

MARINE PARADE CHARACTER ZONE

District Plan Review



Urban Design Report

Prepared for Napier City Council
by
Urban Perspectives Ltd

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CONTENTS

1	I N T R O D U C T I O N	2
2	S U M M A R Y F I N D I N G S & R E C O M M E N D A T I O N S	5
3	C H A R A C T E R E V A L U A T I O N	8
3.1	CHARACTER OVERVIEW: GENERAL PUBLIC DOMAIN & STREETSCAPE CHARACTERISTICS	8
3.2	BUILDING AGE & BUILDING CHARACTER	11
3.3	LOT PATTERN	15
3.4	SITE COVERAGE	18
3.5	BUILDING HEIGHT	21
3.6	STREET EDGE CONDITIONS (FRONTAGE SETBACKS, FRONT YARD PLANTING AND FENCING)	23
3.7	SEPARATION DISTANCES	25
3.8	RECENT DEVELOPMENT TRENDS/ISSUES	26
4	D I S T R I C T P L A N P R O V I S I O N S A S S E S S M E N T	2 8
4.1	MINIMUM LOT SIZE/MAXIMUM DENSITY	30
4.2	FRONT YARDS AND FRONT YARD LANDSCAPING	31
4.3	SIDE AND REAR YARDS	31
4.4	HEIGHT AND HEIGHT IN RELATION TO BOUNDARY	31
4.5	SITE COVERAGE	32
4.6	LANDSCAPED AREA	32
4.7	OPEN SPACE	32
4.8	FENCING	33
4.9	PARKING	34
4.10	MULTI-UNIT DEVELOPMENT	34
5	A P P E N D I C E S	3 6
5.1	APPENDIX 1: RECENT RESOURCE CONSENT APPLICATIONS: SUMMARY TABLE	36

1 INTRODUCTION

BACKGROUND

As part of the District Plan Review Napier City Council is undertaking a review of the Napier's current 'amenity character' areas. The review is a step towards achieving "*Great Urban Areas*" - one of the six key outcomes adopted by the Council for the District Plan Review process.

The Operative District Plan includes three 'amenity character' areas - Napier Hill Character Zone, Marine Parade Character Zone and the Northern Residential Zone. These zones and associated planning provisions were established to recognise the different pattern of development in each zone compared to that in the typical residential suburbs of the city (zoned "Main Residential" in the Operative District Plan).

PURPOSE OF THE REVIEW

- (a) identify and evaluate the existing built environment characteristics for each zone;
- (b) review/assess:
 - the appropriateness/effectiveness of the current development controls for each zone to maintain/enhance the identified built environment characteristics;
 - the current zones boundaries to establish whether they are still relevant to the respective zone;
 - assess whether there continues to be a clear differentiation in character between each 'amenity character' area and Napier's Main Residential Zone.¹

Urban Perspectives Ltd has been engaged to carry out the review.

This report provides a review of the Marine Parade Character Zone. The two other zones - the Northern Residential Zone and Napier Hill Character Zone are covered in separate reports.

STUDY AREA BOUNDARIES

The Marine Parade Character Zone (study area) covers a relatively small area defined by Marine Parade to the east, the railway line to the west and Sale Street and Ellison Street to the north and south respectively. The study area boundaries are identified in the Operative District Plan Maps and indicated on the Aerial Map (next page).

¹ The Council is also undertaking this exercise for the Main Residential zone, including revising the design assessment criteria for multi-unit developments, to ensure quality design outcomes including reasonable levels of safety, security, connectivity, daylight and sunlight access, and privacy.

Marine Parade Character Aerial Map



SCOPE OF REVIEW

Scope of character evaluation - character is typically defined as a combination of natural and built features and characteristics which collectively determine the distinctiveness or local identity of an area, and which contribute to its sense of place. These contributory features and characteristics include those in both the public and private domains.

The scope of this review is focused primarily on the 'private domain' built characteristics. However, it also provides an overview of key 'public domain' features (landscape setting, spatial structure, streetscape patterns and building character).

The specific characteristics covered in this review include:

- General 'public domain' characteristics and streetscape patterns
- Building age/character
- Lot size
- Building height
- Site coverage
- Frontage setbacks and separation distances
- Front fences and front yard planting
- Access/parking/location of garages
- Recent development - type and scale of recent development to identify trends and issues with an emphasis on multi-unit and infill development.

METHODOLOGY

The review/assessment is based on a combination of the following research methods:

- (a) Streetscape appraisal - an expert's field study of the area to identify predominant development patterns and important streetscape features, as seen from the street;
- (b) Use/analysis of Council's data and GIS information to determine patterns of building age, building height, site coverage, frontage setbacks and lot size based on records/information from the Council's database and GIS and Land Information NZ (LINZ);
- (c) Measurements of typical separation distances from aerial maps (scale 1:1000 and 1:500) to identify predominant patterns; and
- (d) Review of resource consents for the last 10 years (with an emphasis on multi-unit and infill development) to identify common issues and development trends and how these might have affected the local character of the area.

ACKNOWLEDGEMENTS

Urban Perspectives Ltd are grateful for the assistance of Catherine Reaburn and Dean Moriarity of the Napier City Council Policy Team who sourced information from the Council's database, produced all the maps and helped with obtaining background information.

2 SUMMARY FINDINGS & RECOMMENDATIONS

CHARACTER OVERVIEW: GENERAL CHARACTERISTICS

- The Marine Parade Character Zone is a visually prominent area closely associated with the foreshore and the historic development of the city. Stretching north-south between Sale and Ellison Streets, the zone is defined by Marine Parade to the east and the railway corridor to the west. Located immediately to the south of the Fringe Commercial Zone, and in close proximity to the CBD, the linear structure of the zone comprises three blocks - two long blocks fronting Marine Parade and a small inland block at its north/west end.
- The character of the Marine Parade blocks is different from that of the inland block. The Marine Parade blocks open up to the foreshore and are characterised by an enhanced amenity and outlook. They have a smaller lot pattern and a built character that is more diverse and intensely developed compared to the adjacent inland block. Conversely, the inland block, which sits at the interface with the commercial zones, is characterised by a lower density, larger lots and more on-site vegetation. Its development patterns are generally consistent with regard to building age, form and scale and its overall character is not too dissimilar to some parts of the surrounding residential areas to the west.

RECENT DEVELOPMENT TRENDS

- A review of recent resource consent data established that development over the past 10 years has been slow with only 4 consents, all of which were located on sites within the southern Marine Parade block. All except one of the consented proposals have been built. There has been no development in the inland block which is still dominated by pre-1930 buildings.
- The overall development trend is towards small-scale primarily 2-storey multi-unit development of two to four units. The data shows that most of the proposals take advantage of the maximum density and site coverage requirements, but only one of them has utilised the height provision.
- None of the proposals have raised any significant concerns with regard to breaches of current District Plan provisions. Notwithstanding this, non-compliance with the required 5m setback for garages is a common issue. There are also some recurring streetscape character issues arising from the impact of garages and extensive vehicle-oriented areas along the street frontage and/or the visual quality and design treatment of the street facades.

DISTRICT PLAN PROVISIONS

The current District Plan provisions encourage medium density development and are the same across the entire zone. They are overall appropriate for the location and diverse character of the Marine Parade blocks. However, they do not reflect the different character and amenity of the inland block. Notwithstanding this, the clear physical separation of the inland block from the surrounding residential areas to the west, and its proximity to the foreshore reserve and the CBD, make it an appropriate location for medium density development. The question is: what level of density would be appropriate for that block considering that: (a) it does not provide the same outlook and amenity as the adjacent Marine Parade blocks do; and (b) it contains a large number of pre-1930 buildings, some of which may have a heritage value.

Depending on Council's objectives and priorities for the Marine Parade Character Zone, there are three broad options for the intensification of the zone. All three options retain the status quo for the Marine Parade blocks, but vary in respect to the level of intensification within the inland block. All three options are subject to investigating the heritage character value of the specific pre-1930 buildings identified in the body of this report.

Option 1: Prioritising intensification of areas close to the CBD and the coast over character and amenity differences across the zone

- Retain the status quo for the entire zone.

Option 2: Recognising the character and amenity differences between the Marine Parade blocks and the inland block while encouraging intensification

- Retain the status quo for the Marine Parade blocks.

