

REPORT 4
(1215/52/IM)

SUPPORTING HIGH QUALITY DEVELOPMENT IN THE JOHNSONVILLE MEDIUM DENSITY RESIDENTIAL AREA

1. Purpose of Report

To present the findings of the place based study in the Johnsonville Medium Density Residential Area (MDRA) and recommend options for supporting high quality development in areas of higher density.

2. Executive Summary

The MDRA was introduced into the District Plan following a comprehensive review of the residential chapters of the District Plan, resulting in Plan Change 72 (PC 72). On the 25th August 2010, Council endorsed the Hearing Commissioners' recommendations, with a resolution that officers prepare a design guide to address resident concerns about the quality of future residential.

The Johnsonville MDRA *Place-based Study* has been completed. It shows that a lot of infill development over the years has been of mixed quality and that a new approach to managing growth in the MDRA is warranted to improve the quality of development and manage the transition from low to medium density residential. A summary of the study is contained in Appendix 1.

A number of options have been assessed to address these issues and these are set out in Appendix 2. Based on this assessment, it is recommended that a new approach be taken to managing development in the MDRA:

1. *Design Guide*

A draft design guide (as set out in Appendix 1) would focus on ensuring high quality residential development at the interface between the private and public realm. A public information brochure would provide guidance to the public and built environment professionals in the preparation and assessment of resource consent applications.

2. Alignment of public and private realm investment

Potential future opportunities include:

- Streetscape and public realm improvements in residential neighbourhoods adjacent to the proposed artificial sports field for Alex Moore Park and the proposed 'Community Hub'.
- Extending streetscape and roading improvements at the intersection of Bould Street and Broderick Road as part of the roading improvements associated with the future re-development of the Johnsonville Mall.
- Promoting quality medium density development by working closely with Housing NZ Corporation and other private sector developers. This could include resource consent and urban design advice, and coordination of opportunities for investment in the public and private realm.

Streetscape and public realm improvements would help integrate the community facilities into the residential areas, enhance the quality of the environment, and improve accessibility and traffic and pedestrian safety. High quality community facilities and public realm development will help support private sector investment in the MDRA.

Next steps

If these recommendations are supported by councillors, officers would consult with key stakeholders and community groups in Johnsonville on the design guide and the potential streetscape and public realm initiatives. The results of this consultation and a proposed Plan Change (Variation) would then be brought back to Council for notification in early 2012. Concept plans and costings for the streetscape and public realm proposals would also be brought back to Council for consideration as part of the 2012-2022 Long Term Plan. Consequential changes would also be made to the Johnsonville Town Centre Plan to identify and provide for these streetscape and public realm initiatives.

3. Recommendations

Officers recommend that the Strategy and Policy Committee:

- 1. Receive the information.*
- 2. Agree to the development of a District Plan design guide and supporting public information brochure for the Johnsonville Medium Density Residential Area to manage the transition from low to medium residential density and ensure high quality development, and to provide guidance to the public and built environment professionals in the preparation and assessment of resource consent applications.*
- 3. Agree to consider as part of the 2012-2022 Long Term Plan investment in streetscape and public realm improvements to support high quality*

medium density development in residential neighbourhoods adjacent to the proposed artificial sports field on Alex Moore Park, the proposed Community Hub, and the Bould Street/Broderick Road intersection.

4. *Agree to amend the Johnsonville Town Centre Plan consistent with specific actions and funding priorities approved as part of the 2012-2022 Long Term Plan.*
5. *Note that officers will continue working with Housing New Zealand Corporation and other key landowners to promote high quality medium density development in the area.*
6. *Note that officers will consult with key stakeholders and community groups on the draft Johnsonville Medium Density Residential Area design guide and the initiatives to support high quality medium density development, and report back to the Strategy and Policy Committee in early 2012 with a draft Variation to Plan Change 72 for notification.*

4. Background

4.1 Johnsonville Medium Density Area (MDRA)

The Johnsonville MDRA surrounds all residential land within 5-10 minutes walk of the Johnsonville town centre (refer to the map in Appendix 1). This targeted approach to residential intensification was introduced into the District Plan following a comprehensive review of the residential chapters of the District Plan resulting in Plan Change 72 (PC 72).

