
ADELAIDE ROAD FRAMEWORK

1. Purpose of Report

The report seeks agreement to adopt the final Adelaide Road Framework.

2. Executive Summary

The Council's Urban Development Strategy (2006) established a 'growth spine' to direct growth over the next 50 years along nodes and corridors that can be well serviced by public transport. Adelaide Road is a key growth area on the 'growth spine' and is the second of three centres to be the subject of a "place-based" planning process.

The northern Adelaide Road area has the potential to develop into a high quality mixed use area, providing greater opportunities for living and working within close walking distance of the central city, Wellington Hospital, Massey University, the Newtown shops, and public transport. The Adelaide Road Framework is a long-term vision that guides future development over a 10-30 year period. Given the current economic downturn it may be likely that little development will occur in the next few years - nevertheless it is important that Council sets in place the essential elements of the Framework to ensure that the objectives can be achieved over the longer-term when the market picks-up.

A draft Adelaide Road Framework was consulted on over September/October 2008. Ninety six (96) submissions were received. The feedback shows a high level of support for the draft vision and the key proposals. As a result of the feedback received, the Framework has been reviewed and amended to reflect key concerns and to strengthen certain provisions.

The Framework's supporting implementation action plan sets out a range of actions that are fundamental to the delivery of the vision for Adelaide Road. The timing and phasing of actions have been reviewed in recognition of the impact of the current global economic downturn and affordability issues affecting the Council's budget. Some actions have been identified as "essential" and Council needs to commit to these to achieve the objectives of the Framework. Others are not essential and can be undertaken as funding becomes available. The general approach is to phase in the short-term those essential actions that are required to set-up and facilitate the proposed vision and to keep momentum, but to phase major capital works towards the later end of the 10 year period.

Additional flexibility is also provided to review phasing to fit with the progress of key linked projects (ie Ngauranga to Airport Corridor Plan), and in the light of the further developments in the global economic crisis. The detailed funding implications of the Framework will be further considered through the LTCCP and annual planning processes.

The Framework also informs proposed District Plan changes for the Suburban Centre and Residential zones as they relate to the Adelaide Road area. The draft plan changes are due to be presented to the Committee by the end of 2008.

3. Recommendations

Officers recommend that the Committee:

1. *Receive the information.*
2. *Agree to recommend to Council the adoption of the final Adelaide Road Framework (attached as Appendix 1).*
3. *Delegate to the Portfolio Leader for Urban Development and Transport the authority to approve minor editorial changes to the final Adelaide Road Framework prior to publication.*
4. *Agree that any funding implications be included for consideration as part of the LTCCP prioritisation process.*
5. *Note that some actions have been identified as Priority 1 (essential) and that the Council needs to be able to commit to these actions to achieve the desired outcomes of the Adelaide Road Framework. These actions will be considered as part of the LTCCP prioritisation process.*
6. *Agree to review the proposed phasing of Priority 2, 3 and 4 actions in November 2010.*
7. *Note that the Adelaide Road Framework will set the framework for draft District Plan changes for Suburban Centres and Residential zones, which will be reported back to the Committee before the end of 2008 for consideration and public consultation.*
8. *Note that the implementation actions set out in the Action Plan propose that the Council takes a more directive role in development facilitation in Adelaide Road.*

4. Background

4.1 Strategic policy context

The Urban Development Strategy (UDS) seeks to concentrate additional growth in housing and employment along the 'Growth Spine' from Johnsonville through the CBD to the Airport. More intensive mixed use development is

encouraged in key growth areas - the central city, Johnsonville, Adelaide Road and Kilbirnie - supported by high quality public transport and roading.

The Ngauranga to Airport Corridor Plan is also of key relevance to Adelaide Road. Proposed improvements to the Basin Reserve will have significant impacts on the long-term functioning of Adelaide Road as a transport corridor in terms of increased traffic levels, improved bus priority and improvements for pedestrians and cyclists. The Corridor Plan's timeframe for these improvements is within the next 10 years.

