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**REPORT 2 (REPLACEMENT)**  
(1215/52/IM)

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**Karori Town Centre Redevelopment Project -  
Outstanding issues**

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**1. Purpose of Report**

The purpose of this report is to identify the outstanding issues to complete the Karori Town Centre Redevelopment project and propose a way forward.

**2. Executive Summary**

The Karori Town Centre Redevelopment project is nearing completion with the library, café, new community centre and roading improvements complete. There are a number of outstanding issues that need to be resolved to enable completion of the project. This paper seeks guidance on how to resolve the following issues:

- the provision of a community hall as part of the Karori community centre
- the future uses of the eastern portion of the St John's site.

Any decision on the provision of a community hall as part of the Karori community centre influences the options available to the Council for the project's completion. Recent community consultation has indicated reasonable support for a new community hall, and the local community have indicated their willingness to fund raise to meet the costs of a new hall.

Officers consider that completion of the project would be achieved through removing the wooden hall, completing the landscaping, and starting discussion with the interested and affected parties regarding the future of the eastern portion of the St John's site.

**3. Recommendations**

It is recommended that the Committee:

1. *Receive the information.*
2. *Agree to the following next steps in the Karori Town Centre Redevelopment Project:*
  - a) *Landscaping of the site adjacent to the community centre, which is to be retained in Council ownership for future potential community facilities*
  - b) *Removal of the wooden hall and demolition of the associated buildings*
  - c) *Construction of the eastern pedestrian walkway to the Community Centre*

- d) *Offer the Karori Community Centre a continued lease of the St John's building as a temporary community hall until the end of 2008*
  - e) *Discuss the future ownership, use and development of the St John site with affected and interested parties*
  - f) *Report back to the Strategy and Policy Committee regarding the most appropriate future use, ownership and zoning for the remainder of the St Johns site.*
3. *Note that the cost of the above works is \$360,000 and that this expenditure has been budgeted for in the Karori Town Centre project.*
  4. *Note that in the most recent consultation over half of submitters requested that the St Johns site remain in public ownership and be retained for community use.*
  5. *Note that the Karori Hall Replacement Committee is seeking alternative sources of funding to build a new community hall on the site adjacent to the new community centre.*

## **4. Karori Town Centre Redevelopment project**

### **4.1 Original concept**

The Karori Town Centre Redevelopment project was initiated in response to the community's expressed desire for an improved Karori town centre. Based on consultation with the local community in 2001, the objectives of the redevelopment project were to:

- improve the range and quality of facilities and services and
- improve urban form and structure.

The most significant improvements identified by the local community were for the Karori Town Centre to have:

1. Better supermarkets
2. More retail and commercial facilities and services
3. Appropriately sized vehicle service stations and
4. Improved community facilities.

The Council explored a range of options initially in partnership with commercial developers to achieve the community's objectives. However, the costs of redeveloping the centre to achieve a new supermarket and moving Mobil meant that a business case for redevelopment could not be made and the commercial partners withdrew from the project.

The final redevelopment plan delivered a number of the community's objectives but was principally focused on improving the Council owned community facilities in the town centre. The key elements of the project were:

