



SECTION 32 REPORT PROPOSED DISTRICT PLAN CHANGE 45

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PROPOSED DISTRICT PLAN CHANGE 45 URBAN DEVELOPMENT AREA AND STRUCTURE PLANS

Introduction

Before a proposed District Plan change is publicly notified the Council is required under section 32 of the Resource Management Act 1991 (the Act) to carry out an evaluation of the proposed change and prepare a report. As prescribed in section 32 of the Act:

An evaluation must examine:

- (a) the extent to which each objective is the most appropriate way to achieve the purpose of the Act; and*
- (b) whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.*

An evaluation must also take into account:

- (a) the benefits and costs of policies, rules, or other methods; and*
- (b) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules or other methods.*

Benefits and costs are defined as including benefits and costs of any kind, whether monetary or non-monetary.

A report must be prepared summarising the evaluation and giving reasons for the evaluation. The report must be available for public inspection at the time the proposed change is publicly notified.

Background

The land between Johnsonville and Tawa forms part of the natural land corridor that provides one of the two main access routes to and from the city. The recent history of the area has been one of progressive urbanisation. Pastoral farming has continued to decline and has been replaced, in the main, by suburban residential development.

The urbanisation of the area was first planned by the former Hutt County administration in the 1960's and has continued in various forms since this time. Following the incorporation of the area into Wellington City in April 1973 a detailed study of the area was initiated. The Churton-Bridgetown-Grenada Development Report that resulted was adopted by the Council in November 1976. This provided the basis for the planning of the area for the next two decades or more.

The introduction of the Resource Management Act in 1991 and the preparation of the new District Plan under this Act signalled changes in the approach to planning and land development in the area. The management of urban development on the edge of the city was identified as a significant resource management issue for the city and an initial step was taken through the adoption of the Subdivision Design Guide to achieve development consistent with the aim of promoting a more sustainable urban form.

To further advance the planning of the area Council decided in 2000/01 to undertake a comprehensive planning review of the northern suburbs of the city. The purpose of the review was to create a growth management plan for the northern suburbs with the following objectives:

- *To consolidate the northern part of Wellington City into a highly attractive, efficient and accessible urban area that realises its potential of contributing to the city as a whole.*
- *To enhance, protect and link significant landscape, ecological and natural features of the area as a foundation for sustainable urban living.*

After an intensive consultative process the Northern Growth Management Framework (NGMF) was adopted by the Council in October 2003.

The NGMF is predicated on a growth of 9000 people over the next 20 years and is based on the premise of building on existing communities, which is the key growth strategy. The proposed growth is intended to be accommodated in three main areas: Stebbings Valley to the north of the existing Churton Park subdivision; the Lincolnshire farm block between the motorway and the Horokiwi rural area; and land around the lower Takapu Valley.

Planning for the urbanisation of these development areas involves a wide range of initiatives to be applied progressively. The actions for the ten years from 2003 are detailed in the Implementation Plan that accompanies the NGMF.

The key contribution of the District Plan to the wider planning process is to provide an appropriate regulatory framework for the assessment of future land development proposals. In this respect the Council has decided that the first requirement is to establish a zoning that will provide certainty to the landowners, developers and adjacent communities regarding the future use of the land for various urban purposes.

District Plan Change 45 (DPC 45) has therefore been proposed to rezone existing rural land in the northern suburbs for urban development purposes and to introduce structure plans to provide the framework for the assessment of future land development proposals.

Consultation

An extensive consultative process was undertaken in the northern suburbs from 2001 onwards that has culminated in the introduction of DPC 45. The consultation was in two broad phases. The first from 2001-2003 led to the adoption of the Northern Growth Management Framework in October 2003. The detail of this process is outlined in Section 5 of the attached Lincolnshire Farm Background Report.

Lincolnshire Farm Structure Plan Consultation

The second extensive phase of consultation was undertaken for the development of the Lincolnshire Farm Structure Plan during the first half of 2006. The detail of this consultation process is also outlined in the attached Lincolnshire Farm Background Report.

Statutory Consultation

In addition to the above, specific consultation was undertaken with statutory agencies as required under Clause 3 of Schedule 1 of the Resource Management Act 1991 (RMA). This involved:

- The Minister for the Environment
- Nga Runanga O Ngati Toa
- The Wellington Tenth Trust
- Greater Wellington Regional Council
- Porirua City Council
- Hutt City Council

Key Documents

The following documents are the primary sources for proposed DPC 45:

- Churton/Bridgetown/Grenada Development Report – WCC November 1976
- Wellington City District Scheme – Operative 4 September 1985
- Wellington City District Plan – Operative 27 July 2000
- Proposed District Plan Change 33 (Ridgeline and Hilltops (Visual Amenity) and Rural Area)
- Community Planning Week Outcomes 18-22 March 2002
- Northern Growth Management Framework – October 2003

- Northern Growth Management Framework Implementation Programme – 2003
- Lincolnshire Farm Structure Plan
- Urban Development Strategy

Appropriateness of the objective to achieve the purpose of the Act

The proposed zoning provisions under DPC 45 that provides for new urban development in the northern suburbs of the city includes the following objective:

To provide for sustainable urban growth in the northern suburbs of the city consistent with the vision, objectives, themes and values of the Northern Growth Management Framework.

As required under section 32 of the RMA it is necessary to consider the extent to which this objective is the most appropriate way to achieve the purpose of the Act.

Purpose of the Act

The purpose of the Resource Management Act 1991 is described in section 5 of the Act. It is to promote the sustainable management of natural and physical resources.

Sustainable management includes managing the use, development and protection of natural and physical resources to enable people and communities to provide for their social, economic and cultural well being and their health and safety while avoiding, remedying or mitigating adverse effects on the environment.

Matters of national importance and other matters

Section 6 lists matters of national importance that are to be recognised and provided for in achieving sections 5. The section 6 provisions of relevance for considering urban development area provisions are:

- The protection of outstanding natural features and landscapes from inappropriate subdivision, use and development
- The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna
- The maintenance and enhancement of public access to and along the coastal marine area, lakes and rivers
- The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga

- The protection of historic heritage from inappropriate subdivision, use and development

Section 7 includes additional matters that particular regard must be given to. Of relevance are:

- the efficient use and development of natural and physical resources
- the efficiency of the end use of energy
- the maintenance and enhancement of amenity values
- the intrinsic values of ecosystems
- the maintenance and enhancement of the quality of the environment
- any finite characteristics of natural and physical resources

Appropriateness

The Operative District Plan identifies the management of urban development on the edge of the city as a significant resource management issue for Wellington. As noted the plan works towards the general containment of city expansion and the intensification of development within the existing urban boundaries. This is to encourage the better utilisation of existing infrastructure and transport systems and to save energy. This is seen as being consistent with the requirement to promote the sustainable management of natural and physical resources.

More particularly the notion of containment has been expanded upon in the Rural Area objectives and policies under District Plan Change 33. The explanation to Policy 14.2.1.1, relating to the encouragement of new urban development within the established urban area states:

The existing urban area of Wellington City is contained by the surrounding hills and particularly the Outer Green Belt that separates the urban area from the main rural areas of Makara and the Ohariu Valley.

Council intends to contain urban development to the east of the Outer Green Belt. Within the rural area to the east of the Outer Green Belt the Council will support well designed rural residential development in identified locations on the city fringe if it can be demonstrated that this will promote sustainable management. In many of these areas steep slopes or difficult access will need to be overcome before consideration will be given to allowing rural parcels of land on the edge of the city to be subdivided. In general, such sites will only be appropriate for a lower density of residential development than that allowed in residential areas. An assessment will need to be made on a case by case basis, with the Council seeking a high standard of design through the assessment of proposals against the Rural Area Design Guide.

In 2003, the Council completed a comprehensive planning review of the future development of the northern part of the City between Newlands and Johnsonville in the south and Porirua to the north. The resulting Northern Growth Management Framework provides the communities, landowners, developers and Wellington City Council with a set of agreed goals and an agreed process for urban expansion. This includes the identification of areas currently zoned rural that are considered suitable for residential development and which will strengthen existing communities. Rezoning of areas earmarked for new urban development will be undertaken by way of future plan changes.

In broad terms therefore the Council is providing for new urban growth to promote the ongoing development of the city but within the bounds of the corridor between Johnsonville/Newlands and Tawa. This area is well connected to existing transport routes and infrastructure, and contained development in this locality is considered to be fully consistent with the sustainable management purpose of the RMA under Part 2 of the Act.

Within the above context the Council has also been concerned to ensure that new urban development undertaken within the northern growth corridor is of a high standard and that particular regard is given to the requirements of sections 5 and 6 of Part 2 of the Act.

For many years the Council has endeavoured to improve the quality of subdivision development through a variety of means but with mixed results. The introduction of the Subdivision Design Guide in 1994 under the Proposed District Plan was an initial first step but this design guide was never fully implemented as originally intended.

A more proactive initiative was undertaken in 2001 when the Council decided to respond to the future urban expansion in the northern suburbs of the city by joining landowners, developers and communities in a major planning exercise. It was agreed that a Northern Growth Management Plan be prepared that had the following objectives:

- *To enhance, protect and link the significant landscapes, ecological and natural features of the area as a foundation for sustainable urban living.*
- *To consolidate the northern part of Wellington City into a highly attractive, efficient and accessible urban area that realises its strategic potential as a central location within the region.*

These objectives were to be achieved through the analysis of four specific themes - urban growth, green open space, transport, and community facilities.

After two years of detailed planning and consultation the Northern Growth Management Framework was adopted by the Council in October 2003. The development of this framework took full account of the requirements of Part 2 of the Act and the proposals acknowledged key Part 2 provisions.

Subsequently the Council considered the adoption of District Plan measures to assist the implementation of the Framework. At a meeting on 8 December 2005 it was decided to proceed with the rezoning of land in the northern area to provide for new urban development and to adopt structure plans as a framework for guiding this development. Since December 2005 work has been undertaken on the preparation of a structure plan for the Lincolnshire Farm area, the first of an anticipated series of structure plans for 'greenfield' land in the northern suburbs. This plan has been developed through a process of review, analysis and consultation on:

- The vision and guidance for the site provided by the NGMF.
- The site specific characteristics, opportunities and constraints.
- The strategic context of the development opportunities for the site.

Throughout this process emphasis was given to all relevant requirements of Part 2 of the Act to promote the development of integrated, liveable, diverse and sustainable communities.

In light of the above it is considered that the objective to provide for sustainable urban growth in the northern suburbs of the city consistent with the values and principles of the Northern Growth Management Framework is an appropriate way to achieve the purpose of the Resource Management Act 1991. The objective is consistent with promoting the overriding aim of promoting the sustainable management of natural and physical resources and achieving subdivisions and site development proposals that fully reflect the detailed requirements of Part 2 of the Act.

Efficiency/Effectiveness – Benefits/Costs of Policies, Rules or other methods

In considering whether, having regard to their efficiency and effectiveness, the proposed Urban Development Area provisions are the most appropriate for achieving the objective under proposed DPC 45 the Council evaluated three main zoning options. These were:

- Option 1. Status quo – retain existing rural zoning.
- Option 2. Application of existing District Plan zonings.
- Option 3. Application of a new Urban Development zone with Structure Plans.

Option 1 - Status Quo - retain existing rural zoning

Explanation

Under Option 1 the existing rural zoning that applies over most of the land would be retained. The rural zoning was introduced when the proposed District Plan was notified in 1994. At that stage the Council had not undertaken any comprehensive review of its growth strategies although there was a general expectation, from the planning history of the area that urban development would eventually extend over existing rural land. 'Full-time farming had largely ceased and the rural zoning was maintained to enable longstanding pastoral uses to continue.

In the explanation to the rural zone it was acknowledged that future expansion of urban development into the rural area was likely and indicated that this would have to be provided for by way of future changes to the District Plan.

As expressed through the objectives, policies and rules, the intent of the rural zoning is to retain the land as a 'green', non-urban area with a largely un-built character. The rules permit a wide range of rural activities but appropriate non-rural uses may be considered as a discretionary activity.

For a long period, rural subdivision has been a contentious issue and the rural rules work to limit the fragmentation of land. The strict subdivision controls that have applied in rural areas for many years were recently confirmed under Proposed District Plan Change 33 (DPC 33) that was introduced following an extensive rural community planning exercise. DPC 33 has however acknowledged that rural/residential subdivision is appropriate for selected rural land within or adjacent to the existing urban area. In all rural areas under DPC 33 housing developments within the rural area are required to be assessed against the Rural Design Guide that aims to maintain the existing rural character.

Efficiency and Effectiveness

If the existing rural zoning is retained the key question is would this provide an efficient and effective means of providing for the expansion of new urban development in the northern suburbs? It is considered that this would not be the case. New urban development would have to proceed under a resource consent or the District Plan changed to permit non-rural activities.

Under the resource consent option the rural zoning provisions would trigger a non-complying activity status for new urban subdivision proposals. In strict accordance with the requirements of the RMA consents would be difficult to grant. Any consents that might be granted would tend to promote ad hoc urban expansion. This would not be conducive to achieving the aims of the NGMF or the integrated management of development as required under the RMA. The use of the resource consent process for the approval of more major subdivisions and development would also be problematic. It would be extremely difficult to impose and enforce resource consent conditions that could properly address all subdivision and related land development issues.

The alternative option would be to provide for new urban development through rezoning. If this was not undertaken comprehensively by the Council the likely

result would be an ongoing series of privately sponsored plan change requests for incremental urban expansion. This would potentially frustrate sound planning and development and compromise the attainment of important resource management objectives.

Benefits and costs

Under Option 1 the key benefits and costs may be summarized as follows:

Benefits

- No District Plan change proposals would be initiated by the Council to rezone rural land so resources could be allocated to other projects.
- Plan changes for rezoning would be requested by private parties and funded privately.

Costs

- Lack of certainty for land owners and developers in converting rural land to urban use. It is important for long term planning and development that appropriate zonings apply.
- Increased costs and delays in processing private plan changes particularly if the proposals do not reflect the aims of the NGMF.
- Less ability through private plan changes to achieve the outcomes of the NGMF resulting in ad hoc development and potentially the development of less sustainable communities.

Option 2 – Application of existing District Plan zonings

Explanation

Historically new urban growth has been accommodated by applying existing zoning from the District Plan to correspond with proposed subdivision plans for new urban areas.

This has usually occurred in the absence of any substantial strategic planning framework to guide the direction or form of new development.

Development under the former District Scheme was largely provided for in this way and a similar approach was taken for some areas under the Operative District Plan.

This approach has the advantage of applying existing District Plan provisions that enables development to proceed in accordance with the established rules. However, without a strategic context this has resulted in less than optimal development outcomes. Rounding dis-connections in new subdivision

was one of the primary reasons prompting the initiation of the Northern Growth Planning Study in 2001.

The imposition of land use zonings in advance of subdivision has the disadvantage of zone boundaries being out of alignment with final deposited subdivision plans. This necessitates ongoing tidy-up plan changes to amend zone boundaries.

Efficiency and Effectiveness

While facilitating new development in accordance with established zonings the pre-emptive zoning approach, without strategic guidance provides a less efficient and effective means for achieving the development of well planned and sustainable communities. Subdivisions may be ad hoc and unresponsive to wider planning needs.

The subdivision consent process within a zoning framework that confers permitted development rights, generally promotes a reactive regulatory environment that may limit the opportunities for achieving enhanced planning and resource management outcomes.

On their own, the application of existing District Plan zonings are not sufficiently refined to promote the attainment of the key objectives expressed in the NGMF.

While all land eventually requires an appropriate zoning the predictive zoning approach does lead to inefficiencies as ongoing 'tidy-up' plan changes are usually required to align zone boundaries with title boundaries. Before this happens it may be necessary to use resource consent processes to authorise development on land not zoned for the required purpose. Subsequent owners may also be required to seek resource consents for non-permitted works.