The MDRA seeks to encourage medium density housing whilst providing a range of different housing choices to meet an increasingly diverse population. A similar zoning approach has been introduced around the Kilbirnie town centre. This policy and rule approach is consistent with the Johnsonville to the Airport 'growth spine' concept in the Urban Development Strategy.

On 25 August 2010 Council approved plan change 72 (Residential Review), with a resolution for officers to *"Initiate preparation of the Design Guide for Johnsonville, in response to the recommendations within the decision report."* This was based on a concern by residents, and supported by Hearing Commissioners, that there should be more guidance provided to ensure high quality infill development occurs in the MDRA.

The table below summarises the provisions applying to the two sub-areas within the MDRA (the map in Appendix 1 shows the extent of these areas), and compares them against the Outer Residential Area provisions.

Rule	MDRA 1	MDRA 2	Outer Res Area
Units as of right	1	1	2
Building height	8m, up to 10.4m as a discretionary (restricted)	8m, up to 10.4 as a DR	8m, up to 9.6m as a DR

	activity (DR)		
Site coverage	50%	50%	35%
Recession plane	2.5m + 56 ⁰ or 63 ⁰ depending on the boundary	2.5m +56 ⁰ or 63 ⁰ depending on the boundary	2.5 + 45 ⁰
Open space	None	20m ² per unit	50m ² per unit
Minimum lot dimension	None	Accommodate a radius of 11m	None
Max width of crossings	3.7m	3.7m	6m
Front yards	3m	3m	3m or 10m less half the road width

5. Discussion

5.1 Johnsonville MDRA Place-based Study

The Johnsonville Place-based Study has been undertaken to help inform the development of a design guide and to assess whether other actions are required to ensure high quality medium density housing.

The key issues, constraints and opportunities are:

Character and amenity issues

- Streets and neighbourhoods have varying residential densities, and different character and amenity due to a wide range of housing types, uses, and architectural styles.
- Infill developments often have a poor relationship to streets, limited or no landscape treatment and dominant garages or vehicle access. This has led to many streets lacking a consistent and cohesive built form.
- Residential amenity and character is strongly influenced by the quality of the public spaces and the interface between the street and private properties.

Development opportunities and constraints

- Apart from the eastern side of the motorway (Cresswell Place and Macauley Street), most of the land has been subdivided and developed, and is in fragmented ownership. Housing NZ Corporation however is the most significant residential landowner in the southern part of the MDRA (Bould and Hindmarsh Streets).
- Based on current land ownership and land availability, development is likely to occur slowly over time as private landowners develop their properties or see opportunities to purchase additional properties and undertake comprehensive re-development.
- Since PC 72 was notified in September 2009, only 16 additional residential units have been approved, although a 32 multi-unit development in Macauley St is currently progressing through the resource consent process.

5.2 Recommended approach to supporting high quality development

Council can play a number of different roles in supporting high quality residential development. Three options are outlined in Appendix 2. These range from:

- 1. Non-regulatory guidance and advocacy* – this includes a non-regulatory design guide, public information pamphlet, and an advocacy and facilitation role with the private sector and Housing NZ Corporation.
- 2. Regulatory* – this includes option 1 above, except that the design guide would be part of the District Plan and able to be enforced.
- 3. Regulatory and capital infrastructure* - this includes option 2 above, and targeted streetscape and public realm improvements.

Based on this assessment it is recommended that *Option 3. Regulatory and Capital infrastructure* be adopted. This option includes:

5.2.1 Design guide - ensuring high quality development

Based on the draft design guide contained in Appendix 1, it is recommended that a 'principles based' design guide for the MDRA be included as part of the District Plan. The design guide would manage the transition from a low to medium density residential environment, with a focus on ensuring high quality residential development at the interface between the private and public realm. It is based on a hierarchy of roads, taking into account road widths, and its character and amenity. It would provide for higher density developments (such as apartments and terrace housing) in certain areas, particularly in streets adjacent to the Johnsonville town centre. This differs from other design guides in the District Plan which seek to ensure new development maintains and enhances existing character.

