
ORDINARY MEETING
OF
PŪRORO ĀMUA | PLANNING AND ENVIRONMENT
COMMITTEE
AGENDA

Time: 9:30am
Date: Thursday, 23 June 2022
Venue: Ngake (16.09)
Level 16, Tahiwī
113 The Terrace
Wellington

MEMBERSHIP

Mayor Foster
Deputy Mayor Free
Councillor Calvert
Councillor Condie
Councillor Day
Councillor Fitzsimons
Councillor Foon
Liz Kelly
Councillor Matthews
Councillor O'Neill
Councillor Pannett (Chair)
Councillor Paul (Deputy Chair)
Councillor Rush
Councillor Woolf
Councillor Young

Have your say!

You can make a short presentation to the Councillors, Committee members, Subcommittee members or Community Board members at this meeting. Please let us know by noon the working day before the meeting. You can do this either by phoning 04-803-8337, emailing public.participation@wcc.govt.nz or writing to Democracy Services, Wellington City Council, PO Box 2199, Wellington, giving your name, phone number, and the issue you would like to talk about. All Council and committee meetings are livestreamed on our YouTube page. This includes any public participation at the meeting.

AREA OF FOCUS

The Pūroro Āmua | Planning and Environment Committee has the following responsibilities:

- RMA matters
- Urban Planning, District Plan
- Built environment
- Natural environment and biodiversity
- Future Development Strategy, Spatial Plans and Housing Supply
- Climate Change Response and Resilience
- Heritage
- Transport Strategy and Planning, including significant traffic resolutions
- Parking policy
- Submissions to Government or other local authorities
- Regulatory activity and compliance
- Planning and approval of business cases for Let's Get Wellington Moving, associated traffic resolutions and other non-financial statutory powers necessary for progressing the business cases (such as decisions under the Local Government Act 1974)
- Implementing and monitoring delivery of the affordable housing strategy

The Committee has the responsibility to discuss and approve a forward agenda.

To read the full delegations of this committee, please visit wellington.govt.nz/meetings.

Quorum: 9 members

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1. Meeting Conduct

1.1 Karakia

The Chairperson will open the meeting with a karakia.

Whakataka te hau ki te uru,	Cease oh winds of the west
Whakataka te hau ki te tonga.	and of the south
Kia mākinakina ki uta,	Let the bracing breezes flow,
Kia mātaratara ki tai.	over the land and the sea.
E hī ake ana te atākura.	Let the red-tipped dawn come
He tio, he huka, he hauhū.	with a sharpened edge, a touch of frost,
Tihei Mauri Ora!	a promise of a glorious day

At the appropriate time, the following karakia will be read to close the meeting.

Unuhia, unuhia, unuhia ki te uru tapu nui	Draw on, draw on
Kia wātea, kia māmā, te ngākau, te tinana,	Draw on the supreme sacredness
te wairua	To clear, to free the heart, the body
I te ara takatū	and the spirit of mankind
Koia rā e Rongo, whakairia ake ki runga	Oh Rongo, above (symbol of peace)
Kia wātea, kia wātea	Let this all be done in unity
Āe rā, kua wātea!	

1.2 Apologies

The Chairperson invites notice from members of apologies, including apologies for lateness and early departure from the meeting, where leave of absence has not previously been granted.

1.3 Conflict of Interest Declarations

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as a member and any private or other external interest they might have.

1.4 Confirmation of Minutes

The minutes of the meeting held on 9 June 2022 will be put to the Pūroro Āmua | Planning and Environment Committee for confirmation.

1.5 Items not on the Agenda

The Chairperson will give notice of items not on the agenda as follows.

Matters Requiring Urgent Attention as Determined by Resolution of the Pūroro Āmua | Planning and Environment Committee.

The Chairperson shall state to the meeting:

-
1. The reason why the item is not on the agenda; and
 2. The reason why discussion of the item cannot be delayed until a subsequent meeting.

The item may be allowed onto the agenda by resolution of the Pūroro Āmua | Planning and Environment Committee.

Minor Matters relating to the General Business of the Pūroro Āmua | Planning and Environment Committee.

The Chairperson shall state to the meeting that the item will be discussed, but no resolution, decision, or recommendation may be made in respect of the item except to refer it to a subsequent meeting of the Pūroro Āmua | Planning and Environment Committee for further discussion.

1.6 Public Participation

A maximum of 60 minutes is set aside for public participation at the commencement of any meeting of the Council or committee that is open to the public. Under Standing Order 31.2 a written, oral or electronic application to address the meeting setting forth the subject, is required to be lodged with the Chief Executive by 12.00 noon of the working day prior to the meeting concerned, and subsequently approved by the Chairperson.

Requests for public participation can be sent by email to public.participation@wcc.govt.nz, by post to Democracy Services, Wellington City Council, PO Box 2199, Wellington, or by phone at 04 803 8334, giving the requester's name, phone number and the issue to be raised.

2. General Business

APPROVAL OF PROPOSED DISTRICT PLAN FOR PUBLIC NOTIFICATION

Kōrero taunaki | Summary of considerations

Purpose

1. This report to Pūroro Āmua | Planning and Environment Committee asks the Committee to approve the *Wellington City Proposed District Plan (2022)* for public notification.

Strategic alignment with community wellbeing outcomes and priority areas

Aligns with the following strategies and priority areas:

- Sustainable, natural eco city
 - People friendly, compact, safe and accessible capital city
 - Innovative, inclusive and creative city
 - Dynamic and sustainable economy
-
- Functioning, resilient and reliable three waters infrastructure
 - Affordable, resilient and safe place to live
 - Safe, resilient and reliable core transport infrastructure network
 - Fit-for-purpose community, creative and cultural spaces
 - Accelerating zero-carbon and waste-free transition
 - Strong partnerships with mana whenua

Strategic alignment with priority objective areas from Long-term Plan 2021–2031

Relevant Previous decisions

Approval of *Our City Tomorrow He Mahere Mokowā mō Pōneke – A Spatial Plan for Wellington City 2021*.

Significance

The decision is **rated high significance** in accordance with schedule 1 of the Council's Significance and Engagement Policy.

Financial considerations

- Nil Budgetary provision in Annual Plan / Long-term Plan Unbudgeted \$X

2. The Planning for Growth programme, which includes the review of the operative District Plan, is included within the Long-term Plan as a priority project.

Risk

- Low Medium High Extreme

3. The Proposed District Plan (PDP) will result in significant changes to the City's urban planning settings. These changes are guided and directed by the recently adopted Spatial Plan (June 2021), recent Resource Management Act legislative changes, and the National Policy Statement on Urban Development. Public feedback received on the non-statutory Draft District Plan late last year has helped refine the District Plan provisions.

The PDP also now incorporates the medium density residential standards required under the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act December 2021.

4. The statutory consultation that follows notification of the PDP provides the community with a further opportunity to support or oppose these provisions.

Author	John McSweeney, Place Planning Manager
Authoriser	Sean Audain, Manager Strategic Planning Liam Hodgetts, Chief Planning Officer

Taunakitanga | Officers' Recommendations

Officers recommend the following motion

That Pūroro Āmua | Planning and Environment Committee:

- 1) Receive the information
- 2) Note that Officers have undertaken a full District Plan Review as directed by the Council on 27 June 2018 and recommend altering the District Plan as identified in the Proposed District Plan and in this Report.
- 3) Approve the [Wellington City Proposed District Plan 2022](#) as presented to the Pūroro Āmua - Planning and Environment Committee for notification on 18 July 2022, pursuant to Schedule 1 Part 1 and Part 6 of the Resource Management Act 1991.
- 4) Note the resolution of the 13 May 2022 Pūroro Āmua - Planning and Environment Committee to split the District Plan into those matters which will follow the Intensification Streamlined Planning Process to operative status in November 2023; and those matters which will follow a Part 1, Schedule 1, Resource Management Act 1991 decision making process to operative status.
- 5) Note that the PDP gives effect to the direction set in the *Our City Tomorrow – He Mahere Mokowā mō Pōneke A Spatial Plan for Wellington City 2021*, and in particular provides for:
 - a) Greater recognition of mana whenua values and the promotion of an active partnership in resource management processes.
 - b) Upzoning to enable more housing capacity and housing choice in and around the City centre, suburban centres, and the City's train stations.
 - c) Intensification and more mixed use within the existing urban area which supports the City's goal of becoming carbon neutral by 2050.
 - d) Character protections in the inner suburbs focused on higher quality character areas, and the removal of the blanket pre-1930s building protections.
 - e) New rules to protect the City's areas of important indigenous biodiversity and significant landscapes through significant natural areas (SNAs) and landscape controls.
 - f) A risk-based approach to managing natural hazards, and the impacts of sea level rise and climate change that balances intensification with adaptation.
 - g) The heritage listing of new areas, buildings, objects, archaeological sites, and notable trees to protect them from inappropriate use and development, while enabling their sustainable long term use.
 - h) New design guides and amenity controls to ensure high quality urban development.
- 6) Note that the Proposed District Plan gives effect to the National Policy Statement on Urban Development by implementing the intensification and qualifying matters as directed by Policies 3 and 4 of this National Policy Statement.
- 7) Note that the Proposed District Plan gives effect to the Government mandated medium density residential standards, and includes a proposed city outcomes framework.

- 8) Note that in identified growth areas of the City, all new housing developments and new commercial floor area above ground floor will be required to provide assisted (affordable) housing, or an equivalent amount as a financial contribution.
- 9) Note that the Proposed District Plan must strike the right balance between enabling more intensification, ensuring infrastructure capacity is available to service this development, and managing climate change effects and damaging high rainfall events. This will be achieved through a significant increase in three waters infrastructure investment through the Long-Term Plan, and through Proposed District Plan provisions that will require private development to actively mitigate on-site flood risks.
- 10) Note that significant natural areas on private and public land are identified and protected in a manner consistent with the requirements of the Resource Management Act 1991, and directive policies 23 and 24 in the Regional Policy Statement (2013).
- 11) Note that *Sites of Significance to Māori* will follow a Part 1, Schedule 1, Resource Management Act 1991 decision making process to operative status.
- 12) Agree that a ‘*significant natural areas incentives programme*’ be considered as part of the 2024-2027 Long Term Plan, to assist affected landowners with the protection of these ecologically important areas.
- 13) Note that the Johnsonville, Kāpiti and Hutt/Melling lines meet the definition of rapid transit lines in the National Policy Statement on Urban Development, and that this requires district plans to enable building heights up to 21 metres (6 storeys) within walking catchments of rapid transit stops on these lines.
- 14) Approve the Chairperson of the Planning and Environment Committee and the Chief Executive to be able to make minor changes and edits, as required, to the Proposed District Plan prior to public notification.

