
REPORT 3
(1215/52/IM)

PROPOSED DISTRICT PLAN CHANGE 60 –CHURTON PARK SUBURBAN CENTRE

1. Purpose of Report

To seek approval to publicly notify proposed District Plan Change 60, to re-zone land at the corner of Westchester Drive and Lakewood Ave, Churton Park, from Residential Area to Suburban Centre.

2. Executive Summary

The subject site, shown on map 1 in appendix 1, has been identified as an appropriate place to provide Churton Park and Glenside with a neighbourhood shopping centre to support its social and economic needs. These community needs were identified by the Northern Growth Management Framework 2003, which involved community consultation to gain insight into what services and requirements residents thought their suburb would need going forward. Historically, a site in this area of Churton Park was identified in the previous District Scheme as Commercial A1 zone for the same purpose. However, for various reasons, this zoning was not carried forward into the current operative District Plan, which was notified in 1994.

Further consultation with the community in 2006 has guided the preparation of Plan Change 60. The Section 32 report provides a thorough analysis of three options that were considered. Option 3, suburban centres zone with amended zone provisions and introduction of a concept plan (with urban design assessment criteria), was considered the best way in which to provide for the community's needs. The proposed provisions will limit activities that are able to establish in the zone to those identified by the concept plan. That includes a supermarket, retail, offices/commercial, healthcare and residential activities.

3. Recommendations

It is recommended that the Committee:

- 1. Receive the information.*

2. *Agree to publicly notify Proposed District Plan Change 60, Churton Park Suburban Centre Rezoning, as set out in Appendix 1 of this report in accordance with Schedule 1 of the Resource Management Act 1991.*
3. *Agree to adopt the Section 32 report for Proposed District Plan Changes 60 as set out in Appendix 2 of this report.*
4. *Agree to delegate to the Portfolio Leader for Urban Development the authority to approve minor editorial changes to the documentation of Proposed District Plan Changes 60 as may be required before public notification.*

4. Background

The District Plan uses two zones to cover the retail, commercial and industrial areas of the city. The Central Area zoning covers the central city, and the Suburban Centres zone applies elsewhere. Suburban Centre zones are located in all suburbs, and include the main (larger) retail centres (such as Johnsonville), neighbourhood shopping centres (such as Island Bay, Khandallah and Newlands), industrial and service areas and special areas such as Kiwi Point Quarry. Each centre has its own character and role (function) that it plays in the city's day to day functioning.

A need has been identified, through the Northern Growth Management Framework 2003 (the Framework), for a neighbourhood shopping centre at Churton Park; however there is no land currently zoned for this purpose. The former District Schemes had identified land in Churton Park for this purpose since the 1970's, however those commercial zones did not carry forward into the current operative district plan for several reasons:

- Subdivision had not occurred to a level where certainty could be placed on future site boundaries; and
- Identify this zoning was considered premature in the development of Churton Park and the communities needs; and
- The level and rate of growth and household numbers in the area had not yet been established to a point that warranted a neighbourhood centre.

The Framework confirmed that Churton Park is one of the fastest growing suburban areas in Wellington City, and is now at a point where a neighbourhood shopping centre is likely to be economically viable and the community is of a size to support it. Furthermore, the community is at a stage in development where a social focal point is needed to help identify a sense of place and to provide economic benefits of local convenience shopping for day-to-day needs. This would or could include other activities such as a medical centre, cafés, take-away premises and community buildings. Such a centre would reduce travel and create time efficiencies for local residents who, instead of having to travel to say Johnsonville, Tawa or Porirua for local shopping needs such as groceries, they could be directly served for these requirements in their own suburb.

The subject site is located on the south-western corner of Westchester Drive and Lakewood Avenue, as identified on map 1, and has a total land area of approximately 2.75 hectares. The majority of land is zoned Residential Area, however a strip on the western flank of the site is zoned Open Space A and contains part of a Wellington City Council Designation (W4) for storm water and flood detention purposes.

5. Discussion

5.1 Proposed zoning of land

The proposed District Plan Change 60, appendix 3, introduces the Suburban Centres zone to a piece of land at the corner of Westchester Drive and Lakewood Avenue, changing it from its present Residential Area zoning. Appendix 1 contains a map of the site. The introduction of this zone, along with the additional controls outlined below, will provide the basis for allowing a neighbourhood centre to be developed at this site. The overall thrust is to achieve a high quality urban development that will deliver the right mix of activities to support the community's social and economic needs.

5.2 Proposed zone controls and concept plan for Churton Park Village

5.2.1 Proposed Zone Controls

Permitted Activities

The proposed zone controls limit the activities that can be established as of right under rule 7.1.1, Permitted Activities. Only those activities provided for by the concept plan map and requirements will be permitted, as listed below:

- Supermarket
- Retail, including food premises and takeaways
- Commercial/offices
- Healthcare
- Café /restaurant/pub
- Community
- Residential
- A public park space.