Benefits and Costs

Under Option 2 the key benefits and costs may be summarized as follows:

Benefits

- The up-front zoning of land provides certainty to land owners or developers that new urban development can be undertaken subject to required subdivision consents.
- Existing zoning mechanisms employed. Resource consents processed under existing provisions.
- Potentially lower implementation costs resulting from the use of existing zonings and processes.

Costs

- Additional costs and delays in processing applications that are unresponsive to public policy/planning objectives.
- Additional costs of processing final ‘tidy-up’ plan changes to align zone boundaries with title boundaries.
- General community costs – subdivisions that are less than optimal in terms of planning and design leading to less liveable, less attractive and less sustainable developments.

Option 3 – Application of a new Urban Development Zone with Structure Plans

Explanation

Option 3 involves the adoption of a new zoning approach to provide for the expansion of urban development consistent with the aims and objectives of the NGMF.

The proposed Urban Development zoning would signal the Council’s intention of providing for new urban growth and providing for the building of better communities through strengthened provisions promoting good planning and urban design.

Under the zoning a key tool would be the use of Structure Plans. Structure Plans provide the framework for guiding development by defining the future development and land use patterns, areas of open space, the layout and nature of infrastructure (including transportation links), and other key features for managing the effects of development.

The proposed Urban Development Area zoning would comprise the following:

1. Proposed District Plan Provisions

Areas to be zoned for urban development purposes would be identified on the District Plan maps.

New Chapters (Chapters 27 and 28) would be included in the Plan detailing the objectives, policies and rules for controlling new subdivision and earthworks.

More specifically the policies would seek to ensure that all development is responsive to the physical and ecological context of the area, that a sound public space structure is established, that infrastructure and transport networks are provided in a coordinated and integrated way and that the values and principles of the NGMF are applied.

The rules would permit existing rural uses to continue. However, subdivision and associated earthworks and all land use activities would be a Discretionary

Activity (Restricted). All Discretionary Activities (Restricted) would include a presumption for non-notification to limit the assessment of effects to a matter between the Council and the applicant. It is proposed that third party involvement be confined to the Plan change process for the introduction of new zoning provisions.

2. Structure Plans

All subdivision and earthwork applications would be assessed against approved structure plans that would be included in the Plan as an appendix to the Urban Development Area rules.

The background, development and justification for the Lincolnshire Farm Structure Plan (the first to be prepared) has been outlined in the attached report entitled 'Lincolnshire Farm – Background Report to support s32 Analysis.'

3. Subdivision Design Guide

All subdivision and earthwork applications would also be assessed against the Subdivision Design Guide. The existing Subdivision Design Guide has been comprehensively reviewed and is the subject of a separate plan change (Proposed District Plan Change 46).

Efficiency and Effectiveness

The intent of the proposed urban development zoning is to provide for the comprehensive planning of new urban development while permitting reasonable flexibility to achieve innovative subdivision design solutions.

The NGMF has provided the strategic context for the proposed new zoning provisions including Structure Plans. The aim is the creation of a highly attractive, efficient and accessible urban area that works to realise vision of integrated, liveable, diverse and sustainable communities.

The Urban Development Area proposals are comprehensive and tailored to address key issues including:

- the protection and enhancement of important landscapes, ecological and natural features of sites.
- the efficient use and development of natural and physical resources and the efficiency of the end use of energy through the promotion of compact, diverse and connected communities.
- the maintenance and enhancement of amenity values through the promotion and facilitation of good urban design.

The proposed non-notified discretionary consent process, assessing subdivision and land development applications against robust Structure Plans will provide an effective means of implementing the Structure Plan provisions. The adoption of Structure Plans in advance of subdivision ensures that all parties are aware of the Council's land development intentions, thereby facilitating the consent process. Adequate flexibility will also be provided through the resource consent process to enable innovative planning and urban design solutions in accordance with approved Structure Plans.

Benefits and Costs

The benefits of the zoning approach with structure plans under Option 3 can be summarised as follows:

Benefits

- Certainty for owners and developers regarding the development of land for urban purposes.
- Long-term community benefits resulting from addressing planning and relevant resource management issues in advance of subdivision.
- Reasonable flexibility through the application of zone provisions to achieve positive land development and urban design outcomes.
- Potentially speedier resource consent processing and reduced compliance costs.

Costs

- Higher up-front costs in preparing detailed structure plans for the management of new urban development.
- Ongoing costs arising from the need to undertake further plan changes to confirm final zonings.

Efficiency and effectiveness of specific policies and rules

Within the context of the proposed Urban Development zoning (Option 3), a range of specific policies and rules have been included to ensure the attainment of new urban development consistent with approved structure plans.

The proposed policies and rules under the Urban Development zoning would fulfil two key functions.

First, the provisions would enable urban development to proceed with certainty. The primary resource consents for the establishment of new urban development would most likely be for subdivision and associated earthworks followed by consents for various land use activities. The opportunity would therefore exist to commence building development in advance of 'final' zonings being adopted. This would be helpful in facilitating the implementation of development plans.

Secondly, the proposed rule regime would enable proposed structure plans to be implemented in a flexible manner. Structure plans are indicative by nature requiring the ability to tailor specific consent proposals to local conditions. This would be aided by the proposed resource consent approach.

The proposal that all subdivision and related land development be a Discretionary Activity (Restricted) is considered appropriate for two main reasons. The first is that reasonable control would be maintained to achieve the objective of the Urban Development Zone and there would be an ability to reject proposals that did not accord with the District Plan.

Secondly, it is proposed that the Discretionary (Restricted) process include a presumption for the non-notification of resource consent applications. With regard to the development of new urban areas it is considered that the primary third party input should be at the rezoning stage where structure plans are introduced. Structure plans will establish the main framework to guide future development and it is considered important that third parties have the opportunity to be involved at this point. Once the framework has been agreed it is believed that the assessment of subsequent development proposals should be resolved between the owner/developer and the Council. This approach has been taken with the assessment of District Plan design guides. The inclusion of a presumption for the non-notification of Discretionary (Restricted) consent applications will work to facilitate the efficient and effective administration of the plan.

Under the Proposed Urban Development zone the policies and rules provide for five main areas of activity. These are:

- The continuation of existing rural uses.
- The subdivision of land including associated earthworks, the provision of infrastructure and the development of reserves.
- Residential activities including rural/residential development.
- The development and use of neighbourhood and employment centres.
- Cleanfills.

The explanation and evaluation of these provisions are discussed in turn.

Rural Activities

The land proposed to be rezoned Urban Development Area has in the main been zoned Rural and farmed for many years. To provide for the continuation of existing rural uses Policy 27.2 .1.2 has been included that states:

“Allow all permitted rural activities to continue until urban development occurs.”

The rules supporting this policy have been drafted to include all existing Permitted, Controlled and Discretionary (Restricted) activities.

It is considered that carrying over the existing rural provisions provides an effective means of addressing the continuation of longstanding farming uses until replaced by new urban development. This provides a practical response to maintaining land in productive use.

The only addition to the rural provisions has been the inclusion of a condition to prevent the clearance of indigenous vegetation on land intended for future reserves or for rural/residential purposes. This condition has been imposed to ensure that any desirable bush remnants are not lost prior to development.

Subdivision and Associates Earthworks, The provision of infrastructure and the development of reserves in accordance with a structure plan.

The above activities are provided for as a Discretionary Activity (Restricted) to meet Policy 27.2 .1.5 that is designed to:

“Ensure the sound design, development and servicing of subdivisions.”

Under Rule 28.3.2 the elements of discretion that have been identified cover all of the key aspects of subdivision development. Through the implementation of the rule the capability will exist to ensure that land is development appropriately to reflect the visions and values of the NGMF expressed through approved structure plans.

The approach is consistent with the assessment of most subdivisions throughout the city that require either Discretionary (Restricted) or Discretionary (Unrestricted) consent. The regulation of subdivision development through District Plan rules is a longstanding method of land management that has stood the test of time. In the proposed Urban Development Area the subdivision process has been enhanced by the addition of structure plans that define the anticipated pattern of development and land use and guide the assessment of subdivision consents.

It is considered that discretionary control through structure plans provides an efficient and effective means of managing the complex and detailed subdivisions process to achieve good planning and resource management outcomes.

In addition a standard has been included to require underground fibre optic cable to be provided in new subdivisions. This standard has been included to ensure that the substantial areas of new urban development in the northern suburbs can eventually be linked to modern communication networks. This is

considered to be of particular importance for proposed employment centres.

Residential Activities

Proposed new urban areas will be developed primarily for residential purposes. Implicit in the policies promoting well planned and well designed subdivisions through the application of Structure Plans is that they will achieve good living environments.

The policies also promote the establishment of a variety of residential densities and housing types and encourage mixed use development provided non residential uses are properly integrated as part of the overall of new development. More intensive residential development is required close to employment or neighbourhood centres.

The rules providing for residential and related activities as a Discretionary Activity (Restricted) provide the opportunity for residential developments to proceed at the earliest possible stage of the subdivision process. It is intended that residential areas will eventually be zoned for residential purposes but until this occurs it is considered that the discretionary consent process provides the most effective means of facilitating new residential development.

In general, the existing bulk and location standards for housing in Residential (Outer) areas will apply. Single dwelling houses will likely predominate but the provision of more diverse housing forms will be encouraged and will not be precluded under the proposed residential rules. The existing multi-unit design guide is referenced to provide the assessment criteria for alternative housing forms.

In accordance with sound sustainability objectives a rule has also been included requiring more intensive housing close to neighbourhood or employment centres. More liberal height and coverage standards have been set to facilitate higher density development in these areas.

The rules also require a minimum density of 25 households units per hectare of gross land area. Standard residential development provides in the order of 12-13 houses per hectare with lots of approximately 400m² in area. The proposed density of 25 units per hectare would result in lots of some 250m² with buildings of 2-3 storeys in height. This is believed to be a reasonable medium density provision. To date the District Plan has not included minimum density requirements but the requirement is to ensure that the aims of the structure plan are met and the land is not consumed for standard housing development

Within areas identified for Rural/Residential use the erection of dwellings will also be subject to assessment as a Discretionary Activity (Restricted). No minimum lot size is specified. This is proposed as a means of facilitating innovative approaches to rural/residential subdivision design and not to permit standard residential development.

Neighbourhood and Employment Centres

A key objective in the development of new urban areas is the promotion of more mixed use development. Under the proposed Urban Development Area zoning this is supported by the following policies:

27.2.1.7 Encourage mixed use development but ensure that non residential uses are appropriately integrated as part of the overall design of new developments.

27.2.1.8 Ensure that employment or neighbourhood centres are developed in a coordinated manner and are integrated with and protect the amenities of the surrounding neighbourhood.

27.2.1.9 Ensure that neighbourhood centres are well designed, compact and well connected with a high level of amenity to provide facilities for local people as apposed to destination retailing.

27.2.1.10 Ensure that employment centres are retained primarily for non-retail employment related uses and are well designed, compact and well connected with a high level of amenity.

The proposed rules provide for the establishment of neighbourhood or community centres as an important component of mixed used development, but subject to compliance with the general suburban centre standards and the lodgement of a detailed development plan.

For the Lincolnshire Farm area the suburban centre standards have been modified to require site coverage of 70% and a building height of 15m.

Unlike most existing suburban centres that are intensively developed it is considered that full site coverage would not be appropriate in a 'greenfield' area where there will be the opportunity to design developments with space for ancillary site activities. A 70% site coverage was selected to provide ample scope for building development while ensuring space is retained for parking servicing and other activities.

In the employment and neighbourhood centres an additional 3m of building height has been provided above the existing 12m limit in Suburban Centre zones to provide added incentive for more intensive mixed use development. From an urban design perspective the added height will also enable the centres to establish a 'presence' in the locality and ad to the local 'sense of place'.

To ensure that valuable commercial land is not utilised fully for residential purposes a further standard has also been imposed requiring any residential component to be sited above ground floor level.

The method of assessing the establishment of proposed new centres against

development plans was introduced into the District Plan as part of The Environment Court determination in respect of the central area Te Ara Hawkawakawa Precinct in the late 1990's. The application of the development plan approach in the Lincolnshire Farm area under the standards and terms to Rule 28.3.4 would provide an appropriate means of addressing complex site development issues in a comprehensive way.

With regard the above, the structure plan for Lincolnshire Farms also opposes the establishment of large format retailing activities in either the employment or neighbourhood centres. The aim is to ensure that the Lincolnshire Farm centres do not rival the existing retail centres in the area. Retailing from the neighbourhood centre is intended to serve the future local community, rather than wider district needs.

To this end, the rules provide limitations on the size of retail activities. In employment centres, retailing must be ancillary to other activities on the site and not exceed 500m² gross floor area. In neighbourhood centres, no retail activity shall exceed 500m² gross floor area. These standards are designed to limit large format retail operations without being overly prescriptive as to precise retailing types.

Cleanfills

The nature of land development in new urban areas is such that there is a necessity to provide for the disposal of surplus fill material. Rule 28.3.2 has therefore been included to provide for this as a Discretionary Activity (Restricted).

In view of the wide range of issues to be assessed in determining the appropriateness or otherwise of a cleanfill site the standards and terms under the rule require applications to be supported by a detailed development plan. It is considered that this will provide the most effective way of addressing all the important site development issues in a comprehensive way.

The Risk of Acting or Not Acting

The evaluation under section 32 must consider the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the proposed District Plan approach. In this case, it is considered that there is sufficient information available. All issues relating to the urbanisation of land in the northern suburbs have been investigated and explored over a long period of time and thoroughly analysed. The aim is to assist the building of better communities through the use of accepted District Plan methods. As a consequence it is also considered that there is a very low risk of any untoward outcomes resulting from the implementation and application of the proposed provisions.

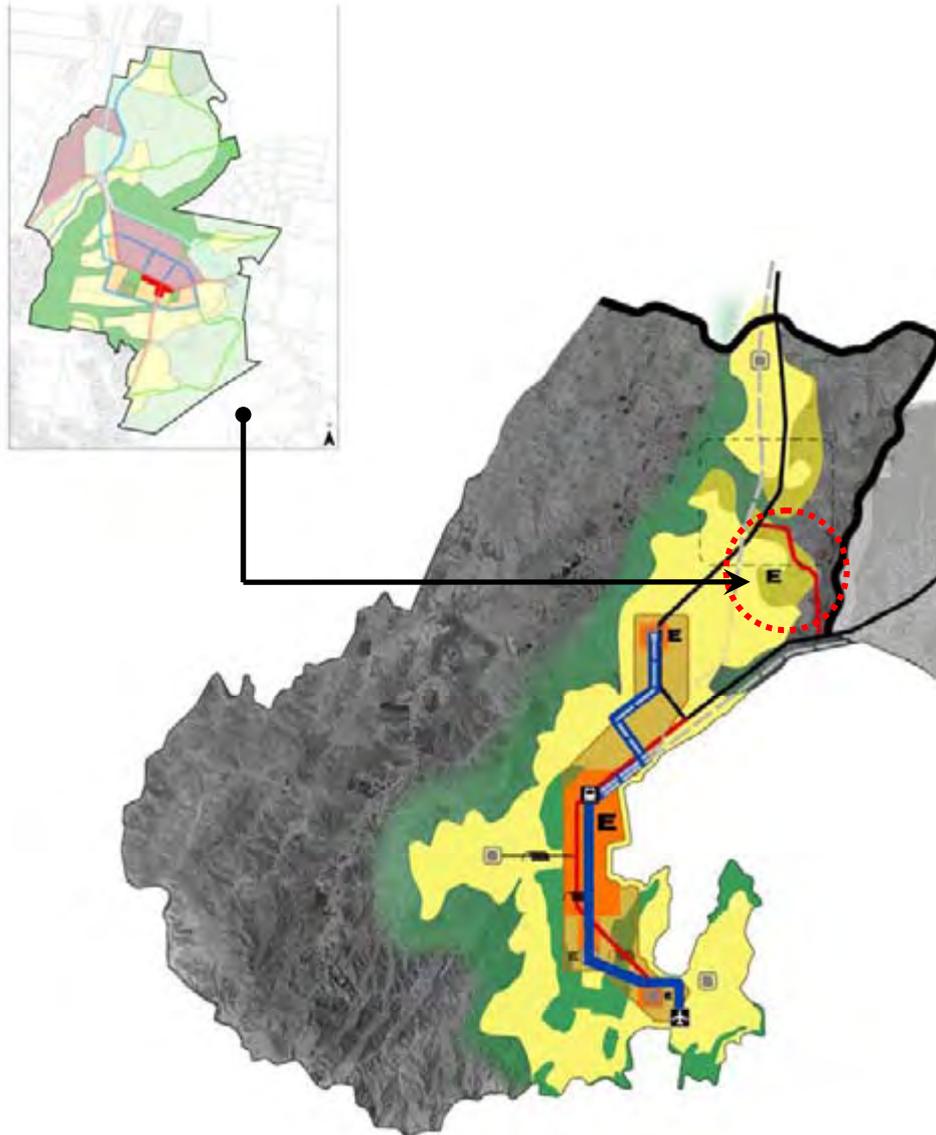
Conclusion

Apart from rural uses that will be covered by the existing rural rules all activities under the proposed Urban Development zoning have been included as a Discretionary Activity (Restricted) This is to enable subdivision and associated land development to be undertaken (with due assessment) prior to 'final' zonings being imposed.