Whakarāpopoto | Executive Summary

1. This report recommends approval of the [Proposed District Plan](#) (PDP) for public notification. This would commence the formal statutory process to replace the operative District Plan under the Resource Management Act 1991 (RMA).
2. The PDP is the regulatory tool that implements many of the urban development outcomes and city form policies described in the [Our City Tomorrow – He Mahere Mokowā mō Pōneke A Spatial Plan for Wellington City 2021](#) (the Spatial Plan), which was approved in June 2021.
3. The notification of the PDP follows three years of consultation with the community, firstly on the development of the Spatial Plan, which was approved in June 2021, and then through the development of the non-statutory Draft District Plan, which was consulted on from November to December 2021. The PDP is the main regulatory tool for implementing the Spatial Plan.
4. The strategic context within which the PDP has been developed has changed markedly, with increasing housing unaffordability, new government direction through the National Policy Statement on Urban Development (NPS-UD), and the effects of Covid19 on construction, city economic patterns, and population projection uncertainties. According to the latest population projections, the City’s population growth will still be within a planning range of 50,000 to 80,000 more people over the next 30 years. This growth comes in addition to the significant housing supply and

affordability issues experienced by Wellington over the past seven years under the operative District Plan.

5. The operative District Plan enabled an additional feasible capacity of 26,000 homes under 2021 economic conditions. This is insufficient for the projected demand over the next 30 years of 31,300 homes. The operative District Plan will enable an additional feasible capacity of 73,400 under 2022 economic conditions. Feasible capacities can change with changes in population, economic and construction conditions. A 10% increase in construction costs can reduce the realisable capacity by half. These conditions will change over the life of the District Plan (10 years) and the Spatial Plan (30 years).
6. One of the biggest challenges in the PDP is striking the right balance between enabling more intensification, ensuring infrastructure capacity is available to service this development, and managing climate change effects and damaging high rainfall events. While the Council has signalled a significant increase in three waters infrastructure investment, private development will be required to actively mitigate on-site flood risks.
7. All new development in urban zones will be required to be hydraulically neutral. For small scale housing development (1-3 units) this will mean that new houses will need to install on-site rainwater tanks and permeable surfacing.
8. New large-scale development of 4 or more units, and all non-residential activities, developers will need to show no net increase in stormwater runoff as compared to modelled undeveloped runoff from the site. The mitigation measures could include water sensitive infrastructure such as rain gardens, pervious surfaces, wetlands and bio-retention devices, the price of which will vary depending on scale.
9. These controls are expected to have significant social and economic benefits in terms of reducing the risk of flood damage to private property and public assets, and reducing the likelihood and severity of erosion. It also eases pressure on under-capacity public stormwater networks.
10. The long term outcomes enabled by the PDP are:
 - Greater inclusivity and more secure economic foundations from a greater supply of more diverse, affordable, accessible, and well designed housing.
 - A pathway to a low carbon city through urban development that supports investment in people walking, cycling, and using public transport.
 - Growth that supports sustained and efficient investments in existing and planned three waters capacity infrastructure, public transport, and community, health, and educational facilities and services
 - A more resilient urban form that makes the best use of available science to adapt to natural hazards and climate risks.
11. The PDP enables more housing and business development but also implements design controls and guides to ensure high standards of residential amenity and living for both new and redeveloping neighbourhoods.
12. The PDP also contains:

- Greater recognition of mana whenua values and promotion of an active partnership model in resource management processes
 - Increased urban densities in and around the city centre, metropolitan centres, suburban centres, and around the City’s train stations; and “greenfield” development of Upper Stebbings/Glenside West and Lincolnshire Farm.
 - Requirements for developers in growth areas to either provide assisted housing and/or financial contributions towards assisted housing.
 - New three waters requirements to manage effects on the infrastructure network and the environment, and requirements for on-site mitigation and stormwater management.
 - Low carbon city outcomes will be achieved through enabling:
 - a. higher densities close to public and active transport;
 - b. removing remaining minimum on-site carparking requirements (in line with NPS-UD);
 - c. requiring bike parking and enabling carshare schemes and micro-mobility;
 - d. consideration of extra building height for energy-efficient buildings.
 - New rules to protect the City’s important indigenous biodiversity habitats, called Significant Natural Areas (SNAs) and significant landscapes.
13. If the PDP is approved, it would be formally notified for submissions on 18 July 2022. Anyone can make a submission on the PDP.
14. Hearings will start in early 2023. Decisions on the Intensification Streamlined Planning Process (ISPP) parts of the PDP (intensification areas, qualifying matters, and MDRS) must be issued no later than November 2023. There are no appeals on these parts.
15. The rest of the PDP, which follows the standard Schedule 1 Part 1 RMA decision making process, must be issued no later than July 2024. Only decisions on those parts of the PDP can be appealed to the Environment Court.
16. The Spatial Plan and District Plan Review have been running in parallel with the Let’s Get Wellington Moving (LGWM) programme. LGWM is a set of transport-led city-shaping initiatives, including mass rapid transit (MRT). Once the MRT route and station locations are confirmed, district plan changes will likely be needed to enable the higher density, mixed use developments near MRT stations.

Takenga mai | Background

Legal requirement for a district plan

17. The PDP is the Council’s statutory instrument to manage subdivision and development across the City. Every territorial authority is required to have a district plan under the RMA.

18. The PDP must give effect to all national direction, such as the NPS-UD and the National Policy Statement for Freshwater Management, and the Regional Policy Statement. The PDP must also not be inconsistent with the Greater Wellington Regional Councils Natural Resources Regional Plan.
19. The PDP also has regard to other relevant strategies and policies of the Council. This includes the Spatial Plan, Long Term Plan, and Te Atakura First to Zero.
20. The current operative District Plan remains in effect until all or part of the PDP is made operative. As PDP provisions become beyond challenge, for example if no submissions are made on the parts or any appeals are resolved, those parts are treated as operative.

Spatial Plan and Draft District Plan

21. The City is expecting population growth of 50,000 to 80,000 more people over the next 30 years. For several years, the City has been experiencing significant housing supply and affordability issues. The Council engaged the community and developed the Spatial Plan to manage this growth in an integrated way that achieves the City's aspirational goals: partnership with mana whenua, compact, inclusive and connected, greener, resilient, vibrant and prosperous.
22. The Council approved the Spatial Plan in June 2021. Many actions in the Spatial Plan are implemented through the District Plan Review. As part of this review, the Council consulted on a non-statutory Draft District Plan from November to December 2021. The PDP will be the main regulatory tool for implementing the Spatial Plan's land use and subdivision controls.

Recent changes to the RMA

23. Recent amendments to the RMA require the Council to incorporate the new MDRS into the PDP, and to implement the intensification and qualifying matters policies (Policies 3 and 4) of the NPS-UD. This implementation must follow the ISPP.
24. On 13 May 2022 the Pūroro Āmua - Planning and Environment Committee resolved to use the Schedule 1 Part 1 process for the other parts of the PDP not included in the ISPP. This split between the two RMA decision making processes is summarised in the table below:

Chapters	Chapters to proceed through the ISPP process	Chapters to proceed through the RMA First Schedule Process
Part 1: Introduction and General Provisions		
Introduction		X
How the Plan Works		X
Interpretation	X	
National Direction Instruments		X
Tangata Whenua		X
Part 2: District-Wide Matters		
Strategic Direction	X	

Energy Infrastructure and Transport	X	
Hazards and Risk	X	
Historical and Cultural Values	X	
Natural Environment Values (SNAs, landscapes, coastal etc)		X
Subdivision	X	
General Districtwide Matters	X	
Part 3: Area Specific Matters		
Residential Zones	X	
Rural Zones		X
Commercial and Mixed-Use Zones	X	
Industrial Zones		X
Open Space and Recreation Zones		X
Special Purpose Zones	X	
Development Areas	X	
Designations		X
Part 4 Appendices, Design Guides and Schedules		
Appendices	X	
Design Guides	X	
Schedules	X	

25. SPP process requires use of an independent hearings panel, with no appeals to the Environment Court. The ISPP provisions must be notified no later than 20 August 2022 and completed by November 2023. The Minister for the Environment is the final decision maker if the Council does not support any recommendations from the independent hearings panel. If the PDP is approved for notification as per the recommendations in this paper, this will mean the Council complies with this statutory timeframe.
26. This contrasts with the standard Schedule 1 Part 1 process where those parts of the PDP could be appealed to the Environment Court.

Resource management reforms

27. Central Government is reviewing the resource management system. This includes the replacement of the RMA with three new pieces of legislation – the Natural and Built Environments Act, the Spatial Planning Act, and the Climate Adaptation Act. The eventual replacement for the PDP will come through the Natural and Built Environments Act.
28. An ‘exposure draft’ of the Natural and Built Environments Bill was released in June 2021. The Bill will require councils to produce a single ‘Natural and Built Environment Plan’ for each region. The Bill is expected to be introduced to Parliament in September/October 2022, and passed into law in this parliamentary term (October/November 2023).

29. The Ministry for the Environment is working on a 10 year transition plan which is likely to allow existing district plans to transition into the new resource management system. This means that the reform should not delay notification of the PDP.

Housing supply and housing choice

30. The City is expecting population growth of 50,000 to 80,000 more people over the next 30 years. This equates to 25,000-32,000 more houses. Without changes to the current District Plan settings, the City can expect a shortfall of 4,600-12,000 homes over the next 30 years. This shortfall will be most apparent in the apartment and townhouse typologies for which there is a high demand.
31. For a number of years the City has been experiencing significant housing supply and affordability issues. This has been reflected in high house prices as well as high residential rents.
32. The PDP will significantly increase the amount of housing enabled throughout the City. The latest capacity modelling work shows that the PDP provisions will enable an additional 73,400 commercially realisable houses. Of this number, around 20%, or 9,500 houses, are attributable to the MDRS which apply in the medium density residential zones except where qualifying matters or higher densities apply.
33. The number and types of houses that are actually 'realisable' will be influenced by the make up of the population, land owner aspirations, economic conditions, and the costs of construction. These conditions will change over the life of the PDP (10 years) and the Spatial Plan (30 years).
34. While the Council is required to comply with the NPS-UD and MDRS, the key message is that the Council should be enabling as much additional capacity as possible in areas identified in the Spatial Plan and PDP. The reasons for this are:
- Additional opportunities for market housing and the PDP requirements for assisted (affordable) housing can, alongside other measures such as the Councils Te Kāinga programme, help to reduce housing unaffordability and high rents. This will provide opportunities for people from all walks of life to live and work in the City.
 - Having a compact city encourages more walking, cycling and use of public transport. These measures are currently being implemented through LGWM and investment in a city-wide bike network. Together these policies and investments put the City in a much stronger position to meet our climate change targets and becoming a low-carbon city, whilst tackling our housing affordability issues.
 - Targeted high density growth and development leads to more efficient use of existing and planned three waters infrastructure, public transport, open space, and community, health, and educational facilities and services.