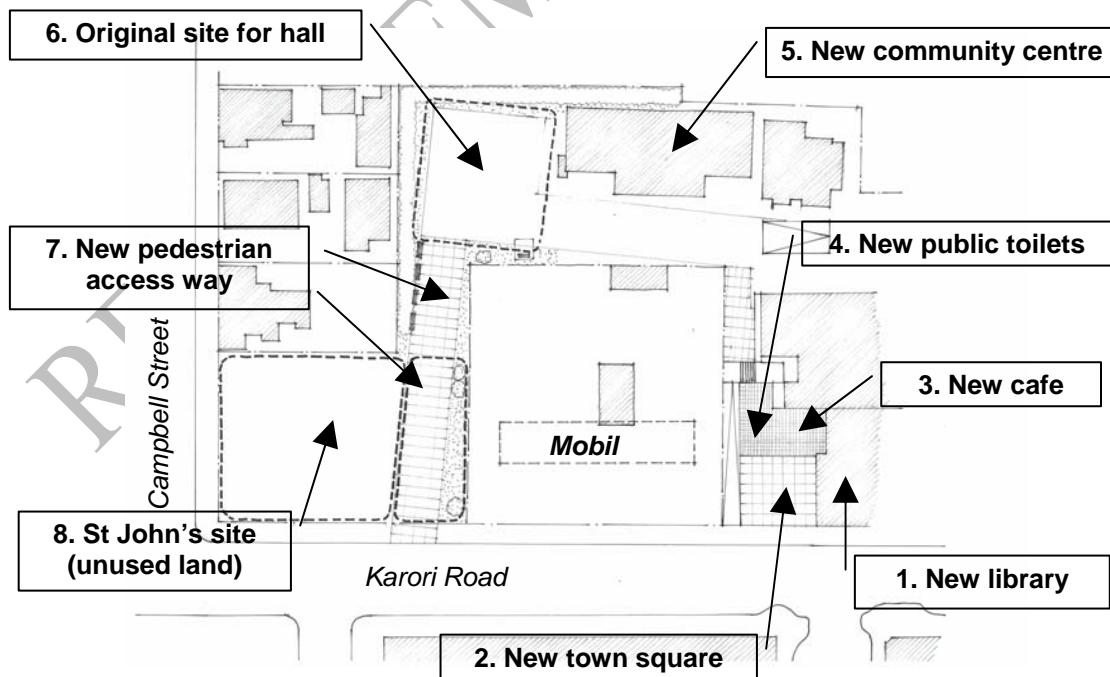
1. New library and café
2. New community centre
3. Relocated and partially upgraded community hall
4. Pedestrian linkage of all community facilities to each other and to public parking
5. New public open spaces, including town square
6. Traffic safety improvements including signalisation of the Parkvale and Karori Roads intersection
7. The creation of a future development site.

The proposal was the subject of wide consultation in November 2002 with 74% of respondents supporting the overall plan. The final concept for the Karori Town Centre Redevelopment project was approved by the Council in February 2003. At that time, officers were requested to:

*“develop a proposal for the final use of the land unused by the project that:  
a) meets sound urban design objectives and  
b) makes a substantial contribution to the cost of the project.”*

A diagram of the final concept is shown in Figure 1 below.

**Figure 1: Final concept for the Karori Town Centre project**



## **4.2 Remaining Issues**

Construction of the new Karori library, café, community centre and town square is now complete and the new facilities are being used by the public. In addition, the installation of traffic lights on the Parkvale and Karori Roads intersection have been completed. There is \$360,000 left in the Town Centre Redevelopment project budget for building removal and the planned landscaping work. However, before such works can be undertaken the issue of the provision of a community hall as part of the Karori community centre needs to be addressed. The other remaining issue is the future use of the eastern portion of the St John's site and consequent District Plan zoning.

## **5. Provision of a community hall**

### **5.1 Background**

The planned relocation of the wooden community hall has not gone ahead. The old wooden hall on the St John's site was to be relocated to the site adjacent to the new community centre and refurbished (shown as Area 6 in Figure 1 above). A resource consent was required for a non-residential use on a residential site and non compliance with the relevant noise rules.

The application for consent was publicly notified and submissions were received in opposition to the proposal. Submitters were principally concerned with the additional noise effects generated by the hall users and the height of the hall. Costs to acoustically treat the hall were substantially higher than the \$181,000 budgeted for the relocation and upgrade of the hall. In April 2005, the Strategy and Policy Committee decided the additional \$378,000 to sound-proof the building was too high for a hall where the need had not been adequately proven. The Committee agreed that the Community Centre would be given temporary use of the St John's building whilst the hall issue was being resolved.

### **5.2 Options and costs**

#### ***New hall adjacent to the community centre***

A new hall on the site adjacent to the community centre is the preferred option for the Community Centre and Hall Replacement Committee. The Centre Committee prefer a large 250 seater hall with stage and service areas. Construction, design and resource consent costs are likely to be of the order of \$1.5m.

#### ***Wooden hall***

The current location of the wooden hall prevents the completion of the Karori Town Centre Project. The creation of a wide pedestrian accessway from Karori Road to the Community Centre is intended for this area (refer Area 7 in Figure 1). As noted above, to relocate the wooden hall adjacent to the community centre, resource consent would be required plus additional funding to acoustically insulate the hall. The total cost is likely to have escalated to approximately \$750k.