This would require a Variation to Plan Change 72, with the process being the same as a plan change. PC 72 provisions could not be made operative until all appeals are resolved, including any appeals on the Variation. The existing District Plan Residential Design Guide would continue to apply to site development and neighbour to neighbour issues (site planning, sunlight and daylight to living areas, on-site open space, privacy, carparking etc).

The design guide, a public information brochure, and the Place-based Study would then assist developers and built environment professionals in preparing, assessing and building quality developments.

5.2.2 Alignment of public and private sector investment

There are limited opportunities currently available for growth in the MDRA. It is recommended that Council play a more active role in supporting private sector investment in the following ways:

- Undertaking residential streetscape and public realm improvements when the artificial sports field for Alex Moore Park and the proposed community hub are developed.

- Roading and streetscape improvements to the intersection of Bould Street and Broderick Road as an extension of roading improvements undertaken as part of the approved redevelopment of the Johnsonville Mall.

Streetscape and public realm improvements will help integrate the community facilities into the residential areas, enhance the quality of the environment, and improve accessibility and traffic and pedestrian safety. It is anticipated that high quality community facilities and these public realm developments will encourage the private sector to invest in the MDRA. It is also important that the Council is seen to be taking an active role in promoting and developing high quality public spaces, particularly given Councils' existing policy for town centre improvements and targeted residential development in Johnsonville.

These initiatives should be included in changes to the *Johnsonville Town Centre Plan*. This would help deliver an integrated approach to public realm improvements (roading, parking, pedestrian network, landscaping, signage, and other public facilities/amenities) and private sector developments in the MDRA and the Johnsonville town centre. A full description of these initiatives are outlined in Appendix 1.

5.2.3 Advocacy and facilitation

Council should proactively work with Housing NZ Corporation and other private sector developers to encourage medium density development, to provide advice, and coordinate Council activities in relation to streetscape and public realm improvements.

5.2.4 Exemplar housing

Another option is that Council could be an active participant in developing 'exemplar' housing (energy efficient/green buildings, affordable housing, higher density housing etc). The Johnsonville Town Centre Plan includes options for mixed use development associated with the community hub. This work will be presented to councillors at the SPC meeting on 22 September 2011.

5.3 Consultation and Engagement

If these recommendations are supported by councillors, officers would refine the draft design guide and consult with key stakeholders and community groups in Johnsonville on the design guide and the streetscape and public realm proposals outlined in 5.2.2 above. The results of this consultation and a proposed Variation would then be brought back to Council for approval to notify in early 2012.

5.4 Climate Change Impacts and Considerations

This package of initiatives will encourage better designed and efficient landuse, and help intensify growth around the Johnsonville Town Centre. Compact urban forms have the potential to reduce harmful greenhouse gas emissions by reducing reliance on private motor vehicles, increasing use of public transport, and promoting more walking and cycle use.

5.5 Long-Term Plan Considerations

The costs of the Variation and potential appeal costs will be met through existing OPEX budgets. Concept plans and costings for the streetscape and public realm proposals would also be brought back to Council in early 2012 for consideration as part of the Long Term Plan.

6. Conclusion

When Council approved Plan Change 72 in August last year, officers were directed to prepare a design guide to ensure high quality residential development in the Johnsonville Medium Density Residential Area. Based on the Place-based Study findings it is recommended a specific principles based design guide for the MDRA be included in the District Plan by way of a Variation to Plan Change 72.