There are several other policies and reviews supporting the objectives for the Adelaide Road growth area, including:

- **Centres Policy** – which outlines a city-wide approach for managing our key centres. The Adelaide Road growth area is identified as a “live/work” area providing for a mix of uses including employment activities, commercial and business services, limited larger-format retail activities, recreational and entertainment uses, residential activities and local community services
- **Suburban Centre and infill housing reviews** – as part of the rolling review of the District Plan, the Suburban Centres and Residential chapters are being reviewed. These reviews provide the opportunity to make changes to the District Plan provisions for the Adelaide Road area in order to support the achievement of the vision.

4.2 Purpose and scope of the Framework

The Adelaide Road Framework provides a framework to guide the area's long-term development (over the next 10-30 years). It sets out the future vision for the area and identifies how change will be directed and managed. The Framework envisages a significant increase in residential development and employment.

The Framework includes an implementation plan to achieve the vision. While the action plan is focussed primarily on the role of Council, it is clear that the vision cannot be successfully achieved by Council alone. The Framework therefore seeks to guide and coordinate public and private investment in the area to ensure that future development enhances the Adelaide Road area and delivers maximum benefits to the local community and wider city.

The Framework is primarily focused on the Suburban Centre zoned area and how it will develop into the future, but it also recognises that the surrounding residential, institutional and educational areas have an important influence on the future growth of the area.

4.3 A “place-based” approach

Adelaide Road is the second growth area to be the subject of a “place-based” planning process. This means a holistic view has been taken in considering and

planning for the future growth of the area, with particular regard to the area's issues and characteristics.

Throughout the development of the Framework, there has also been an emphasis on integrated planning and proactive community engagement. The project has looked at multiple issues and outcomes, has involved staff members from across the Council, and has drawn multiple stakeholders, community groups and interested people into the process. The inclusive nature of the process has been well-received by the community, stakeholders and staff, and has enabled a high-level of understanding and buy-in to the vision.

5. Discussion

5.1 Consultation on the draft Framework

The draft Adelaide Road Framework was approved by the Strategy and Policy Committee for consultation on 14 August 2008. Public consultation took place from early September through to mid-October. Ninety six (96) submissions were received – approximately 21% from agencies, community groups, organisations and businesses; the remaining 79% from residents and other individuals.

The summary of the feedback received on the draft Framework is included in the attached document “*Summary of Consultation and Feedback on the Draft Adelaide Road Framework*” in Appendix 2 of this report.

The feedback received shows a high level of support for the draft vision and the overall direction presented by the Framework, the key outcomes sought, and the key initiatives identified. In summary:

- 54% of responses supported the overall vision outlined in the draft Framework, and a further 37% of responses supported the vision subject to changes
- 84% of responses agreed or strongly agreed with Outcome 1: Providing for greening of the area, quality public spaces, and strengthening connections between open spaces
- 79% of responses agreed or strongly agreed with Outcome 2: Strengthening the local community
- 78% of responses agreed or strongly agreed with Outcome 3: Improving the Adelaide Road transport corridor for multiple forms of transport
- 78% of responses agreed or strongly agreed with Outcome 4: Further recognising, and providing appropriate protection for valued heritage and character areas and buildings
- 73% of responses agreed or strongly agreed with Outcome 5: Recognising and protecting employment opportunities while enabling a transition to suitable ‘new economy’ activities
- 66% of responses agreed or strongly agreed with Outcome 6: Providing for more intensive, high quality residential growth along the northern part of Adelaide Road.

In terms of the key issues raised in the feedback, the following provides a brief summary:

5.1.1 Support for the Framework

There is a high level of support for improving the overall look and feel of the Adelaide Road area. Many people commented that this has long been a run-down area of the city and it is well overdue for attention and investment – they would like to see progress on implementing the vision as soon as possible. Many people felt they would use the area more, or visit for longer, if it was a more pleasant and attractive place. Proposals seen as being particularly positive included:

- planting and greening up the area, including street plantings and landscaping on Adelaide Road and along Drummond Street up the steps to Tasman Street
- enhancing existing and creating more good quality public spaces and play areas
- improving the quality of development and building design
- improvements for pedestrians and cyclists
- better pedestrian cross-connections through the area
- balancing residential intensification with employment/business growth
- encouraging more business, commercial and retail uses in the area
- improving public transport and public transport facilities (e.g. bus stops, shelters)
- improving the John Street/Riddiford Street intersection
- creating more housing choice
- measures that help improve safety, particularly after dark.