It is considered that this 'interim' discretionary approach provides the necessary certainty to landowners regarding future urbanisation and public safeguards that the land will be developed in a well planned and sustainable manner. The proposed resource consent process (including a presumption for non-notification) is believed to be the most appropriate way for achieving the objectives of the plan.

Lincolnshire Farm Background Report to Support s32 Analysis

Directing growth and delivering quality



Wellington City Council
August 2006

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1. Introduction

1.1 Overview

This report provides background information in support of an assessment pursuant to Section 32 of the Resource Management Act 1991 (the Act), relating to Plan Change 45 to the Wellington City District Plan (the District Plan). This plan change introduces the Urban Development Zone and the structure plan for Lincolnshire Farm area (the Structure Plan).

The Structure Plan area is strategically located between State Highways 1 and 2, close to the all three of the major Wellington urban centres of Porirua, Hutt Valley and Wellington City. It is roughly the area bound by State Highway 1, Grenada North, Woodridge / Newlands and Horokiwi ridge. This approximately 400 hectare area is the largest remaining opportunity for new development in Wellington City and one of largest and most strategically located in the whole Wellington region.

The location and extent of the Structure Plan area is shown on Map 1of the Structure Plan.

A structure plan is a series of maps and diagrams with supporting text to guide the development of a particular area by defining the pattern of development and land uses, areas of open space, community facilities, the layout and nature of infrastructure (including transport links), and other key features to manage the effects of development.

The Structure Plan gives effect to the Northern Growth Management Framework, the Wellington Regional Strategy and the Wellington City Urban Development Strategy through comprehensively planning for the future growth of the Structure Plan area.

The Structure Plan introduces controls to guide the future development of this land with particular reference to the protection of environmental qualities, transport and movement, land uses, urban form and quality of development and staging.

The overall goal of the Structure Plan is that the area will be developed in a way which creates an integrated, liveable, diverse, sustainable and prosperous community.

Implementation of the Structure Plan provides an opportunity to realise the Council's strategic vision and implement the principles of the Northern Growth Management Framework (NGMF). This would be achieved through high-quality urban development in accordance with the provisions set out in this structure plan.

2. Background and context to the Structure Plan

2.1 Overview

The purpose of this section is to set out the background to the development of the Structure Plan, including its context within the strategic management of development within the region, Wellington City and the Northern Growth Management Framework. The section also describes the site features and values, highlighting issues and opportunities.

2.2 History of Planning for Lincolnshire Farm

2.2.1 Planning for Lincolnshire Farm

This land has been identified for potential future urban development since the 1970's when the comprehensive development of the area between Newlands and Takapu was planned for future urban growth as a series of interconnected neighbourhoods forming a larger development area called 'Bridgetown'¹.

Of this area, only two major stages were developed – Grenada Village and Grenada North. As the remainder of the development, including the supporting roading infrastructure was not completed, these new areas remain poorly connected and relatively isolated (particularly in the case of Grenada North).

A concept plan for the development of the area from the 1976 plan is shown in Figure 1 below.

Until 1994 the site was largely zoned for residential development, when as part of the development of the District Plan, all undeveloped land was 'down zoned' and the site became Rural. This decision was appealed and as a result of this a notation was included in the District Plan that the site was intended for future urban development.

2.2.2 Planning and the Northern Growth Management Framework

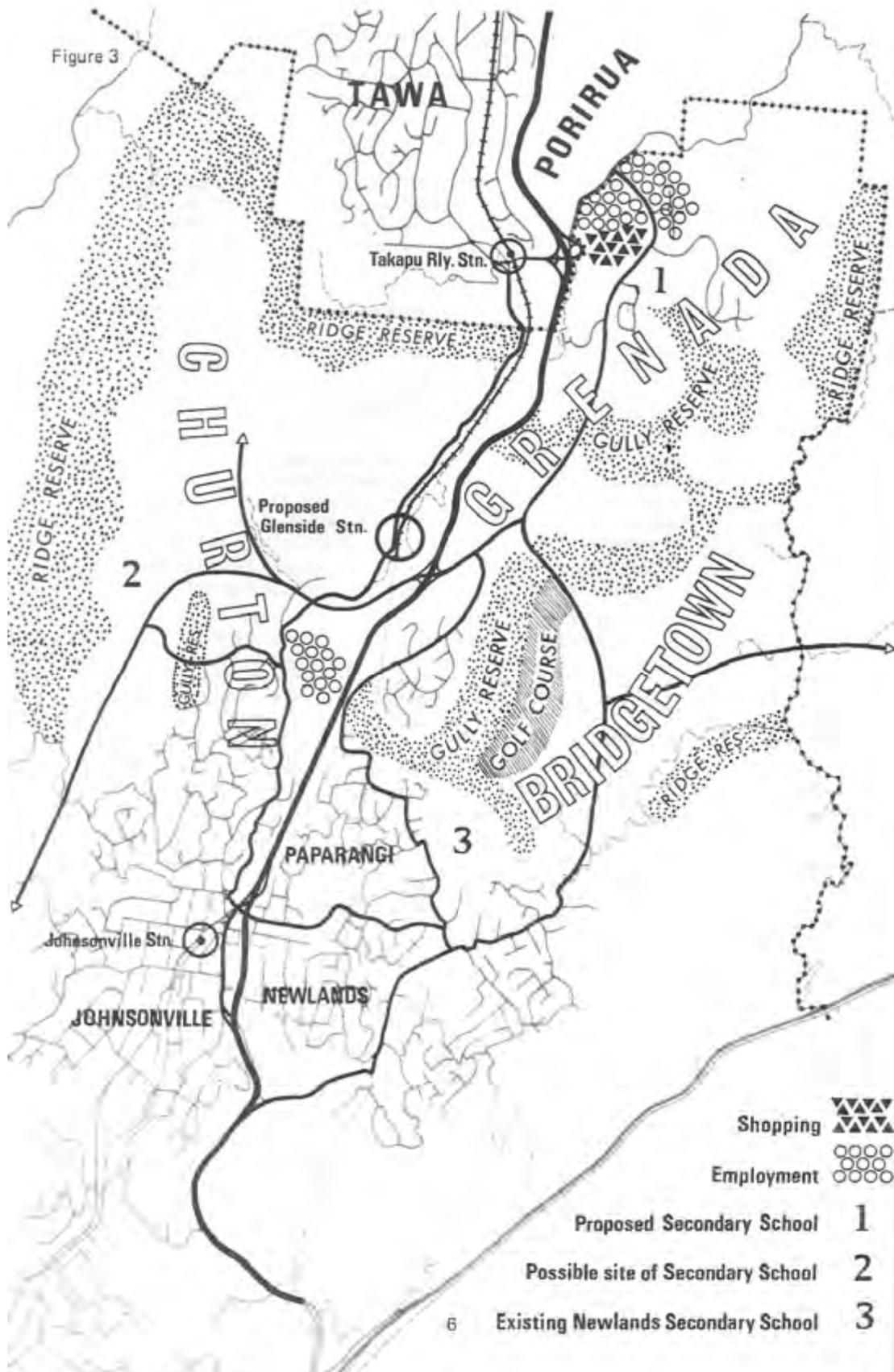
The potential for development of the area was again considered as part of the detailed development of the NGMF in 2002 and 2003. At this time principles were agreed and adopted as Council policy that the land should be developed for not only residential growth, but also to provide a major new employment centre for the Wellington Region.

Strategically located close to the northern suburbs of Wellington City, State Highway 1 and adjoining the potential Grenada to Hutt Valley link road, the structure plan area represents one of the last major development opportunities in Wellington City. Creation of a major new employment centre on the proposed link road will also have implications and provide opportunities of regional significance.

Ensuring a high quality of development which maximises the development opportunities of the site, while demonstrating best practice urban design and implementation of the principles of the NGMF are therefore key considerations of the structure plan for the site.

¹ Churton: Bridgetown: Grenada Development Report, Wellington City Corporation, 1976

Figure 1: Churton: Bridgetown: Grenada Development, 1976 (Wellington City Corporation, 1976)



2.3 Developing the structure plan

The structure plan has been developed through a process of review, analysis and consultation with stakeholders. This has focused on:

- The vision and guidance for the site provided by the NGMF (see below)
- The site specific characteristics, opportunities and constraints
- The strategic context of the development opportunities of the site in relation to the emerging Wellington Regional Strategy, the Urban Development Strategy and the Western Corridor Study
- Public consultation on the draft principles of the structure plan during May 2006

The structure plan has also been developed in conjunction with the development of a draft plan change to implement this document as part of the District Plan, as well as a review of the key assessment criteria and guidance documents for land development – the Subdivision Design Guide and the Code of Practice for Land Development.

The structure plan will be implemented by way of a change to the District Plan as well as other interlinked actions by both the Council and other stakeholders.

2.4 Northern Growth Management Framework

2.4.1 Overview

The development of the NGMF provided a strategic analysis of the appropriateness of development on the site, and outlined the potential form that such development should take.

The core goal of the NGMF is the creation of high attractive, efficient, and accessible urban area in order to realise the vision of "...an integrated, liveable, diverse, sustainable and prosperous community".

To achieve this vision, the NGMF set in place a programme of actions, including the development of the Lincolnshire Farm area. The NGMF specifically required this to include a "major new employment centre" which had a very high standard of design and accessibility with a focus on local employment to help manage travel demand for growth in the northern suburbs.

The NGMF also sets out objectives, themes and values to guide development in order to achieve the vision. These principles will need to be applied to the structure plan to help realise this vision.

2.4.2 Developing the NGMF

In 2002 and 2003, Wellington City developed the Northern Growth Management Framework (NGMF) through a process of extensive consultation and careful consideration of issues relating to urban expansion in the northern area of Wellington City. The development of the NGMF was driven by the need for Wellington to carefully plan and nurture future growth, to build upon key values and create a living and working environment of the highest quality.

This core goal, of creating a highly attractive, efficient, and accessible urban area is the core goal of the framework. The principles of the framework seek to achieve this through enhancing significant landscape and natural features, encouraging the growth in sense of community and planning for well-connected and commercially successful development.

The NGMF therefore provides a 'strategy for achievement' for the future development of the northern part of Wellington City. It provides the communities, landowners, developers and Wellington City a set of goals and agreed process for planning urban expansion together.

The NGMF provides a framework rather than a detailed masterplan because although it must provide some certainty for the community, it must also allow appropriate flexibility for refinement.

2.4.3 Vision, Objectives, Themes and Values

The NGMF describes themes, values and principles that will help deliver a vision of an integrated, liveable, sustainable and prosperous city.

The driver for the NGMF is therefore this vision of:

Wellington's northern suburbs will continue to develop as an integrated, liveable, diverse, sustainable and prosperous community.

This vision is supported by the following objectives:

- To consolidate the northern part of Wellington City into a highly attractive, efficient and accessible urban area that realises its potential of contributing to the city as a whole.
- To enhance, protect and link significant landscape, ecological and natural features of the area as a foundation for sustainable urban living.

From the vision and objectives, a number of themes and values emerge.

Themes:

- Liveability – supporting existing communities and ensuring a quality urban form for a quality lifestyle
- Sustainability – managing growth in a sustainable way and responding to our environment
- Accessibility – making it easy to access services and amenities – for work, pleasure and support
- Connectivity – integrating the movement network and enhancing linkages within and between communities and to the city and region
- Prosperity – providing a climate for commercial enterprises and local businesses to thrive

Key values then underpin these themes:

- Recognise the northern area as integral to the growth of Wellington City and manage this growth in a sustainable way. *Underpins the themes of sustainability, liveability and connectivity*
- Develop a highly liveable and attractive urban environment for communities. *Underpins themes of liveability, accessibility and connectivity*
- Value and protect the landscape and ecology of the area. *Underpins the theme of sustainability*
- Encourage a thriving local economy. *Underpins the themes of prosperity and liveability*
- Acknowledge the heritage and culture of the area. *Underpins the themes of liveability and accessibility*
- Ensure infrastructure meets the area's needs. *Underpins the themes of liveability, sustainability and connectivity*

With each of the values are a number of underlying principles, which then provide further detail of how each will be achieved in practice.

2.4.4 Unlocking the potential: Delivering the NGMF

The NGMF also sets out a strategy to achieve the vision. This is supported by an implementation programme of projects. The seven areas of action are as follows:

- Build on existing communities
- Strengthen existing town centres, rather than creating new ones
- Design better communities
- Create a blue and green network
- Complete or develop cohesive and efficient transport modes or networks
- *Develop a major new employment centre*
- Work in partnership with stakeholders

A number of ideas and actions are listed in the NGMF as to how each of these actions will be delivered. Of most relevance is the development of a major new employment centre.

Consultation on the NGMF identified the need for both additional industrial land in the Wellington region and the need to provide opportunities for local employment to help manage travel demand of the new residents.

Development of the NGMF and consideration of the potential development areas confirmed the suitability of the Lincolnshire Farm area to include land for this purpose. An area of around 50 hectares, which would provide for around 2000 jobs and 10 years of development uptake was identified. The area was also considered less suited for residential development due to its remoteness from existing community facilities and size being insufficient to develop an independent residential centre.