Aligning growth and infrastructure investment

35. *Our City Tomorrow: He Mahere Mokowā mō Pōneke A Spatial Plan for Wellington City -An Integrated Land Use and Transport Strategy* (the Spatial Plan) is a non-statutory, 30 year growth plan for the City. This was approved in June last year. It has six goals which have guided the development of policy direction in the Spatial Plan and the

objectives, policy and rules in the Draft District Plan and PDP. These goals are partnership with manawhenua, compact, greener, resilient, vibrant and prosperous, and inclusive and connected. The Spatial Plan is an important strategy that has guided the development of the PDP.

36. The Long Term Plan 2021-31 (LTP) sets out the plan for funding and investment for growth-related infrastructure over the next 10 years. The LTP was adopted by the Council in June 2021 and was developed in parallel with the Spatial Plan.
37. The LTP and the Spatial Plan have taken a strategic and targeted approach to infrastructure investment delivery over the short to medium and longer term. Over the next ten years significant investment will be focused on enabling capacity to support growth in the Central City (including Te Aro and Adelaide Road), Newtown, Johnsonville, and Tawa.
38. The LTP also identifies funding for Wellington Water Ltd (WWL) to undertake detailed three waters growth studies this year - starting with studies for the Central City/Newtown/Island Bay corridor and the northern suburbs (Johnsonville, Newlands, Tawa) – to inform investment planning advice for the 2024-34 LTP (or the new water entity).
39. Following the completion of these studies, detailed investigations will commence for the next tranche of growth areas in the Spatial Plan – for example, the remaining suburbs in Southern Wellington, Western Wellington (Ngaio, Crofton Downs, Khandallah), Eastern Wellington, and Karori. These detailed studies, and any subsequent business cases, are important as they will enable the identification, development, planning and prioritising of specific three waters growth projects that deliver capacity improvements in the network.
40. Alongside investment in the 3 waters infrastructure, there will be PDP requirements to manage land-use and ensure there is three waters capacity for new development, and where necessary, appropriate on-site mitigation and stormwater management for new development. These matters are addressed more fully in the Discussion section of this paper and in Attachment 1.

Let's Get Wellington Moving

41. LGWM's vision is: "A great harbour city, accessible to all, with attractive places, shared streets, and efficient local and regional journeys. To realise this vision, we need to move more people with fewer vehicles."
42. Projects include significant investments in new transport, including mass rapid transit (MRT). The City's planning settings need to enable high density development around this rapid transit to fully realise the climate, mode shift, and liveability benefits of the MRT. The Spatial Plan signalled this by identifying MRT station precincts as opportunity sites, and prioritising infrastructure upgrades to align with MRT construction.
43. The Spatial Plan and District Plan Review have been running in parallel with LGWM. A report on the preferred option for MRT routes and mode is coming to Council for decision in early July to help complete the LGWM transformational programme's indicative business case.

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44. LGWM is starting to investigate options for route designations and station locations. Once these are confirmed, district plan changes will likely be needed to enable the higher density, mixed use developments near MRT stations. This could be a combination of upzoning and designation requirements. The timing of these changes will depend on the planning and consenting approach chosen and the overall LGWM schedule.
45. The ISPP related parts of the PDP will likely be operative Q4 2023/Q1 2024, with the rest of the PDP made operative once appeals to the Environment Court are resolved.

Submissions received on the Draft District Plan

46. In November to December 2021, the Council received feedback from 1034 submitters on the non-statutory Draft District Plan.
47. Submissions received on the DDP ranged from general comments through to specific text amendments on individual provisions. These included:
- Building heights in the Medium Density Residential Zone (which now includes the High Density Residential Zone where 6 storey buildings are enabled)
 - Residential Amenity – sunlight access, privacy, loss of character
 - Significant Natural Areas (SNAs)
 - Pro-forma and facilitated submissions from ‘Live Wellington’ and ‘A City for People’.
48. A summary of the submissions received can be found [here](#).
49. Detailed analysis of the submissions has been undertaken along with further investigations into matters raised by submitters. This has resulted in a number of recommended changes to the PDP by officers. These matters are outlined in the Discussion section of this paper.

Kōrerorero | Discussion

50. The following sections outline the key PDP policy changes. Attachment 1 contains all the significant recommended changes made from the Draft District Plan to the PDP.

Mana whenua values and active partnership

51. The District Plan Review has included significant engagement with our mana whenua partners - Taranaki Whānui ki te Upoko o te Ika and Ngāti Toa Rangatira. This has included over 100 hui and wānanga attended by Council officers over the last 12 months. This has provided a much greater understanding of mana whenua values and aspirations as they relate to the PDP.
52. The PDP elevates the consideration of mana whenua values in resource management processes, including:
- A new Tangata Whenua chapter which provides context and clarity about who mana whenua are and what environmental outcomes they are seeking.

- A new Sites and Areas of Significance to Māori chapter that provides greater protection for sites and areas of significance than the current District Plan.
- Integrating mana whenua values across the remainder of the plan where relevant.

53. This is consistent with both the City Goal of 'Partnership with mana whenua' in the Spatial Plan; and the recently signed Tākai Here (2022), which is the new partnership agreement between the Council and our mana whenua partners, Rūnanga o Toa Rangatira, Taranaki Whānui ki Te Upoko o Te Ika and Te Rūnanganui o Te Āti Awa.
54. The identified *Sites of Significance to Māori* cannot be included in the ISPP, but will follow a Part 1, Schedule 1, Resource Management Act 1991 decision making process.

Housing and business land capacity

55. Building height increases and upzoning that were signalled in the approved Spatial Plan are being given effect to in the PDP.
56. The General Residential Zone in the Draft District Plan will now be the Medium Density Residential Zone, and the parts of the former medium density zone that enabled six storeys will now be the High Density Residential Zone (HDZ). This recognises that implementation of the MDRS has effectively made the general residential areas a medium density zone. Three dwellings up to three storeys (and compliance with associated building standards) will be a permitted activity across the Medium and High Density Residential Zones. Under the Draft District Plan two dwellings up to two storeys were permitted.
57. Areas across the City are being up-zoned for high density housing (terrace housing, low rise and high rise apartments) with a focus around train stations, and in and around the central city and suburban centres.
58. Increased building heights are proposed in Te Aro to support future regeneration of this area, including any future mass transit route through the central city.
59. There will be more opportunities for mixed use development in the metropolitan centres of Johnsonville and Kilbirnie, with an increase to the maximum building height in these centres. In particular, it is proposed to raise the permitted building height in Johnsonville from 27 metres (8 storeys) in the Draft District Plan to 35 metres (10 storeys).
60. The existing blanket approach to protection of pre-1930 buildings in the inner suburbs has been removed, but with high quality character areas retained. Outside of these areas, intensification is enabled within a 15 minute walking catchment of the central city. This is consistent with the decisions on the Spatial Plan.
61. The Upper Stebbings and Glenside West areas have been signalled for urban development since the early 2000s (the Northern Growth Management Plan). Upper Stebbings and the southern part of Glenside West will be re-zoned for residential purposes. This follows extensive engagement on the development of a masterplan. The remaining land on the western side of Marshall Ridge will be zoned rural area, with SNA and 'Ridgelines and Hilltops' landscape overlays protecting large areas from development.

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62. The existing structure plan for the Lincolnshire Farm area has been amended to recognise existing and future areas of urban development, to allow higher levels of intensification, and to remove the indicative Petone to Grenada link road. This has allowed a redesign of the structure plan which takes better account of existing development, and areas for protection and future development.
63. Enabled housing yields have increased from just 900 houses in the Lincolnshire Farm area (under the existing operative District Plan), to 4,000 houses over these two greenfield areas.

Contributions for assisted housing

64. Along with supporting long-term housing affordability by enabling more options for new housing, the Draft District Plan included four options to encourage or require the provision of assisted housing in the City.
65. Assisted housing means residential units occupied by low to moderate income households at below-market rates, coordinated long-term by central government (for example Kāinga Ora), local government, iwi authorities, or community housing providers. Many submitters expressed strong support for some form of compulsory assisted housing provision in the PDP. Kāinga Ora and the development community were not supportive.
66. The following approach is recommended:
- Assisted housing be required for new housing developments, and new commercial floor area above ground floor, in identified growth areas of the City where additional height has been enabled. This would include:
 - a. parts of the Central City Zone (Te Aro);
 - b. high density residential areas that are within 15 minutes walk from the City Centre Zone, and 10 minutes walk from key suburban centres and rapid transit stops; and
 - c. greenfield areas in the north of the City.
 - Developers in these areas will be required to build assisted housing (10% of the new development) or pay a financial contribution of \$120 per m² of net new floor area, increasing annually by the building construction inflation rate. This contribution represents approximately \$15,000 for the average sized Wellington house.
 - New on-site assisted housing be considered as one of the possible city outcome contributions for large multi-unit residential applications that are over maximum heights in high density residential zones and centres zones.

Responding to the City's goal of being carbon zero by 2050

67. The PDP places a much greater emphasis on reducing the City's carbon emissions. This is integrated throughout the PDP chapters, as follows:
- A zoning approach that enables intensification in the existing urban area and limited greenfield development.

- Enabling development close to existing and planned public transport, cycleway, and pedestrian routes.
- Removing requirements for on-site carparking to be provided in new development (in line with NPS-UD requirements).
- Requiring the provision of bike parking in new development.
- Making carshare schemes (for example, Mevo or CityHop) permitted activities.
- Promoting cycling and micromobility uses in new development.
- Consideration of additional height for green star rated (or equivalent) buildings.
- New design guides that promote energy-efficient buildings through optimising sunlight access and building orientation.
- Enabling opportunities for the development of renewable electricity generation.