5.1.2 Issues raised

Although there was a high level of support for the vision, the feedback also identified a number of areas where people have concerns or feel improvements could be made. These included:

- having a dedicated cycle-lane to minimise conflict between buses/cars and cyclists
- the quality of new development not being high enough and the potential for this to detract from the overall aims for the area
- proposed increases to building height levels along the Adelaide Road corridor causing negative effects on sunlight access, shading, wind and views to the Town Belt
- the effects of intensification and streetscaping on traffic congestion and road capacity
- the lack of any significant new green spaces or community facilities, particularly given the envisaged population increase for the area
- the potential social issues caused by more higher density living
- a lack of parking for commercial/business uses and residential
- questions about the need for two new supermarket developments in the area and the potential impacts on traffic levels
- the ability of Council to actually deliver on the vision and achieve the quality of development envisioned

- the long timeframe for achieving the vision (particularly road and streetscape improvements).

5.2 Proposed amendments to the Framework

The Framework has been reviewed and amended where appropriate in order to reflect concerns raised in feedback and to reflect the changed economic outlook.

The main amendments proposed to the draft Framework are:

- Strengthening the vision statement in section 5.1 to also recognise the importance of meeting the social needs of people living in and using the area
- Adding a new section after the vision statement that describes in more detail the envisioned urban form and character of the Adelaide Road area and the different sub-areas contributing to the area in order to provide a stronger picture of the roles of the different areas and where key changes will be focused
- Adding to Outcome 1 (green and blue networks):
 - stronger mention of the importance of integrating low impact stormwater management solutions into new development/ redevelopment
 - recognising the opportunities for creating new ecological linkages between the open space land in John Street and the Hospital Road reserve, and that these be considered as part of the future upgrade of the John Street intersection and any future supermarket/mixed use development in the John Street/Hanson Street area
- Removing from the proposed medium/high density housing development from the Hospital Road reserve – recognising the low priority and significant work and capital required to achieve this initiative
- Adding to Outcome 2 (community):
 - stronger wording around Council actively investigating partnership opportunities with other organisations, as well as supporting interactions between residents and major institutions/organisations to achieve more shared use of facilities
 - adding a key concept around investigating opportunities for installing public art as part of the redesign of Adelaide Road
 - including reference to CPTED (Crime Prevention Through Environmental Design) as a way of improving safety
- Adding to the key concepts under Outcome 3 (movement networks) the following additional points:
 - encouraging the development and adoption of travel management plans, car-share schemes, and other travel demand management initiatives, particularly by large employers/businesses and new residential housing developments

- enhancing passenger transport efficiencies and provision
 - the possible long-term development of an alternative pedestrian/cycle route linking Hanson/King Street through to Belfast/Rugby Street and the city
 - stronger direction on parking e.g. on-street parking targeted during the day at short-stay in order to support employment/business uses; other parking needs to be integrated into the overall design of new developments e.g. to the back of buildings or as a level(s) within buildings
- Adding to the key concepts under Outcome 4 (heritage networks) the investigation of measures to ensure appropriate protection of views to and from Government House and its grounds and views to/from the War Memorial and Carillon
 - Including additional wording under Outcome 5 (mix of uses) regarding potential new larger-format retail activities (e.g. supermarkets) to provide stronger guidance on appropriate scale of development, the need to incorporate a mix of uses and activities into their design, and to integrate with the local community and the objectives of the vision
 - Including additional explanation under Outcome 5 (mix of uses) and Outcome 6 (higher-intensity residential growth) to clarify what “high quality” mixed use and residential development means and how this will be achieved/ensured in new developments in the area
 - Including additional reference under Outcome 6 (higher-intensity residential growth) to the investigation of the opportunities of increasing affordable housing provision in the Adelaide Road area, including working with key stakeholders such as Housing NZ Corporation
 - Amending the timeframes and phasing of significant operational actions and capital works proposed in the Action Plan in order to recognise the affordability issues presented by the economic downturn, and to be more realistic in terms of Council’s overall priorities, funding and other resource limitations.

