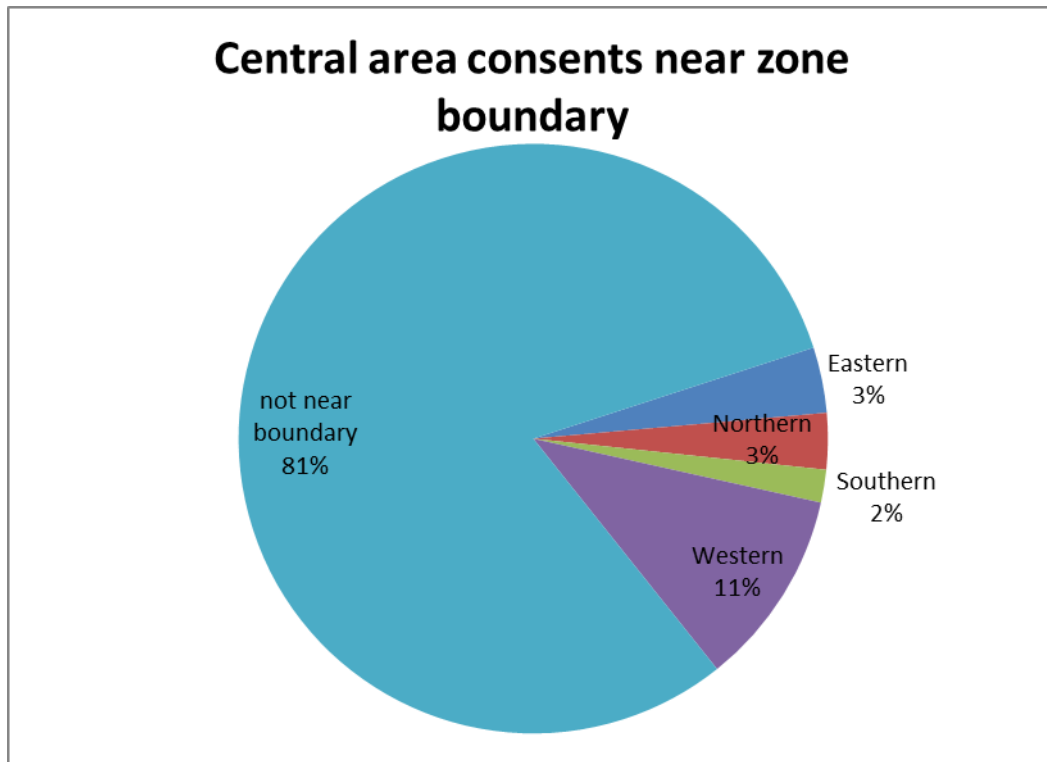


Figure 5: Number of consents near zone boundary

Just over half (23, 55%) of the 42 consents near the Western boundary were for additions & alterations. 31% (13) of these were for minor additions & alterations, and a further 24% (10) were for works including seismic strengthening.