Leaving the hall in its present location is not desirable for the following reasons:

- As shown in Figure 1, the building blocks the important western access to the Community Centre – a key part of the original Town Centre Plan
- The building also hides from view the vacant site adjacent to the Community Centre – for safety reasons it is important that this vacant mid-block site is visible from Karori Road
- The continued use of the hall will require immediate investment in basic maintenance as the building is now in a very poor condition
- There is little support for the hall to remain in the Town Centre – this has not emerged as an option or issue in all the consultation on the project over the last four years
- The Community Centre Committee does not want to retain the hall in its current position.

### ***St John's hall***

Concept plans have been developed for the reuse of the St John's hall as a community hall. To be used as a new community hall, the building would need:

- new toilets
- a new kitchen
- a new wooden floor.

In addition, in order to meet the urban design objectives that a building in this location forms an important entranceway to the Karori Town Centre, it is recommended that additional works include:

- a new roof and
- landscaping.

A further concept plan has been developed to extend the existing St John's hall to accommodate 250 seats.

The costs of these options are shown below:

<b>Options for use of the St John's building</b>	<b>Estimated cost</b>
Basic refurbishment to allow continued use as a community hall beyond 2009	\$460,000
Basic refurbishment plus additional recommended costs of landscaping and a new roof	\$700,000
Full refurbishment to turn building into a 250 seat community hall for long term use	\$1,900,000

### **5.3 The Community Centre's preferred option**

The Community Centre do not support the redevelopment of the St John's building as a hall as a permanent solution to the issue of providing a new community hall for Karori.

This is due to the operational logistics of managing the two separate sites; particularly for the youth activities they would like to run from the both the youth centre in the community centre building and the 'new' hall. The Community Centre Management Committee supports the retention of the St John's hall as an interim solution.

The Karori Replacement Community Hall Committee preferred option is for a new hall adjacent to the Community Centre. The Committee requests that the Council:

1. Approves the building of a replacement community hall on the site beside the Karori Community Centre
2. Enters into a partnership to build the replacement hall
3. As part of that partnership assists with the preparation of sketch plans, costs and resource consent
4. Contributes funds from the Karori Town Centre Project for the movement and renovation of the wooden hall, to the replacement hall funding
5. If the St John's/Lighthouse site is sold, contributes the increased value of the site to the replacement hall funding;
6. Contributes a fair proportion of the costs to build the replacement community hall
7. Allows the St John's Hall to continue to be available to the Community Centre until a replacement Hall is built.

The Hall Replacement Committee considers that two years from the agreement to build a new hall is sufficient time to raise the required funds for the new hall.

#### **5.4 Timing of Council investment and need for a hall**

##### ***Community hall needs assessment***

Officers and the members of the Karori Community Centre Management Committee jointly agreed a brief for an independent consultant to undertake a needs assessment for a new community hall in Karori. The consultants report was finalised in September 2006.

The report focussed on the need for a community hall as part of the Karori Community Centre. It concluded that there is a surplus of community hall space in the Karori suburb, and that the wooden hall and the St John's building are not required to meet current demand. However, if the wooden and St John's halls are removed there may be a shortage of wooden-floored hall space in the medium to long term. This would reduce the scope for active community activities such as dancing, aerobics and yoga.

##### ***Community Facilities review***

A Councillor workshop was held in March 2007 to present the preliminary findings of the Libraries and Community Facilities Activity Reviews. The purpose of the reviews was to outline the current Council involvement, the activities contribution to Council's strategic outcomes and an assessment of the efficiency and effectiveness of the activity in achieving those objectives. The reviews also outlined the key challenges for each activity.

In relation to Community Centres, the most significant issues were:

a city wide portfolio characterised by aging, inflexible physical infrastructure with poor fit for purpose

- lack of officer capacity and Council funding to address the number of current issues and/or requests for new capital investment made by the centres
- poorly defined priorities for new investment
- lack of information about the range and type of publicly available but non-Council owned facilities

As a result of this, the Community Facilities Activity Review proposed, among other initiatives, that a rolling programme of area based reviews would be instigated which would assess the current level of provision of Council and non-Council services or facilities and identify possible initiatives to meet any gaps identified. The proposed programme of area based review prioritised areas within the city and the timing of those reviews. Under this programme a Karori review is outside the timeframe of the existing Long Term Council Community Plan (LTCCP).