Supermarkets are considered a large scale retail activity. As one is provided for in the concept plan, it has been necessary to exempt a supermarket activity from having to meet new rules introduced by Plan Change 52 (publicly notified and currently under consideration and deliberation), which restricts establishment of large scale retail activities outside the town centres of Tawa, Johnsonville, Karori, Newtown, Kilbirnie and Miramar. Any other large scale retail activity besides a supermarket would be subject to the provisions of Plan Change 52.

It is seen as necessary to exempt a supermarket from the provisions of Plan Change 52 due to economic research providing officers key evidence that the

success or otherwise of local neighbourhood shopping centres can, these days, largely be linked the presence of and successful enterprise of a supermarket. Additionally, a supermarket is considered necessary to provide for the communities day-to-day shopping needs. These matters are discussed in full detail in the appended Section 32 Report.

Permitted activity standards

All activities are required to comply with the following existing standards of the Suburban Centres zone:

- Lighting (7.1.1.4)
- Electromagnetic Radiation (7.1.1.5)
- Screening of Activities and Storage (7.1.1.6 - 7.1.1.6.2 only)
- Vehicles Parking, Servicing and Site Access (7.1.1.7) except residential activities needn't comply with standard 7.1.1.7.5 (servicing)
- Signs (7.1.1.8)

All built development must meet the following existing standards of the zone:

- Height control adjoining Residential Areas (7.1.2.2 – 7.1.2.2.1 only)
- Verandas (7.1.2.4)
- Windows (7.1.2.6)

An amendment to the existing building height standard is proposed to limit buildings to 9m, a 3m reduction from the usual 12m permitted height in Suburban Centres. This is to ensure residential amenities are protected and the development will be in keeping with the scale of surrounding residential development.

All subdivision must meet the following existing standards of the zone:

- Provision of Services (7.1.4.2)
- Legal Access (7.1.4.3)
- Earthworks undertaken (7.1.4.4)
- Vehicle Access (7.1.4.5)

Built development and subdivision

Two new rules are proposed in order to assess both built development and subdivision as Discretionary Activities (Restricted).

Proposals will need to comply with the permitted activity standards listed above, *plus* the 'requirements' of the concept plan.

Any proposal not meeting the relevant permitted activity standards will need a concurrent consent as a Discretionary Activity (Restricted) for those breeches.

Any proposal not meeting the 'requirements' of the concept plan will default to a Non-Complying Activity. This provision is considered necessary in order to maintain an appropriate level of control over those matters considered essential elements in achieving an appropriate mix of activities and quality built environment.

5.2.2 Proposed Concept Plan

The concept plan will be introduced as an appendix to chapter 7 – Suburban Centres. The concept plan is the key tool to ensuring the new centre develops in a sustainable manner and creates a quality built environment. It is comprised of three parts, a map, a set of requirements and a set of guiding principles (urban design assessment criteria).

Map

The concept plan map is appended and identifies the general locality in which activities are required to establish. The introduction to the appendix explains that *“The map illustrates a flexible framework for development, indicating the general location within the village where activities should be located. The accompanying text reinforces the map with requirements and the guiding principles are there to reinforce urban design principles to be achieved but do not fix the actual design for the village or the individual buildings.”*

Requirements

The requirements of the concept plan cover the following 14 key elements:

1. Provision of a supermarket
2. Provision for retail, commercial, healthcare and related or similar activities
3. Buildings in the commercial centre fronting Westchester Drive and Lakewood Ave must occupy and engage the public street edge
4. Display windows and verandah cover is required on the street edge
5. A prominent landmark corner feature is required on the corner of Westchester Drive and Lakewood Ave
6. A public open space (park) area must be provided within the village
7. Provision of medium density housing
8. Density of medium density housing to be 1 unit per 400m² of site area or higher
9. Provision of 1 vehicle access on each road frontage, plus separate vehicle access for residential developments
10. Pedestrian access through the commercial centre from the street
11. Car parking shall not front a street edge, i.e. must be set back
12. A car parking ratio for medium density housing of 1 park per unit, plus 1 visitor car park per 4 units
13. Landscaping for all areas of public space (as defined in the Plan), including 1 specimen tree for every 10 car parks plus additional plantings and specimen trees
14. Storm water control and treatment, particularly in regards to the W4 designation area
15. Subdivision design and layout.

The full requirements can be found under section 4.0 Requirements, of the proposed Concept Plan.

Guiding Principles

The concept plan includes urban design principles that will be used in assessing resource consent applications made under the new zone rules. Areas covered are:

- Design, external appearance and siting of buildings
- Structure and design of public space
- Location and layout of parking and servicing
- Landscaping
- Site access, pedestrian and vehicular
- Residential development (relies on the multi-unit design guide)
- Storm water management
- Subdivision.