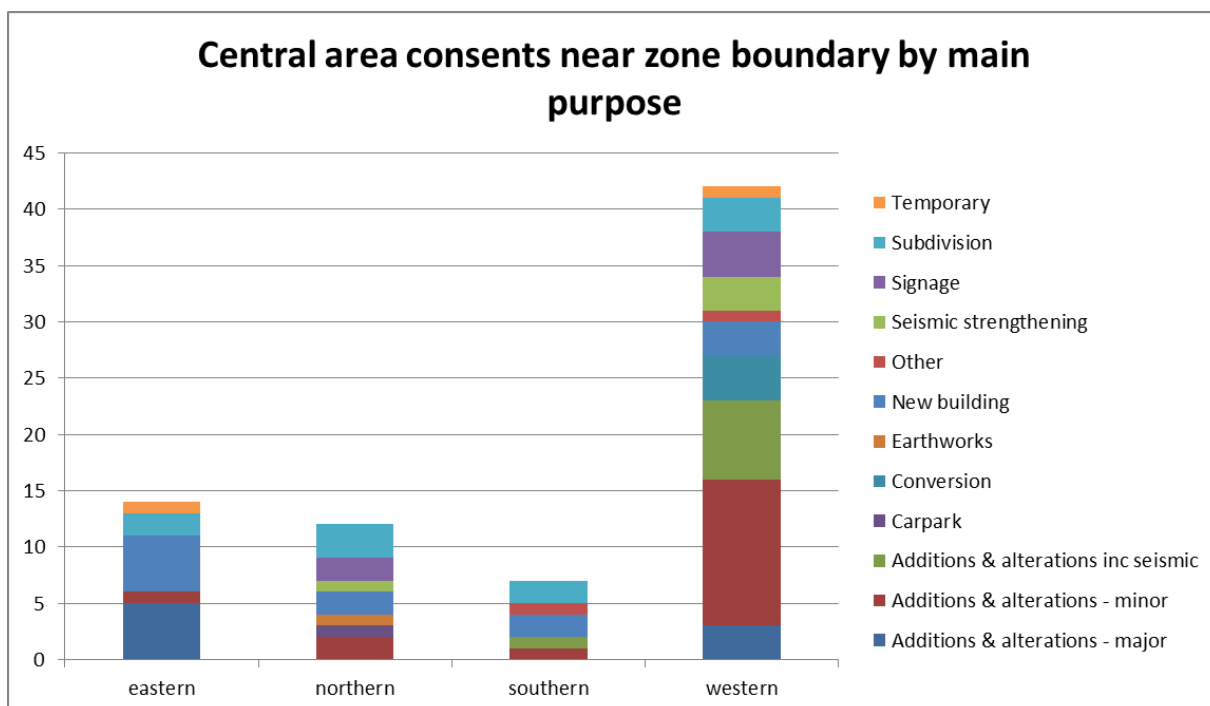


Figure 6: Number of central area consents near zone boundary by main purpose

5.6 Heritage, areas, precincts, hazards, verandahs & display windows are most common notations

District Plan notations are recorded on the decision reports. These notations were then grouped by category. There can be more than one notation per consent. A notation on the District Plan did not necessarily mean that the equivalent rule was triggered.

| Category | Contains |
|-----------------------------|--|
| Heritage, areas & precincts | Heritage buildings, trees & objects Heritage areas – BNZ, Civic Centre, Courtenay Place, Cuba Street, Post Office Square, Stout Street, St Johns Church Kai Upoku Cliff, Te Aro Kainga, Owhariu Thorndon track Precincts – North Kumutoto, Parliamentary, Pipitea, port redevelopment Other areas – Lambton Harbour, Courtenay Place, Railway, operational port, Waitangi Lagoon, Cable Car route, Coastal Marine Area, regional coastal plan, Mt Victoria |
| Hazard | Ground shaking, faultline, flooding |
| Verandahs & display windows | Verandahs required Verandahs & display windows required |

| Category | Contains |
|------------------------------|--|
| Roads | Golden mile, State Highway, arterial road, principal road, collector road Te Aro Corridor, H2 designation |
| Height controls | Low city, high city, specified maximum height limits |
| Vehicle access is restricted | Frontages where vehicle access is restricted |
| Viewshaft | Viewshafts and Panoramic view |
| Other | Port noise, contaminated land, HAIL site, sunlight protection area, adjacent to stream |

Heritage, areas and precincts were the most common District Plan notations with 224 mentions (55% of consents). Heritage buildings were referred to in 147 or 36% of consents and heritage areas were referred to in 82 (20%) consents).

Hazards were noted in 198 consents (49%) with ground shaking being mentioned in all but two of these instances.

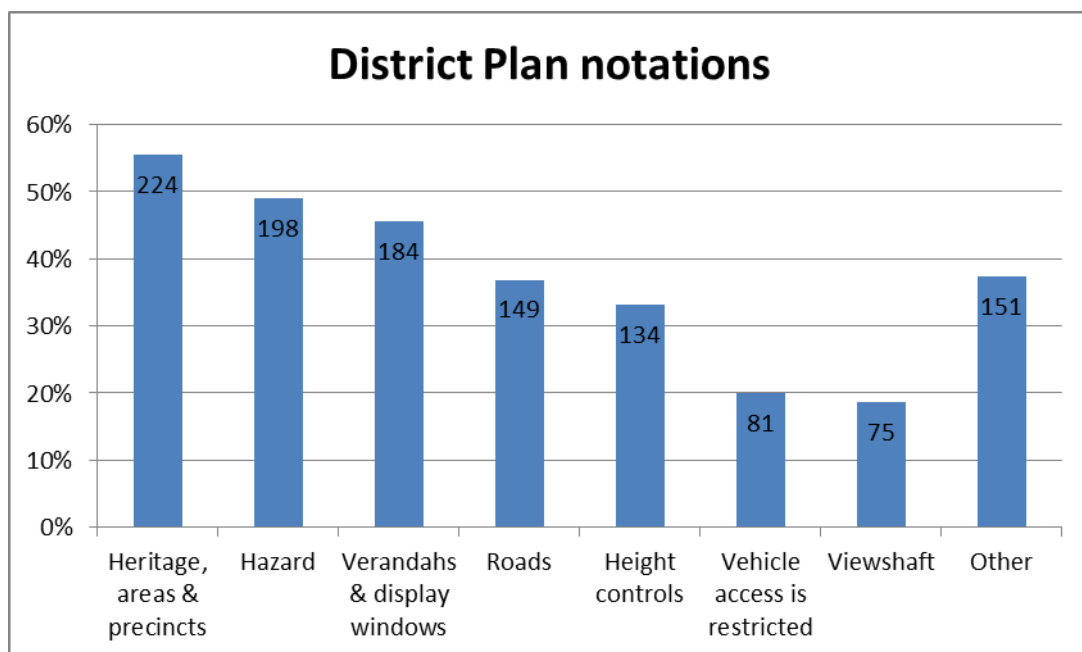


Figure 7: District Plan notations by category

Of the height control references, 53% refer to the low city area and 34% refer to the high city area.