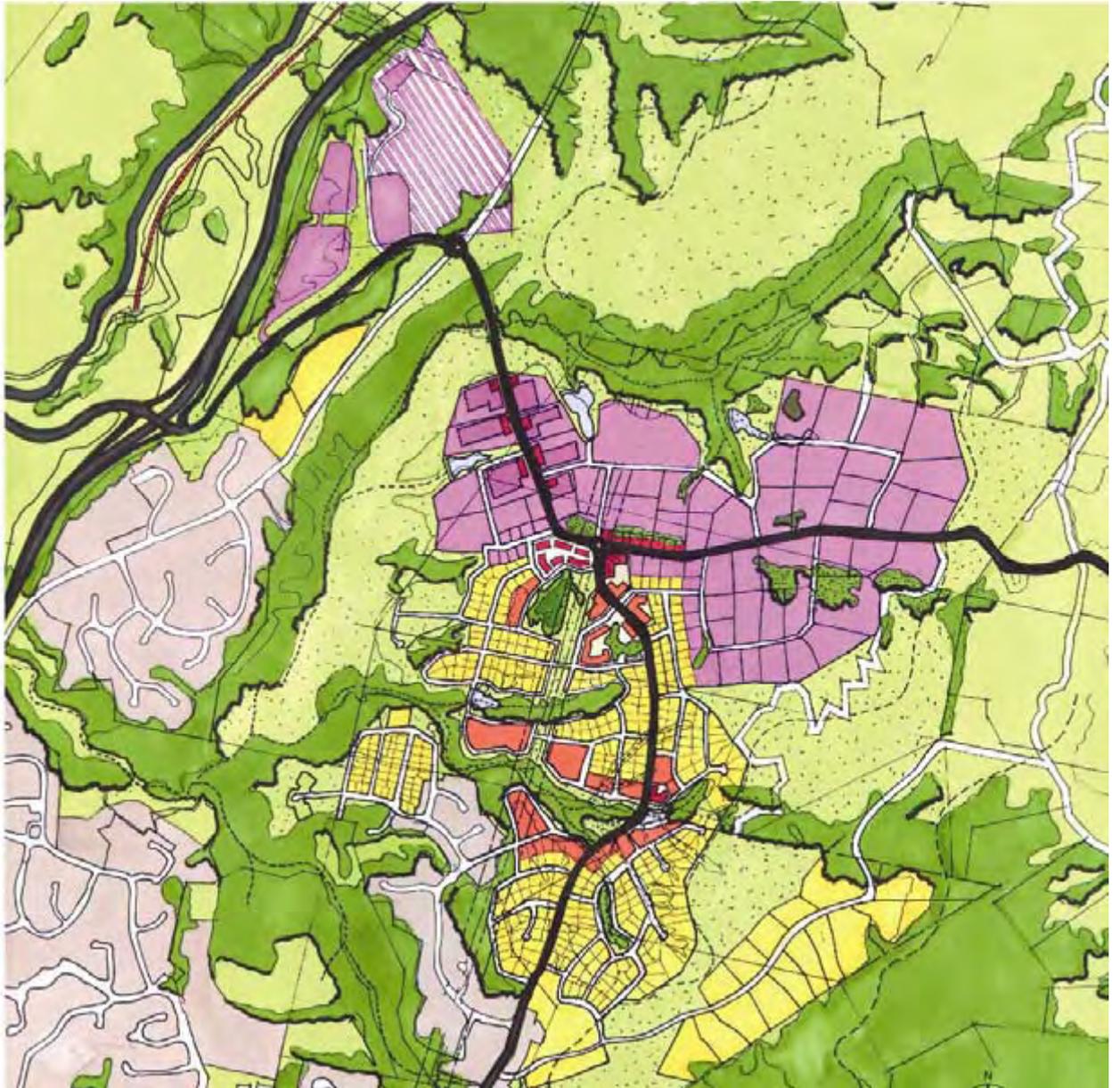
The area has developable terrain and good access to SH1. Also, given the potential for the development of an east-west link from Grenada to the Hutt Valley through the area, it has an excellent strategic location for business and employment activity.

The NGMF is clear that such development should not however be a conventional 'industrial estate'. Rather, it should be a 'model' integrated business precinct' with the following characteristics:

- Fit naturally into a 'bowl' in the landscape with its north and eastern edges defined by ridges
- Employment uses and small retail related to the core business – no big box retail
- A range of building and lot sizes, with finer grain uses such as offices fronting the most used streets and large properties located on the periphery
- A neighbourhood centre to the south which is shared with the Woodridge expansion where workers can have lunch and do minor convenience shopping
- The development would directly front the major access roads including the Horokiwi link road should it happen
- Specific design standards will be developed to ensure high quality buildings and streetscapes
- High quality landscapes and public art will be an important consideration in the development of the area

A conceptual layout, developed through intensive consideration as part of the NGMF in 2002/2003 is included in the NGMF (see Figure 2 below).

Figure 2: Concept plan for the development of Lincolnshire Farm (NGMF, Wellington City, 2003)



2.5 Wellington Regional Strategy (WRS)

2.5.1 Overview

Council policy to develop the Lincolnshire Farm area significantly predates the development of the WRS.

The WRS provides strategic economic development architecture for the region. In order to support the implementation of the WRS, the structure plan will need to manage development of the employment land in order to help maximise regional benefit. Key considerations include:

- The phasing of development in order to support the implementation of the WRS
- The quality of development and ensuring that this is employment focused
- The need to use a variety of tools outside of the structure plan to support the successful development of the employment area

2.5.2 Business park area

Analysis of the supply of industrial land undertaken as part of the WRS shows there is a limited supply of industrial land, particularly in the southern parts of the region closest to the CBD - Wellington City (3ha), Hutt City (13ha) and Porirua (23ha).

Demand for industrial based employment is changing due to:

- the general decline in traditional industrial sectors such as manufacturing
- the growing importance of transport and distribution industries
- the growing importance of new economy industries such as hi-tech manufacturing (and associated infrastructural requirements)

While the southern part of the region has an existing strategic area of traditional industrial sectors at Seaview/Gracefield, this land appears to be poorly suited to meet the demand from emerging sectors. Throughout the region there is a lack of sites specifically designed and marketed for hi-tech and knowledge based industries.

As a 'model integrated business precinct', Lincolnshire Farms (with other proposed sites such as Aotea business park and to some extent Wallaceville) would clearly help to fulfil this gap and improve the overall adaptability of the region to respond to changing industrial land needs. If developed and managed well, regional benefit should accrue from all of these proposals.

While it is not expected that the development of Lincolnshire Farms would result in any adverse impacts on existing employment centres, a number of issues will require careful management to ensure maximum regional benefit. These include:

- The phasing of any development. This would need to be carefully considered and controlled through the structure plan process to ensure that there is a good fit with the overall WRS approach.
- The quality of the development will be critical to achieving the expected economic benefits and there will be a need to ensure that urban design issues are tightly managed as part of the structure plan and consenting processes.
- There is very limited experience with such developments in the region. If the potential of the site for hi-tech business and knowledge based industries is to be maximised in line with WRS approach, it may be necessary for a greater level of investment and involvement by the public sector. This would be an ideal opportunity for any future regional land development company to become involved in a joint venture.

Finally, it should be noted that two new WRS actions have been developed to ensure some of these outcomes are achieved. Firstly, the Lincolnshire Farms area is within the 'Grenada to Gracefield Change Area' whereby it is proposed that HCC and WCC jointly lead an integrated

planning process to identify how change can best be managed. The second action is focused on developing more of a strategic view on industrial based employment location by identifying, promoting and investing in strategic industrial based employment locations. This action is longer term but will provide further clarity about issues such as staging and phasing of development.

2.6 Regional Transport Connectivity

In April 2006 Greater Wellington approved a draft Regional Transport Programme which includes construction of a new link road between SH1 and Dowse Interchange by 2014/152. The draft programme will be further developed and released for public consultation as part of the draft Regional Land Transport Strategy in November 2006.

The link road is an important strategic link road that would provide:

- Improved east-west connections
- Improved accessibility
- Improved reliability by reducing traffic congestion on SH1 and SH2
- Improved redundancy by providing an alternative route
- Improved freight linkage to Seaview

The key benefits and costs of the link road to the region can be summarised as follows.

Benefits	Costs
<ul style="list-style-type: none"> • reduced traffic in most congested parts of Western Corridor • reduced traffic volumes on SH2 south of Petone in both directions • reduced traffic on Ngauranga Gorge (if HOV lanes also implemented to discourage additional Burma Rd traffic using the gorge) • improved freight linkage to Seaview 	<ul style="list-style-type: none"> • increased traffic volumes on SH2 north of Petone in the peak direction • significantly increased number of vehicles on Petone Esplanade • HOV lanes required along Ngauranga Gorge

The link road would be approximately 5.5km long and would carry approximately 22,600 vehicles per day by 2016. Transit envisages that the link road would need to be 4-lanes wide with a 70-80 km/h speed limit and limited access.

It is proposed that the link road would connect to SH1 somewhere between the Tawa and Grenada interchanges and extend through the Lincolnshire Farm structure plan area to the north of the proposed business park. The link road would then head south along the ridge near Horokiwi Quarry and down to a connection on SH2 between Petone and Dowse Drive. Other than at its southern end this alignment would not cross Horokiwi Road or impact on Korokoro Valley.

A detailed investigation of this alignment has not yet been undertaken, although initial investigations seem to indicate it is feasible. A number of alternative alignments³ have previously been investigated but have all been rejected for various reasons including social and environmental impacts.

² Refer minutes of Regional Land Transport Committee meeting of 11 April 2006 and Greater Wellington Regional Council meeting of 27 April 2006 for further information on the draft programme. Also refer minutes of Regional Land Transport Committee meeting of 8 June 2006 for further information on the RLTS Consultation Plan.

³ In Feb 2005 WCC and HCC jointly funded a MWH report that considered 50, 70 and 100km/h design options for the link road. Transit NZ and Greater Wellington also proposed two alternative alignments as part of the Western Corridor Plan consulted on in 2005.

The Proposed Regional Transport Programme identifies \$180 million (\$135 million Crown funds and \$45 million local contribution) to build the link road by 2014/15. However, no recent costings have been undertaken and there is currently no provision to fund the local contribution.

A key implication of the link road is to require the Lincolnshire Farms structure plan to make provision for a link road that is designed:

- to accommodate at least 25,000 VPD
- to allow high average vehicle speeds (70-80km/hr)
- to have a minimum number of intersections to maintain traffic speeds
- to provide connections to the structure plan area

A further implication is that due to the potential for demand by a substantial volume of traffic, care needs to be applied to ensure that the staging of development does not result in a substandard road connection being made available from SH1 to the Hutt Valley – including any connection via Horokiwi Road, which is incapable of safely servicing such volumes.

2.7 Urban Development Strategy

To ensure that future growth and change occurring within Wellington reinforces the physical and spatial characteristics that make the city so distinctive and contribute to the stimulating and intense urban experience it offers, the Council has developed an Urban Development Strategy.

This is a long term strategic level document which looks beyond normal timeframes to consider where possible what we want the city to be like in 30-50 years.

The UDS aims to build upon the city's excellent urban form and ensure a focus is on quality urban development to make Wellington more liveable, compact, sustainable and prosperous, have a stronger sense of place, be better connected and safer.

The UDS aims to be consistent with the WRS and the help implement the wider strategic vision of the Council. It is currently being developed and consulted on as part of the Council's LTCCP for 2006.

The key solution sought by the UDS is for 'A growth management strategy that directs growth to where the benefits are greatest, where the adverse effects are minimised, and delivers on quality'.

The UDS recognises and provides for the new employment centre at Lincolnshire Farm as well the potential link road from Grenada to the Hutt Valley.

A key issue addressed by the structure plan is therefore the need to be consistent with the strategic direction and guiding principles of this strategy by ensuring that the quality of development supports the implementation of the UDS.

2.8 The Site

2.8.1 Overview

The structure plan area covers approximately 400 hectares of land in the northern suburbs of Wellington lying between the Woodridge development to the south and Grenada North. The site is generally bound to the west by State Highway 1 and to the east by the Horokiwi ridge.

The location and area of the structure plan is shown on Maps 1 and 2 of the Structure Plan.

This area is generally referred to as Lincolnshire Farm. The majority of the area is owned by Lincolnshire Farms Ltd – a private development company which has owned the land for over 20 years (Lincolnshire Road also provides access from Horokiwi Road). The structure plan area however extends beyond this area to include:

- The former Northern Landfill site
- Land zoned Suburban Centre adjoining Westchester Drive
- Land held by Wrightway Homes Limited
- Land adjoining the southern boundary of Grenada North owned by Goh Realty

2.8.2 Landscape and Topography

The topography of the land rises from the State Highway at around the 80m ASL and rises to over 300m ASL on the Horokiwi Ridge.

The landform is generally dominated by the Horokiwi ridgeline which includes a major spur which roughly bisects the site. The ridges and gullies have varying degrees of slope ranging from very steep areas (generally the northern section of the area, and avoided for development purposes) to more moderate sloping areas (generally the southern portion of the area).

The nature of the landscape is generally one of a highly modified environment which, for many years has been in pastoral farming and more recently included ongoing residential expansion and development of the landfill.

Views of the structure plan area are possible from the Horokiwi ridge, and from the northern suburbs of Woodridge, the Grenada Village, Glenside and Churton Park. The main potential development area is less visible, being located in a bowl shaped valley, with surrounding ridges partially obscuring longer views to the area.

The majority of the site does not have high landscape values, but overall does contribute to the rural setting of the northern suburbs. The ridgeline area itself can be considered to have landscape values and is currently a mixture of pasture, some small pockets of regenerating bush and rural residential development characterised by pine shelter planting. This area is roughly defined by the 260m ASL contour and is identified in the protected ridgeline area of the District Plan.

The main area of potential development in the structure plan area encompasses a wide and moderately sloping valley between Woodridge to the south and the Horokiwi ridge spur to the north. The northern extent of this area is defined by a deep vegetated gully at the base of the spur which contains the upper reaches of the Belmont Stream.

2.8.3 Vegetation and ecological values

The area is generally in pasture with some wooded gullies and a scattering of macrocapa and pine trees.

Most of the area was cleared of vegetation and farmed, meaning that there is little remnant forest on the site⁴. However, some small parts of the area were less suitable for farming,

⁴ NGMF – Belmont Street Ecological investigation, Boffa Miskal, 2004

such as the steep gorges, and these have been gradually retired from farming and left to regenerate adding to the small remnant patches.

The only native forest (vegetation dominated by trees 10cm or greater in diameter) in the structure plan area is found in these gullies. These forest areas are typically small and isolated from one another by larger areas of scrub and shrubland. Most of the areas of land left to revert now carry a cover of scrub or dense thickets of gorse.

There are no natural wetlands in the site, but are a number of farm seepages and swampy areas to which stock have access and therefore their natural values are relatively low.

The site provides some habitat or foraging area for a range of native and exotic birds with the main habitat likely to be in the Belmont Stream gully.

The Belmont Stream headwaters lie within the site, with the main branch running 3.8km from trig 160915 to the Mark Street culvert. A detailed ecological assessment of this stream and its catchment was undertaken in 2004 by Boffa Miskell. This study concluded that despite significant modification and impacts of human activity, the Belmont catchment has retained species and habitats of value to the Wellington peninsula that warrant protection and enhancement. The key conclusions of this study were:

- The ecological condition of Belmont Stream, particularly in the headwaters, is considered to be good to very good for a peri-urban stream of this size and nature
- The habitat quality of the lower sections of stream (in Seton Nossiter Park – outside of the structure plan area) could be improved relatively simply with appropriate riparian planting on one or both stream banks
- Fish passage does not currently appear to be an issue and there may be opportunities to improve or enhance fish passage at minimal cost
- As subdivision expands there is likely to be an increase of sediments moving into the main branch of Belmont Stream impacting on stream quality and resulting in the decline in the health of this stream system. Future subdivision needs to consider retaining sufficient riparian buffers together with appropriate stormwater treatment to prevent this
- Any protection of identified bush remnants should look to linking them via gully systems to larger vegetated areas, rather than isolating them as small vulnerable fragments within subdivisions.

2.8.4 Soils and geology

Geology

Similar to most of the Wellington Region, the predominant geologic formation of Lincolnshire Farm is greywacke. This underlies the entire site. The minor geologic layers present are loess, alluvium, and colluvium. These are younger, depositional layers associated with the erosion and transportation of sediment. ⁵

Soils

The majority of the top soil of the site was stripped in the 1970s. The soils of the site are otherwise relatively stable and suitable for development, although care would need to be taken on steeper slopes to avoid slipping and slumps. Apart from the eastern side of the area, which is well drained, with moderate fertility, the area is imperfectly drained, and soil fertility is poor.⁶

Climate

The majority of the Lincolnshire Farm area has mild temperatures (a variation in mean annual temperature of 10-12.5 Degrees Celsius). In some higher areas, temperatures are slightly

⁵ Begg, J.G. and Mazengarb, C. (1996). Geology of the Wellington Area, Scale 1:50,000. Geological Map 22. Institute of Geological and Nuclear Sciences Ltd.