- Amend the provisions for the inland block to reflect some of its characteristics, while still promoting a level of density that is higher than that envisaged for the Main Residential Areas, but lower than that for the Marine Parade blocks (e.g. maximum density 200-250m²/per unit, height 8-10m, site coverage 55%-60%).

This option will provide for medium-density housing while acknowledging the transitional location of the inland block at the interface between the commercial zones, Marine Parade blocks and the surrounding residential areas further to the west.

Option 3: Retaining the underlying residential character of the inland block

- Retain the status quo for the Marine Parade blocks.
- Change the zoning of the inland block to Main Residential and apply the relevant provisions for that zone.

This option builds upon the existing character of the inland block and its similarities to the main residential areas, but does not actively promote intensification in that location.

There could be an Option 4 if promoting a further level of intensification for the properties along Marine Parade is something the Council wishes to consider. This might include considerations for a further increase of the bulk and location provisions for the Marine Parade blocks to actively promote and facilitate high-density development with multi-storey apartment buildings facing the foreshore. If this is to be considered, detailed investigations regarding the appropriate level of any such increase will be required, along with undertaking consultation with key stakeholders.

RECOMMENDATIONS

The recommendations below relate to Option 2, as Options 1 and 3 are largely based on current provisions. The recommendations for Option 2 below include some minor amendments to the current provisions for the Marine Parade blocks that are recommended to remain, but which require refinement.

Building character

- Consider investigating the heritage character value of the pre-1930 dwellings at 8-14 Sale Street to determine whether any of those dwellings, individually or as part of a group, could justify a degree of statutory protection/management.
- Consider the listing of Ranui Apartments at 541 Marine Parade as a heritage item in the District Plan.

Minimum lot size / maximum density

- Retain the status quo for the Marine Parade blocks.
- Amend the maximum density provision for new development in the inland block to 200-250m²/per unit.

Front yard and front yard landscaping

- Retain the current provision for 1m front yard and 5m setback for garages for the entire zone.
- Introduce a landscaped area condition for the treatment of vehicle-dominated areas along the street frontage of new development encouraging the use of permeable and/or textured surface materials and, where possible, planter boxes to reduce the visual impact of those areas.

Side and rear yards

- No changes to the current provisions.

Height & height in relation to boundary

- Retain the status quo for the Marine Parade blocks but amend the height in relation to boundary provision to exclude its application along the front/street boundary.
- Reduce the maximum building height for the inland block to 8-10m. Amend the height in relation to boundary requirement accordingly and exclude its application along the front/street boundary.

Site coverage

- Retain the current site coverage provision for the Marine Parade blocks.
- Reduce the site coverage for the inland block to 55-60%.

Landscaped area

- Retain the current landscape area provision for the Marine Parade blocks and supplement this to include a requirement for a minimum of one specimen tree within the ground level open space of each unit where possible.
- Increase the landscaped area requirement for the inland block to 20% of the net site area and supplement this to include a requirement for a minimum of one specimen tree within the ground level open space of each unit.

Open space

- For the Marine Parade blocks - establish a new open space standard for a minimum usable open space area per unit which: (a) is closely aligned with and supports the medium/high density development promoted by the bulk and location standards; and (b) reflects the different open space characteristics of the basic medium/high density housing typologies (e.g. minimum ground level space of 20m² and/or minimum deck area of 10m²/minimum dimension 2m).
- For the inland block - apply the same approach as above, but modify the required minimum open space area accordingly to reflect the slightly lower density envisaged there (e.g. minimum ground level open space of 30m² and/or minimum deck area of 12m²/minimum dimension 2.5m).

Fencing

- Reduce the maximum height of front fences and the visible parts of side fences (e.g. the first 3-5m from the street boundary) to 1.2m, but allow for a potential component of taller permeable fencing in situations where this is required for privacy (e.g. the development includes private open space within the front yard).

Parking

- Consider reducing the parking provision to a single parking space per unit.

Multi-unit development

- Retain the controlled activity status for multi-unit development for up to 2 units, but change it to restricted discretionary activity for developments of more than 2 units.
- Review the current assessment criteria for multi-unit development to include criteria that cover the full range of issues associated with the various medium density housing typologies and apply them to both controlled and discretionally activity proposals.
- Consider including an Appendix to the assessment criteria that outlines the area-specific character and amenity features of the Marine Parade Character Zone to provide context for and facilitate the application of the assessment criteria.
- Require resource consent applications for new multi-unit development to provide: (a) an appraisal of the surrounding streetscape character and explain how the proposal has applied the assessment criteria to respond to that character; and (b) a landscape plan showing proposed hard and soft landscape features.

3 CHARACTER EVALUATION

3.1 CHARACTER OVERVIEW: GENERAL PUBLIC DOMAIN & STREETSCAPE CHARACTERISTICS

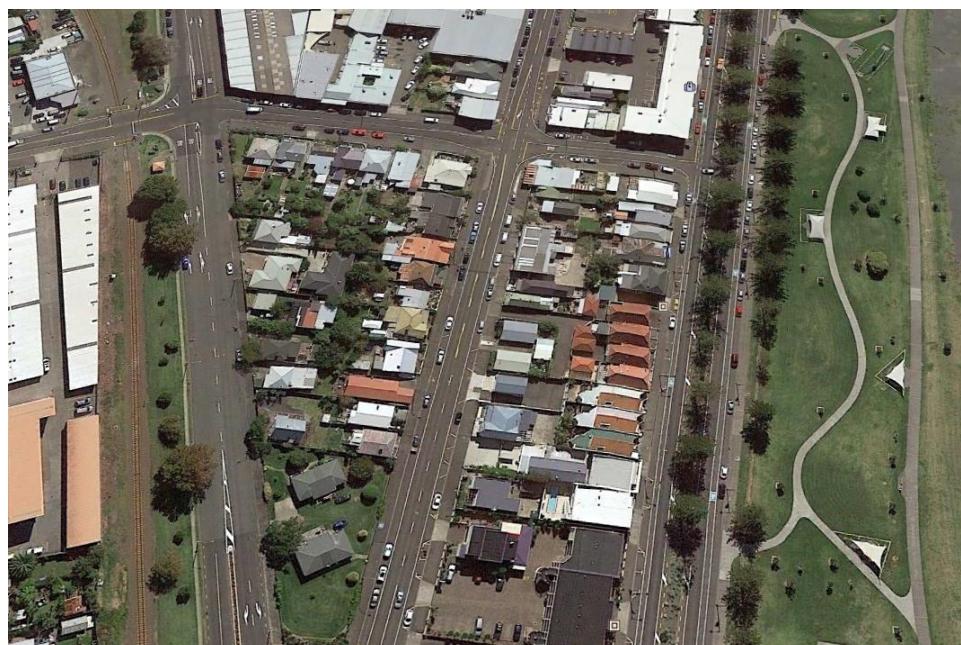
This section of the report provides an overview of the general public domain characteristics and streetscape patterns that collectively make up the physical character of the study area.

Location and Topography - stretching north-south between Sale and Ellison Streets, the study area is defined by Marine Parade to the east and the railway corridor to the west. Situated immediately to the south of the city's commercial fringe zone the study area has a linear form comprised of three blocks - two long blocks fronting Marine Parade and a triangular-shaped inland block at the northern end (between Sales, Hastings and Monroe Streets).

The close proximity of the Napier foreshore reserve contributes an enhanced sense of amenity and space, with the properties fronting Marine Parade enjoying direct views to the ocean. The topography has a gentle slope down to the west which is more pronounced at the northern end of the study area.

Located along Marine Parade - an entrance route to the city and a principal route to Napier Port - the Marine Parade Character Zone is an area of high visual prominence and an integral part the wider 'public environment' of the foreshore reserve.

The character of the Marine Parade blocks is different from that in the inland block. The Marine Parade blocks which open up to the foreshore have a smaller lot pattern and are more diverse and intensely developed compared to the adjacent inland block. The inland block has a closer relationship to the commercial zones, and is characterised by lower density, larger lots, more on-site vegetation and a character that is generally consistent in terms of building height, type and scale, lot size and frontage setbacks.