37% of consents refer to the road hierarchy. The Golden Mile is the most frequently mentioned (42, 10% of consents), followed by Principal Roads (40, 10% of consents).

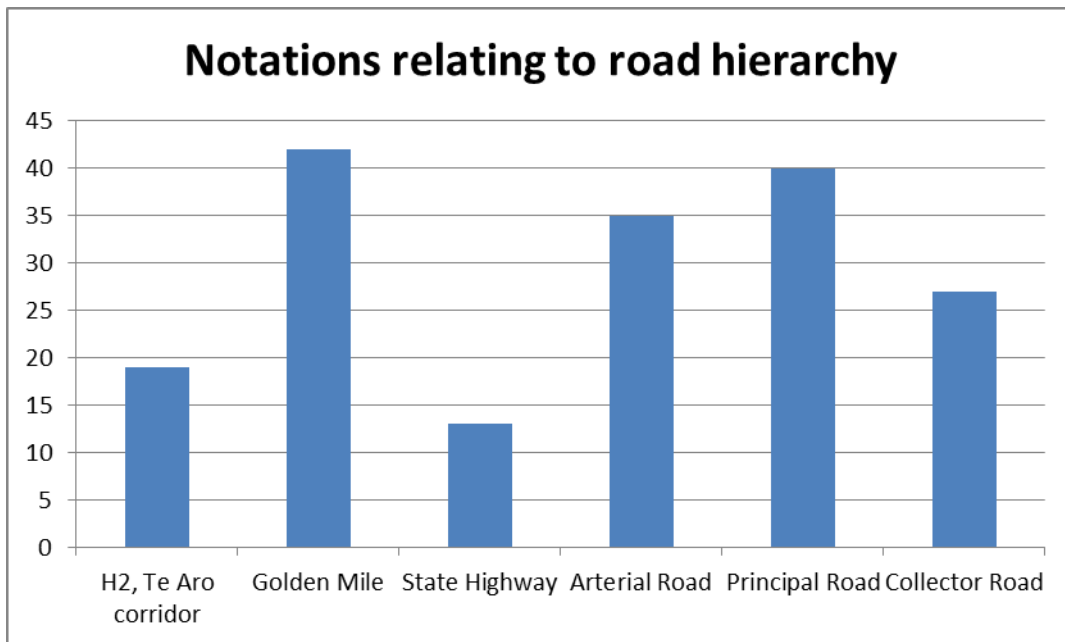


Figure 8: Number of consents with notations relating to road hierarchy

There were 77 decision reports which noted viewshafts. 22 of these noted more than one viewshaft bringing the total to 100 viewshaft notations.

Viewshaft 21 was the most commonly noted viewshaft with 11% of the mentions. Viewshafts 3 and 20 were not mentioned in any of the consents reviewed.