Better protection for the natural environment

68. The PDP proposes significantly more protection of the City's natural environment. This includes new rules that protect:

- SNAs including restrictions on the removal of vegetation in these areas.
- outstanding natural features and landscapes including rules to manage new development and earthworks within these areas
- the natural character of the coastal environment.

69. Submitters on the Draft District Plan raised a range of concerns about the provisions as drafted, and a more general concern that the Council was imposing an undue burden on landowners which in some cases will lead to a loss of private property rights. Other submitters were also supportive of the intention behind protecting SNAs but sought some changes.

70. A number of key changes to the SNA provisions have been proposed to allow day to day maintenance of bush and land, with some clearance allowed where it is close to existing houses, decks, and balconies:

- 3m permitted clearance zone around buildings increased to 5m
- Permitted clearance zone also extended to include decks and balconies
- New permitted rule to allow trimming and pruning for sunlight access to homes
- Clearance permitted to allow for installation of services
- Clearance permitted to maintain or create private tracks

- In the Rural Area new rules allow clearance for drainage and septic tanks and for fire safety management
 - Specific rules for Zealandia to carry out ongoing restoration work
71. These new rules will apply on public and private property which has already been signalled through the *Backyard Tāonga* engagement that commenced in 2019. All affected landowners have been informed of the proposals, and this has included officers visiting a significant number of properties to discuss the changes with these landowners.
 72. The identification and protection of SNAs also aligns with the Council's declaration of a Climate and Ecological Emergency in June 2019. Protecting the City's biodiversity and ecological systems is an important part of the Council's climate change response. The protection of SNAs on public and private land through the District Plan give effect to previous decisions made by Wellington City Council in the adopted 2015 *Our Natural Capital* – Wellington's biodiversity strategy and action plan, and again in the adopted 2021 Spatial Plan.
 73. The City's natural environment is also a key part of its identity that also helps combat climate change. With significant growth and change in the built environment these important areas will come under increasing pressure without appropriate protection. The Proposed District Plan will include new residential intensification policies and standards that will have legal effect when the plan is notified. If SNAs are not included in the PDP then this will enable further loss of the remaining areas of indigenous biodiversity without any ability to manage or mitigate this loss.
 74. On 9 June 2022 the Ministry for the Environment released the exposure draft of National Policy Statement for Indigenous Biodiversity (NPS-IB). MfE are seeking feedback on the draft by 21 July 2022, and have stated that the NPS-IB is expected to be gazetted this year.
 75. The exposure draft includes policies seeking significant indigenous vegetation and significant habitats of indigenous fauna to be identified as SNAs using a consistent approach; and that SNAs are protected by avoiding and managing adverse effects from new subdivision, use, and development. The exposure draft states that every local authority must give effect to the NPS-IB as soon as reasonably practicable. If the NPS-IB is gazetted this year, it will require local authorities to have identified, mapped, and notified a plan change to protect SNAs no later than 2027 (5 years).
 76. Irrespective of the NPS-IB, Council still has a statutory requirement to identify and protect the remaining terrestrial biodiversity in the City. Section 6(c) of the RMA requires the Council to recognise and provide for the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna as a matter of national importance, and to give effect to the New Zealand Coastal Policy Statement (NZCPS).
 77. This statutory requirement to identify and protect SNAs was confirmed in an Environment Court case in 2015 between Royal Forest and Bird Protection Society of New Zealand and New Plymouth District Council.
 78. The Wellington Regional Policy Statement (operative since 2013) requires WCC to identify areas of significant indigenous biodiversity (Policy 23) and to protect those

areas (Policy 24) by including policies, rules and methods within the PDP. The current Wellington City District Plan does not give effect to these requirements.

79. It is recommended an SNA incentives programme be developed to work alongside these new PDP provisions. This programme could focus on assisting landowners with weed and pest control, fencing off of SNA areas, and other financial support and incentives. This could be considered as part of the 2024-2027 Long Term Plan.

Heritage protection

80. The Heritage Chapter promotes the contribution that heritage makes to Wellington City's identity by identifying and protecting heritage areas, buildings and objects, notable trees and archaeological sites. There are provisions to support earthquake strengthening and support their sustainable long-term use.
81. The heritage schedule has been reviewed and 10 new heritage residential areas, 54 heritage buildings, and 4 new heritage structures have been added to the heritage list. These additional heritage items have been included where there is an opportunity to increase representation on the heritage list, they are listed by Heritage New Zealand, or the Council has good information on their values.
82. For the first time, archaeological sites have been added to the District Plan. They are Kau Point Battery, Miramar Tunnels, and the Karori Goldmining and Dam within Zealandia.

Three waters capacity and stormwater management

83. A number of submissions on the DDP asking that the Council to go further in managing effects on the three waters network and the environment. Officers have worked closely with mana whenua, Wellington Water Ltd, and Greater Wellington Regional Council and on the development of amended provisions.
84. One of the biggest challenges in the PDP is striking the right balance between enabling more intensification, ensuring infrastructure capacity is available to service this development, and managing climate change effects and damaging high rainfall events. While the Council has signalled a significant increase in three waters infrastructure investment, private development will be required to actively mitigate on-site flood risks.
85. All new development in urban zones will be required to be hydraulically neutral. For small scale housing development (1-3 units) this will mean that new houses will need to install on-site rainwater tanks and permeable surfacing.
86. New large-scale development of 4 or more units, and all non-residential activities, developers will need to show no net increase in stormwater runoff as compared to modelled undeveloped runoff from the site. The mitigation measures could include water sensitive infrastructure such as rain gardens, pervious surfaces, wetlands and bio-retention devices, the price of which will vary depending on scale.
87. These controls are expected to have significant social and economic benefits in terms of reducing the risk of flood damage to private property and public assets, and reducing the likelihood and severity of erosion. It also eases pressure on under-capacity public stormwater networks.

High-quality development

88. A strong theme throughout engagement on the Spatial Plan and Draft District Plan was the need to provide a good standard of amenity and quality healthy housing alongside increasing housing supply.
89. The PDP includes residential amenity controls and supporting design guidance for multi-unit development (apartments and townhouses) across the City Centre, Centres, Mixed Use and Medium Density Zones. These controls include minimum unit sizes, requirements for outdoor living space (private or shared), and daylight and sunlight access.
90. A complete review of the Design Guides has also been undertaken. The Design Guides are part of the PDP and have statutory weight. The new Design Guides have been rationalised with improved useability and reflect the current priorities for the City, including supporting growth and ensuring good design outcomes.

Taking a proactive risk-based approach to managing natural hazards

91. A new risk-based approach to managing natural hazards is also proposed in the PDP. This approach is based on updated modelling that has been undertaken over the last 12-18 months to inform the District Plan Review. The modelling has also accounted for climate change and sea level rise predictions.
92. It includes updated hazard maps and a new rule framework based on high, medium and low risk hazard areas. New development within these areas is managed to protect people's safety and property interests.
93. This approach is best practice and is being adopted across the region.

Johnsonville Line

94. A number of comments on the Draft District Plan and separate documents and presentations since the draft have challenged the Council's interpretation of the Johnsonville line as a 'rapid transit service' in the Spatial Plan and the Draft District Plan. This includes an in-depth assessment and analysis of the capacity and level of rail services on this line by the Onslow Residents Community Association, Johnsonville Community Association, and Ngaio Crofton Downs Residents Association. The questions particularly relate to the speed, capacity, frequency, and reliability when compared to other examples of lines regionally and nationally.
95. Attachment 2 contains a full explanation and assessment of these issues.
96. It is acknowledged that significant variables are at play that constitute what an MRT is and that those variables will have a wide range when comparing like-for-like examples regionally and nationally. A further paper considered a follow-up submission from some members of the resident associations, and this is included as Attachment 2.
97. Greater Wellington Regional Council is in the process of providing formal correspondence clarifying their position on this matter that is consistent with officer's position.
98. The definition of this line is therefore important as the NPS-UD requires the Council to enable building heights up to 21 metres (6 storeys) within a walking catchment of rapid transit stops. The PDP also classifies the Kāpiti Line and Hutt/Melling Line as rapid transit services.

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99. The Spatial Plan, Draft District Plan and the PDP define 10-minute walking catchments around the existing rapid transit stops along these three railway lines. An assessment of rapid transit services and stops within the City will be in the PDP's Evaluation Report accompanying notification of the PDP on 18 July 2022.
 100. The Wellington Regional Land Transport Plan (RLTP), the Wellington Regional Public Transport Plan, and the Wellington Regional Growth Framework identify these three rapid transit services within Wellington City. Ministry for the Environment guidance has commuter rail services in Wellington as an example of rapid transit. This identification helps regional alignment across the wider Wellington metro district plans. LGWM's future MRT service will also form part of this rapid transit network once the MRT routes and stops are confirmed.
 101. The NPS-UD states the RLTP can be used to identify planned rapid transit services and stops. The PDP therefore gives considerable weight to RLTP identification of existing services and stops, alongside the specific assessment in the PDP's Evaluation Report.
 102. Based on this assessment, no change is proposed to enabling buildings up to 21 metres (6 storeys) within 10 minute walking catchments of the City's rail stations as "rapid transit stops".

Designations

103. Any Government Agency or other requiring authority can request new or altered designations for public works in the District Plan. These agencies have until 15 June to request any designation changes be included in the PDP. These requested changes would be included when the PDP is notified on 18th July 2022 (after the Committee decision). If there are any changes to the Designations Chapter they would be considered under the Part I, Schedule 1 RMA process.

Kōwhiringa | Options

Option 1 (Recommended) – Notify the PDP as outlined in this paper

104. This option enables the community to submit on all aspects of the PDP together and for councillors and independent hearing commissioners to provide integrated and coordinated decision making across all District Plan chapters and provisions.

Option 2 (Not recommended) – Notify only those provisions required to be determined through the ISPP

105. This option means that Sites of Significance to Māori, SNAs, Open Space zones, the natural environment overlays, Rural Zone etc would be subject to a separate plan change process sometime after notification of the rest of the PDP. This would arbitrarily separate out provisions that have been developed in a holistic manner to provide for growth but to also protect areas and sites of significance. It would also have reputational and development related impacts for the Council and the City.