### 5.5 Recent consultation on the hall issue

In November 2006 consultation with the Karori community was undertaken on proposals for the land adjacent to the community centre (where the wooden hall would have been relocated to) and the St John’s site. A number of meetings were held with various parties within the local community including St Ninian’s Methodist Church minister, the Hall Replacement committee and some neighbours to the site. 194 submissions were received including a submission in petition form that was signed by 94 people. Below is a summary of comments made in relation to the site where the hall was to be located:

Preferred future of the site adjacent to the Community Centre	Petition as 1 submission	Petition as 94 submissions
Retain site for a new community hall	57.2%	71.4%
Retain site for a new park or playground	23.7%	15.9%
Use for more car parking for town centre	10.3%	6.9%
Redevelop as for residential use	5.2%	3.4%

### 5.6 Conclusion: The recommended way forward

Construction of a new building or use of an existing building as a community hall beyond 2008 will require additional Council investment in the Karori suburb. Officers do not support such additional investment for the following reasons:

- The low prioritisation of Karori in the Community Facilities Activity Review
- The lack of demonstrated need for a hall
- The level of investment required to bring the existing buildings to a reasonable standard.

Officers do support the retention of the land adjacent to the Community Centre for future community facilities which could be a new hall but equally could be utilised for other public facilities such as a playground. This site retains the connection between

Council's facilities and creation of a 'civic hub' in the centre of Karori. If the community raises the funds to construct a new hall on this site, then the Council would be able to consider their proposal plus any other support in addition to the value of this land.

## **6. Future of the eastern portion of the St John's site**

The presumption in the original Karori Town Centre Redevelopment concept was that the eastern portion of the St John's site would be a development site. The decision on the future of the eastern portion of the St John's site (shown as Area 8 in Figure 1) has depended on whether the existing building was to be used as the interim or permanent community hall. As noted above, due to management constraints and the large investment needed the retention of this building for a community hall is not supported by the Community Centre and by Officers.

### **6.1 Potential future uses of the site**

#### *Sale of the site*

To sell the site the Council will have to formally declare the site surplus under the Public Works Act 1981, investigate Council's offer back requirements under Section 40 and meet the requirements of s138 of the Local Government Act 2002 which requires the Council to consult before 'disposing' of a 'park'. Key points on this option are:

- As noted above, sale of the site for re-development has been an integral part of the original Town Centre Plan
- The 2002 valuation for the site was around \$700k – proceeds of the sale of the site will 'refund' the Council for the development of the Community Centre
- Sale will allow for a comprehensive re-development of the site and could result in a change of use from community to commercial and residential use
- Any sale should be subject to an urban design brief – a draft Urban Design brief for the site is included in Appendix 1 for information.

#### *Long-term lease of the site*

Any potential lease for more than 6 months of the site will also trigger the requirements of s138 of the Local Government Act 2002. Subject to meeting the requirements of s138, the site could be leased for a period of 15, 20 or 25 years – key points to note are:

- The leasing option will allow the Council to use the site for a *yet to be determined* purpose in 15, 20 or 25 years, or to sell it at that stage
- Annual revenue from the lease will also 'refund' the Council for the development of the Community Centre
- Leasing will allow for a limited re-development of the site and could result in a change of use from community to commercial and residential use, but use options can be strictly controlled through the lease agreement
- The longer the leasing period, the higher the quality of any 'temporary' building that could be constructed on the site.
- Any lease arrangement should be subject to an urban design brief.

### ***Council retention and re-development for a community use***

The Council could re-develop the site as car park, open space or for another community use. Key points related to this option are:

- No community use has been identified for the site in the original Town Centre Redevelopment project – the project has already substantially enhanced the quality of community facilities and public spaces in the Town Centre, including a new public square and cafe
- This option will require additional investment in the Town Centre and will mean that any possible income from the site will be forgone.

### ***Zoning options***

The current District Plan zoning of the St John's site is Outer Residential. Only residential activities are permitted within the Outer Residential zone and community and commercial uses, including passive recreation associated with non residential uses, require resource consent under this zoning. A rezoning to suburban Centre would allow a significantly greater degree of flexibility of use of the site.

However, in 2006 neighbours expressed strong concern about possible zone change to Suburban Centre. Their concerns focused on the protection of residential values of the neighbouring properties - these could be protected through the use of special provisions for the site. Such possible provisions have been discussed with the neighbours and are included in Appendix 1 for information.