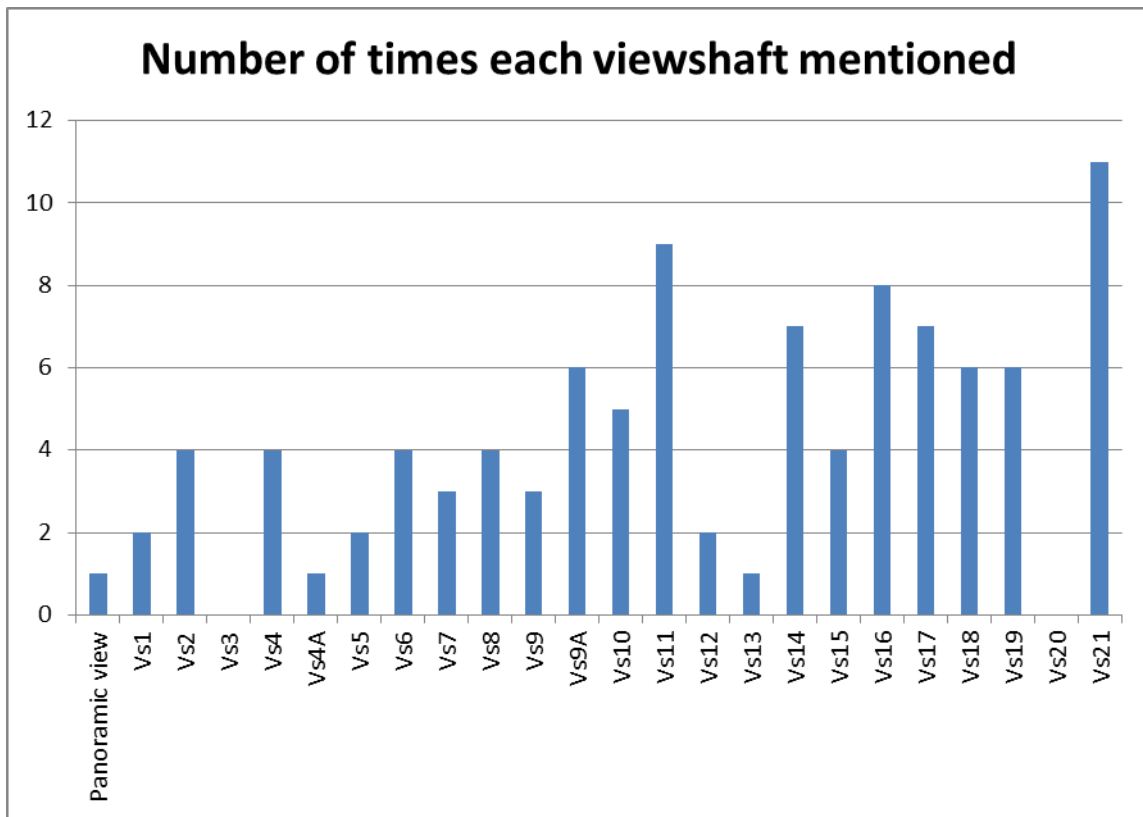


Figure 9: Number of times each viewshaft mentioned in consent decision reports

5.7 The majority of consents were for additions & alterations to existing buildings

The resource consent applications were categorised by main purpose. 185 consents (46%) were for additions and alterations to existing buildings. These were further subdivided into major, minor and alterations including seismic strengthening. 25% of consents were minor additions & alterations, and 15% were major additions & alterations.

Signage was the next largest category (47 consents, 12%) followed by new buildings (37 consents, 9%).

42 consents in total included seismic strengthening (seismic strengthening or additions & alterations including seismic)