Whai whakaaro ki ngā whakataunga | Considerations for decision-making

Alignment with Council's strategies and policies

Our City Tomorrow – He Mahere Mokowā mō Pōneke - A Spatial Plan for Wellington City 2021

106. The PDP aligns with and implements the Spatial Plan subject to some changes as outlined in this paper. A particularly important aspect of this is implementing the growth pattern outlined in the Spatial Plan, giving effect to the MDRS, and ensuring the correct zones are applied in the areas where intensification has been signalled. Alongside this, the draft plan implements a number of other key actions of the Spatial Plan including:
107. Active partnership with mana whenua – a much greater acknowledgement in the draft plan of mana whenua values and aspirations, and the protection of sites and areas of significance.
108. Protecting the natural environment – identifying SNAs, outstanding landscapes and features, and new requirements for better management of stormwater runoff.
109. Providing policy direction to align development with investment in the City’s infrastructure network.

Te Atakura First to Zero 2019

110. The PDP aligns with Te Atakura First to Zero. It does this through:
- A zoning approach that promotes a compact urban form and directs growth to areas that are served by public transport and other key services.
 - Promoting active transport modes, and a reduction in reliance on the private vehicle.
 - Encouraging sustainable building design

Tō mātou mahere ngahuru tau – Our 10-Year Plan – Long Term Plan 2021-2031

111. The PDP aligns with the recently adopted Long Term Plan priority objectives, in particular:
- A functioning, resilient and reliable three waters infrastructure – the PDP ensures that new development aligns with the sequence of investment for three waters infrastructure over the life of the plan.
 - Wellington has affordable, resilient and safe housing – a significant increase in housing development capacity is enabled, which includes provision for a range of housing types in a range of locations across the city. This is supported by requirements for the provision of assisted housing in new development, and managing development within natural hazard areas.
 - The city’s core transport infrastructure is a safe, resilient, reliable network – the PDP approach supports a compact urban form with upzoning proposed around the City’s public transport network. This is further supported by rules that promote the use of active transport modes over the private vehicle.
 - The city has resilient and fit-for-purpose community, creative and cultural spaces – the zoning approach in the PDP enables the establishment of a

range of community, cultural, educational and recreational facilities to support all communities.

- An accelerating zero-carbon and waste-free transition – as noted above, the PDP supports the City’s goals of reducing carbon emissions and adapting to climate change.
- Strong partnerships with mana whenua – significant engagement has occurred with mana whenua over the last 12 months for the District Plan Review which has been based upon this partnership approach. The new plan significantly increases acknowledgement and consideration of mana whenua in resource management decision-making, and this is integrated across the plan.

Housing Strategy 2018-28 and Housing Action Plan 2020

112. The Planning for Growth programme is a key programme of work that supports the implementation of the Housing Strategy and the Housing Action Plan. In particular, the PDP supports the achievement of the following key outcomes of the Strategy:

- Wellington has a well-functioning housing system – the PDP provides a significant increase in housing capacity
- Homes in Wellington are of good quality and are resilient – the PDP includes new rules to ensure a good standard of residential amenity (both internal and external), and new design guidance which places an emphasis on energy efficient and sustainable buildings. The new risk-based approach to managing natural hazards ensures new residential development is safe and resilient.
- Homes meet the needs of Wellingtonians – the PDP sets out a zoning approach that will assist in delivering housing choice. Options are also outlined for different mechanisms to require the provision of assisted housing in new developments or a financial contribution towards providing assisted housing in other development.
- Our housing system supports sustainable, resilient and connected communities – the PDP targets intensification to areas that are close to key transport routes and services. It also enables the creation of vibrant, mixed-use environments that encourage social connection and support economic wellbeing.

113. The District Plan Review has provided an opportunity to remove unnecessary costs and barriers to the provision of housing in the City to support the Council’s objective of ‘All Wellingtonians well-housed’.

Wellington Resilience Strategy 2017

114. One of the key drivers for the District Plan Review has been improved planning mechanisms for the City’s resilience to natural hazards and climate change. The PDP responds to this in the following ways:

- Updated modelling and maps for the City's natural hazards which has informed the rules in the PDP
- Encouraging and requiring new development to develop green buildings, green infrastructure, and better stormwater management
- Better protection for the City's biodiversity which helps to support a more resilient natural and built environment.
- Enabling the creation of vibrant, mixed use environments that encourage social connection and support economic wellbeing.

Tākai Here (2022)

115. This new partnership agreement was recently signed by our mana whenua partners, Rūnanga o Toa Rangatira, Taranaki Whānui ki Te Upoko o Te Ika and Te Rūnanganui o Te Āti Awa groups and Wellington City Council on 29 April 2022. It sets a framework for the ways the Council and mana whenua will work together for the benefit of the city and region. It replaces separate memoranda of understanding signed by the Council in 2017.

Engagement and Consultation

116. The Planning for Growth programme has included four rounds of community engagement since 2017, as follows:

- *Our City Tomorrow 2017* – the purpose of this engagement was to begin a discussion with the community about what their aspirations are for the City's future given population growth, seismic risks, climate change and sea level rise. From this engagement, city goals emerged: compact, inclusive and connected, resilient, greener, and vibrant and prosperous. This engagement informed the 2018 Long Term Plan process, and subsequently the Planning for Growth initiative. A total of 724 submissions were received through this engagement.
- *Growth Scenarios 2019* – this City-wide engagement sought the community's views on where and how the City could accommodate 50,000-80,000 more people over the next 30 years, given the city goals. Four scenarios were presented (Inner City, Suburban Centres, and two greenfield scenarios) which represented different forms of development with a range of costs and benefits. A total of 1372 submissions were received on this engagement. This engagement showed strong support for a compact city approach, with future growth concentrated in the City Centre, inner suburbs and in and around suburban centres. There was limited support for further unplanned greenfield development. The Strategy and Policy Committee approved this growth approach in June 2019.
- *Draft Spatial Plan 2020* – the draft spatial plan engagement was an opportunity for the community to see more detail about the preferred growth scenario and what this could mean for their suburb. The draft spatial plan included a number of key actions that would be needed to realise the preferred scenario, and achieving the city goals. A total of 2900 submissions were received on the draft spatial plan. The draft spatial plan was amended

based on these submissions, including the addition of a city goal 'Partnership with mana whenua'

- *Draft District Plan (DDP)* – this was consulted on late last year (Nov/Dec 2021) with 1034 submissions received. This was consulted on in conjunction with LGWM MRT options and the Paneke Poneke Bike Network Plan. This included consultation with our two Community Boards, Councils advisory groups (Accessibility, Environmental, and Youth), a significant number of meetings and webinars etc with residents associations, numerous community and advocacy groups. The DDP included all relevant objectives, policies and rules to enable a full assessment by the community of the likely provisions to be included in the PDP. This has provided useful feedback from the community with a number of important changes and improvements made as outlined in this paper.

117. The *Backyard Tāonga* project has also been a targeted engagement programme with landowners directly affected by proposed SNAs. This engagement has been ongoing since August 2019. Landowners made aware that an SNA had been identified on their property, details about the potential SNA, what it could mean in terms of PDP rules. It included offers of site visits with an ecologist to 'ground truth' this information.

118. A large number of site visits have been undertaken, which has enabled meaningful discussions with landowners around how the SNA can be protected while still being able to undertake work on the site (such as building extensions). In some cases, this ground truthing work has enabled adjustments to be made to the mapped extent of the SNA, where appropriate.

Notification of the PDP

119. If the Mayor and Councillors approve the PDP it is proposed to formally notify the PDP on 18 July 2022. At this point any member of the public can make a submission and a further submission on the PDP.

120. The notification of the PDP will accompanied by a full media campaign with drop ins at libraries and community centres– two in each ward, Stakeholder meetings, and Webinars. Staff intend to use the 'Friend of submitter' service again as done for the Draft District Plan. This service will delivered by a consultant at arms length from Council. It enables members of the people to receive advice on how to navigate their way through the PDP and how to make a submission. This service does not provide advice on what should be included in submissions.

121. Hearings on the PDP are expected to commence in March 2024 with decisions on the ISPP-related provisions released no later than November 2023. Decisions on the Schedule 1 Part 1 parts of the PDP must be released no later than July 2024 (2 years after notification).

122. A public notice and information will be contained in rates notices. This will draw attention to the notification of the PDP and information on how to make a submission.

Implications for Māori

123. The District Plan Review has involved significant engagement with mana whenua (Taranaki Whānui ki te Upoko o te Ika and Ngāti Toa Rangatira) over the last 12 months. This has included more than 100 hui and wānanga for officers to understand

what needs to change in the PDP and how the provisions can better integrate consideration of mana whenua values.

124. This supports the Council's statutory obligations in relation to Te Tiriti o Waitangi and the RMA.
125. Engagement with mana whenua on the District Plan Review and PDP will be an ongoing process and will involve organised wānanga and hui, and regular feedback on progress.

Financial implications

126. The District Plan Review has been allocated funding in the Long-term Plan.

Legal considerations

127. The Council's direction was sought on 12 May 2022 on what parts of the District Plan should proceed through the ISPP and what parts of the PDP should proceed through the standard Schedule 1 Part 1 processes under the RMA.
128. Legal advice has been sought on a number of key chapters and issues throughout the drafting of the Draft District Plan and now the PDP.
129. The PDP has been drafted in line with the Council's statutory requirements under the RMA.

Risks and mitigations

130. The Council is required to notify the ISPP and MDRS before 20 August 2022. The Mayor and Councillors need to approve this paper to ensure compliance with this statutory deadline. Failure to do so poses a significant risk for the Council in terms of reputation as well as delivering on the commitments made to address the City's major growth, environmental, climate change, and affordability issues.
131. The Mayor and Councillors have received comprehensive briefings on all aspects of the District Plan Review and were supported by the Councillor District Plan Working Group. They are fully aware of the implications of not approving the PDP for notification.

Disability and accessibility impact

132. The new Design Guides that form part of the PDP incorporate guidance and advocacy on Universal Design in new development.
133. The consultation material for the PDP has been designed to ensure it is accessible for those with disabilities. This includes ensuring readability of the plan for those who are vision impaired and the ePlan is compatible with screen readers.
134. Online submissions through the ePlan are encouraged, but it is acknowledged that this will not be an option for some submitters. A 'friend of submitter' will again be made available to provide assistance to those wishing to make submissions along with the ability to provide submissions via email or hard copy. This worked very well with consultation on the Draft District Plan.
135. The venues for the drop-in sessions across the City are also accessible.

136. Officers have reported to Councils Accessibility Advisor group throughout the development of the Spatial Plan and the District Plan review. Council's accessibility access officer has also helped inform the final content of the PDP.