The character of the Marine Parade blocks (to the right) is diverse and more intensely developed than that in the inland block (left) which has a lower density and more consistent development patterns

Spatial character/block pattern/ street character - the spatial character of the study area is based on the original street layout and land subdivision pattern of Napier South, which has been largely maintained.

Main characteristics:

- exceptionally long blocks (approximately 700m and 450m long) on the seaward side fronting Marine Parade (one of which is 'one lot wide') and a relatively small triangular-shaped block on the inland side
- low permeability limiting frequent access/cross links to the foreshore imposed partly by the railway corridor
- inland streets with an urban character (no street trees or grassed berms) contrasting the open character of Marine Parade's wide corridor with its signature Norfolk Island pines
- views of the Marine Parade Norfolk Island pines from along the inland streets 'signalling' the presence of the ocean and the foreshore reserve
- rail corridor with a green reserve which increases the sense of space along Monroe Street

Building character and intensity - the character of the area is diverse including a mix of traditional predominantly single storey stand-alone pre-1930 dwellings, and multi-unit developments and travellers accommodation of variable scale and design appearance.

Development density is higher along the Marine Parade part of the area and intensifies towards the north, with the larger motel buildings located closer to the city centre. In comparison, the inland part of the study area is comprised mainly of single storey stand-alone pre-1930 buildings on individual lots.



Marine Parade southern block



Marine Parade southern block



The inland block: view along Sale Street



The inland block: view along Munroe Street

Non-residential buildings are limited primarily to travellers' accommodation and small-scale commercial activities (restaurants, a small supermarket at the Munroe/Sale Street corner and a garage/car repair workshop (Napier South Mechanical) around the Marine Parade/Warren Street intersection). The scale and appearance of the non-residential buildings is varied.

Streetscape and street edge conditions - streetscape conditions vary throughout the area depending on the location and type/scale of development. However, there are some common characteristics and general patterns such as:

- relatively consistent pattern of shallow front yards and a lack of pronounced front yard planting for most of the area except for some properties in the inland block, which have deeper frontage setbacks and front yard planting;
- street frontages defined by low or no front yard fences;
- stronger built-up edge and more pronounced street definition along Marine Parade compared to the inland parts;
- vehicle-dominated street frontages associated with recent multi-unit development. The street frontages of earlier multi-unit developments appear less vehicle-dominated.



Shallow front yards and street edge defined by low or no front yard fences (Hastings Street/ left, Marine Parade/)

Local character, identity and sense of place - the area's local identity and sense of place are derived from:

- its visual prominence and landscape setting and associated views and sense of openness;
- the proximity of the foreshore reserve that adds to the recreational character and overall amenity of the area;
- the tight linear structure of the area and the diverse built-up edge of Marine Parade enhanced by the distinctive/signature pattern of Norfolk Island pines; and
- the characteristic small lot pattern tracing back to the original subdivision of the area



Diverse built-up edge enhanced by the distinctive rhythm of the Marine Parade Norfolk Island pines

3.2 BUILDING AGE & BUILDING CHARACTER

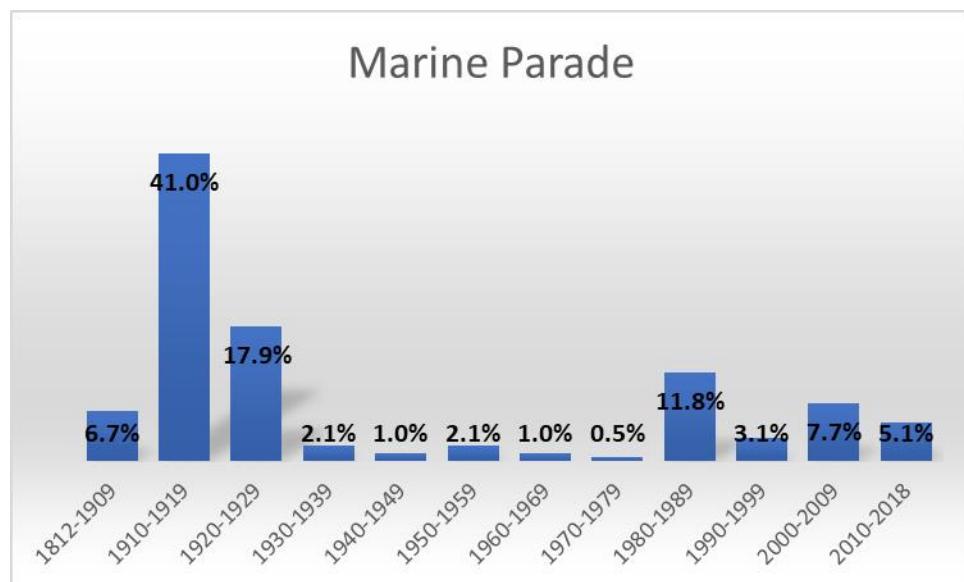
Building Age Profile

Building age (date of original construction) provides information on architectural character and the stages of development throughout different time periods. Consistency of building age can be correlated to consistency of building type and style particularly for construction prior to 1940. This is because up until this point the range of construction techniques, materials and building styles were limited.

Building age for the study area was recorded within twelve categories (within a 10-year period, apart from the first category which covers a longer period). The geographical distribution of buildings built within the same time period is indicated on the 'building year' map (see next page).

Analysis of the building age provides information on the number and location of buildings built in the same time period. This helps to: (a) establish whether there are predominant building types and styles throughout the study area and, if so, what are their key features that new development might need to consider; and (b) identify groups of buildings and stretches of streetscape with consistent character representing historical patterns of development that might warrant protection or management.

The building age patterns of the study area is illustrated on the chart below.



Observations

- The majority of buildings (approximately 66% of all buildings) are pre-1930s buildings, most of which built during the 1910-1920 period.
- Development between 1930-1980 has been slow with less than 8% of all the stock built during that 50-year period.
- Development started to peak up after 1980. 1980-1990 and 2000-2010 were the two peak periods for the last four decades. The vast majority of buildings built after 1980 are located within the Marine Parade blocks.

Building Year Marine Parade Character Zone



Building Character

The area as a whole is characterised by a mix of building ages and their corresponding styles. However, the general character along Marine Parade is more diverse while the built character in the inland block, which is dominated by pre-1930s buildings, exhibits consistency in terms of building age, type, form and style.

Pre-1930s buildings throughout the area tend to be grouped together creating identifiable rows of buildings with a similar form, scale and frontage setback.

The specific building characteristics along the local streets in the Marine Parade blocks and the inland block are summarised below:

Marine Parade blocks: Marine Parade and Hastings Street east - main characteristics:

- overall sense of diversity based on intermittent pockets of pre-1930s buildings of similar age/character mixed with newer buildings of varied type and scale. Building types include stand-alone houses, multi-unit developments and motels, which together create a relatively dense building fabric;
- most of pre-1930 buildings within the Marine Parade blocks are single-storey bungalows mixed with a limited number of two-storey villas. One of those villas, at 567 Marine Parade, sits adjacent to the only listed heritage building within the Marine Parade blocks known as House 'Bondi' (571 Marine Parade). The subject villa, which has retained its original form and most of its detail, is well maintained and could justify a level of protection to ensure the historic context of the adjacent listed building is maintained;
- art-deco buildings are not common for the study area, except for the Ranui Apartments at 541 Marine Parade which is arguably the only Miami Streamline Modern style building in New Zealand.



Diverse character: Pockets of pre-1930 buildings mixed with multi-unit development

The inland block (Monroe Street, Hastings Street west and Sale Street) - main characteristics:

- a general sense of consistency derived from the large number of old pre-1930s dwellings concentrated within the inland block;
- stretches of consistent streetscape character found along Sale Street and the west side of Hastings Street. The pre-1930s buildings fronting Sale Street form a notable row characterised by consistency in terms of scale, form, frontage setback and lot size
- listed heritage buildings include the houses at 445 and 463 Hastings Street.



Inland block: Hastings Street



Inland block: Sale Street

Pre 1930s buildings and streetscapes - character significance

The study area's pre-1930s buildings are in a different state in repair and have a different degree of originality. However, most have retained their primary building form and some have retained some of the original stylistic detail.

Except for the listed heritage buildings, the majority of pre-1930s buildings do not have any particular historic or streetscape significance as individual buildings. They represent styles found elsewhere in the city and as such do not exhibit rarity of building type or style.