5.3 Implementation

5.3.1 Recommended Role of Council

A key action in the Framework is for the Council to play a more active role in development facilitation. Relying solely on development control is unlikely to deliver the objectives of a major urban change initiative. The key benefits of a more active approach are the ability to have a greater influence on the type of change to better accord with the Framework’s vision, and to leverage other public and private sector investment.

The Action Plan therefore identifies several actions for Council including investigating mechanisms such as strategic purchasing and redevelopment of land, joint private/public partnerships, demonstration projects, and a business

improvement district. Without a clear commitment to these actions, it is possible that the objectives of the Framework will not be fully achievable.

5.3.2 Other Implementation Actions and Phasing

The Action Plan outlines Council's intentions, as well as the indicative timing of projects, their relative priority, the suggested phasing of works, potential funding sources, and resourcing implications.

Flexibility has been built into the timing and phasing of potential actions to ensure affordability and to recognise the linkages of several actions with other projects and work programmes. For example, while the Framework includes road widening as an essential action, some intensification development can occur prior to construction. However, the Council must do the designation as soon as possible to ensure there is no building on the prospective road corridor and to signal long term intent.

Changes to the District Plan will be considered as part of the draft plan changes for the Suburban Centre and Residential zones. These are due to be reported to the Committee in late November 2008.

The Action Plan also includes reviewing the Council's Development Contributions Policy as it relates to the Adelaide Road area in order to help fund the growth component of new infrastructure.

5.4 LTCCP implications

The Framework has implications for Council's future capital and operational expenditure. Estimated costs are identified as part of the Action Plan items in order to provide an indication of likely funding requirements. Whilst any new initiatives will be considered through the LTCCP prioritisation process, it is important that the Committee acknowledge these potential future funding requirements in approving the Framework.

Phasing

Timeframes for many of the actions have been pushed out to the end of the 10 year period to ensure the affordability of the vision, and to recognise the linkages of many key actions with other related projects and work programmes (e.g. the Basin Reserve improvements under the Ngauranga to Airport Corridor Plan). To this effect, the Framework identifies Priority 1 'essential' actions (refer summary table below) and those that can follow at a later stage when funding is available. The Council needs to commit to the essential actions to achieve the objectives of the framework.

Summary of Priority 1 actions

Priority 1 actions in the Action Plan include:

Description	Action Items	Funding Sources
Facilitating Development Includes: communicating vision; investigating Council redevelopment facilitation options; working with others to facilitate investment (funding to be determined)	A1, A2, A3	<ul style="list-style-type: none"> Part existing funding, part new funding
Revising the District Plan Includes: reviewing District Plan objectives, policies, rules and reviewing/amending design guidelines	A10, A11	<ul style="list-style-type: none"> Existing funding
Development Contributions Policy Includes: reviewing and amending the Council's Development Contributions Policy to fund infrastructure	A12	<ul style="list-style-type: none"> Existing funding
Adelaide Road Corridor Upgrade Includes: District Plan designation process, land acquisition study, notices of requirement (\$100k); designing, reconfiguring, widening and upgrading Adelaide Road for all modes (\$4.8-6.8m, plus any land acquisition costs)	A6, A7, B1, B2	<ul style="list-style-type: none"> New funding (NZTA subsidy, Development Contributions, Rates)
John Street intersection upgrade Includes: includes right-hand turn and median removal, signalised pedestrian crossing, streetscape/footpath upgrade (\$650k)	B3	<ul style="list-style-type: none"> Part existing funding, part new funding (NZTA subsidy, Development Contributions, Rates)

Funding Sources

Some of the actions identified in the Action Plan can be achieved through existing Council work programmes and budgets. For example, the Action Plan proposes that the existing streetscape funding (08/09 and 09/10 years) be put towards the improvements to the Drummond Street area, redesign of the steps up to Tasman Street, and the initial design work for the John Street improvements. These works will provide an immediate benefit to the area, are not dependant on the Adelaide Road corridor works, and will help demonstrate Council's commitment to the Framework. Some funding for bus priority measures is already set aside in the LTCCP for the 08/09 and 09/10 financial years.