Climate Change impact and considerations

137. The PDP contributes positively to the City's zero carbon goal. This is outlined in detail earlier in this report.

Communications Plan

138. The Communications and Engagement Plan has been developed will be similar to the approach adopted on the Draft District Plan. It includes:

- A 'roadshow' with 10 community centre drop-in sessions across the City.
- On-line webinars for key resident and community groups.
- PDP made available at libraries both in hard copy and on-line.
- A 'friend of submitter' service will again be used in a manner similar to the Draft District Plan consultation. The person will again be available to assist people on how to navigate the PDP and make a submission. This worked well with consultation on the Draft District Plan late last year. This person will not be helping people to write their submission.
- A significant social media and online presence through the Council's social media channels and the Council website.
- A set of updated information sheets on the key topic areas. These enable people to easily understand the key changes in the PDP.

Health and Safety Impact considered

139. Covid-19 protocols will need to be implemented throughout the consultation process as appropriate to the relevant alert level. This includes mask-wearing, physical distancing, and using online methods where possible.

Ngā mahinga e whai ake nei | Next actions

Notification of the PDP



140. If the Committee approve the PDP it is proposed to formally notify the PDP on 18 July 2022. This provides staff with time to make any necessary changes to the PDP resulting from amendments by the Committee.

141. Once notified any member of the public can make a submission and a further submission on the PDP.

142. The notification of the PDP will be accompanied by a full consultation and media campaign as described above.

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143. Hearings on the PDP are expected to commence in March 2024 with recommendations by the independent hearings panel on the ISPP related provisions released no later than November 2023. Any recommendations not supported by the Council are then referred to the Minister for the Environment for a final decision. There are no rights of appeal.
144. Decisions on the Schedule 1 Part 1 parts of the PDP must be released no later than July 2024 (2 years after notification). Submitters then have a further opportunity to lodge appeals to the Environment Court. Resolution of these appeals can take several years to resolve depending on the number and complexity of issues.

Attachments

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|---------------|---|---------|
| Attachment 1. | Summary of proposed changes to the Proposed District Plan ↓ | Page 32 |
| Attachment 2. |  Johnsonville Line and Rapid Transit ↓  | Page 42 |
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Summary of proposed changes to the Proposed District Plan

Issue	Draft District Plan (DDP) approach	Proposed District Plan (PDP) - recommended change and explanation
Residential		
1. Medium Density Residential Standards (MDRS)	MDRS were not able to be included in the DDP as they were approved by Parliament just prior to release the DDP.	<p>PDP adopts the MDRS in full except in relation to the addition of a 30% permeable surface rule. Councils can choose to include additional standards that relate to storm water management.</p> <p>As result of the MDRS 3 x 3 storey houses are now permitted across the Medium and High Density Residential Zones. Under the Draft District Plan 2 x 2 storey houses were permitted</p> <p>The MDRS allows greater site coverage, recession plane and height standards than were included in the Draft District Plan.</p>
2. Residential Zones	Included General and Medium Density Residential Zones.	<p>As a result of MDRS there is no longer a General Residential Zone. PDP includes Medium Density Residential Zone (MRZ) and High Density Residential Zone (HRZ).</p> <p>The MRZ includes the residential areas from the DDP where heights of 8m, 11m or 14m were permitted. It includes the character precincts.</p> <p>The HRZ includes the 21m / 6 storey height areas relating to the walking catchments around the City and Metropolitan Centres, and around railway stations. The 12m height recession plane in the Draft District Plan has been reduced to 8m in response to submission feedback and to align with other Councils in the Wellington Region.</p> <p>The Residential Coastal Edge Precinct has not been retained as this is now superseded by new Natural and Coastal Environment overlays, including coastal hazards.</p> <p>The Hilltops and Ridgelines areas are not being retained in the residential zones due to the need to incorporate the MDRS and insufficient grounds for them to be treated as a qualifying matter under the NPS-UD. They are retained in the other zones (primarily over open space and rural zones).</p>

Issue	Draft District Plan (DDP) approach	Proposed District Plan (PDP) - recommended change and explanation
3. Character Precinct – Moir Street, Mt Victoria	Building heights along parts of Kent Terrace and Hania Street are permitted up to 28.5m in height, with a height recession plane adjacent to the Moir Street, Mt Victoria Character precinct sites of 12m and 60 degrees.	<p>Moir Street residents have raised concerns about the 28.5 m allowance for city centre zone buildings and the impact of tall buildings on the adjacent character precinct sites along Moir St, Mt Victoria. They have requested:</p> <ol style="list-style-type: none"> That’s City Centre Zone buildings adjacent to a Character Precinct be no higher than 15 metres. That no buildings “may be higher than 5m high within 5m of the adjoining boundary or project beyond a line of 60° measured from a height of 5m above ground level from all side and rear boundaries that adjoin that precinct”; and That b) above also apply to any site adjoining a heritage area. <p>Advice back to the Moir St Residents Group stated that this approach was not supported by officers, but that the following could be:</p> <ul style="list-style-type: none"> Amend the recession plane control change from 12m and 60 degrees to 8m and 60 degrees. <p>This is due to the potential effects on the character and amenities of the Moir Street Character Precinct (this is also the only character precinct which abuts the CCZ).</p> <p>Secondly, this is consistent with the use of a transition recession plane between medium density and high density residential zones, and residential development adjacent to open space zones.</p>
City Centre		
1. Zone boundaries	Hobson Street, Hobson Crescent, Portland Crescent and Selwyn Terrace were included in the Central City Zone (CCZ), which is consistent with the final Spatial Plan.	<ol style="list-style-type: none"> Area of Thorndon around Hobson Street and Hobson Crescent rezoned from City Centre Zone to High Density Residential Zone, which allows building heights up to 21m. The primary inhibitor to commercial development occurring is the current pattern of fractured land ownership. The current residential landuses are therefore likely to predominate. No change to Selwyn Terrace or Portland Crescent (that is, remains City Centre Zone).
2. Te Ngākau Civic Precinct	Civic Square is a heritage area with a minimum height of 15m and a max height of 27m. Council approved Te Ngākau Civic Precinct Framework in October 2021, but this was too late for provisions to be included in the Draft District Plan.	<ol style="list-style-type: none"> Removal of the Civic Square Heritage Area and replaced with a new Te Ngākau Civic Square Precinct. This is consistent with the Framework approved in October 2021. Enabling new building heights up to 40m from the current maximum 27m.

Issue	Draft District Plan (DDP) approach	Proposed District Plan (PDP) - recommended change and explanation
		<ul style="list-style-type: none"> These changes allow works to earthquake strengthen Te Matapihi (central library), redevelopment of some sites (CAB, MOB and MFC carpark), and continued protection of heritage buildings (Town Hall, City Art Gallery).
3. Te Aro – area abutting Willis Street, Victoria Street and Abel Smith Street	The maximum building height was 28.5 metres.	This area has increased to 42m to align with the heights of the blocks to its north, east and south-east.
4. Amenity controls	<p>The DDP has a building setback requirement (CCZ-S14) 'Living rooms facing onto any non-road boundary must have a setback of 3m.'</p> <p>The Building Depth standard is currently 20m, and the building separation standard is 10m.</p>	<p>CCZ-S14 has been amended to require an outlook space of at least 1m x 1m for all habitable rooms</p> <p>Building length and separation standards are now less restrictive to allow longer buildings (from 20m to 25m), and less separation from 10m to 8m. This increases development yield while retaining a targeted approach to maintaining reasonable levels of amenity and reducing building bulk.</p>
5. Street Edge Height control	Introduced into the DDP to enable sunlight access to the street and a human scale to narrower streets in the face of increased heights and intensification. Applies to street 21m or less in width. Requires a minimum 4m setback after 16m or the width of the street (whatever is greatest).	<p>Street edge height control removed. This is because sunlight modelling of narrow street showed that the benefits of this control for bringing sunlight to the street was not significant.</p> <p>There was also strong feedback from the development community that this control would reduce the development capacity of sites, and impose significant additional engineering costs for new buildings.</p>
Centres/Mixed use/Industrial		
Metropolitan Centre (Johnsonville)	Permitted building height 27m (8 storeys)	<p>Permitted building height raised to 35m (10 storeys) in recognition of the enabled height in the residential areas adjoining the centre (21m), and the importance of allowing a new urban form to develop that allows a reasonable level of additional intensification in the centre.</p> <p>No changes to other Centres, Mixed Use or General Industrial zones.</p>
Airport Zone and Airport Noise		
Zone boundaries	Airport Zone extended over southern part of golf course. The different parts of the Zone are managed as precincts. The northern part of the golf course is Open Space Zone.	Same overall approach but important to note that the East Side Precinct which extends over the golf course is subject to an appeal to the Environment Court. Council has no expectation that the East Side designation will either succeed or fail at the Environment Court. The Airport chapter adopts the approach of showing the East Side Area as part of the Airport Zone, as this indicates a possible

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Air Noise boundary (ANB)	<p>The existing Air Noise Boundary was shown in the DDP with an explanatory note that this required further work and was subject to review and change as part of the District Plan review process.</p> <p>The current Air Noise Boundary is based on modelling carried out in the 1990s and based on the aircraft types in operation then.</p>	<p>outcome of the appeal process, but this is subject to change dependent on the outcome of the appeal.</p> <p>Existing Air Noise Boundary has been replaced with an Air Noise Overlay that has two noise control areas based on 60 and 65 dB boundaries.</p> <p>Reason for change is a result of new noise contour modelling that was not available at the Draft District Plan stage.</p> <p>The 65 dB contour generally covers a smaller area than the existing ANB. The planning controls within this area are similar to the operative plan i.e. one house permitted subject to noise and ventilation standards (air noise represents a qualifying matter within this area where the MDRS are not being applied).</p> <p>The 60 dB contour covers a wider area than the existing ANB. The new planning controls proposed for this area require insulation and ventilation standards for new homes.</p>
Hospital Zone		
Re-zoning	The Hospital zoning was only applied to the Wellington Regional Hospital.	<ol style="list-style-type: none"> 1. Allow Wellington Regional Hospital building heights from 17m to 50.5m <p>Provide an enabling zoning for other existing hospitals:</p> <ol style="list-style-type: none"> 2. Ewart Hospital rezoned from residential to Hospital Zone as requested in submissions, with a maximum building height of 17m. 3. Southern Cross, Bowen Hospital, Wakefield Hospital (all private hospitals in the city) have been rezoned to Hospital Zone as requested in submissions. 4. For Southern Cross and Bowen Hospitals they will have a maximum building height of 25m and Wakefield Hospital a maximum building height of 17m to 25m. 5. Te Hopai is rezoned to residential as requested in submissions, with a maximum building height of 21m.
Tertiary Zones		