However, some of the building rows are important as they demonstrate the historic pattern of development within the study area with its characteristic 'fine grain' of individual dwellings sitting on small lots. This is best illustrated by the stretch of streetscape along Sale Street (nos. 8-14) comprised of buildings of similar age, form, scale and style and similar frontage setbacks sitting on almost identical in shape and size 'original' lots. Similarly, consistency of building character is exhibited by the row of buildings fronting Hastings Street/west side at nos. 447-461. However, some of those buildings have been modified and their overall streetscape value is not the same as that along Sale Street.



Ranui Apartments 541 Marine Parade



Sale Street villas nos 8-14

The current District Plan provisions encourage the intensification of the study area based on its proximity to the central city and the foreshore reserve. The building character along Marine Parade is evolving into a diverse environment with new larger-scale developments replacing the older stand-alone houses. In comparison, the inland block, particularly its eastern and northern sides, exhibit consistency of building patterns. However, this consistency does not justify 'built character' controls, except for the heritage character value of the villas at 8-14 Sale Street, which is worthy of further investigation.

Recommendations

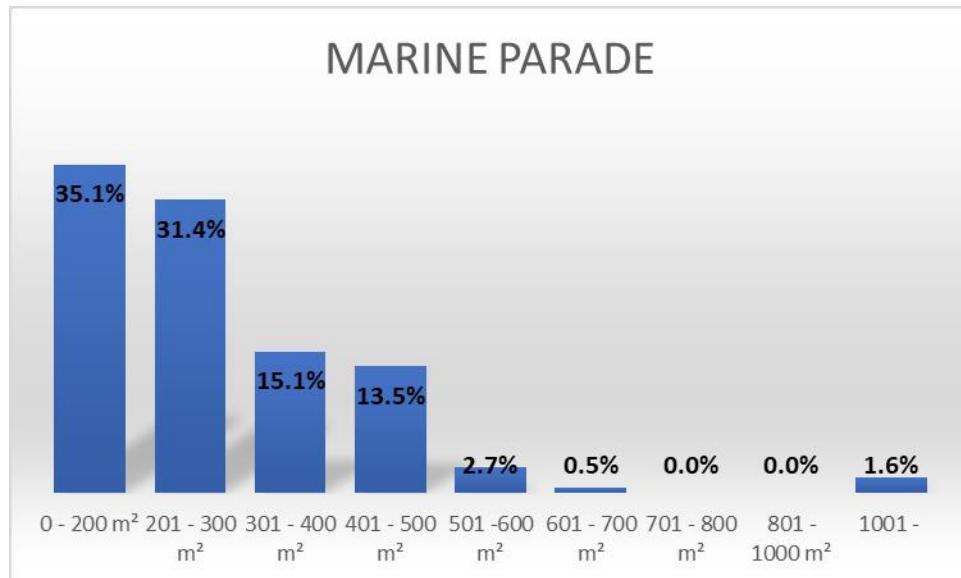
- Investigate the heritage character value of the pre-1930 buildings within the inland block at 8-14 Sale Street to determine whether any of the individual houses or rows of houses could justify a degree of protection/management.
- Consider the listing of Ranui Apartments at 541 Marine Parade as a heritage item in the District Plan.

3.3 LOT PATTERN

Lot size provides information on the density and grain of development in a given area (measured as the potential number of units per residential lot).

Information on lot size for the study area was recorded within nine lot size categories. The geographical distribution of the lots within the individual categories is indicated on the 'Lot Size' map (see page 17).

The chart below shows the relative percentage of lots within each category.



For simplicity, the lot sizes are summarised (percentage of the total) under four broad categories:

Very small lots	up to 300m ²	66.5% (more than half of which are 200m ² or below)
Small lots	301-500m ²	28.6% (most of which are in the 301-400m ² bracket)
Medium lots	501-700m ²	3.2% (the vast majority of which are in the 501-600m ² bracket)
Large lots	701-1001m ² +	1.6% (all of which are over 1000m ²)

Observations

- The study area as a whole is dominated by very small lots (up to 300m²) which account for approximately two-thirds of all lots. Except one, all of these are located within the Marine Parade blocks. Lots of 200m² or less comprise approximately a third of the stock.
- Small lots (301m² - 500m²) are the second most common lot size. The vast majority of the lots in the inland block are small size lots, with most of those within the 300m² - 400 m² bracket.
- Medium size lots (501m² -700m²) are limited in number and all of them are located within the southern Marine Parade block.
- Large lots (above of 500m²) account for less than 2% of the stock with all of them being over 1000m².
- Lot size tends to increase from east to west with the predominant lot size within the inland block being larger (in the 301-500m² bracket or above) compared to the smaller lot pattern along Marine Parade (under 300m²).

- The majority of the lots have a rectangular shape. Most lots are long and narrow, except for the southern Marine Parade block (south of Warren Street), where most lots are shallow and wide.
- Most often lots of identical size/proportions are grouped together and some accommodate similar in scale, form and type buildings.
- Location and amenity/outlook rather than lot size appear to be the main factors/incentives for redevelopment, with almost all redevelopment of the area post-1950 occurring along Marine Parade.
- The existing small lot size tends to limit the scale of recent multi-unit development to typically 2 units.

District Plan - there are no explicit District Plan provisions for a minimum lot size in the Marine Parade Character Zone. However, a notional minimum lot size of 150m² is implied under the code of practice for land subdivision and development for the Marine Parade Character Zone.

Lots smaller than 200m² comprise approximately a third of all stock in the study area and all located within the Marine Parade blocks. This means that the notional minimum lot size is lower than the predominant lot size across the area as whole, and is almost as twice as small than the prevailing pattern within the inland block.

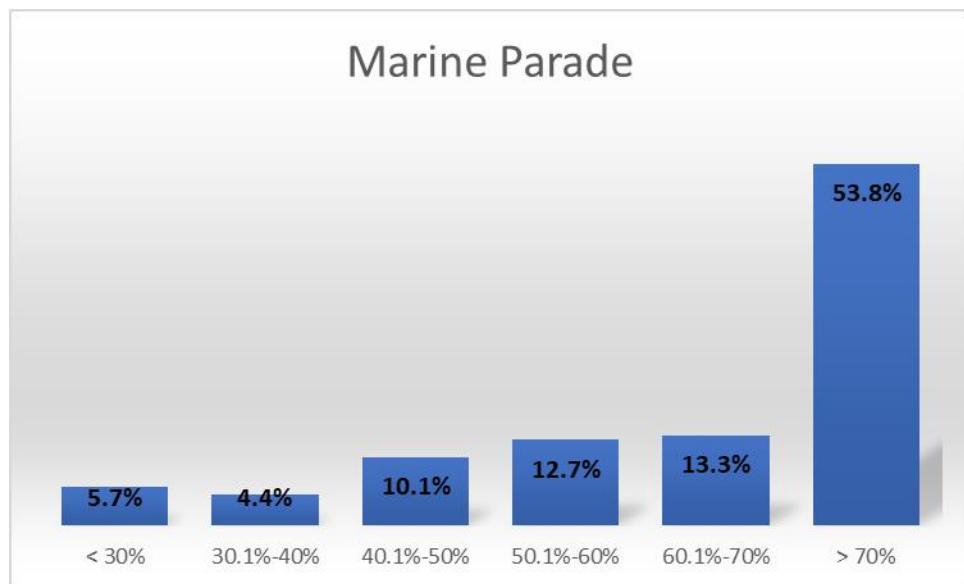
Lot Sizes Marine Parade Character Zone



3.4 SITE COVERAGE

Site coverage is an indicator of development intensity and is closely related to the amount of on-site open space and associated sense of amenity. It also influences the ability to undertake on-site planting.

The data on site coverage has been recorded within 6 categories within a 10% interval. The percentage of lots within the same category is indicated on the chart below and their geographic distribution plotted on the 'site coverage' map (see page 20).



The data shows that:

- More than half of the lots have a high site coverage of 70% or more.
- More than a third of the lots in the study area have site coverage between 40-70%.
- The number of lots with a site coverage of 40% or less is low (approximately 10% of all lots).
- The predominant site coverage in the inland block is lower compared to that in the Marine Parade blocks.