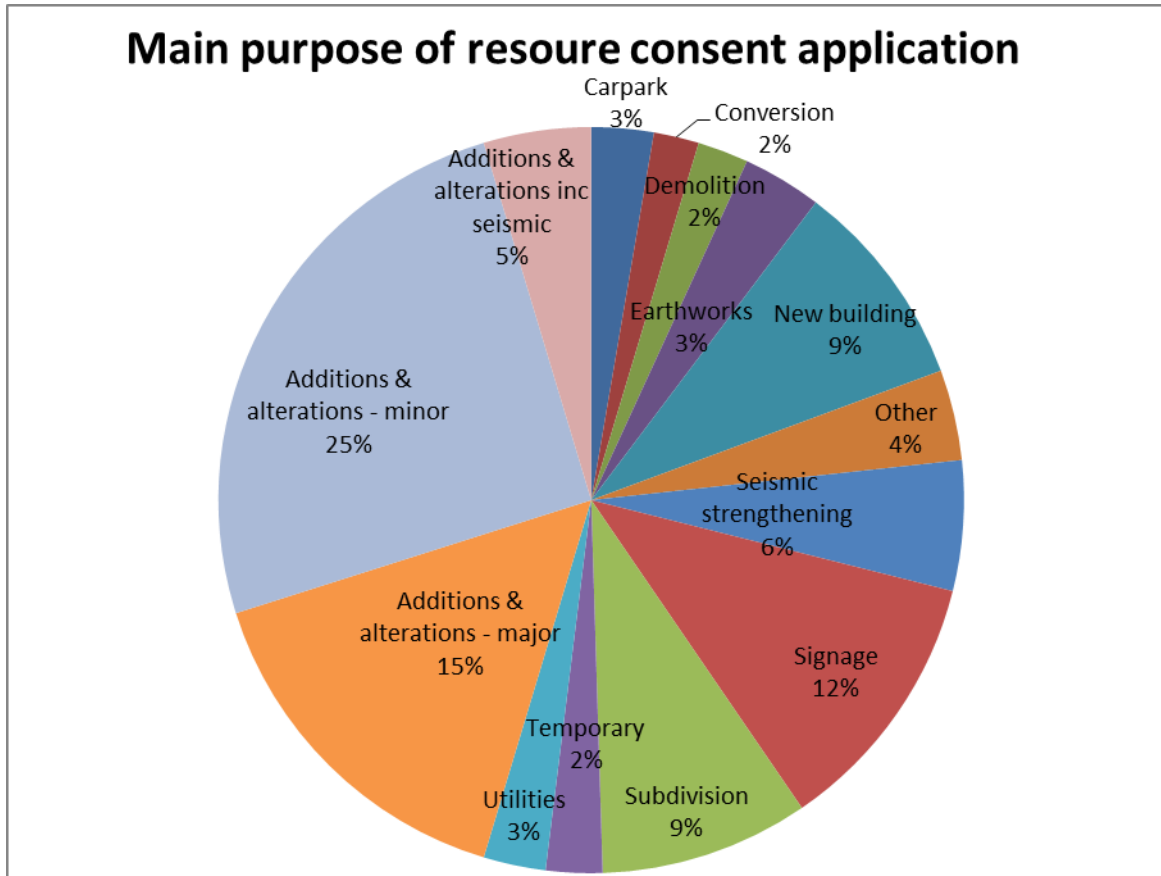


Figure 10: Main purpose of resource consent application

5.8 Additions & alterations span a variety of activities

Those consents where additions and alterations were considered the main purpose (201 consents) were further categorised by secondary purpose. The secondary purposes were spread around a variety of activities as illustrated below.

Alterations involving windows, flashing and cladding were the most common – 41 consents (20%), followed by alterations to accommodate fitouts (33, 16%) and alteration which had an element of seismic strengthening (29, 14%).

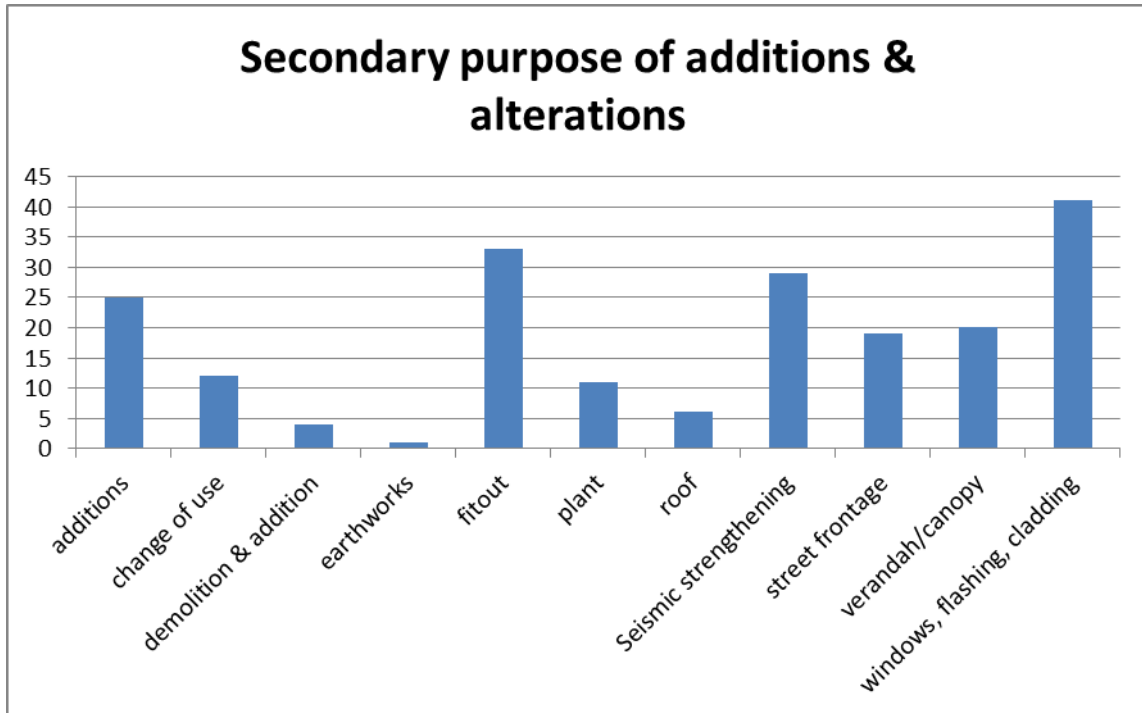


Figure 11: Consents with main purpose additions & alterations further categorised

5.9 *Rules relating to Central Area buildings are the most commonly triggered*

The Central Area building rules were triggered in 62% (254) consents. Heritage rules were triggered in 118 cases (29%).