The full text can be found under section 5.0 Guiding Principles, of the proposed Concept Plan. These will ensure a quality built outcome that will serve the needs of the community and become the focal point for it.

5.3 Consultation

Preparation of the proposed Plan Change 60 was preceded by community consultation and engagement during May and June 2006, to ensure as many of the local community's needs and desires as possible could be attained. The results are reported on by officers in "*A heart for Churton Park, Churton Park Neighbourhood Centre – Context, issues and opportunities, July 2006*", attached in appendix 6.

The consultation involved sending approximately 2,000 questionnaires to all households in Churton Park and Glenside. The questionnaire asked residents what they would like in their neighbourhood centre and presented a list of activities. A copy of the questionnaire is contained in Appendix 5.

A total of 341 responses were received and are summarised in the aforementioned report, appendix 6. The most significant results, where over half of respondents responded favourably, were for the inclusions of the following activities (given in order from highest percentage):

- Café/deli
- Supermarket
- Small park/local square
- Small car parking area
- Pharmacy
- Takeaways
- Bus stops
- Medical centre
- Post office.

All of the above activities have been provided for in the proposed Concept Plan.

Many respondents also commented about character and design even though this was not specifically raised in the pamphlet questionnaire. Most wanted an integrated village setting with a strong sense of place and a positive community feel. The guiding principles of the proposed Concept Plan aim to guide development to create the sort of place the community is anticipating through promoting good design.

The vision statement at the beginning of the proposed Concept Plan sets the scene and states *“To provide the communities of Churton Park and Glenside with a Village that will form the focal point and social interaction hub for these communities whilst providing for their day-to-day needs. Quality of development is essential in delivering such a place. Buildings will create a degree of critical mass balanced by park and open space to ensure a sense of place is established. Accessibility for public transport, private vehicles and pedestrians is made easy though balanced against pedestrian amenity. The Village will be an inviting and safe place to be in at all times of the day and night.”*

The Churton Park Residents Association (CPRA) has been provided a copy of the concept plan map at their meeting on the 6th August 2007. Informal feedback from the CPRA informed that building height was likely to be a significant concern to local residents living adjacent to the centre, and they wanted to ensure any possible future community activities would have a place in the centre (note that there is currently no intention to construct new Council facilities in the centre). These concerns have been addressed by limiting building height to 9m and by specifying that community activities may occupy the area labelled commercial centre on the concept plan map.

6. Conclusion

The proposed Plan Change aims to provide a place where a neighbourhood centre can be development for Churton Park. This will become the ‘heart’ of the suburb and a place for social interaction, as well as providing for the day-to-day convenience shopping needs, thus economic wellbeing of the community.

Consultation indicates the community is favourably disposed to creation of a neighbourhood shopping centre. The planning framework developed for its creation, as put forward in proposed Plan Change 60, is tailored to providing for sought after activities and a built form that will ensure a quality design outcome.

The concept plan approach will ensure that all development will contribute positively in visual design terms as well as providing a range of activities considered necessary to support the economic and social well being of the local community. The amended height limit will ensure development is in keeping with the scale of surrounding residential development and residential amenities will be maintained.

Contact Officer: *Kathryn St Amand, Policy Advisor (Planning Policy)*

Supporting Information

1) Fit with Strategic Objectives/Strategic Outcomes

The policy supports Council's Northern Growth Management Framework, 2003 which provides a strategy for achievement for the future development of the northern part of Wellington City. A key initiative provided for in the implementation programme includes a neighbourhood centre for Churton Park.

2) LTCCP/Annual Plan reference and long term financial impact

Relates to updating the District Plan.

3) Treaty of Waitangi considerations

There are no specific Treaty of Waitangi implications.

4) Decision-Making

The proposal to change the Plan is in line with Council's Northern Growth Management Framework, as such is not a significant policy decision.

5) Consultation

a) General Consultation

Community engagement has been carried out in preparing the proposed Plan Change. Further consultation will occur through the Resource Management Act statutory process.

b) Consultation with Maori

Consultation with Iwi was undertaken as part of the development of the Northern Growth Management Framework.

Ngati Toa and the Wellington Tenth Trust will be sent a copy of the Proposed Plan Change when it is publicly notified under the Resource Management Act.

6) Legal Implications

Council's lawyers will be consulted as necessary during the public notification and statutory processes of the Resource Management Act.

7) Consistency with existing policy

This report recommends certain measures which are entirely consistent with Council's strategic planning policy directions.

APPENDIX ONE

APPENDIX TWO

APPENDIX THREE

APPENDIX FOUR

APPENDIX FIVE