Different patterns of on-site vegetation and sense of space within the inland block compared to the Marine Parade blocks

Observations

- Most of the lots with the highest coverage are located within the Marine Parade blocks and most of them relate to multi-unit developments or motels.
- The high site coverage throughout the area can be explained by a combination of factors such as small lot size and current provisions encouraging an increased density.
- Site coverage is closely related to the amount of on-site open space and the ability to undertake landscaping. The lots within the Marine Parade blocks are characterised by minimal on-site open space and little planting. Many lots in the inland blocks accommodate mature vegetation including trees that are visible from the street (e.g. mature vegetation within the rear yards of the pre-1930 dwellings at 6-14 Sale Street and the rear yards of the properties along Hastings Street /west (the latter included in the Te Ahi a Te Waru/ an identified area of significance for Maori).

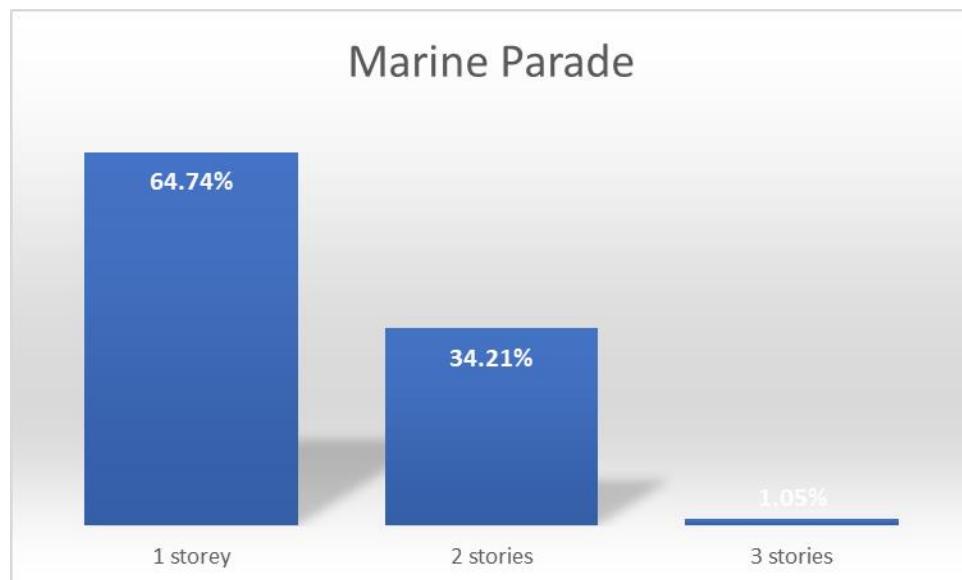
District Plan - the permitted site coverage in the District Plan is 75%. The provision is generally aligned with predominant site coverage across the study area as a whole, but is higher than the prevailing pattern within the inland block.

Building Coverage Marine Parade Character Zone



3.5 BUILDING HEIGHT

Building height measured as the number of storeys had been recorded within 3 categories corresponding to one, two and three storeys. The percentage of buildings within each category is indicated on the chart below and their geographic distribution plotted on the map (see next page).



The data on building height shows:

- The area as a whole is a mix of one and two-storey buildings with a very small number of three-storey buildings. Within this mix, the single-storey buildings predominate, comprising 65% of the overall stock.
- Most of the single storey buildings are pre-1930s buildings.
- All two-storey buildings are located within the Marine Parade blocks and most of these are multi-unit developments. The inland block is comprised of single storey buildings only.
- There are only two three-storey buildings in the entire study area (both fronting Marine Parade), being a motel and a townhouse development.



Marine Parade: pattern of 2-storey buildings



Inland block: dominated by single-storey predominate

District Plan - the District Plan provides for 12m high buildings which allows for 3-4 storey residential development. The 12m height limit acknowledges the small lots size pattern for the Marine Parade blocks and the appropriateness of the study area to accommodate higher density development. However, the current height provision is much greater than the prevailing pattern of single storey buildings within the inland block.

Building Height (Stories) Marine Parade Character Zone

N



3.6 STREET EDGE CONDITIONS (FRONTAGE SETBACKS, FRONT YARD PLANTING AND FENCING)

Street edge conditions are defined by frontage setbacks, fencing and front yard planting, as well as any parking areas or garages within the front yards. Street edge conditions are important as they influence streetscape character and quality.

Frontage setbacks (front yards) and front yard planting

- The general pattern of frontage setbacks varies across the area as a whole. However, the front yards of most buildings are generally shallow with some buildings built very close to the street edge.
- Frontage setbacks tend to increase from Marine Parade towards the inland part of the study area. The frontage setback for the majority of buildings (61% of all the stock) is between <1-3m (see 'front boundary distance' map on the next page).
- Frontage setbacks in recent multi-unit developments are influenced by parking and vehicle access requirements and tend to be deeper.
- Planting, although present in the front yards of some of the older houses is not a pronounced feature for most of the study area except for the dwellings in the inland block fronting Monroe Street.



Shallow frontage setbacks with low or no front yard fencing

Location of garages and parking arrangements

- Garages built to the street edge are limited in number.
- Most of the pre-1930 dwellings do not have garages. In some cases, parking areas are accommodated within the side yard.
- Most of the newer developments have integrated double garages dominating their street frontages. The street frontage of many of the earlier multi-unit developments appear less vehicle dominated.
- Garages for development on sites along Marine Parade, which have a dual street frontage have vehicle access off the inland street.



Double garages and vehicle-dominated areas along the street frontage

Front Boundary Distance Marine Parade Character Zone



District Plan - the District Plan requires 1m front yard, which increases to 5m in relation to garages. There is no requirement for front yard landscaping. This provision generally reflects the pattern of shallow frontage setbacks but is slightly shallower than the frontage setback of the vast majority of buildings. The pattern of vehicle-dominated frontages associated with recent multi-unit development is a result of the District Plan provisions which requires 2 parking spaces per unit, but does not require any front yard landscaping.

Front and side yard fencing

- The prevailing pattern across the study area is of low or no fencing with only a limited number of properties having tall front fences (mainly within the western part of the inland block).
- Tall side boundary fences are not prominent in views from the street, with many properties having no side boundary fencing.

District Plan - the District Plan allows 2m high fences along all site boundaries. This provision does not reflect the fencing pattern typical for the study area and does not promote a safe and attractive streetscape.

3.7 SEPARATION DISTANCES

Side and rear yards determine the separation distances between adjacent buildings. Side yards can influence the perception of density as seen from the street, while rear yards affect open space arrangements and the opportunity to undertake landscaping.

- for most of the study area separation distances between adjacent buildings are based on narrow side yards. This increases the sense of street edge definition and in some cases removes the need for side boundary fencing. Side yards become more generous within the inland block, particularly along its western side;
- rear yards, except for the some of the properties within the inland block, are small. Where they are deeper and can be accessed from the street, they are often used for vehicle access and parking.

District Plan - The District Plan requires a minimum of 1m side and rear yards (and 6m relative to watercourse or drain) which is standard across all the residential areas in the city. The predominant pattern of side yards across the area as whole is comparable with this provision, but is lower than the rear yard patterns.

3.8 RECENT DEVELOPMENT TRENDS/ISSUES

This section of the report provides a review of the resource consents issued in the last 10 years (period between 2009-2019). The purpose of this review is to identify development trends occurring in the study area to help determine whether the existing District Plan provisions are still appropriate and/or how they might need to change. The review of the recent consents is focused on infill and multi-unit development as those have the greatest influence on density, character and amenity.

The data records the number of consents reviewed; land use activity, scale and intensity of development and District Plan standards not complied with (refer to table prepared by Napier City Council, Appendix 1).

Overview

Overall, development for the last 10 years has been slow with 4 resource consents for multi-unit development and no infill developments. There were 3 subdivision consents, but these relate to existing houses and/or boundary adjustments.

Type and scale of development:

- 1 development of 4 units, comprised of 2 two-storey duplex houses (561-565 Marine Parade);
- 1 development of 2 units, developed as two-storey duplex houses (607 Marine Parade);
- 1 development of 2 attached townhouses, three-storey high (615 Marine Parade); and
- 1 development of 4 units developed as terraced housing (643-645 Marine Parade).