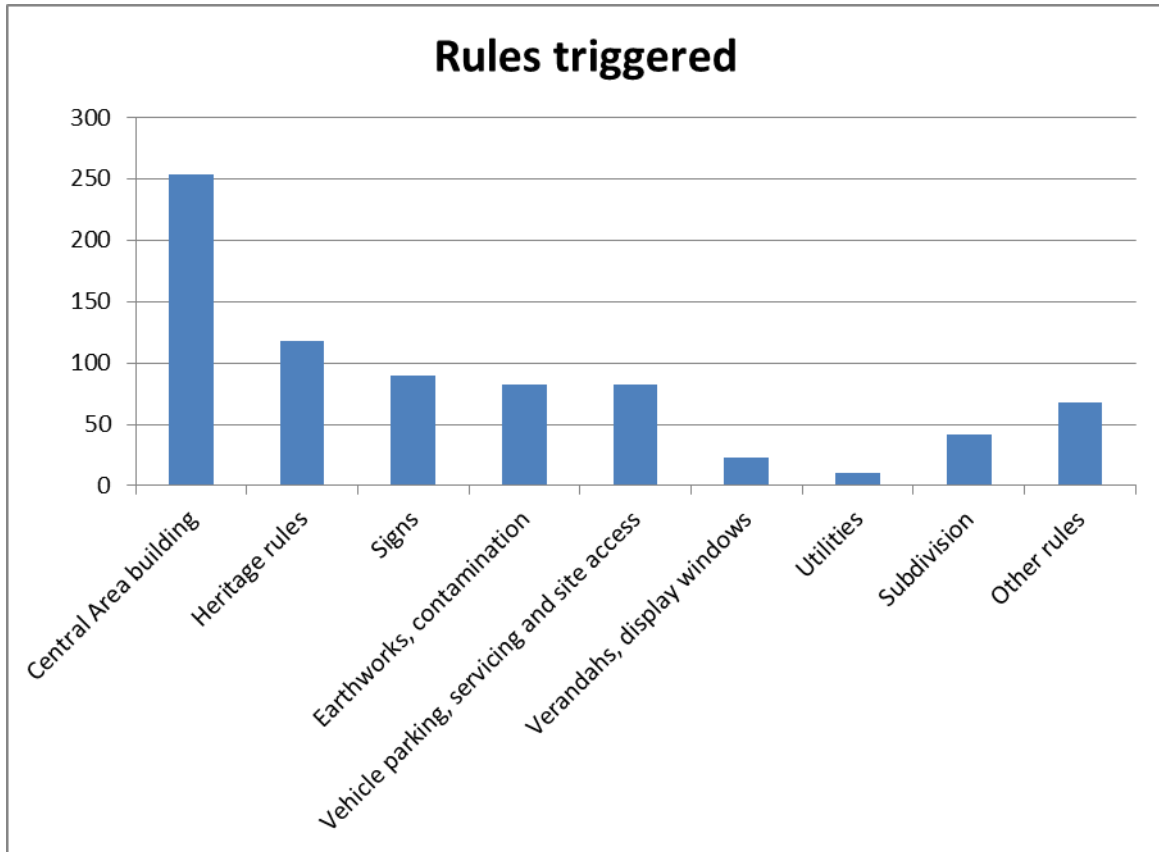


Figure 12: Number of consents triggering rules

For the triggers of the Central Area building rules, 207 were for additions and alterations, 39 were for new buildings, 2 were for conversions, 2 were for new legal roads and 4 were for temporary structures.

For the triggers of heritage rules, 101 were in relation to heritage buildings, 27 related to heritage areas, and two referenced heritage objects. (Note that 12 consents mentioned heritage buildings and heritage areas).

There were 91 consents triggering signage rules. 46 were in relation to signs on heritage buildings, 22 were in relation to the size of the sign, 6 were in relation to the sign not being on a plain wall or obscuring a window.

There were 43 consents triggering subdivision rules. Of these, 13 were related to fee simple subdivisions, 27 were related to unit title subdivisions and 4 related to boundary adjustments.

6. Apartment analysis

40 of the consents were for the development of apartments. These consents were analysed to review apartment type, number of rooms, approximate size, aspect and private outdoor living space.

6.1 Nearly one third of the developments included dual key apartments (one bedroom and one studio)

Of the 40 consents, 12 contained some or all dual key apartments.

The majority of these dual key apartments were made up of a one bedroom apartment and a studio apartment. One development contained triple key apartments which were made up of three studio apartments, another contained dual key apartments made up of a two bedroom apartment plus a one bedroom apartment and one further contained dual key apartments made up of two single bedroom apartments.

6.2 Three quarters of apartments were studios or single bedrooms

When dual/triple key apartments were considered as separate apartments (eg, two/three apartments rather than one), 40% of the apartments developed were studio apartments (736 of 1,541) and a further 34% (624) were one bedroom.

Less than 3% of apartments had three bedrooms or more.