⁶ Ministry for the Environment and Manaaki Whenua – Landcare Research. (2002). Land Environments of New Zealand: Technical Guide.

lower. Solar radiation for the area is high, however annual water deficits are low –average monthly evaporation only slightly exceeds average monthly rainfall.

2.8.5 Hazards and contamination

All known hazards are depicted in Map 2 Context Map in the Structure Plan, with the exception of fault lines, which are located outside the Structure Plan area.

Former Cottle's tip

The former 'Cottle's Tip' is located on two properties in Horokiwi; to the South East of the structure plan. This area may be close to the alignment of the proposed link road between SH1 and SH2. The site is listed on Greater Wellington's Contaminated Land Register, under category V – Verified Hazardous Activity or Industry.

This landfill was established in the 1970's and closed in 1983. During that time substantial quantities of industrial waste were dumped (often in uncrushed drums) or burnt onsite. Record keeping was poor to non-existent. According to anecdotal evidence, wastes dumped, or burnt at the tip included oil, paint, ink, and solvents, metals, glass, cars, whiteware, ("ferrous wastes") and meat works waste. ⁷

Contaminated Site at 211 Horokiwi Road

211 Horokiwi Road is also identified on Greater Wellington's Contaminated Land Register under category V – Verified Hazardous Activity or Industry. The site has been used for the production of asphalt, and have hydrocarbons stored on the site. No environmental investigations into this site have been undertaken, according to Greater Wellington's records.⁸

Former Northern Landfill

The recently closed Northern Landfill is on Westchester Drive, off State Highway One, 2km North of Johnsonville. It closed in February 2006 when it reached maximum capacity. It continued to accept suitable clay and soil for cover until May 2006. It no longer accepts any waste and is in the process of being capping and remediation.

Former Newlands Landfill

The Newlands landfill was closed in the early 1990's when it reached capacity. It is now a public reserve area, with parking, and viewing platforms.

Fault Lines

The Lincolnshire Farm site is in between two active fault lines. The Ohariu Fault lies to the West, in an area of low development. The Wellington Fault lies to the South, at a much closer proximity to Lincolnshire Farm, as well as significant regional infrastructure.

The last surface rupturing event on the Wellington Fault was last millennium, somewhere between 160 and 1000 years ago. The average time between surface rupturing or deforming events (recurrence interval) on this fault is approximately 2000 years. It is anticipated that in the next event, this fault will "move about five metres horizontally and one metre vertically...in the vicinity of Wellington and Lower Hutt".

In the case of an event, the Wellington Fault would damage roads, underground gas and water pipes, and overhead power and telephone lines.

The last surface rupturing event on the Ohariu Fault was over 1000 years ago. The recurrence interval is 2000-3500 years. In the event of a displacement, this fault could shift between one and five metres. ⁹

⁷ Greater Wellington Regional Council, File SN/05/030/02

⁸ Greater Wellington Regional Council, File SN/05/118/02

⁹ Institute of Geological and Nuclear Sciences, New Zealand Active Faults Database: <http://data.gns.cri.nz>

National Grid Transmission Lines

The Lincolnshire Farm study area is bisected by high voltage transmission lines that form part of the National Grid, owned and operated by Transpower. 110kV AC lines run North to South through the centre of the structure plan area, while 350kV AC lines run East to West across the Northern end.

The National Grid connects the power stations which generate electricity to power companies that in turn supply domestic users. The lines, and a substation, located near the study area form a core part of the National Grid. They ensure transmission of electricity from areas of supply (the South Island) to areas of major demand further north. It is therefore vital that, as well as managing the effects of the existing transmission lines, the lines are not adversely affected by the planned growth in the area.

The effects of the transmission lines can include visual or noise effects, or actual or perceived health and electrical safety risks. The effects of development on the transmission lines can include construction effects such as vibration and dust, or buildings or structures encroaching on the line corridors affecting Transpower's access for the ongoing operation and maintenance of its assets.

These risks can be managed by early identification, and designing development accordingly. Good planning at structure plan stage can minimise the impact of the lines on the development, and ensure the lines can be operated, maintained and upgraded and continue to supply electricity to areas of demand.

There are mandatory codes and regulations that also must be complied with including the Electricity (Hazards from Trees) Regulations 2003 and the New Zealand Electrical Code of Practice for Electrical Safe Distances 2001 NZECP:34.10

Wellington City Council advocates a precautionary approach to the construction of residential buildings near high voltage transmission lines. District Plan Rule 15.3.6 states that "The construction of residential buildings including additions within 40 metres of high voltage transmission lines designed to operate at or over 110kV are Discretionary Activities (Restricted)." ¹¹

Flooding downstream

Flood zones have been identified along the edges of the Porirua Stream, downstream from Lincolnshire Farm. The Council took the future development (and associated increase in hard surfaces) of the structure plan area into account when determining these zones. As a precaution, minimum floor heights have been established for within these flooding zones.

2.9 Site Context

2.9.1 Surrounding land uses

The site is surrounded by a wide variety of land uses as shown on Map 2 of the Structure Plan. Principally, these are:

- To the north the site is generally bound by Grenada North – which includes a small residential area, an industrial area, sports fields and a proposed rural residential subdivision extending Jamaica Drive and providing a potential link through from Grenada North to the structure plan area
- To the east the site is generally bound by the Horokiwi ridge, dominated by rural-residential development. The eastern side of the ridge slopes steeply down to Wellington Harbour and the Hutt Valley. The northern portion of this area includes part of the Belmont Regional Park. While a potential route for the Grenada to Hutt link road is to be identified, this will be influenced by existing patterns of development, topographical constraints, the extent of the regional park and the location of the Horokiwi quarry.

¹⁰ Transpower New Zealand Ltd (2006) Email Comments from Anna Carrell

¹¹ Wellington City Council District Plan

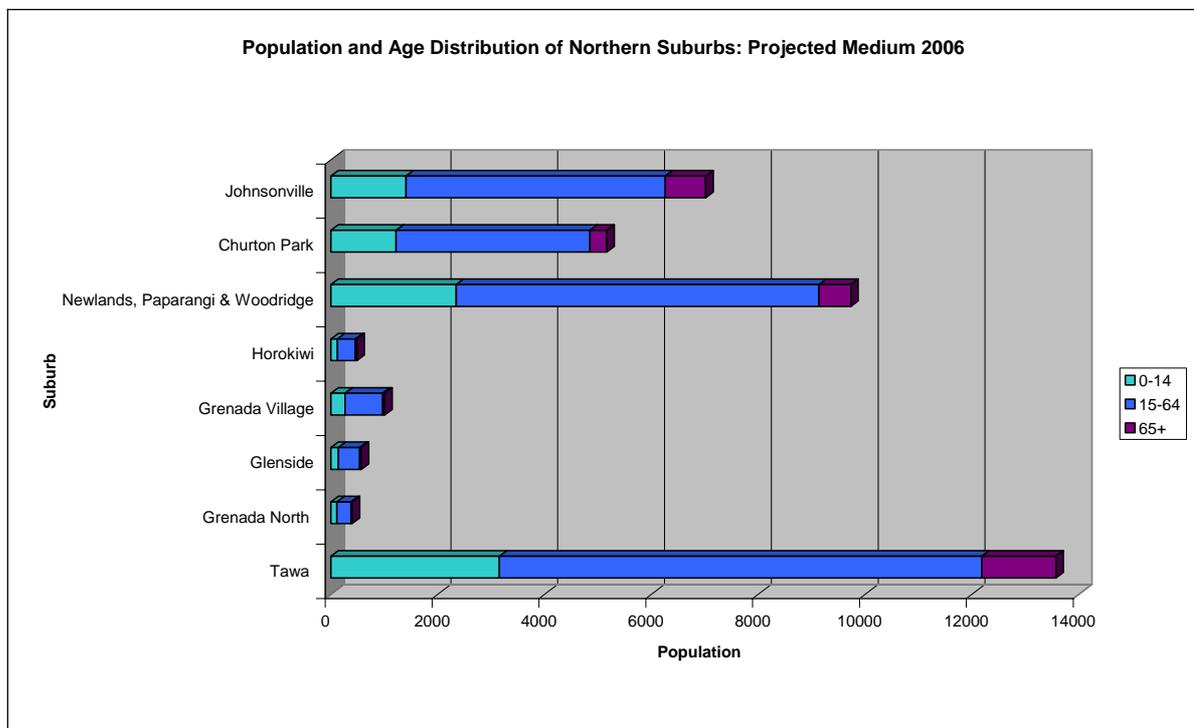
- The southern boundary of the structure plan area is bound by Woodridge development and Grenada Village. Woodridge is effectively a suburban expansion of Newlands on the northern side of Seton Nossiter Park. Grenada Village has been developed as an extension of Mark Ave – which will be connected through to the structure plan area.
- The western side of the structure plan is generally bound by State Highway 1

2.9.2 Human Geography of the Northern Area

Current Population and Demographic Breakdown

The Lincolnshire Farm Structure Plan area fits into the Wellington City Council boundaries for the suburbs of Grenada North and Woodridge.

Graph One: Projected 2006 Medium Population and Age Distribution for the Northern Suburbs¹²



As Graph One shows, the Northern Suburbs vary greatly in geographical and population size, however all suburbs share a similar age distribution, and a median age of around 33 years.

A table of the above data; and a map depicting the suburban boundaries and census data area units this information is based on is contained in Appendix A of this report.

¹² Census Data (2001) Statistics New Zealand

Population Growth and Housing Demand

“Current projections by the Greater Wellington Regional Council show a likely population increase in the northern suburbs of 5000 in the next 20 years. If current growth rates are maintained, however, this is more likely to reach 10,000...The NGMF Is predicated on a growth of 9000 over the next 20 years.”¹³ The average number of persons per household in the Northern suburbs is 2.74, slightly higher than Wellington City.¹⁴ A population growth of 9,000 therefore represents approximately 3285 new households. Over a time span of twenty years, this equates an anticipated demand for approximately 165 new houses a year.

The majority of this housing growth is anticipated to take the form of Greenfield development. As well as the Lincolnshire Farm area, and immediately adjacent Woodridge, there is scope for Greenfield development in Churton Park; Ngauranga East, and to the north, in Stebbings and Takapu Valleys.¹⁵

Some Infill development is also predicted, primarily in the older suburbs of Johnsonville and Newlands, which could accommodate an additional 100 houses each over the next five years. In contrast, there is little opportunity for infill in newer suburbs such as Woodridge and Churton Park, where houses tend towards maximum site coverage.¹⁶

The Lincolnshire Farm area is the largest remaining site for Greenfield development in the Northern suburbs. It will provide approximately 900 homes, accommodating approximately 2400 people; around one quarter of the total growth planned for the area. If the construction of housing in the area is staged over 10 years, houses will be built at a rate of 90 per year; over half the projected yearly housing demand for the Northern Growth Area. A 15 year staging plan would provide for approximately one third of the demand each year which would seem a more likely market share.

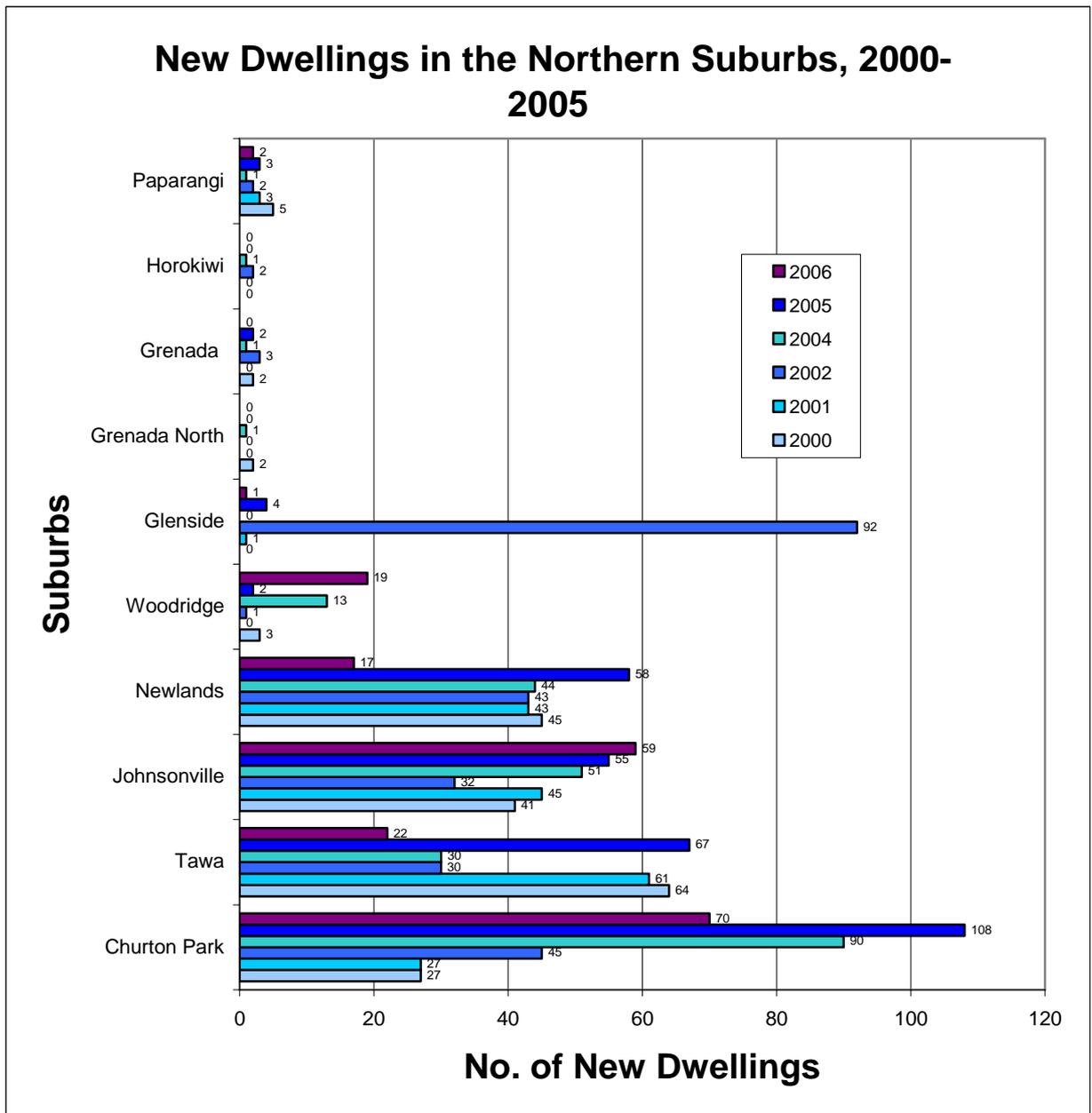
¹³ Northern Area – A Framework for Growth Management (2003) Wellington City Council

¹⁴ Northern Area – A Framework for Growth Management (2003) Wellington City Council

¹⁵ North Wellington Transport Study: Potential Greenfield and Infill Development (2005) Boffa Miskell