## **6.2 Recent consultation on the future of the site**

As noted above, in November 2006 consultation with the Karori community was undertaken on proposals for the future use of the St John's site and the land adjacent to the Community Centre (where the wooden hall would have been relocated to). Below is a summary of comments made in relation to the St Johns site:

<b>Preferred future of the St John's site</b>	<b>Petition as 1 submission</b>	<b>Petition as 94 submissions</b>
Site should be retained for community use	37.6%	58.3%
Explicit request to retain the St John's site in WCC ownership	27.8%	51.7%
Retain the St John's building	23.2%	48.6%
Retain as open space	15.5%	10.3%
Support for mixed use or retail	9.3%	3.4%
Provide more car parking for the town centre	8.8%	5.9%
Allow two storey development only	8.2%	5.5%
The Council should undertake more consultation	6.2%	4.1%

In addition, a number of submissions requested that Mobil be moved, any servicing of the sites not impact on Campbell Street, and any redevelopment be single storey only.

Whilst a community use was the preference of those who responded to the survey, other submissions suggested uses such as a cinema, fast food outlet, local museum, dance school and skateboard park.

The above results are in contrast to the consultation undertaken in 2002 when 76% of submitters supported the original concept with redevelopment of the site for commercial or mixed use. This lack of support for the redevelopment of the St John's site may be as a result of concern in the community regarding the community hall issue, or that in 2002, the community was willing to trade off the new library, community centre and hall for the commercial redevelopment of the St John's site.

### **6.3 Conclusion: The recommended way forward**

Officers recommend following steps to resolve the future use of the site:

1. Offering the Community Centre a further lease of the St John's building as a temporary community hall until the end of 2008.
  - Allows the Community Centre to continue the interim user arrangements for the hall
  - Use after 2008 will require substantial investment, as set out above, and is therefore not recommended
2. Continue discussing the future ownership, use and development of the site with the affected and interested parties.
  - The affected and interested parties include the site's neighbours, Council's Business Units, the Community Centre, users of the hall, and existing Town Centre land owners and their tenants
  - This will facilitate the decision for the future use of the site
3. Report back to the Strategy and Policy Committee regarding the most appropriate future use, ownership and zoning for the remainder of the St Johns site. The report will include:
  - Results of the discussions with affected and interested parties
  - A financial, risk and urban development assessment and comparison of the various options for the future of the site
  - A recommendation on the most appropriate option
  - Supporting recommendations regarding the most appropriate zoning and an urban design brief

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<b>Supporting Information</b>
<p><b>1) Strategic Fit / Strategic Outcome</b> The overall Karori Town Centre redevelopment project contributes to:</p> <p><b><i>Outcome 1.1A: More liveable</i></b> Wellington will be a great place to be, offering a variety of places to live, work and play within a high quality public environment</p> <p><b><i>Outcome 1.2: More Prosperous</i></b> Wellington's urban form, and flexible approach to land use planning in the central city, centres and industrial area, will contribute to the economic growth and prosperity</p> <p><b><i>Outcome 1.3: More Compact</i></b> Wellington will have a contained urban form, with intensification in appropriate area and mixed land-use, structured around a vibrant central city, key suburban centres and major transport corridors</p> <p><b><i>Outcome 1.5: Support a stronger sense of place</i></b> Wellington will be a memorable, beautiful city, celebrating and building on its sense-of-place, capital city status, distinctive landform and landmarks, defining features, heritage and high quality buildings and spaces.</p>
<p><b>2) LTCCP/Annual Plan reference and long term financial impact</b> CX411 Public Space and Centre Development – Town Centres</p>
<p><b>3) Treaty of Waitangi considerations</b> There are no known Treaty implications</p>
<p><b>4) Decision-Making</b> The decision made will impact on the potential completion of the Karori Town Centre Upgrade, the provision (or not) of a community hall as part of the Karori community centre and the potential future sale of the St John's site. Any decision to sell is not significant under the Council's Significance Policy</p>
<p><b>5) Consultation</b></p> <p><b>a) General Consultation</b> Consultation was undertaken in November 2006 on the future use of the St John's site and the land adjacent to the new community centre.</p> <p><b>b) Consultation with Maori</b> No consultation has been undertaken with tangata whenua in regard to the various options at this stage</p>
<p><b>6) Legal Implications</b> The Council's lawyers have been consulted during the development of this paper.</p>
<p><b>7) Consistency with existing policy</b> The report is consistent with existing decisions on the future of the Karori Town Centre</p>

## **Draft Urban Design Brief: St John's site, corner of Karori Road and Campbell Street**

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### **1. Purpose**

The purpose of this brief is to outline the design objectives and considerations for the redevelopment of the St John's site.