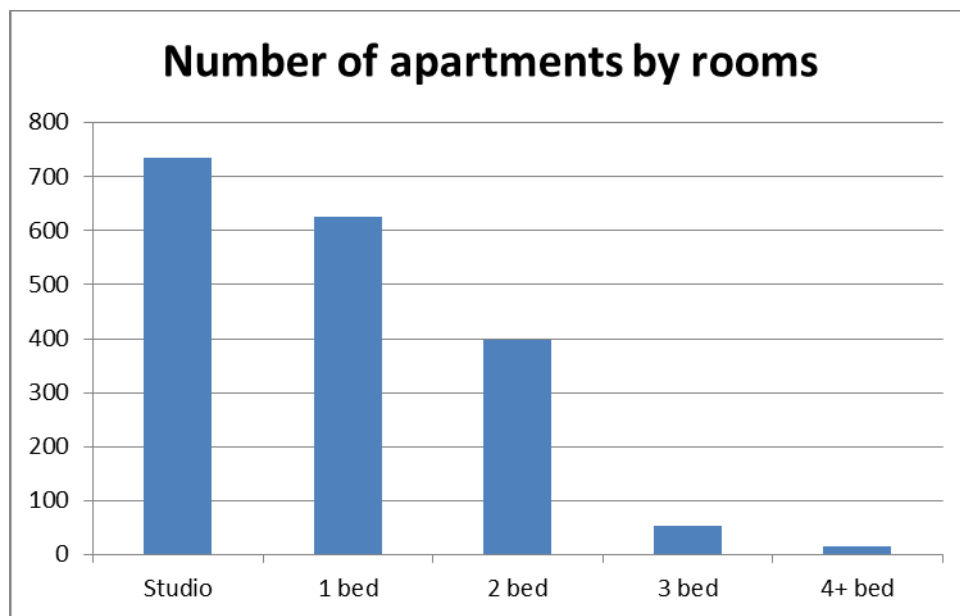


Figure 13: Number of apartments developed by number of bedrooms in each

6.3 Studio apartments were generally less than 30m²

Most studio apartments were less than 30m² and some were as small as 17m². One bedroom apartments were larger, generally between 40m² and 50m².

6.4 Half the apartments had only a single aspect

Of the 1,828 apartments, 1,067 were single aspect apartments – 58%.

6.5 Most apartments don't have private outdoor living space

Of the 33 development consents only 6 proposed private outdoor living space for all apartments in the development.

Overall, only 33% of apartments have a private outdoor living space.

6.6 Private outdoor living spaces are nearly always less than 10m² facing north, east or west

Of those apartments with private outdoor living space, around 32% have less than 5m² of space, while a further 74% have between 5 and 10m².

There were no private outdoor spaces that faced south. Many faced east or west depending which side of the building they were on.

7. Height and mass analysis

27 of the consents breached either the height or mass rules or both. These consents were analysed to review the extent of the breach.

6 consents (25%) breached both the height and mass rules, 4 breached only mass rules and the remaining 17 breached only height rules.

7.1 Over half of height breaches were for exceedances over 30%

Of the 23 consents where the height rules were breached, 13 (57%) were for breaches that exceeded 30%. No breaches were over 35% and there were no breaches less than 5%.

9 of these 23 consents were close to the Central Zone boundary: 5 near the eastern boundary, 2 near the southern boundary; and a further 2 near the western boundary.

7.2 60% of mass breaches were over 90%

Of the 10 consents that breached the mass rules, 6 of the consents had an overall mass that was greater than 90% of the total volume for the site. The allowable mass is 75% of the total volume.

Two were over 110% of the mass calculation as the buildings were higher than allowed. 7 of the 10 of the mass breaches were associated with buildings which will contain apartments.

4 of the 10 consents were close to the Central Zone boundary: 2 near the eastern boundary; 1 near the western boundary and a further 1 near the northern boundary. Both consents near the eastern boundary, and the western boundary consent breached both mass and height rules.

7.3 Half of the height breaches were in Te Aro

50% (11/23) of the consents that breached height rules were in Te Aro. This compares to 54% of resource consents in the Central Area being in Te Aro. Mt Victoria has the second highest height breaches 5 consents (23%). Only 3.5% of total consents in the Central Area were in Mt Victoria.