¹⁶ North Wellington Transport Study (2005) Boffa Miskell

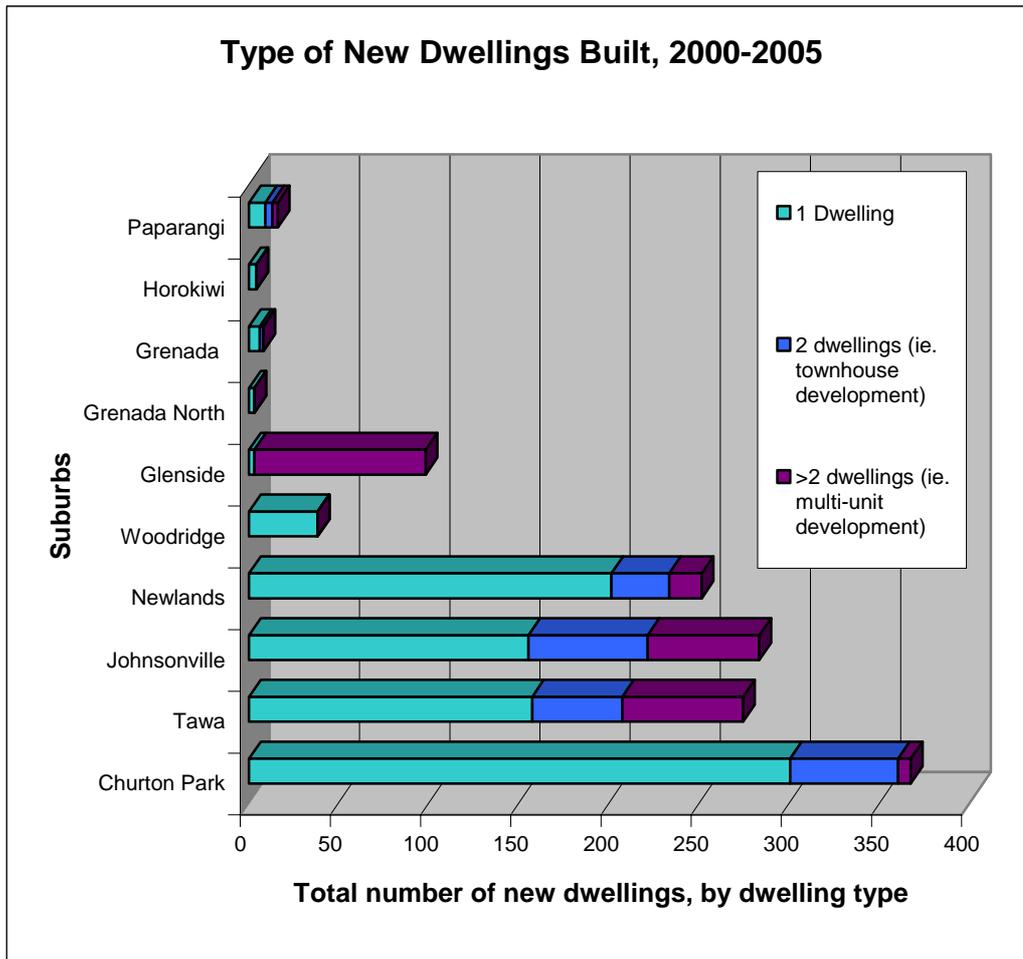
Graph Two: New Dwellings in the Northern Suburbs, 2000-2005¹⁷



On average, new dwellings in the Northern suburbs have been built at a rate of just over 220 per year for the past five years. As Table Two and Graph Two show, construction has been concentrated in Churton Park, Tawa, Johnsonville and Newlands. This rate is somewhat higher than that predicted within the Northern Growth Management Framework. If growth continues to average at these higher rates, then the projected population growth of 9000 will be reached in around 15 years, rather than 20. As these projections date from 2001, this would be the year 2016, rather than 2021.

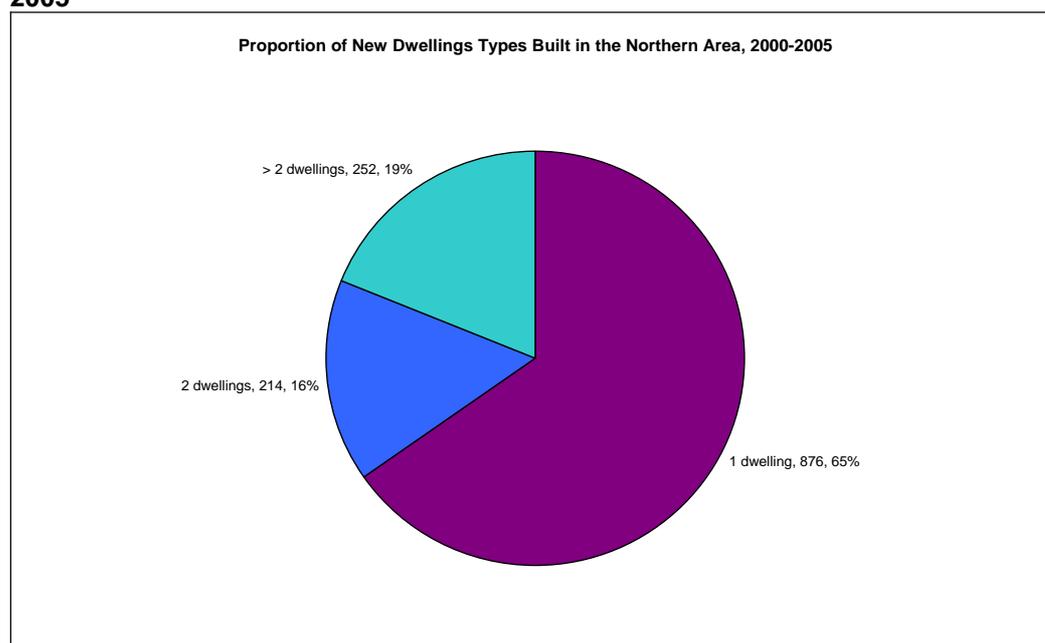
¹⁷ Buildings Consents Data, Wellington City Council

Graph Three: Type of New Dwellings Built in the Northern Suburbs, 2000-2005¹⁸



¹⁸ Buildings Consents Data, Wellington City Council

Graph Four: Proportion of New Dwelling Types Built in the Northern Suburbs, 2000-2005¹⁹



Single unit dwellings make up the majority of new houses built in the past five years in the Northern Suburbs. However, as Graph Four shows, almost 35% of dwellings consisted of two units or more, which indicates that there is demand for a range of housing types in the Northern Area.

This demand fits with housing projections for Wellington through until 2030, which indicate that two thirds of future housing development will be high density. It is predicted that half of this high density housing - one third of the total new housing for Wellington - will be built outside the central area, mainly in emerging centres.²⁰

Lincolnshire Farm will provide a range of living choices, including medium density, multi-unit housing, in response to this existing, and projected demand.

These housing statistics are based on building consent data. They can be seen in table form in Appendix B of this report.

Education Facilities

Early Childhood Facilities

There are approximately 30 early childhood facilities in the Northern Area. Most are clustered around the centres of Johnsonville and Tawa.

Primary Schools

The Ministry of Education has considered the location of Lincolnshire Farm, and the associated population increase. It has determined that “there is adequate schooling in the current network to provide for growth the development may cause.”²¹ There is capacity for approximately 400 more primary school children to the south within the nearby schools of Papanangi, Newlands, Bellevue (Newlands), and Rewarewa (Newlands). Nearby Intermediates are Newlands, Raroa Normal (Johnsonville), and Tawa.

¹⁹ Buildings Consents Data, Wellington City Council

²⁰ David Clelland (2005) Wellington Urban Development Strategy: Report on Capacity for Residential Development – *Unpublished*.

²¹ Ministry of Education (2006) Submission to Wellington City Council on the Lincolnshire Farm Structure Plan

Secondary Schools

The Secondary Schools in the vicinity are Newlands College, Onslow College (Johnsonville), and Tawa College. The Ministry of Education has confirmed that there is sufficient capacity within these schools to provide for the development.

Local Facilities

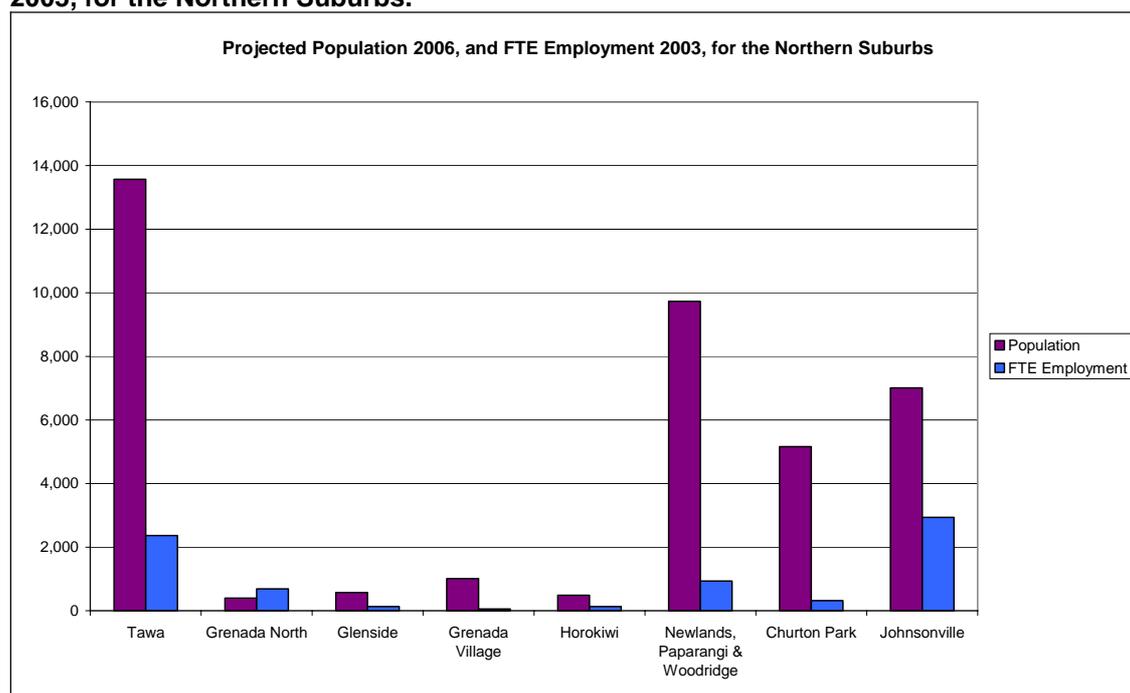
Other local facilities are grouped around Johnsonville and Tawa. A map of the Northern Area's facilities is contained in the Appendix B.

Table Four: Projected Population 2006, Business Locations 2003, and Full Time Equivalent (FTE) Employment 2003, for the Northern Suburbs.²²

Suburb	Area Unit(s)	Projected Medium Population 2006	Businesses in the suburb 2003	FTE Employment within the Suburb 2003
Tawa	Central Tawa	4410	307	1050
	Tawa South	3700	231	830
	Linden	4070	137	300
	Greenacres	1390	51	190
	<i>Total</i>	<i>13570</i>	<i>726</i>	<i>2370</i>
Grenada North	Grenada North	400	66	690
Glenside	Churton Park	570	15	130
Grenada Village	Paparangi	1010	40	55
Horokiwi	Grenada	490	49	130
Newlands, Paparangi & Woodridge	Newlands East	600	16	25
	Newlands South	3620	146	440
	Newlands North	5510	202	470
	<i>Total</i>	<i>9730</i>	<i>364</i>	<i>935</i>
Churton Park	Churton	5160	220	320
Johnsonville	Johnsonville North	1930	78	260
	Johnsonville East	2080	100	240
	Johnsonville South	3000	425	2440
	<i>Total</i>	<i>7010</i>	<i>603</i>	<i>2940</i>
TOTAL		37940	2083	7570

²² Statistics New Zealand Business Frame, 2003

Graph Five: Projected Population 2006, and Full Time Equivalent (FTE) Employment 2003, for the Northern Suburbs.²³



As the comparison between population levels and FTE employment availability in Graph Five Shows, population levels greatly outweigh work available in the Northern Growth Area. The only exception is Grenada North. The Lincolnshire Farm employment zone will increase opportunities for residents of the Northern area to work near their homes. It is anticipated that it will create around 2000 new FTE employment opportunities for the Northern Area. This represents an increase of over 25%.

2.10.3 Local Historical Sites

There are no known heritage sites within the Structure Plan area. The nearest Heritage Site is the old Belmont Viaduct, in Seton Nossiter Park.

There are no known sites of archaeological or Maori significance within the Structure Plan, or in close vicinity.

2.10.4 Road access and transport

At present principal access to the main development area is via the Westchester Drive exit of SH1 (also known as the Grenada or Churton Park exit). This exit from SH1 and the extension of Westchester Drive was constructed in 1992. The western part of the interchange provides access to Churton Park via Middleton Road. It is proposed that Westchester Drive will be extended to link directly to the interchange within the next five years resulting in increased traffic from the western side of the motorway also.

The interchange may require upgrade if it were to provide the main point of access to and from the completed Hutt Valley link road. The alternate option to this is the construction of a new link approximately 400m south from the Tawa interchange to the link road.

Other access is or could be provided from the following roads:

- Horokiwi Road provides access to the eastern parts of the site. There is currently no through access from Horokiwi Road to Westchester Drive. Horokiwi Road is serviced

²³ Statistics New Zealand Business Frame, 2003

directly from SH2. The road, and in particular the access to and from SH2 is not suitable for any significant increase in traffic.

- Jamaica Drive in Grenada North. It is proposed to extend this road as part of an approved rural-residential subdivision to the south of Grenada North. It is envisaged that this road would extend through to join the extension of Mark's Avenue. Such a route will need to cross a reasonably deep ravine immediately to the south of the proposed subdivision.
- Mark Avenue, Grenada Village. The main earthworks for the extension of Marks Avenue have been undertaken, and this road link to Westchester Drive could be completed reasonably quickly. The traffic implications of opening this route would need to be considered in relation to the staging of other parts of the structure plan and impacts on Westchester Drive.
- Woodridge Drive. It is proposed to extend Woodridge Drive into the heart of the structure plan area, linking it to Westchester Drive and thereby the motorway. The southern portion of Woodridge Drive is within land held by Wrightway Homes Ltd and agreement on a route will need to be established between the two land owners as part of the structure plan process.

2.10.5 Public transport

Currently two bus routes serve the general area – Route 57 to Woodridge and Route 55 to Grenada Village. There is no public transport to Horokiwi or Grenada North.

Current public transport provision and options for future improvement in the northern Wellington suburbs is summarised in the North Wellington Public Transport Scenarios Report (Wellington City, Greater Wellington, SKM, 2006). This report does not consider the future development of the Lincolnshire Farm area.

Development of the structure plan area provides significant scope for the extension and improvement of this provision through the creation of new through routes suitable for public transport, which is most likely to be bus (due to topography and cost rail / light rail etc is not considered feasible).

The likely location of these routes, including the 5 minute / 400m walking catchment of these is shown on Map 6 of the Structure Plan.

Some of the potential links or routes for public transport include:

- Extension and / or combination of Route 55 and Route 57 to form a loop link through the structure plan area
- Route from Johnsonville via Newlands and the structure plan area to Petone / Hutt Valley
- Route from Tawa via Grenada North to the structure plan area then Newlands to Johnsonville
- Link from Churton Park through structure plan area to Petone / Hutt Valley

Use of public transport will be encouraged through ensuring that bus routes are established as early as possible and ensuring a compact urban form which relates to the movement network.

2.10.6 Walking and cycling

Walking and cycling will principally be provided for on roads within the structure plan area in order to provide a safe, viable and well connected network.

In addition to routes and access provided by the road network the structure plan identifies a proposed system of tracks for walking and cycling through the reserve network. These would

link through to other Council reserves areas and beyond to the wider Wellington City track network and regional parks like Belmont.

Walking and cycling will be encouraged through a compact urban form with a variety of identifiable places to walk to and strong links to the public transport network.

2.10.7 Other Existing Infrastructure

Current and proposed infrastructure requirements are set out in Section 7 of the structure plan.

2.11 Resource management issues

The key resource management issues are set out in sections 1 and 2 of the structure plan.

3. Assessment of the Key Principles Objectives of the Structure Plan

3.1 Overview

The purpose of this section is to provide an assessment of the appropriateness of each proposed key principle of the structure plan.