This site specific design brief should be read in conjunction with all relevant District Plan requirements.

### **2. The site**

The site is located on the corner of Campbell Street and Karori Road in the Karori Town Centre. The site fronts Karori Road and is bounded by the access way to the Karori Community Centre and the Mobil site to the west and residential properties to the south. To the east the area is predominately residential and schools and facing the site is the Karori Mall.

The site is zoned 'Outer Residential' in the District Plan. It comprises some 1100m<sup>2</sup>. The site slopes towards the west and has the potential to be a prominent site within the Karori town centre.

Access to the site is currently from both Campbell Street and Karori Road.

### **3. Development objectives**

The Council seeks to:

- Provide a high quality development which adds to the character of the Karori Town Centre
- Provide a development which positively contributes to the vibrancy of the Karori town centre
- Provide for a mixture of uses that are compatible with the adjacent residential areas
- Ensure any development which fronts public space makes people feel safe and comfortable
- Ensure any outdoor areas are attractive and successful.

## 4. General requirements for development

### 4.1.1 Building Height

1. Buildings fronting Karori Road may rise to 10m above ground level.

*Reason:*

- *To build to 10m here reinforces the connection of the site to the commercial area and is in keeping with the other buildings in the commercial area*

### 4.1.2 Buildings to reinforce entrance to Karori Town Centre

2. The potential for creating an entrance building to the Karori town centre area should be considered.

3. Any building should be built to the street edges on Karori Road and Campbell Street

*Reason:*

- *To create an entrance to the commercial area reinforces the sense of arrival in the Karori town centre*

### 4.1.3 Design quality

4. The potential visual prominence of the site is such that a high quality development is essential.

5. Consideration should be given to the appearance of any building when approaching the town centre along Karori Road.

*Reason:*

- *To ensure a high quality development that adds to the character and visual interest of the Karori town centre*

6. Natural surveillance of adjacent public spaces should be achieved through good design. Consideration should be given to the relevant principles in the District Plan Design Guides

7. Visual connection to the Karori Community Centre from Karori Road should be maintained

*Reason:*

- *To maintain the safety benefits of informal surveillance of public spaces.*

### 4.1.4 Active edges to public spaces

8. Active edges to frontages on Karori Road and pedestrian connection to community centre site should be maintained.

9. Active edges should house activities of public relevance, most appropriately retail.

*Reason:*

- *To add vitality at the street edge to this part of the Karori town centre*

## 4.1.5 Use and activity

10. In principle, a range of activity is desirable. This range might include a mix of retail, offices and residential. Uses must be compatible within the site and nearby residential areas.
11. Undesirable activities and uses include those which create disturbance to neighbouring properties outside the hours of 7am to 10pm. These should not be considered for the site.

*Reason:*

- *Diversity adds interest and vitality both to the town centre and the wider neighbourhood. Protection of the amenity of the residential areas is important*

## 4.1.6 Site access and servicing

12. The building should be serviced from Campbell Street.
13. Service areas should be unobtrusive – delivery bays, refuse bins and other such elements shall be located discretely and concealed from public view and neighbouring residential properties.

*Reason:*

- *To ensure that service areas do not detract from the quality of the development*

## 4.1.7 On site car parking

14. Any residential units must have at least one on-site car park per unit plus one on-site car park for visitor's cars.
15. Any car parking, servicing and vehicle access should be located at the rear of the site and have minimal visual impact.
16. Garaging fronting Karori Road and Campbell Street should be avoided.

*Reason:*

- *To reduce the impact of any development on the on street car parking which is limited and in high demand in the neighbouring streets.*

## 4.1.8 Existing conditions

17. Consideration should be given to recognising the history of the site and its uses in any redevelopment of the site

*Reason:*

- *To maintain the connection to the past uses of the site and their role in the changing character and community of Karori*