Other Council initiatives including streetscape and public realm improvements and working with Housing NZ Corporation and private developers to align public and private support investment are proposed. The funding of these initiatives and when they will be implemented should be included as part of the 2012-22 Long Term Plan, and recognised in changes to the Johnsonville Town Centre Plan and

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Supporting Information

1) Strategic Fit / Strategic Outcome

The recommendations in the report are consistent with the Urban Development Strategy, particularly Outcome 1.1 (a) More liveable; Outcome 1.1 (c) Better connected; Outcome 1.3 More compact and Outcome 1.5 Stronger sense of place.

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

The development of the design guide and associated Variation (plan change) to Plan Change 72 can be accommodated within current budgets. Concept plans and project costs would be developed for the streetscape and public realm proposals and form part of funding options presented as part of the 2012-22 Long Term Plan.

3) Treaty of Waitangi considerations

No specific issues of significance to Maori have been identified as part of the Johnsonville Medium Density Residential Area place-based plan. Local iwi will be consulted as part of the development of the Variation, in accordance with the Resource Management Act 1991.

4) Decision-Making

This is a significant decision. The CAPEX related works will require consideration as part of the LTP.

5) Consultation

No consultation has been undertaken during the development of the place-based study and the assessment of options. If Council approves the development of a design guide and Variation to Plan Change 72, consultation will be undertaken with key stakeholders and the general public prior to notification of the Variation. Once publicly notified the general public will be able to make submissions on the Variation.

6) Legal Implications

The legal implications are associated with the proposed plan change, and will be dealt with in developing the Variation under the Resource Management Act.

7) Consistency with existing policy

The recommendations in this report are consistent with the Urban Development Strategy, Plan Change 72 (Residential Review), the recommendations of the hearing commissioners, and decision by Council on 25 August 2010 to initiate the development of a design guide.

Options for supporting high quality growth and development in the MDRA

Options (Low to high level of intervention)	Description	Financial implications	Comment
<p>1. Non-regulatory</p> <ul style="list-style-type: none"> • Place-based plan • Non-regulatory design guide • Public information pamphlet • Advocacy and facilitation 	<ul style="list-style-type: none"> • The place-based study, design guide & public information pamphlet are non-statutory documents. They contain information on development issues that can be used to assist planning & investment decisions. • This could include working with private sector and Housing NZ Corp to promote medium density redevelopment 	<p>Low</p> <ul style="list-style-type: none"> • Costs met within operational budgets. 	<ul style="list-style-type: none"> • Place-based study can be more prescriptive and directing of good development. • The design guide can be changed easily to respond to changing circumstances, but cannot compel developers to comply. • Advocacy role could promote good development, ensure better integration between private sector and Council developments, and result in other public benefits such as reserves and better pedestrian connections.
<p>2. Regulatory</p> <ul style="list-style-type: none"> • Design guide part of District Plan • Also includes Option 1. 	<ul style="list-style-type: none"> • Included as design guide in the District Plan. • Principles based and targeted to the nature and character of development in the MDRA. 	<p>Low/Medium</p> <ul style="list-style-type: none"> • Costs of consultation and notification etc and possible appeals. • Costs met within operational budgets. 	<ul style="list-style-type: none"> • The design guide allows flexibility whilst giving clear direction on what constitutes good development. • Can compel developers to comply and has status in the Environment Court.
<p>3. Regulatory and capital infrastructure</p> <ul style="list-style-type: none"> • Public realm improvements • Also includes option 2 	<ul style="list-style-type: none"> • Streetscape and public realm improvements would be undertaken in the vicinity of: <ul style="list-style-type: none"> ○ The proposed Community Hub (if approved) on Moorefield Road ○ The artificial sports field proposed for Alex Moore Park. ○ The Bould Street/Broderick Road intersection. 	<p>Medium/high</p> <ul style="list-style-type: none"> • Concept plans and costings would be required for streetscape & public realm improvements for inclusion in the LTP. 	<p>Recommended</p> <ul style="list-style-type: none"> • This option provides the benefits mentioned in 2. above as well as ensuring an integrated approach to the provision of Council facilities and operations in the MDRA and within the town centre. • Requires additional ongoing funding that is coordinated with Council projects and work programmes.