Standards breached relate to:

- height in relation to boundary infringements (2 developments)
- site coverage (2 development)
- side yard (1 development)
- 5m frontage setback for covered carparks (3 developments)
- vehicle access/on-site manoeuvring (1 development)
- open space provision (2 developments)

It is understood that, given breaches of some of the standards, all the recent developments were assessed as a discretionary activity and were subject to the current assessment criteria for multi-unit development. All but the 4-unit terraced housing development at 643-645 Marine Parade have been built.

Observations

All recent multi-unit development is located on sites fronting Marine Parade within the southern Marine Parade block where lots have wider frontages compared to those in northern block. The lack of new development in the inland block, where lots are larger than in the Marine Parade blocks, suggests that amenity and outlook might be a stronger incentive for redevelopment than lot size.

Recent development is small-scale - 2 to 4 units, most of which are two-storey high. The three-storey development at 615 Marine Parade is the only multi-unit development along the entire area which takes advantage of the generous height provision.

Recent multi-unit development tends to follow the same ‘design formula’ of duplex or terraced houses with setback double garages and overhanging upper level decks facing Marine Parade. Ground level is occupied largely by the garages. This creates a vehicle-dominated street edge with little planting and repetitive building design. However, it is acknowledged the overhanging decks do help to downplay the impact of the garages, but that in itself is insufficient to effectively address the issue.

The roof forms of all developments have been articulated (to a various degree) to express the presence of the individual units. Some of the developments incorporate some façade articulation and design detail which adds to the streetscape character and reflects the visual complexity associated with the Marine

Parade built character. Other developments rely solely on windows as a means of subdividing the street elevation. It is important to ensure that any assessment criteria for multi-unit development appropriately address issues of façade design in terms of visual interest, design detail and materials, if the streetscape quality is to be enhanced. Consideration should also be given to the treatment of any vehicle-dominated frontages via landscaping to reduce their impact on the streetscape.



Use of 3D faced detail and roof forms that express the individual scale of each unit and add to the streetscape

The three-storey townhouses at 615 Marine Parade illustrate how variation in height and form between adjacent units and the use of small-scale landscaping can create visual interest and enhance the streetscape character. It also illustrates how the use of recessed and projecting elements and height variation can help to moderate the impact of building bulk and aid the integration of larger buildings to the streetscape.



615 Marine Parade - variation in height reduces impact of bulk, small-scale landscaping softens the impact of vehicle areas along the street frontage

Usable open space for all developments is in the form of deck/s, which in most cases have been supplemented by a rear yard open space. Not all developments comply with the open space requirements.

Most developments comply with the maximum density requirement with the lot sizes for the individual units being around the minimum notional lot size.

The existing provisions, apart from the streetscape issues outlined above, do not seem to raise any significant concerns in respect to recent multi-unit developments. However, this might not be the case for large-scale developments that utilise the full development potential allowed by the current provisions, especially in light of the ‘controlled activity’ status for such developments. This is particularly relevant to the Marine Parade part of the area which shapes the image of Marine Parade as an entrance route and forms an integral part of the wider visual setting of the foreshore reserve.

4 DISTRICT PLAN PROVISIONS ASSESSMENT

This section of the report assesses the appropriateness of the current District Plan ‘bulk and location’ provisions (Chapter 10/Condition Table) against the findings of the ‘character evaluation’ with reference to the identified built characteristics of the Marine Parade Character Zone.

OVERVIEW

Chapter 4: Residential objectives and policies: Policy 4.4.1 promotes land use controls over development along Marine Parade “that are less restrictive while recognising the area’s close proximity to the CBD and the coast, the smaller site sizes and the historically liberal development controls applied to this area.”

The current provisions are aligned with that policy. They support medium to high density development and promote urban form based on 12m building height (4 storeys), 75% site coverage and minimal yard requirements.

The slow rate of recent development and the large number of sites with pre-1930 buildings still undeveloped, indicate that the liberal provisions have not been widely and/or fully utilised. Recent development in the Marine Parade blocks is limited to predominantly two-storey 2-4-unit developments, while the inland block has undergone little change and is still dominated by largely unaltered pre-1930 dwellings. The prevalence of small lots in individual landownership and the difficulty in acquiring multiple sites for larger scale development, together with a lack of development pressure, are the likely reasons for that. The internal location of the inland block, which does not offer the same outlook and amenity as the Marine Parade blocks, can be another reason.

The current provisions are the same across the entire zone. They reflect the general patterns of small lots and high site coverage within the Marine Parade blocks and acknowledge the outlook and amenity offered by their coastal location. However, the provisions do not recognise the character and amenity differences between the Marine Parade blocks and inland part of the zone. Policy 4.4.1² and the zone description in Chapter 4, section 4.9.3³ both refer to the Marine Parade Character Zone as the properties ‘along’ or ‘fronting Marine Parade’. There is no further explanation or rationale provided in the District Plan for extending the zone boundary inland as specified in the District Plan Maps (Map G8).

The character evaluation established that the Marine Parade blocks are a diverse and intensely developed environment accommodating a range of building types with variable age, scale and design appearance. Although not all of the current provisions are closely aligned with the predominant patterns there, the Marine Parade blocks can absorb further change based on new development built to its full potential under the District Plan.

However, this is not the case with the small inland block which has a low-rise residential character that is not too dissimilar to some parts of the surrounding residential areas to the west. It has a lower density with its lot sizes being generally larger and its site coverage patterns lower than those along Marine Parade. Accommodating a large number of pre-1930 buildings, the inland block exhibits consistency of building type, age, form and scale. The current provisions regarding height, maximum density and site coverage are not aligned with its built characteristics. The majority of the inland block is identified as an area of significance to Maori (District Plan Map G8, reference M15).

² Along Marine Parade: (a) Develop land use controls over development that are less restrictive while recognising the area’s close proximity to the CBD and the coast, the smaller site sizes and the historically liberal development controls applied to this area.

³ The Marine Parade Character Zone applies to those properties fronting Marine Parade between Sale and Ellison Street in Napier South.

SUMMARY CONCLUSION

The basic provisions of the current District Plan are overall appropriate for the location and diverse character of the Marine Parade blocks. They are also appropriate with regard to the collective urban form of the city, as they provide a height/scale transition along Marine Parade from the higher density mixed character of the Fringe Commercial Zone to the north to the low-rise residential scale of the areas to the south.

However, the current provisions do not reflect the different character and amenity of the inland block. Notwithstanding this, the clear physical separation of the inland block from the surrounding residential areas to the west, and its proximity to the foreshore reserve and the CBD, make it an appropriate location for higher density development. The question is: what level of density would be appropriate for that block given that (a) it does not provide the same outlook and amenity as the adjacent Marine Parade blocks do; and (b) it contains a large number of pre-1930 buildings, some of which may have a heritage value.

Depending on Council's objectives and priorities for the Marine Parade Character Zone, there are three broad options for its intensification and future urban form. All three options retain the status quo for the Marine Parade blocks, but vary in respect to the level of density within the inland block. All three options are subject to investigating the heritage character value of the identified pre-1930 buildings (see recommendations under 3.2).

Option 1: Prioritising intensification of areas close to the CBD and the coast

If intensification is prioritised over maintaining the character and amenity differences between the Marine Parade parts of the zone and its inland parts:

- Retain the status quo for the entire zone.

This option provides a maximum level of intensification within the inland block.

If this option is to be adopted: (a) clarify the inconsistency regarding the extent of the zone between the words in Chapter 4 (Policy 4.4.1/a and Section 4.9.3) and the District Plan Maps; and (b) provide a clear reason for including the inland block in the Marine Parade Character Area.

Option 2: Recognising the character and amenity differences between the Marine Parade blocks and the inland block while encouraging intensification

If the character and amenity differences between the Marine Parade blocks and the inland block are to be acknowledged while still encouraging intensification:

- Retain the status quo for the Marine Parade blocks.
- Amend the provisions for the inland block to reflect some of its characteristics while still promoting a level of density that is higher than that envisaged for the Main Residential Areas, but lower than that for the Marine Parade block (e.g. maximum density 200-250m²/per unit, height 8-10m, site coverage 55-60%).