Issue	Draft District Plan (DDP) approach	Proposed District Plan (PDP) - recommended change and explanation
Re-zoning	Wellington High School, General Headquarters Building and Mt Cook Police Barracks included in Tertiary Zone under the Draft Plan.	<ol style="list-style-type: none"> Wellington High School - the 50.4m building height limit was included in error in the DDP. The building height has been reduced to match the adjacent High Density Residential Zone height of 21m. The General Headquarters Building and Mt Cook Police Barracks have been re-zoned to City Centre Zone
Victoria University	<u>Gordon Wilsons Flat, 320 The Terrace.</u> Gordon Wilson flats is heritage listed. The existing bulk and location standards applying to the rest of the land were not brought through from the operative District Plan.	<ol style="list-style-type: none"> The heritage listing of the Gordon Wilson Flats remains unchanged. The maximum height controls, setback controls, recession plane requirements and a site coverage standard have been brought through from the Operative District Plan.
Massey University	The DDP did not include any specific policy or recognition to the National War Memorial.	A new policy recognises the nationally and regionally significant values and function of the National War Memorial within the Massey Campus.
Heritage		
Heritage Areas, buildings and objects, archaeological sites, and notable trees	<p>The Heritage Chapter promotes the contribution that heritage makes to Wellington City's identity by identifying and protecting heritage areas, buildings and objects, notable trees and archaeological sites. There are provisions permitting earthquake strengthening and support their sustainable long term use.</p> <p><u>New Heritage Items/areas/buildings</u> New items have been added because they meet the criteria for listing, and:</p> <ul style="list-style-type: none"> have the opportunity to increase representation of the heritage list; or are listed by HNZPT; or we have good information on their values. <p>These include:</p> <ol style="list-style-type: none"> 10 new heritage areas 54 new heritage buildings 4 new heritage structures <p><u>Removal of Heritage Items/areas/buildings</u></p>	No changes have been made to the policy and rule framework or the heritage list since the release of the Draft District Plan.

Issue	Draft District Plan (DDP) approach			Proposed District Plan (PDP) - recommended change and explanation
	DP Reference	Building	Reason	
	2.2	68 Abel Smith Street	Not enough original building fabric left to meet criteria	
	386	4 Imlay Crescent	Little known history, and not significant or notable	
	4	128 Abel Smith Street	Burnt down	
	19	62 Austin Street	Lacks significant history, townscape or group values, and has had extensive additions	
	184	199-201 Lambton Quay – Hamilton Chambers	Delisted by Heritage NZ	
	425	211 Taranaki Street/Buckle Street – Olphert	Demolished	
	21.1	Erskine College Main Building	Demolished	
	206	61 Majoribanks	Has been extensively modified from a villa into a bungalow.	
	363.6	57 Wright Street	Removed from HNZ List in 1994, and has been	

Issue	Draft District Plan (DDP) approach			Proposed District Plan (PDP) - recommended change and explanation
			significantly altered over time.	
	363.7	58 Wright Street	Same as above	
	363.8	59 Wright Street	Same as above	
	363.9	61 Wright Street	Same as above	
	77/2	104 Cuba St (façade) now a heritage area contributor	Heritage values reduced by recent resource consent.	
	153.1	121 Holloway Road	Demolished/Unknown	
	419	Shed 35, 1915	Demolished	
	13	Masefield way gardens heritage area	Unlikely to meet current criteria and unsure whether the heritage area rules best serve the values of the site	
	29	Civic Centre heritage area	AS described above (see City Centre Zone - Te Ngākau Civic Precinct).	
	Total	17		
Three waters				
<ul style="list-style-type: none"> • 3 Waters capacity for new development • Water sensitive design • Stormwater neutrality 	DDP included objectives, policies and rules focused on ensuring three waters capacity and appropriate servicing provision for new development, and requiring hydraulic neutrality for new large-scale development of 3 or more residential units or non-residential development.			Additional work has been done to respond to the effect of the medium density residential standards on the 3 waters network, and to proactively manage higher demands on the stormwater network from climate change and higher rainfall events.

Issue	Draft District Plan (DDP) approach	Proposed District Plan (PDP) - recommended change and explanation
<ul style="list-style-type: none"> Water quality 	<p>Submissions received:</p> <ul style="list-style-type: none"> Recognise Te mana o te Wai ('the vital importance of freshwater' and managing it to ensure the health and well-being of the is water is protected) Recognise and respond to flood hazard risk and the impacts of climate change Include stronger requirements for hydraulic neutrality and water sensitive design to be incorporated into new development to support positive stormwater outcomes Include requirements to improve water quality and reduce contaminants. <p>Consideration has also been given to the implications of the MDRS and the increase in size/scale of 'small' developments from two to three residential units as permitted activities.</p>	<p>Te mana o te Wai</p> <ul style="list-style-type: none"> Explicit recognition of Te mana o te Wai and the role of the District Plan in achieving this is included in the 3 Waters chapter introduction <p>3 waters capacity</p> <ul style="list-style-type: none"> Connection to three waters services is permitted for new small scale development (1-3 units) where the regional standard for water services can be met New connections for larger scale development (4+ units) are permitted where capacity exists and the regional standard for water services can be met Where there are capacity issues, an appropriate alternative solution (which meets Wellington Water Ltd requirements) will be required to be provided. <p>On-site management of stormwater</p> <ul style="list-style-type: none"> Explicit recognition of climate change impacts on stormwater included in the chapter introduction Hydraulic neutrality required for all new development in urban zones: <ul style="list-style-type: none"> New small scale (1-3 units) development will be required to install an above ground or below ground water tank to capture stormwater New large-scale development of 4 or more units and all non-residential development will need to ensure the development does not increase net stormwater runoff as compared to modelled undeveloped runoff from a site. The mitigation measures could include water sensitive infrastructure such as rain gardens, pervious surfaces, wetlands, and bio-retention devices, the price of which will vary depending on scale. This is expected to have significant social and economic benefits in terms of reducing the risk of flood damage to private property and public assets, and reducing the likelihood and severity of erosion. It also eases pressure on under-capacity public stormwater networks and will help reduce stormwater infiltration into the public wastewater network.

Issue	Draft District Plan (DDP) approach	Proposed District Plan (PDP) - recommended change and explanation
		Water quality and contaminants <ul style="list-style-type: none"> Treatment of copper and zinc building materials (where used in new development) to avoid adverse contaminant effects.
Significant Natural Areas (SNAs)		
Identification and protection of native vegetation, and other sites of ecological significance in Urban and Rural areas.	<ul style="list-style-type: none"> SNA rules provided some ability for vegetation clearance without the need for resource consent. 	89 submissions were received on the SNA provisions with over half opposed to the provisions. They cited loss of usable garden or outdoor space, and costs of resource consents, and ecologist reports. Many felt their private property rights had been negatively impacted upon. <p>A third of those opposing comments indicated support for the general idea behind SNAs but not in the way it is proposed in the DDP.</p> <p>A considerable number of submissions expressed support for various provisions while a small number proposed specific text changes.</p> <p><u>Amendments</u></p> <p>It is recommended that a more flexible approach be adopted for certain activities within an SNA to enable reasonable use and avoid the need for resource consent. Changes include:</p> <ul style="list-style-type: none"> The 3m permitted clearance zone around buildings be increased to 5m The permitted clearance zone will be extended to included decks and balconies New permitted rule to allow trimming and pruning for sunlight access to homes Clearance permitted to allow for installation of services, and to maintain or create private tracks In Rural Area new rules allow clearance for drainage and septic tanks and for fire safety management Specific rules for Zealandia to carry out ongoing restoration work
Assisted housing		
This involves either incentivising or requiring a developer to provide assisted housing, or pay a financial	Four possible methods were consulted on as part of the DDP: <ul style="list-style-type: none"> controlled activity for 100% assisted housing height incentive considered if assisted housing provided 	<p><u>Recommended approach</u></p> <ul style="list-style-type: none"> Assisted housing would be required for new housing in identified growth areas of the city where additional height has been enabled. These areas include:

Issue	Draft District Plan (DDP) approach	Proposed District Plan (PDP) - recommended change and explanation
<p>contribution towards enabling assisted housing to be built.</p> <p><i>Assisted housing</i> relates to residential units where the occupancy is coordinated by a government, local government, iwi authority or community housing provider with occupancy costs for the residents at a lower than market rate.</p>	<ul style="list-style-type: none"> require assisted housing tied to over-height development; and/or require all developments to contribute to assisted housing. 	<ul style="list-style-type: none"> Te Aro, Central City Zone; Some medium density residential areas around centres; High density residential areas that are within 15 minutes' walk from the City Centre Zone, and 10 minutes' walk from key suburban centres and rapid transit stops; and greenfield areas in the north of the City. <ul style="list-style-type: none"> Developers will be required to build assisted housing (or 10% of the new development), or pay a financial contribution based on 120 per m2 of net new building area for new houses and above-ground commercial floors. This contribution would increase annually by the building construction inflation rate. <p>These methods significantly increase support for assisted housing in growth areas of Wellington City as core social infrastructure, while not reducing overall housing supply.</p>
<p>Temporary Activities</p>	<p>Film industry</p>	<p>Temporary filming is now excluded from requiring a resource consent as the environmental effects, timing, traffic management etc are managed through a Council permitting process.</p>
<p>Design Guides</p>	<p>Design Guides have statutory weight as they are part of the District Plan. They provide guidance to applicants and Council staff on how to assess resource consent applications. They are a key method for ensuring high quality urban development.</p>	<p>Minor amendments have been made to simplify the provisions and increase clarity.</p>
<p>Renewable electricity generation</p>	<p>Provisions expand on the renewable energy provisions in the operative district plan by recognising and providing for a broader range of renewable electricity generation activities (not just large scale wind generation), and a range of different scales of activities, i.e. small scale, commercial scale and large scale renewable electricity generation activities.</p>	<p>Amendments have been made in response to submissions to:</p> <ul style="list-style-type: none"> Clarify the plan provisions applying to renewable electricity generation (REG) activities. Recognise and provide for upgrading of existing REG activities, including wind turbines within existing wind farms, whilst ensuring any adverse effects are appropriately managed. Provision for community scale REG activities in the Airport Zone in addition to provisions for these activities within the General Rural and General Industrial zones.