3.2 Structure Plan

The resource management issues identified through development of the Structure Plan and background documents, in particular the Northern Growth Management Framework have highlighted a number of issues that are not specifically addressed by the current provisions of the District Plan.

This plan change is therefore intended to give effect to the NGMF by providing for the sustainable development of the Lincolnshire Farm area through implementation of objectives, policies and methods to address these issues.

This plan change therefore introduces a number of provisions that will introduce controls to guide the future development of this land with particular reference to the protection of environmental qualities, transport and movement, land uses, urban form and quality of development and staging.

The plan change makes these changes through introducing new objectives, policies and rules to the Structure Plan area. This therefore introduces new controls while also making allowances for additional development on some sites.

A key reason for this approach is to ensure that effects of the future development of the structure plan area are comprehensively planned for and managed in order to achieve the overall goal that the area is developed in a way which creates an integrated, liveable, diverse, sustainable and prosperous community.

3.3 Assessment of Key Principles

Based upon the key resource management issues identified, four key principles were identified as being of particular importance.

The extent to which each objective is the most appropriate way to achieve the purpose of the Act is assessed below.

3.3.1 Key Principle 1

KP1: Quality of development. Development opportunities of the site should be maximised where possible to create a compact urban form, while demonstrating best practice urban design and implementation of the principles of the Northern Growth Management Framework. Development of the structure plan area should create a highly attractive, efficient and accessible urban area while protecting and linking the significant landscape, ecological and natural features of the site.

The objectives, vision and principles of the NGMF clearly articulate the importance of ensuring quality of development. This is captured by the core goal of creating a highly attractive, efficient and accessible urban area. Key qualities in achieving this goal are a compact urban form and achieving good urban design.

This principle therefore seeks to ensure that the structure plan achieves the focus of the NGMF while ensuring that the other key principles of the NGMF are also taken into consideration – in particular, the protection of the significant landscape, ecological and natural features of the site.

The importance of good quality urban design is well documented. Well designed buildings, public spaces and neighbourhoods have a positive influence on the quality of daily life through improving productivity, business success, education attainment, healthcare and the value of property while reducing crime and the fear of crime.

Key urban design principles for the creation of the structure plan to create a successful, attractive and vibrant urban environment included the following:

- Legibility: through the creation of a sense of place, identifiable through clear links, nodes, landmarks and edges
- Variety: through the creation of a mixture of uses within the development area, including a range of opportunities and choices for work, for living and for social interaction
- Permeability: through a variety of choices for movement between high quality, sustainable, interesting and identifiable spaces
- Vitality: through a mixture of uses surrounding the central neighbourhood centre area
- Design that supports and encourages public transport provision, walking and cycling
- High quality design and layout of buildings in key areas such as adjacent to public spaces, the neighbourhood centre and the employment area
- Design that enhances public safety and reduces opportunity for crime and anti-social behaviour through application of “Crime Prevention Through Design” (CPTED) principles
- Design that respects and relates to the ecological, landscape and contextual qualities of the site.

3.3.2 Key Principle 2

KP2: Mixture of uses. Ensure that development includes range of opportunities and choices for work, for living and for social interaction. This must include a major new employment centre which has no ‘big box’ retail, an accessible and well designed neighbourhood centre, local parks and reserves and a range of housing types.

A mixture of uses helps to ensure sustainable and economically successful development with a high level of amenity and strong sense of place by providing an interesting and varied environment.

The NGMF specifically required the development of the Lincolnshire Farm area to include a “major new employment centre” which had a very high standard of design. The need for this local employment recognised that future residential expansion in the greater NGMF area needed to be matched by opportunities for local employment to help manage travel demand in the northern suburbs.

Mixed use development also supports the urban design principles highlighted above, in particular legibility, variety and vitality.

Having a variety of local work options helps to make the area attractive as a place to live also – thereby increasing the economic viability of development with a mixture of living options and reducing the need for commuter travel.

Ensuring mixed-use development, diversity and developing an economic basis of employment activity is therefore fundamental to the future sustainable management of the structure plan area including its economic and social success.

The principle focuses on a number of key components of mixed use development which are considered to be of particular importance:

- Employment centre: as noted above the need for the employment centre is specifically identified in the NGMF. That this restricts “big box” retail is also specifically identified in the NGMF. There are a number of reasons for this.
 - Firstly, the intent of the employment area is that it provides a place where local people can work. Big box retail typically employs far fewer people in proportion to land required than other employment uses (such as manufacturing, service industries, distribution).
 - Big box retail also typically requires very large development sites and would therefore compromise the ability of the area to be developed for employment focused activities.
 - The need for employment land has also been highlighted through the Urban Development Strategy and the Wellington Regional Strategy due to a City and Regional wide shortage of suitable land for employment and industrial type land uses.
 - Any significant new “big box” retailing activities would also create the potential for the structure plan area to develop as a destination town centre or shopping area. The NGMF provides clear direction that new development should build on existing communities and strengthen existing town centres rather than creating new ones.
 - Were the structure plan area to be developed as a shopping destination this would result in significant additional traffic movements both locally and within the sub-regional area resulting in adverse effects on the surrounding communities.
 - Strengthening and maturing existing centres and sub-regional centres is also a key focus of the WRS and development of a new destination centre would therefore undermine this regional strategy.
- Provision of an accessible and well designed neighbourhood centre is considered essential for a number of reasons:
 - It will help manage travel demand by ensuring that day to day goods and services are available locally
 - An accessible central location will ensure that this centre is within easy walking distance of the majority of residents and the people working in the employment centre
 - It will support and strengthen the sense of place and community by providing a meeting point, legible and distinct place
 - It will strengthen the economic and sustainable basis of the development by providing opportunities for local jobs, businesses and social infrastructure
 - A well designed neighbourhood centre will provide a high level of amenity thereby encouraging its use and supporting its economic success and social importance
- Local parks and reserves provide a wide variety of opportunities for social interaction, amenity, open space, exercise and well being, ecological enhancement and support of biodiversity.
- A range of housing types helps to provide for the housing needs of cross section of the community rather than a particular demographic. This is considered important in terms of the long term sustainability and vitality of the development in order that the changing needs of the local population are able to be accommodated over time within the development area.

3.3.3 Key Principle 3

KP3: Phasing of development and implementation of infrastructure. These aspects need to be managed in order to support the implementation of the Urban Development Strategy,

Wellington Regional Strategy and ensure that necessary infrastructure is put in place to support the social and economic development of the structure plan area.

Managing the phasing of development is a key issue for the Structure Plan to ensure that the particular resource management issues of each particular area are addressed and that development of the structure plan area is logically and sustainably progressed. This includes in particular the implementation of key infrastructure such as roads to enable movement and connectivity to the surrounding communities. Managing the staging of development and supporting infrastructure will also help to manage the impacts and effects of development such as traffic flows.

3.3.4 Key Principle 4

KP4: Connectivity. Ensure legible and accessible connections are made through the site to link local communities, the region through the State Highway 1 to State Highway 2 link road, and ecological and recreational areas.

A well connected place will be a successful place. Improved connectivity offers choice, supports a variety in land uses and helps to strengthen links within and between communities.

Safe and attractive urban environments also rely on good connections to offer a variety of choices for movement between places. If good conditions are provided for pedestrians, this will also encourage more movement and create opportunities for interaction and recreation in the street environment.

Good linkages should therefore be made through the structure plan area to existing communities and within the new development which occurs. Where possible, such links should be anchored by identifiable spaces. Quality spaces will encourage people to interrupt their journey in order to rest, enjoy the space and interact with others.

The movement network within the structure plan area will be made up by both roads (with provision for walking, cycling, private vehicles and public transport) and dedicated pedestrian / cycle links. These should interlink to create a safe, accessible and legible network which encourages sustainable forms of transport.

3.3.5 Overall assessment of Appropriateness of Key Principles

On the basis of the above assessment, these key principles are considered to be closely aligned with the purpose of the Act and are the most appropriate way to achieve this purpose within the context of the future sustainable management of development of the structure plan area.

3.4 Assessment of other Principles and Requirements

From the key Principles outlined above, the structure plan provides more detailed direction in relation to the key resource management issues to ensure that these are addressed by the structure plan and in the assessment of subsequent land development proposals.

The issues specifically addressed are:

- Pattern of development
- Movement and connectivity
- Landuse
- Infrastructure
- Staging

The “Resource management strategy” for each of these sections of the structure plan outlines the importance of addressing each issue and the reasons for inclusion of specific guidance.

The Principles identify the specific outcomes or objectives that the structure plan seeks to achieve.

The Requirements outline the key matters which will need to be addressed in land development proposals in order to ensure that the relevant principles are met.

Each set of Principles and Requirements includes an explanation of the results anticipated and the reasons for the specific guidance.

Each of these matters will need to be addressed in the assessment of land use proposals.

This specific direction in the structure plan is considered appropriate and necessary in order to ensure that the resource management issues are addressed and that the vision and key Principles of the structure plan are achieved.

4. Context of Structure Plan –Methods of implementation

4.1 District Plan change

The primary statutory tool will be through the plan change to the District Plan. Through this plan change, the Structure Plan is intended to:

- Provide guidance to local businesses, investors, developers, the public sector, key stakeholders and the public on the desired future character of the area
- Guide type, scale and form of development considered suitable and compatible to help achieve the vision set out Structure Plan.
- Guide consent processes through changes to the District Plan
- Guide the actions and investment decisions of Wellington City.

4.2 Other methods

This plan change will be supported by other interlinked actions set out in an implementation plan which will be delivered as part of a wider interconnected programme. Other key actions include the following:

4.1.1 Urban Design

Key urban design principles have been encapsulated into the structure plan. As a signatory to the Urban Design Protocol, the Council has a duty to continue to advocate for and strive to achieve good urban design outcomes within the structure plan area. This will require working with the developer to ensure that these principles are incorporated into the development proposals.

4.1.2 Partnership

A key principle of the NGMF is to work in partnership with stakeholders. The implementation of the structure plan will therefore require ongoing dialogue and communication with key stakeholders, including the communities of the surrounding areas (in particular Grenada Village, Grenada North, Horokiwi and Woodridge / Newlands).

Other key stakeholders will include the developer, Transit New Zealand, the Wellington Regional Strategy forum, Hutt City, Porirua City and network utility providers.

4.1.3 Development Contributions

The Council's Development Contributions Policy sets out policy framework for development contributions under Section 198 of the Local Government Act 2002.

In addition to the applicable City wide development contributions, the structure plan area is all included in a specific development contributions catchment, currently identified in the 2005 policy as Area J.

The Policy sets out the development contributions payable. It is reviewed through the LTCCP process, however changes may also be made through the Annual Plan to reflect changes in capital budgets.

It is anticipated that most of the infrastructure works within the structure plan area will be undertaken by the land owners / developers. If this is not the case, then there may be a requirement to review the development contributions for this area.

4.1.4 Employment Area implementation

In order to achieve regional economic benefits, the quality and staging of the Employment Area will need to be linked to the implementation of the Wellington Regional Strategy. This will require a partnership approach between the developer, the Council and other local authorities in the Region through the forum of the WRS.

4.1.5 Infrastructure

Some major infrastructure works will need to be implemented by the Council (paid for by development contributions). This may include roads, water and sewerage infrastructure, including, as noted above, possible works to augment the capacity of the Porirua sewerage treatment plant.

4.1.6 Link Road

The majority of funding for the Link Road will need to come from Transit New Zealand or the Crown. A decision on when and how to fund the Link Road depends on Transit New Zealand and the priority this is given to other projects in the region in relation to available funding. As such, detailed investigations are unlikely to proceed until funding has been identified.

Once funding is secured, identification of the alignment, detailed design and implementation of the Link Road will require a partnership approach between the Council, the developer, Transit and Hutt City.

These other actions and methods will therefore support and be supported by the Structure Plan to address the issues identified in an integrated manner and achieve the key objectives of the Structure Plan.

5. Consultation and Background Documents

The purpose of this section is to provide an overview of the consultation process undertaken in relation to the preparation of this Structure Plan and to highlight key documents that have informed the identification of issues, principles, requirements and other methods.

6.1 Northern Growth Management Framework Consultation and Reporting

Key Dates	Action	Details
November 2001	Process Started	Identification of Issues through research and consultation with residents, business and commercial interests and other key stakeholders.
December 2001 – March 2002	Public seminars and workshops with different groups	2 December Seminar: “What makes a good city”, Johnsonville
		29 January Seminar: “The living space” Tawa
		6 February Youth Surveys and Meetings
		7 February Seminar: “The breathing space”, Newlands
		20 February Grenada North Workshop
		21 February Seminar: “Reworking the economy”
		24 February Porirua Stream Workshop
		4 – 7 March Safety Audits
		4 – 14 March Landowner Meetings
		7-8 March Regional Context Meetings
		4 – 13 March Stakeholder Meetings
		March Tenths Trust and Ngati Toa discussions
		March Newsletters and newspaper reports
18-22 March 2002	Community Planning Week	Proposals for sustainable growth generated in a community planning week, where all parties gathered to work through options with advisers and designers. “Design workshop” This included 12 open sessions for the public. Salvation Army, Johnsonville
April – 31 May 2002	First Round of Consultation	During this process 100 Summary Brochures with an attached submission form were mailed out, and 2800 distributed via Council.
		23 April Public Presentation , Johnsonville, Salvation Army
		24 April Public Presentation , Tawa, Linden Social
		6 – 9 May Display , Tawa, Service Centre
		10 – 13 May Display , Johnsonville, Shopping Centre

		14 – 17 May	Display , Newlands Arms Tavern, Newlands Shopping Centre
17 June 2002	Report to Built and Natural Environment Committee	Presentation of consultation results from February to May 2002: Identification of issues; community planning week; and testing ideas. Seeking approval for the next stage of consultation in July: Exploring solutions and implementation options.	
October 2002	Takapu Area Consultation and Planning	15 October	Public Meeting - Presentation and discussion of the key issues for the Takapu Area
		16/17 October	Takapu Area Workshop - Technical workshop where officers developed solutions for each of the identified issues. Included a meeting with large land owners, and a public design session.
		30 October	Public Meeting - Presentation of draft structure plan from the Takapu Area workshop.
9 December 2002	Report to Built and Natural Environment Committee	Presentation of suggested amendments to four of the key proposals, and identification of key projects that require further work. Includes a summary of the Takapu Area workshop process and results.	
27 February 2003	Report to Built and Natural Environment Committee	Presentation of the draft Northern Growth Management Plan for consideration. Setting out of budget and consultation plan.	
30 June 2003	Report to Built and Natural Environment Committee	Presentation of the draft NGMF and implementation to Council, following amendment by the NGM working party. Seeking decisions on key issues within the implementation plan for the Framework.	
August – 3 September 2003	Second round of consultation	Information Leaflet with attached submission form distributed	
		13 August	Community Meeting, Tawa - Councillors and Staff available to discuss key concepts
		19 August	Community Meeting, Johnsonville - Councillors and Staff available to discuss key concepts
		21 August	Community Meeting, Newlands - Councillors and Staff available to discuss key concepts
16 October 2003	Report to Built and Natural Environment Committee	Presentation of results of second round of consultation. Seeking approval for the draft Framework for Growth Management and the draft implementation strategy.	
2003	Publication	“Northern Area – A Framework for Growth Management: Developing a Liveable, Sustainable and Prosperous Community”	
2003	Publication	“Northern Growth Management Framework: Implementation Programme 2003”	

6.2 Structure Plan consultation

6.2.1 Consultation Process

A number of tools were used to involve stakeholders and other interested parties in the development of the structure plan.

Leaflet Drop

This was the principle tool used to involve the general public in the northern suburbs and involved a detailed information leaflet to raise public awareness of the Structure Plan. Four A4 pages of information gave an overview of the context and principles of the project. The focal point of this was a map of the Structure Plan area.