As an indication, the scale and intensity of development under the above suggested provisions will be generally comparable to that of some of the recent developments along Marine Parade. For example, the 4-unit development at 561-565 Marine Parade which has a site coverage of approximately 58%, maximum density 195m²/per unit, and height of 2-storeys).

This option provides a medium level of intensification while acknowledging the transitional location of the inland block at the interface between the CBD, Marine Parade and the surrounding residential areas further to the west.

Option 3: Retaining the underlying residential character of the inland block

- Retain the status quo for the Marine Parade blocks.
- Change the zoning of the inland block to Main Residential and apply the relevant provisions for that zone.

This option builds upon the existing character and its similarities to the main residential areas, but does not actively promote intensification in that location. It is noted, however, that the current Main Residential

Area provisions do allow for 2-storey multi-unit development over 50% of the net site area within a maximum density of 350m²/per unit.

There could be an Option 4 if promoting a further level of intensification for the properties along Marine Parade is something the Council wishes to consider. This might include considerations for a further increase of the bulk and location provisions for the Marine Parade blocks to actively promote and facilitate high-density development, with multi-storey apartment buildings facing the foreshore. If this is to be considered, detailed investigations regarding the appropriate level of any such increase will be required, along with undertaking consultation with key stakeholders.

RECOMMENDATIONS

The recommendations below relate to Option 2, as Options 1 and 3 rely largely on the current provisions. The recommendations for Option 2 include some minor amendments to current provisions for the Marine Parade blocks that are recommended to remain, but which require refinement. These are relevant for all three options.

4.1 MINIMUM LOT SIZE/MAXIMUM DENSITY

There is no density requirement and no explicit District Plan provisions for a minimum lot size in the Marine Parade Character Zone (Condition 10.16). However, a development which exceeds a density greater than one dwelling 150m² per net site area requires a concept plan to show how a single dwelling or multi-unit development is able to fully comply with the conditions for permitted activities. This indirectly implies that a minimum notional lot size of 150m² can be taken as a general reference to the expected outcome in respect of maximum development density. This is confirmed by the maximum density provision under the code of practice for land subdivision and development for the Marine Parade Residential Zone (Chapter 66 of the District Plan). This provision is different from that for the Main Residential Zone.

Discussion

The predominant lot size for the area as a whole is 300m² or less, with lots smaller than 200m² comprising approximately a third of the lots. A 150m² minimum ‘notional’ lot size is slightly lower, but generally reflects the pattern of very small lots characteristic for the Marine Parade blocks. However, this is much smaller than the prevailing size within the inland block which is between 200-400m², with most of those being in the 300-400 m² bracket.

The notional minimum 150m² lot size sits at the higher end of the density scale for medium density development⁴ and is suitable for medium density typologies such as 2-3 storey duplexes and terraced housing and/or up to 3-4 storey apartment buildings. Encouraging intensification of the Marine Parade Character Zone is appropriate for its foreshore location and its proximity to the CBD. A maximum density of 150m²/per unit generally works well with regard to the recent pattern of multi-unit development and reflects the general pattern of small lots in the Marine Parade blocks. However, in respect of the inland block, a maximum density of 200-250m²/per unit would be more appropriate in relation to its predominant lot size pattern.

Recommendations

- Retain the status quo for the Marine Parade blocks.
- Amend the maximum density provision for new development in the inland block to 200-250m²/per unit.

⁴ Medium-density housing means comprehensive developments including four or more dwellings with an average density of less than 350 m² per unit. It can include stand-alone dwellings, semi-detached (or duplex) dwellings, terraced housing or apartments within a building of four storeys or less. [Medium Density in New Zealand /Ministry for the Environment, publication 2012]

4.2

FRONT YARDS AND FRONT YARD LANDSCAPING

District Plan Condition 10.17/a requires a 1m front yard, which increases to 5m in relation to garages to provide a vehicle standing bay. There is no requirement for front yard landscaping. These provisions reflect the general pattern of shallow frontage setbacks and lack of front yard landscaping for most properties, except for some properties within the inland which include front yard planting.

The requirement for a 5m setback for garages is aimed at providing a vehicle standing bay and helps to reduce impact on the streetscape. However, the lack of front yard landscaping requirement in relation to multi-unit development (with its typical lined-up double garages at the street frontage of adjacent units) creates large ‘hard surfaced’ vehicle-dominated ‘front yards’. This detracts from the character of the streetscape and raises potential issues of storm water management and is further exacerbated by requirement for two parking spaces per unit. Recent resource consents show that breaching the 5m setback for garages is a common issue for multi-unit development along Marine Parade.

To address this, while recognising that in many cases front yard landscaping might be difficult to provide, a landscaped area condition could be considered regarding the management of vehicle-dominated areas along the street frontages via the use of permeable and/or textured surface materials and, where possible, planter boxes to reduce the visual impact of those areas. Reducing the parking requirement to 1 carpark space per unit would also help to address the issues (see recommendation under 4.9).

Recommendations

- Retain the current provision for 1m front yard and 5m setback for garages for the entire zone.
- Introduce a landscaped area condition for the treatment of vehicle-dominated areas along the street frontage requiring the use of permeable and/or textured surface materials and, where possible, planter boxes to reduce the visual impact of those areas.

4.3

SIDE AND REAR YARDS

The District Plan Condition 10.17/b requires a minimum of 1m side and rear yards (and 6m relative to a watercourse or drain). The predominant pattern of side yards across the area as whole is comparable with this provision, but is lower than the rear yard patterns in the inland parts of the zone. However, side/rear yard provisions are standard across all residential areas in the city and work in tandem with other provisions to ensure the amenity between neighbouring dwellings is appropriately managed.

Recommendations

- No changes to the current provisions.

4.4

HEIGHT AND HEIGHT IN RELATION TO BOUNDARY

The District Plan Condition 10.18 provides for 12m high buildings which allows for 3-4 storey buildings. The 12m height limit acknowledges the small lots size pattern and the appropriateness of the study area to accommodate higher building density based on its location adjacent to the coast and its proximity to the central city.

The height in relation to boundary provision (Condition 10.19) is based on a building envelope constructed by drawing planes along all parts of all site boundaries. The planes commence 7.5m above ground level at the site boundary and must be inclined to the horizontal at an angle of 45 degrees. These provisions are different from the Main Residential Zone.

Discussion

The 12m height provision is appropriate for the Marine Parade part of the area. Its diverse character, including a large number of two-storey developments and some three-storey buildings, is capable of accommodating further intensification. However, the provision does not reflect the predominant low-rise and less dense character of the inland block.

Resource consents for recent developments (last 10 years) have not raised any significant issues in relation to the current height and the height in relation to boundary provisions within the Marine Parade part of the area. However, none of the recent developments have been built to full potential under the current maximum height provision. There has been no new recent development in the inland block.

Recommendations

- Retain the status quo for the Marine Parade blocks but amend the height in relation to boundary provision to exclude its application along the front/street boundary.
- Reduce the maximum building height for the inland block to 8-10m. Amend the height in relation to boundary requirement accordingly and exclude its application along the front/street boundary.

4.5

SITE COVERAGE

The permitted site coverage in the District Plan is 75% (Condition 10.20) and, along with the notional minimum lot size, is aimed at encouraging intensification.

This provision recognises the small size of lots and the need for a higher site coverage to achieve reasonable development. The provision, while aligned with the predominant site coverage pattern for the Marine Parade blocks, is higher than the predominant pattern within the inland block where the site coverage for majority of lots is below 60%, with most of those being below 50%).

The review of recent developments along Marine Parade did not indicate any significant breaches of the site coverage standard.

Recommendations

- Retain the current site coverage provision for the Marine Parade blocks.
- Reduce the site coverage for the inland block to 55-60%.

4.6

LANDSCAPED AREA

The District Plan Condition 10.21 requires all new development to provide a landscaped area of not less than 15% of the net site area. There is no indication of the type/scale of landscaping required.

The current landscaped area requirement is aligned with the other provisions and in this sense is generally appropriate. It also reflects the predominant pattern within the Marine Parade blocks, but does not acknowledge the different pattern of development within the inland block.

Landscaping, and trees in particular, can be effective in reducing the perception of density associated with multi-unit development. Higher density development as envisaged for the Marine Parade Character Zone provides limited opportunities to undertake extensive planting. However, introducing a requirement for the landscaped area to include a specimen tree could help to reduce the impact of the level of intensification anticipated for the zone.