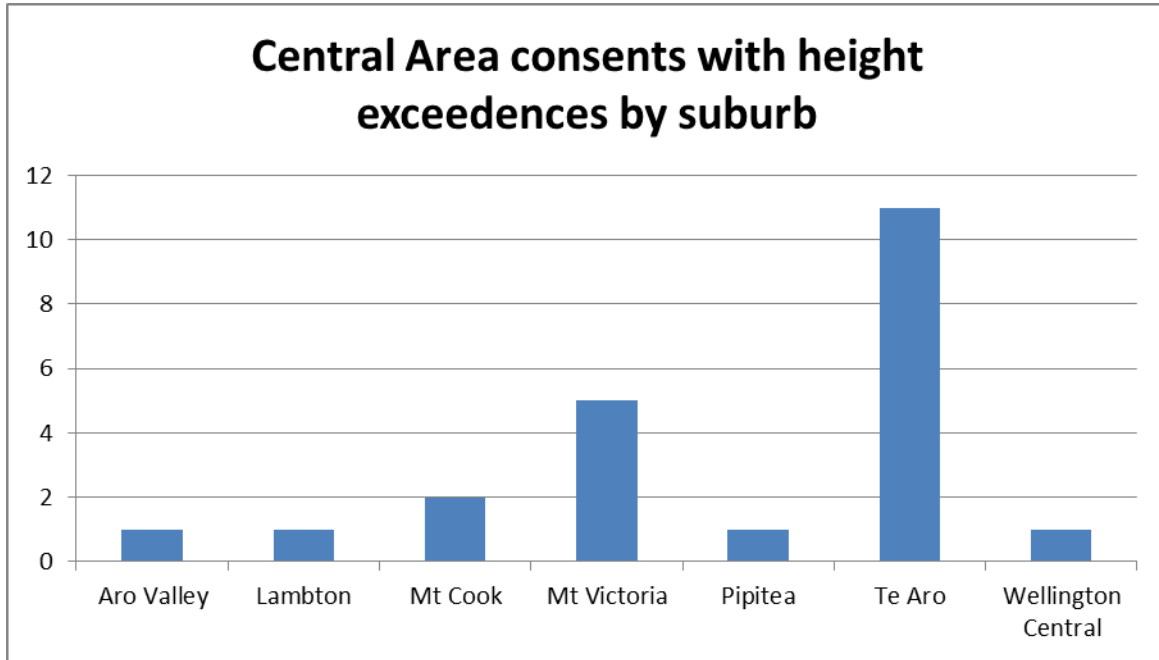


Figure 14: Number of consents with height breaches by suburb

7.4 Half the mass breaches were in Te Aro

Of the 10 consents which breached mass rules, 50% (5) were in Te Aro. Mt Victoria had 2 consents which breached mass rules. Three of the five Te Aro consents and both of the Mt Victoria consents also breached height rules. The final consent which breached both height and mass rules was in Lambton.

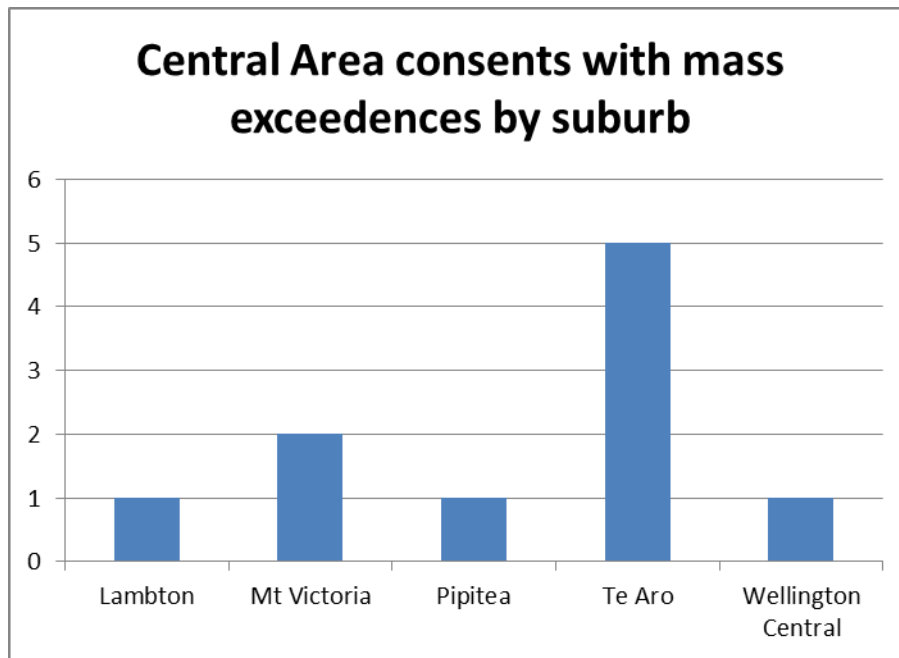


Figure 15: Number of Central Area consents which breached mass rules by suburb

8. Conclusions

Overall the data showed:

- The majority of consents were for discretionary activities;
- Over 99% of consents were non-notified;
- Over half of the consents were in Te Aro;
- Cuba Street and Lambton Quay had the highest number of consents by street;
- Over 80% of consents were not close to the boundary of the Central Area;
- Heritage, areas, precincts, hazards, verandahs & display windows are the most common notations;
- 45% of consents were for additions & alterations to existing buildings;
- Additions & alterations span a variety of activities;
- Central Area Building rules were the most commonly triggered rules, and were triggered in 67% of consents.

In relation to apartments (33 of the 386 consents):

- Nearly one third of developments were for dual key apartments;

- Three quarters of apartments were studios or single bedrooms;
- Studio apartments were generally less than 30m²;
- Half of the apartments had only a single aspect;
- Most apartments don't have private outdoor space (66%);
- For those that do, this space usually less than 10m², but won't face south.

In relation to height and mass breaches (21 of the 286 consents):

- One quarter of these consents breached both height and mass rules;
- Over half of height breaches were for a breach between 30 and 35%;
- Nearly two thirds of mass breaches were for buildings which were over 90% of the total site volume;
- Nearly half of the height breaches were for consents in Te Aro; and
- Half of the mass breaches were also in Te Aro.