Johnsonville Line and rapid transit

The National Policy Statement on Urban Development (NPS-UD) requires Wellington City's Proposed District Plan (the Plan) to enable building heights of at least six storeys around Wellington City's rapid transit stops.

NPS-UD definitions include:

- a rapid transit stop as “a place where people can enter or exit a rapid transit service, whether existing or planned”.
- a rapid transit service as “any existing or planned frequent, quick, reliable and high-capacity public transport service that operates on a permanent route (road or rail) that is largely separated from other traffic.” In this context ‘planned’ is “planned in a regional land transport plan prepared and approved under the Land Transport Management Act 2003”.

These definitions of rapid transit service and stops are descriptive and do not have specific metrics. It's up to councils to identify their rapid transit stops. This identification is a question of fact and interpretation, not policy. Whereas the Plan's land use controls around rapid transit stops are a question of policy, from national and regional direction and Council's policy decisions.

To confirm the rapid transit services and stops in Wellington City, staff have applied criteria, referenced national and regional guidance, and compared with the other Wellington urban councils' and Auckland Council's criteria for rapid transit. The assessment will be part of the Plan's Evaluation Report (Section 32 report).

Rapid transit stops used for the Proposed District Plan

Wellington Station	Johnsonville Line:
Takapu Road Station	Crofton Downs Station
Redwood Station	Ngaio Station
Tawa Station	Awarua Street Station
Linden Station	Simla Crescent Station
Kenepuru Station (the station is outside Wellington City, but its walkable catchment is within it)	Box Hill Station
Ngauranga Station	Khandallah Station
	Raroa Station
	Johnsonville Station

Many submitters on the draft Plan opposed classifying the Johnsonville Line as a rapid transit service. Julie Ward, Lawrence Collingbourne and Tony Randle recently presented staff with an alternative assessment that the Johnsonville Line is not rapid transit. Staff have considered this assessment carefully. Staff maintain the recommendation that Johnsonville Line is rapid transit for NPS-UD purposes, while acknowledging the Line's constraints. The Independent Hearing Panel will consider both assessments when recommending whether the Johnsonville Line should be classified as a rapid transit service.

The table below summarises the differences between the two assessments. The points of agreement, for example that the Johnsonville Line is a public transport service and has a permanent route largely separated from other traffic, are not included below.

After the table is Greater Wellington Regional Council’s perspective on the Johnsonville Line as rapid transit.

Council staff assessment and Julie Ward, Lawrence Collingbourne and Tony Randle’s assessment of the Johnsonville Line as rapid transit

Component	Council staff assessment	Julie Ward, Lawrence Collingbourne and Tony Randle assessment
Wellington Regional Land Transport Plan 2021 (RLTP)	The RLTP’s identification of Johnsonville Line as rapid transit should be given considerable weight, because the NPS-UD uses the RLTP to identify <i>planned</i> rapid transit.	The RLTP did not use specific criteria to classify the rapid transit. The RLTP relies on the ONF which uses a different definition. There are no plans to increase service speed, frequency, reliability or capacity of the Johnsonville Line service.
Ministry for the Environment (MfE) guidance	MfE giving Wellington’s commuter rail services as an example of rapid transit should be given regard when interpreting the intent of the NPS-UD.	MfE has told WCC that determining rapid transit under NPS-UD is a decision for Greater Wellington Regional Council and WCC.
One Network Framework (ONF)	The ONF describes Public Transport Class 1 (PT1) as corridors where ‘rapid transit’ services operate. Its metrics for PT1 are useful and help clarify the NPS-UD definition.	The ONF PT1 definition is different to the NPS-UD definition of rapid transit. PT1 includes services that are not all rapid transit under the NPS-UD, like a slow, infrequent, unreliable, low capacity rail service.
NPS-UD “frequent”	Staff used the ONF PT1 category that all metro rail corridors are “frequent”, but noting that the most feasible way to increase Johnsonville Line peak frequency from 15 to 10 minutes (a second track at Simla Crescent Station) would have a significant drop in reliability and resilience.	Johnsonville Line is every 30 minutes, 15 in morning and evening rush, 1 hour at night, and less in weekends. The Line cannot operate every 10 minutes like LGWM MRT. Auckland criteria is for at least every 15 minutes between 7 am and 7 pm, 7 days a week. A true “turn up and go” is at least every 10 minutes.
NPS-UD “quick”	For this evaluation, “quick” is: <ul style="list-style-type: none"> the same speed or faster than the Google-estimated upper range of car travel time (with traffic) from Wellington Station to the first and last public transit stops on the service within Wellington City (or most convenient adjacent road) Around 5 pm on Wednesday 27 April The Johnsonville Line is “quick” up to the last three stations: Khandallah, Raroa and Johnsonville.	Not quick for all stops and all destinations. Crofton Downs, Ngaio, Awarua Street stations meet criteria if commuting to a destination 10 minutes walk of Wellington Station. Simla Crescent – bus is an equivalent service. Box Hill, Khandallah, Raroa and Johnsonville – the bus or driving (off peak) is superior. All other times and most other destinations – Johnsonville Line is inferior.
NPS-UD “reliable”	This evaluation uses Metlink’s records of “reliable” as the % of scheduled train services that depart from origin no earlier than 30 seconds, meet the consistent service size, and stop at all the stations they are scheduled for. The Johnsonville Line has lost reliability for maintenance and upgrades, slips and tree fall, and the 2022 Parliament protests. The	Johnsonville Line only runs every fifteen minutes, so need to time your arrival. High instances of maintenance outages give a poor perception of reliability.

	resilience and service upgrades for the Johnsonville Line underway now is expected to restore its reliability.	
NPS-UD “high capacity”	Staff used the ONF PT1 category that the indicative bi-directional people movement is >3,000 people per day. The Johnsonville Line can carry up to 492 people per trip, every 15 to 30 minutes during the day and evening.	The Johnsonville Line peak capacity of just 2,000 passengers per hour does not meet Auckland’s heavy rail rapid transit baseline, and is barely better than a bus in general traffic.
LGWM’s “convenient”	This criterion was not used.	The Johnsonville Line is only convenient from Crofton Downs, Ngaio and Awarua St stations to a nearby CBD destination at peak time. For other stations, the bus is better. At all other times, the Line is inferior.
LGWM’s “comfortable”	This criterion was not used.	Not all stops. Open waiting areas, some stations have ramps or stairs, and at some distance from other services like shops.
LGWM’s “safe”	This criterion was not used.	Not all stops. Routes from some stops are via deserted unlit paths or underpasses.
LGWM’s “low carbon”	This criterion was not used.	Some electricity used by trains is from non-renewable sources. Sometimes patronage is very low, so per-passenger carbon footprint may be higher than electric cars. High density residential development zones around Johnsonville Line stations will increase carbon emissions, due to most taking private vehicles and some buses.
Comparison with Let’s Get Wellington Moving (LGWM)’s Mass Rapid Transit (MRT)	This does not form part of the staff assessment. LGWM’s description of the standards they want that new MRT service to achieve is not intended to be criteria for all rapid transit in Wellington.	The Johnsonville Line can be assessed against LGWM criteria for MRT: frequent (at least every 10 minutes), convenient (the most direct route, quickly), reliable (on time, comfortable, quiet and smooth), safe and low-carbon.
Comparison with Auckland City	Auckland’s rapid transit criteria are similar to the WCC staff assessment. The Johnsonville Line meets Auckland’s criteria, except that: <ul style="list-style-type: none"> • The Johnsonville, Raroa and Khandallah Stations are not time-competitive with cars in peak time • the Line does not run at 15 minute frequencies most of the day, although this could easily change if patronage increases. 	The Johnsonville Line can be assessed against Auckland criteria: fast, frequent, reliable, high capacity, dedicated corridor, and shaping urban development.
Comparison with Wellington Cable Car	The cable car meets the rapid transit criteria, ironic given its slow 18 km/h speed. But it is not identified in the RLTP or other national or regional guidance.	The cable car is excluded as a rapid transit service despite meeting ONF PT1 definition and having, in most respects, better performance than Johnsonville Line. No information supports the exclusion in the RLTP.

Perspective from Greater Wellington Regional Council Transport Manager

I advise that we have no plans to change the designation of the Johnsonville Rail Line as a rapid transit service under the provisions of the NPS-UD.

Our understanding of the process is that a Regional Council designates the rapid transit services, which enables the territorial authority to upzone the surrounding catchment areas. This zoning is not necessarily required, nor is every stop on a rapid transit service necessarily a rapid transit stop for the purposes of the NPS-UD. It is highly unlikely for example that Paekākāriki on the Kāpiti Line would be designated a rapid transit stop as the narrow coastal topography and unsuitable geology would prevent any significant intensification.

When considering the Johnsonville Line as part of the region's transport network, it is almost uniquely placed to play a future significant role. It is a sole use public transport corridor and one that is not being used to its full potential. Challenges on the proposed southern MRT route around stopping parts of already congested corridors, segregating pedestrian traffic and securing scarce land for depoting do not exist as the Johnsonville line already has these attributes.

The submission [from Julie Ward, Lawrence Collingbourne and Tony Randle] we discussed last week treated the Johnsonville line as an isolated part of the overall network rather than a link with potential for significant integration as a core part of the region's passenger network.

This potential can be seen in the current Regional Land Transport Plan and Regional Public Transport Plan where the region's rapid transit network is defined as the four heavy rail lines converging on Wellington Railway Station from the north and continuing in the form of the future MRT to the south and potentially East. This network along with the high frequency bus routes form the core of Metlink's network. Integration of the Johnsonville line into the broader network is effectively underway with the roll out of Snapper across the rail network and the new fares structure which will permit seamless travel between modes. Development of the MRT will see increased ease of transfer between the heavy rail segments of the network, the high frequency bus network and the MRT irrespective of mode chosen for the latter.

Future reduction targets for Vehicle Kilometres Travelled and transport will require greater use of public transport and active modes. Given the challenging topography of the northern suburbs, this will require a high level of public transport uptake, potentially a combination of traditional bus, heavy rail and transport on demand.

From a Greater Wellington perspective, we expect to see this potential for the Johnsonville Line developed as part of the wider Wellington Transport Network under the Emissions Reduction Plan and further planning to achieve the long-term outcomes of the Regional Land Transport Plan.