Part of the leaflet was two A4 pages consisting of a questionnaire and space for comments. Various aspects of the plan were listed, with a rating schedule, ranging from “strongly agree” to “strongly disagree”. The questionnaire was designed to fold to envelope size, and was pre-addressed, with a freepost code. A copy of the leaflet is attached as Appendix G of this report.

On the 24th and 25th of April, approximately 4000 leaflets were distributed by mail drop to residents of all the suburbs surrounding Lincolnshire Farm: Horokiwi, Woodridge, Paparangi, northern Newlands, Churton Park, Grenada Village, Glenside, and Grenada North. In addition, copies of the leaflet were placed in the Council service centre, the City Library, and the Tawa and Johnsonville Libraries.

At the same time, more detailed letter outlining the context of the associated District Plan Change was sent to approximately 100 key stakeholder groups. A leaflet was included with this, and the 30 groups also received a CD containing copies of the display boards.

Media

The Lincolnshire Farm Structure Plan was featured articles in the Dominion Post on Thursday 27 April, in the Hutt News on Tuesday 9 May, and in the Northern Courier on Wednesday 10 May. A summary of the project, and a request for feedback was also featured on the ‘Our Wellington’ page in the Dominion Post on Thursday 20 and Thursday 27 May.

Wellington City Council Website

Information similar to that on the display boards was also posted on the Wellington City Council website. This was accompanied by an online submission form, and a printable PDF submission form. It could be accessed via either the “Have Your Say” or “Northern Growth Management Framework” pages. Although the consultation phase is over, the general information can still be accessed from the NGMF page.

Drop In Sessions, Public Meetings and Stakeholder Discussions

Afternoon drop-in sessions were held at the Johnsonville community centre on Saturday 6 and Sunday 7 May. Large information boards elaborating on the content of the leaflet were on display, and Council Officers were available to discuss the plans. Approximately 15 - 20 people attended each day.

As part of the development of the structure plan, Council Officers also attended meetings to present and discuss principles and potential development options with:

- Porirua City Council – 13 March
- Hutt City Council – 6 March
- Transit New Zealand – 8 March
- Ministry of Education
- Nga Runanga O Ngati Toa – Friday 21 April
- The Wellington Tenths Trust – Friday 28 April
- The Horokiwi Community – Wednesday 3 May
- Greater Wellington Regional Council – 14 March and 4 May
- Tawa Community Board – Thursday 11 May

- Combined Northern Residents' Association – 15 May
- Developers, real estate agents and landowners (various dates)

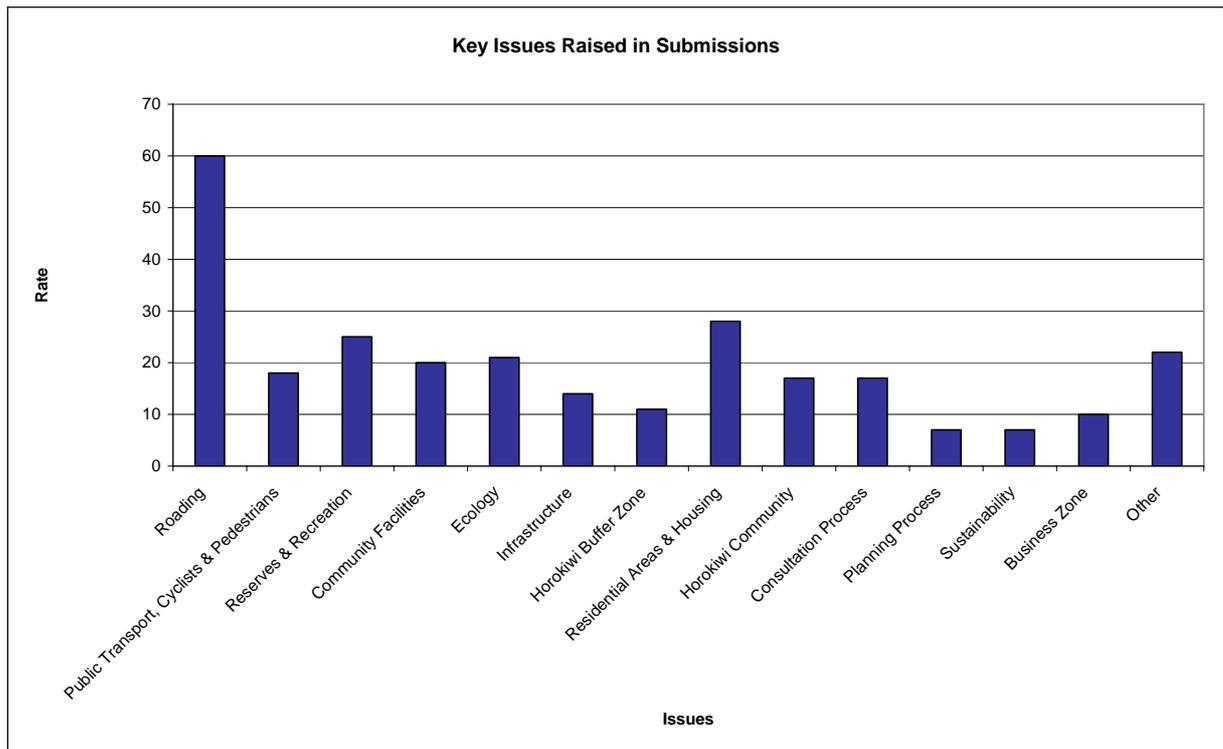
Outcomes

128 Submissions were received on the draft structure plan as a result of the consultation process. Of these, approximately 110 responded to the questionnaire. The remainder provided comments only. While this is a relatively low response rate in relation to the number of leaflets sent out, this may indicate a general acceptance of the proposed structure plan given that urban development of the area has been proposed for some 30 years.

6.2.2 Key issues raised in Submissions:

102 Submitters offered comments on the proposal:

- Over half of these expressed opinions about the various road connections in the area. A large variety of roading related issues were raised, with the most prominent being the SH1-2 link road, which was discussed both in general terms, and in terms of its impact on Horokiwi specifically.
- Residential lot sizes and housing quality were the main issues raised in relation to the planned residential areas.
- The importance of preserving segments and aspects of the rural environment was highlighted. This was for both ecological benefits and variety of recreational opportunities.
- The need for well planned and coordinated community facilities was emphasised, particularly due to the lack of, or pressure on, existing facilities in surrounding suburbs.
- The capacity of existing infrastructure to cope with the new development, and the planning and staging of new infrastructure, was a common concern.
- Public transport planning was also a significant area of interest. The need for consideration of non motorised modes of transport was also raised.
- Most references to the employment area were concerned with quality control, and mitigation of social and environmental impacts.
- Many Horokiwi residents supported the idea of a 'buffer zone' of vegetation between their area, and the new development. They were also concerned with the retention of their unique community identity.
- Many submitters (mostly organisations) expressed the desire for continued involvement with the consultation process. Some submitters were concerned that they had not been adequately consulted.
- Discussion of the planning process generally focused on challenges that may be faced in the implementation and enforcement of the structure plan.
- Other issues raised included the contaminated site in Horokiwi, formerly "Cottle's Tip", the purpose and future of the clean fill area, and use of the name 'Lincolnshire Farm'.



These key outcomes have been reviewed, and incorporated into the structure plan. A more comprehensive summary and details of the Council response are contained in Appendix G.

6.3 Key Background Documents

The following are key background documents to the development of the structure plan.

- Boffa Miskell, NGMF Belmont Stream, 2004
- Connell Wagner Nov 1997 Porirua Stream Flood Mitigation- Mike11 Catchment Model 1997
- MWH, Wellington City Urban Stream Discharges to Coastal Waters: Baseline Assessment of Environmental Effects (2004)
- Wellington City Corporation, 1976 Churton: Bridgetown: Grenada Development, 1976
- Wellington City Council, 2003, Northern Growth Management Framework
- Wellington City Council, 2003, Northern Growth Management Framework Implementation Plan
- Wellington City, Greater Wellington, SKM, 2006 North Wellington Public Transport Scenarios Report

6. Conclusion

This report provides a summary of the context, issues and resource management strategy for the development of a structure plan to guide the development of the Lincolnshire Farm area. This supports the section 32 analysis of Plan Change 45 to the Wellington City District Plan which implements this structure plan.

The Structure Plan gives effect to the Northern Growth Management Framework, the Wellington Regional Strategy and the Wellington City Urban Development Strategy through comprehensively planning for the future growth of this area.

The Structure Plan introduces controls to guide the future development of this land with particular reference to the protection of environmental qualities, transport and movement, land uses, urban form and quality of development and staging.

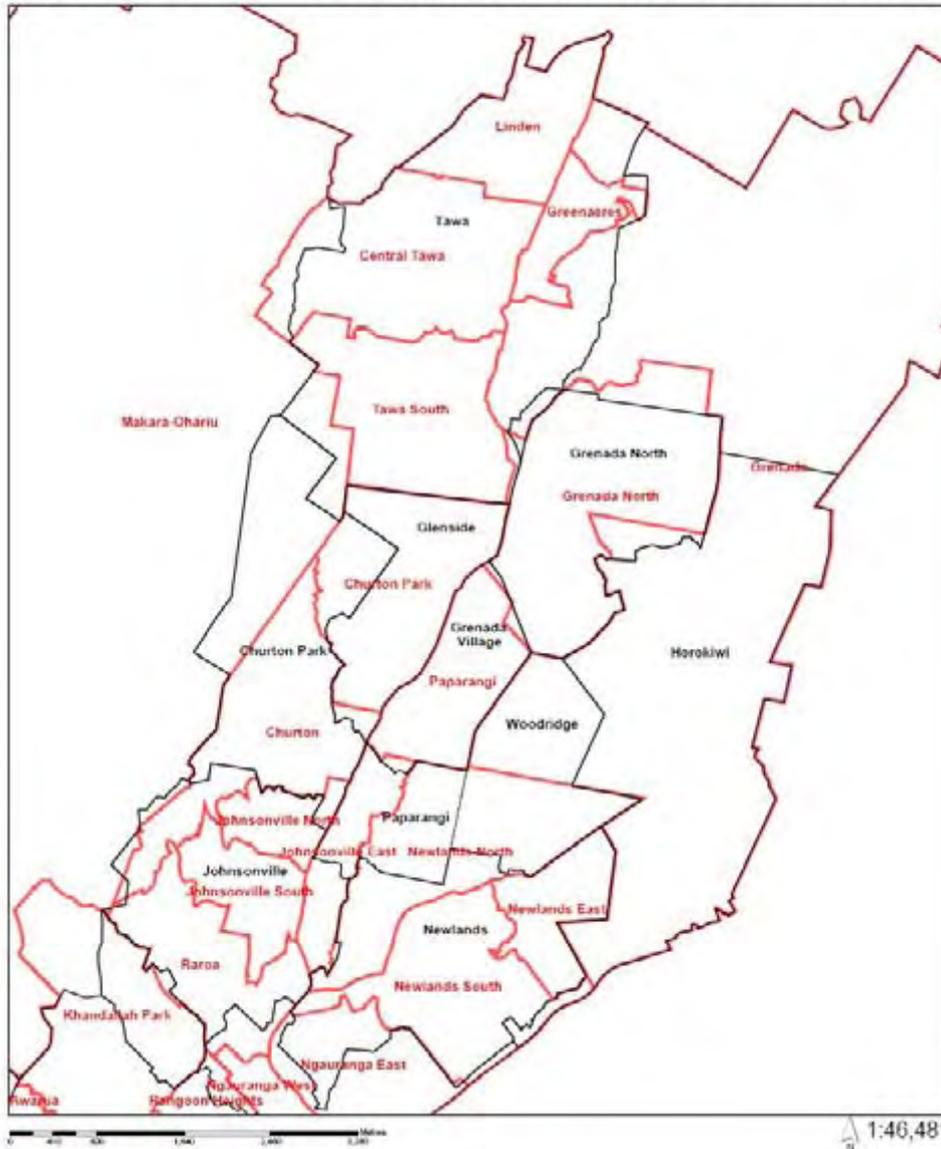
The overall goal of the Structure Plan is that the area will be developed in a way which creates an integrated, liveable, diverse, sustainable and prosperous community.

Implementation of the Structure Plan provides an opportunity to realise the Council's strategic vision and implement the principles of the Northern Growth Management Framework (NGMF). This would be achieved through high-quality urban development in accordance with the provisions set out in this structure plan.

Appendix A: Map of Northern Suburb Area Units and Suburban Boundaries

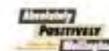
Population data is taken from census data based on statistics from specific 'Area Units'. These have similar names to many of the suburbs, but vary slightly from the suburban boundaries as defined by Wellington City Council. The below map shows the area units as they fit with suburban boundaries.

Map of Northern Suburb Census Data Area Units & Wellington City Council Suburban Boundaries



Legend

- Area Units
- Wellington City Council Suburban Boundaries



Appendix B: Population & Demographic Data for the Northern Suburbs

Table One: Projected 2006 Medium Population and Age Distribution for the Northern Suburbs²⁴

Suburb	Area Unit(s)	Projected Medium Population 2006	Population Age Distribution (%)			Median Age (Years)
			0-14	15-64	65+	
Tawa	Central Tawa	4410	22.8	66.7	10.5	33.9
	Tawa South	3700	23.2	64.0	12.8	37.5
	Linden	4070	21.3	68.6	10.1	35.3
	Greenacres	1390	25.7	66.8	7.5	33.6
	<i>Total</i>	<i>13570</i>				
Grenada North	Grenada North	400	28.7	65.7	5.6	31.9
Glenside	Churton Park	570	25.1	69.9	5.0	31.4
Grenada Village	Paparangi	1010	26.3	69.7	3.9	32.7
Horokiwi	Grenada	490	25.3	68.8	5.8	36.3
Newlands, Paparangi & Woodridge	Newlands East	600	26.9	67.9	5.2	31.5
	Newlands South	3620	22.3	70.3	7.4	32.8
	Newlands North	5510	23.2	71.1	5.7	33.6
	<i>Total</i>	<i>9730</i>				
Churton Park	Churton	5160	23.7	70.3	6.0	35.1
Johnsonville	Johnsonville North	1930	19.7	69.9	10.4	35.9
	Johnsonville East	2080	20.2	69.6	10.6	33.8
	Johnsonville South	3000	20.3	68.3	11.3	34.6
	<i>Total</i>	<i>7010</i>				

²⁴ Census Data (2001) Statistics New Zealand

Appendix C: Building Consents Data for the Northern Suburbs

Table Two: New Dwellings in the Northern Suburbs, 2000-2005²⁵

Suburbs	Total New Dwellings					
	2000	2001	2002	2003	2004	2005
Churton Park	27	27	45	90	108	70
Tawa	64	61	30	30	67	22
Johnsonville	41	45	32	51	55	59
Newlands	45	43	43	44	58	17
Woodridge	3	0	1	13	2	19
Glenside	0	1	92	0	4	1
Grenada North	2	0	0	1	0	0
Grenada	2	0	3	1	2	0
Horokiwi	0	0	2	1	0	0
Paparangi	5	3	2	1	3	2
Total	189	180	250	232	299	190

Table Three: Type of New Dwellings Built in the Northern Suburbs, 2000-2005²⁶

Suburbs	Total Type of dwellings (per consent application)		
	1 dwelling	2 dwellings	> 2 dwellings
Churton Park	300	60	7
Tawa	157	50	67
Johnsonville	155	66	62
Newlands	201	32	18
Woodridge	38	0	0
Glenside	3	0	95
Grenada North	3	0	0
Grenada	6	2	0
Horokiwi	4	0	0
Paparangi	9	4	3

²⁵ Buildings Consents Data, Wellington City Council

²⁶ Buildings Consents Data, Wellington City Council