Recommendations

- Retain the current landscape area provision for the Marine Parade blocks and supplement this to include a requirement for a minimum of one specimen tree within the ground level open space of each unit where possible.
- Increase the landscaped area requirement for the inland block to 20% of the net site area and supplement this to include a requirement for a minimum of one specimen tree within the ground open space of each unit where possible.

4.7

OPEN SPACE

The District Plan Condition 10.22 requires each dwelling unit to have an amount of open space of not less than 40% of the gross floor area of all buildings on the site, except that a minimum of 50m² per dwelling unit must be provided. Any open space should be able to accommodate a 4m diameter circle and have a minimum dimension of 2m (measured at right angles to the perimeter of the area). Open space can comprise more than one area and must be directly accessible from the unit to which it relates to.

Discussion

Condition 10.22 aims to ensure that the size of open space is commensurate to the size of the dwelling unit. It also implies that the anticipated outcome re minimum ‘usable open space area’ required for each dwelling unit is approximately 13m² (area of a 4m diameter circle). Relative to the open space provisions

for the Main Residential Area, the open space requirement for the study area is lower. This is to recognise the higher maximum site coverage and height provisions, except that the minimum required open space area of 50m² is still the same.

The current open space provision appears slightly lower relative to the predominant pattern in the inland block (based on aerial photographs analysis). A predominant pattern within the Marine Parade blocks is difficult to establish given the diversity of building types and associated levels of development intensity there.

The site coverage and height provisions for the study area clearly encourage medium to high density development. However, the current open space standard is not closely aligned with the intended medium density character. The current provision is too generous and does not acknowledge the specific open space characteristics for some medium density typologies such as apartments, where the primary open space is solely in the form of an upper level deck/balcony.

To maximise outlook, recent development fronting Marine Parade provide their primary/usable open space in the form of an upper level deck. Some of the 2-storey townhouse developments also have small rear yards. However, recent development shows that open space standards are not always met, especially in cases where the development is of apartment type and/or utilises the full development potential envisaged for the area (e.g. the recent 3-storey development at 607 Marine Parade). For such developments, decks are the only form of open space which can be provided and compliance with the minimum open space area (50m² or more) is difficult to achieve.

If the open space standards are to support the intended medium/high density character of the area, they need to be closely aligned with the bulk and location provisions. The focus should be on requiring good quality usable open space and providing flexibility of arrangement depending on the scale and type of development. Any new standard should: (a) establish a minimum usable open space per unit that is aligned with the site coverage and height provisions and suitable for medium/high density typologies; and (b) acknowledge that the required open space can be provided in a variety of forms depending on the specific housing typology (e.g. ground level open space, upper level decks, combination between the two and/or as part of a shared open space).

Recommendations

- For the Marine Parade blocks - establish a new open space standard for a minimum usable open space area per unit which: (a) is closely aligned with and supports the medium/high density development promoted by the bulk and location standards; and (b) reflects the different open space characteristics of the basic medium/high density housing typologies (e.g. minimum ground level space of 20m² and/or minimum deck area of 10m²/minimum dimension 2m).
- For the inland block - apply the same approach as above, but modify the required minimum open space area accordingly to reflect the slightly lower density envisaged there (e.g. minimum ground level open space of 30m² and/or minimum deck area of 12m²/minimum dimension 2.5m).

4.8 FENCING

The District Plan (Condition 10.26) allows for 2m high fences along all site boundaries. The condition does not include requirements for the type/style of fencing.

Discussion

The current provision does not reflect the general pattern of low, no or permeable front fences. The provision for a 2m tall fence is not appropriate for the character of the Marine Parade Character Zone as a whole and especially for the properties fronting Marine Parade. High fences, particularly along street frontages and open spaces, do not support informal surveillance (do not allow visual connections from within the dwelling to the street/open space) and create undesirable street enclosure that is detrimental to the streetscape safety and visual character.

Recommendation

- Reduce the maximum height of front fences and the visible parts of side fences (e.g. the first 3-5m from the street boundary) to 1.2m, but allow for a potential component of taller permeable fencing in

situations where this is required for privacy (e.g. the development includes private open space within the front yard).

4.9 PARKING

Chapter 61/Transportation (61.14.A/vehicle parking space) requires 1 vehicle parking space per unit, plus one additional vehicle parking space clear of the road between the entrance to any notional garage or carport and the road frontage. These provisions are applied consistently across all residential zones in the city.

The requirement for two on-site parking spaces creates vehicle dominated street frontages with double garages facing the street - an issue particularly relevant for multi-unit development of terraced housing type (see comments under 4.2 above). To address this, an amendment to the parking requirement to a single on-site parking space would be helpful.

Recommendation

- Consider reducing the parking provision to a single parking space per unit.

4.10 MULTI-UNIT DEVELOPMENT

The District Plan defines multi-unit residential development as development comprised of two or more household units, regardless of the building typology. New multi-unit development in the Marine Parade Character Zone is a controlled activity provided that it complies with the relevant standards and terms in the zone's Activity Table and Condition Table. Council's discretion is over matters referred to in Rule 10.12, including the assessment criteria in Chapter 12.

Chapter 12 (Residential Environment Assessment Criteria) includes assessment criteria for multi-unit development (section 3). These criteria cover some of the key matters associated with multi-unit development but some of them are quite general and do not provide a clear guidance on expected outcomes. These criteria are relevant to resource consent applications for discretionary or non-complying activities and therefore they are not applicable to the Marine Parade Character Zone where multi-unit development is a controlled activity, unless some of the standards are being breached.

The review of recent resource consents - all of which were for small-scale 2-4 unit developments - did not raise any significant issues regarding the current bulk and location provisions. However, this might not be the case in the context of larger-scale developments that utilise the full development potential allowed by the current provisions, especially if any such developments are to be assessed as a controlled activity.

The review of recent consents showed that there are some recurring issues which relate primarily to impact on streetscape character, including vehicle-dominated ground levels and lack of landscaping (hard or soft), repetitive building design in terms of general form and the use of materials, and lack of visual interest and sufficient design detail along the street façade. It is important to ensure these issues are appropriately managed. This can be achieved by reviewing the current assessment criteria.

Recommendations

- Retain the controlled activity status for multi-unit development for up to 2 units, but change it to restricted discretionary activity for developments of more than 2 units.
- Review the current assessment criteria for multi-unit development to include criteria that cover the full range of issues associated with the various medium density housing typologies and apply them to both controlled and discretionally activity proposals.

- Consider including an Appendix⁵ to the assessment criteria that outlines the area-specific character and amenity features of the Marine Parade Character Zone to provide context for and facilitate the application of the assessment criteria.
- Require resource consent applications for new multi-unit development to provide: (a) an appraisal of the surrounding streetscape character and explain how the proposal has applied the assessment criteria to respond to that character; and (b) a landscape plan showing proposed hard and soft landscape features.

■ ⁵ Similar Appendices could be developed for the remaining character amenity areas. A good example of using area-specific descriptions (in the form of appendices) to supplement design guidelines for multi-unit development is the Residential Design Guide in the Wellington City District Plan.

5 APPENDICES

5.1 APPENDIX 1: RECENT RESOURCE CONSENT APPLICATIONS: SUMMARY TABLE

The following table has been prepared by Napier City Council.

Multi-Unit Development

Address	Date of consent		Number of units	General characteristics	Provisions breached
559 Marine Parade	March 2015		4	<p>Two x 2 storey duplexes, each dwelling with a double garage at ground level and upper level balcony</p> <p>HIRTB infringements between the duplexes</p> <p>No onsite manoeuvring, requiring reversing onto Marine Parade</p>	<p>1m side/rear yard</p> <p>Height in relation to boundary</p> <p>5m setback for covered carparks</p> <p>Vehicle access to an arterial road, onsite manoeuvring</p>
607 Marine Parade	November 2016		2	2 storey duplex, each dwelling with a double garage at ground level and upper level balcony	5m setback for covered carparks
615 Marine Parade	June 2011		2	2 x three storey town houses.	<p>HIRTB</p> <p>Site coverage</p> <p>Open Space</p> <p>5m standing space between garages and road boundary</p>

No infill subdivision