It is important to note that significant proportions of the capital works costs will come from sources other than rates. Most of the major transport actions (which comprise the major costs), will be eligible for a subsidy of up to 53% from the NZTA. It is also proposed that new development contribution charges be applied through amendments to the Development Contributions Policy. These will over-time provide additional significant funding for the growth-related

components of the Action Plan. The bottom-line implications for rates are therefore considerably less than the project costs would indicate at first glance.

The actions with the most significant implications for future funding are associated with the proposed roading and infrastructure improvements. This includes both capital works and any land acquisition costs for the widening and reconfiguration of the Adelaide Road corridor. Initial cost estimates for the Adelaide Road and John Street improvements (including streetscape) and Drummond Street are \$6.2m (\$8.2m with central median trees). The costs for land acquisition have not yet been fully determined but will also be significant. However the majority of these costs have been phased to towards the end of the 10 year period, and there is additional flexibility to review this phasing in the light of the progress of key linked projects (ie Ngauranga to Airport Corridor Plan), and in the light of further developments in the global economic crisis.

By providing additional capacity for vehicular traffic and public transport, the proposed improvements to the Adelaide Road transport corridor will support significant residential and employment intensification as well as maintaining Adelaide Road as an important arterial transport route for the southern and eastern suburbs. The Ngauranga to Airport proposals for the Basin Reserve will have significant impacts on Adelaide Road, including diverting significant traffic from other roads onto the Adelaide Road corridor. These implications need to be recognised - the proposed road widening and intersection improvements are an appropriate response to these issues.

6. Conclusion

This report recommends that Council adopt the final Adelaide Road Framework as presented in Appendix 1. Public consultation has indicated that there is strong support for the vision and key outcomes sought.

The Framework is an important guiding document for the city. As a priority action in the Urban Development Strategy, the Framework brings together a number of strands of Council's emerging policy direction including: better management of infill development; a renewed focus on centres as key to delivering more intensive commercial and residential development; better quality urban design; and transit-orientated development. The Framework also signals a more active leadership role for Council in facilitating major urban change in line with international best practice.

Contact Officer: *Sherilyn Gray, Senior Strategic Advisor*

Supporting Information

1) Strategic Fit / Strategic Outcome

The Adelaide Road Framework directly implements Council's strategic direction for urban development as outlined in the Urban Development Strategy. The Framework is also consistent with the Transport Strategy.

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

There will be future implications for capital and operational expenditure as a result of the Framework. Operational actions and potential capital works with proposed funding implications (identified in Part 3 of the Adelaide Road Framework) will be included for consideration as part of the LTCCP prioritisation process. Flexibility has been built into the timing and phasing of potential actions identified in the Action Plan. It identifies the necessary "essential" actions (ie those essential to setting up the supporting policy and planning framework for achieving the vision), and other actions that can follow at a later stage when funding is available.

3) Treaty of Waitangi considerations

There are no known Treaty of Waitangi considerations.

4) Decision-Making

This is not a significant decision under the LGA. The report seeks approval for the Adelaide Road Framework.

5) Consultation

a) General Consultation

Extensive consultation has been carried out with the community and key stakeholders to develop the Framework.

b) Consultation with Maori

Maori have been consulted as part of the development of the Framework.

6) Legal Implications

This is a non-statutory strategic document so there are no legal implications at this stage. However, legal advice will need to be sought in relation to the actions regarding the proposed road corridor designation and any land acquisition.

7) Consistency with existing policy

This report is consistent with Council policy. It supports the strategic direction set out in the Urban Development Strategy. The process used to develop the Framework has been consistent with Council's engagement policy. The Framework highlights the need for amendments to Council's District Plan in order to achieve the vision for the area. These changes will be detailed as part of the report to SPC later in the year on the draft District Plan changes for Suburban Centres and Residential.

APPENDIX 1: Final Adelaide Road Framework

APPENDIX 2: Summary of consultation and feedback on the Draft Adelaide Road Framework