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## **TRANSPORT AND URBAN DEVELOPMENT: BACKGROUND AND CONTEXT**

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### **1. Purpose of report**

This report outlines the context, key issues and decisions coming up. It also lists relevant strategies and governing by-laws, plans and policies for the committee.

### **2. Recommendations**

That the Committee:

- 1. Receive the information.*

### **3. Context**

Urban character, compact form, resilience, and reliable and safe transportation are important components of a successful city. Currently the Council has a number of economic growth and sustainability objectives and policy positions. We want to stimulate economic growth, encourage the uptake of public transport and cycling and improve city safety through directing the majority of urban growth along the Growth Spine and building stronger urban centres.

These objectives are supported by a District Plan that encourages intensification particularly along the Growth Spine, supported by town centre plans, medium density residential growth areas, and also by a number of transport plans.

Directing growth in this way and improving the quality of development will help make the city:

- More liveable - by increasing lifestyle choices and the quality of places.
- More sustainable - by using less energy, generating less pollution.
- Better connected - by strengthening road and public transport linkages.
- More vibrant and prosperous - by increasing population density in key areas that can then sustain more local businesses.
- More compact - by building on the contained urban form that residents value.
- More memorable and distinctive - by enhancing urban amenity and sense of place.

There are a number of major factors that impact on these objectives;

- Urban development and transport are interconnected. They both need to work together to achieve the overall outcome. At times there are tradeoffs that need to be made between them, and a medium to long term view needs to be considered in investment choices. For instance:
  - a. Increased cycling initiatives may result in tradeoffs with pedestrian, parking or road space particularly with Wellington's narrow road space and topography.
  - b. A strong network is required to enable transport movement within and across the region to support economic growth however this may work against urban containment strategies.
  - c. To enable future public transport options to be considered, road corridors may need to be identified and set aside now.
- There are some changes in transport mode in the central city occurring with Public transport at 40%, walking at 20% and cycling at 3% in 2012/13. The Council needs to consider this and what tools it has to influence this. There are issues of urban containment or spread, although in a Wellington these are not as extreme as other cities but they are influenced by transport and urban design decisions.
- The Council fulfils a number of roles.
  - a. Regulator: planning land use
  - b. Advocate: promoting the city's interests to others
  - c. Partner: aligning work programmes to achieve common goals
  - d. Funder: investing in projects that achieve outcomes
- Strong working relationships with Greater Wellington Regional Council, the New Zealand Transport Agency and important stakeholders (CentrePort, Wellington International Airport Limited, property investors, transport operators) are critical in achieving the outcomes the Council is seeking.

### *Legislation*

There are a range of changes to land transport legislation that are currently being implemented which will impact on the Council plans for the transport network and infrastructure and also in public transport planning with the regional council.

The Government is proposing changes to the Building Act and regulations that govern earthquake strengthening and a range of related issues as a consequence of the Royal Commission on the Christchurch Earthquake. It is also reviewing some provisions of the Resource Management Act which will require a combined regional and district plan (a 'single resource management plan') for

Wellington City. This will impact on the district plan and council processes, potentially including the district plan resilience response.

There are a number of government initiatives in housing including reviewing the structure of the industry and housing construction cost components. The Wellington region is planned to be added to Schedule 1 in the Housing Accords and Special Housing Areas Act 2013 that will enable Housing Accords to be used in the Wellington region to support economic growth and housing strategies.

#### **4. Key Issues**

The key issues that will be on the agenda during the 2013-2016 triennium include;

##### ***Transport***

- Reviewing the Transport Strategy to align the long term strategic goals in “2040 Smart Capital” and the work programmes in the Long Term Plan and Regional Land Transport Programme. This will provide a hierarchy of transport modes for different routes and prioritise the Council’s transport investment.
- Partnering with NZTA to ensure optimal transport and urban design outcomes are achieved with the Roads of National Significance programme.
- Implementing a programme to encourage increased walking & cycling as a primary transport option.
- Partnering with Greater Wellington Regional Council and others to deliver a high quality public transport spine and public transport service.
- Partnering with others to deliver integrated and effective network operations and management across all transport modes, parking and related activities.

##### ***Urban Development***

- Developing a Spatial Plan that integrates the transport initiatives together with growth management strategies focused on lifting the economic performance of the central city and other key centres and employment areas. This will prioritise planning and investment projects alongside investment in public transport, roading and supporting infrastructure.
- Exploring future development opportunities, investment priorities, and programmes of action for Miramar Peninsula. This will include key areas where Council and others can positively influence future outcomes including Shelly Bay, Watts Peninsula, Miramar centre, the adjacent film industry, and opportunities associated with the airport’s planned expansion. Transport and housing opportunities will also be explored.
- Delivering the Central City Framework (CCF) which outlines the vision for the central city and the principles / process to realise that vision. Under the CCF we will be delivering capital works such as the parliamentary

precinct, laneways upgrades, Victoria Street and a new inner city park. The principles will inform our work and our negotiations with external partners as we collaborate to ensure the best outcomes for private development and maximise the return on public investment.

- The Government has signalled significant changes to the RMA with a Bill likely to be announced within the next few months. Two very significant potential changes that have been discussed are:
  - a. Requirement for all councils to create a 'single RMA plan' for the region which will combine regional and district plan rules, followed a few years later by a requirement that all 'single RMA plans' throughout the country be consistent with a Government development national template.
  - b. 10 day time frame for resource consenting (currently 20 days), exemptions and fixed fees

There are many other potential changes, but the two identified above represent significant resourcing and cost (i.e. millions) implications for the Council

The above would dictate the Council's district plan policy programme and affect the current Councillor decision that a full review of the District Plan will not be undertaken except for the following:

- Continue developing new tangata whenua chapter provisions in collaboration with local Iwi, Hutt and Upper Hutt City Councils.
- Completing the review of the heritage list and heritage provisions, with a focus on addressing earthquake resilience and public safety issues.
- Investigating and report back on rolling out further 'areas of change' around key centres outside of the growth spine.
- Continue working with Wellington International Airport Limited to coordinate RMA processes around giving effect to the runway extension, amendments to the masterplan, and the review of the Airport and Golf Course Precinct contained in the District Plan.
- Continue working with other Wellington region councils in the development of a Wellington region natural hazards strategy, and coordinating District Plan review and spatial planning processes.
- Seeking direction on Housing Accords and implementing special housing areas where development is encouraged.
- Considering broader housing issues such as affordable housing initiatives which could include using surplus council owned land.
- Addressing Earthquake Prone Building Policy and building city resilience. The Earthquake Prone Building Policy will be revised to allow assessment of buildings built since 1976 and the assessment of these buildings needs to be completed. The Council needs to consider what options it has to assist building owners to strengthen buildings and in particular address heritage concerns and the district plan response to earthquake resilience.

There are additional legislative changes planned in 2014 which will need to be considered.

- There is a need to improve the efficiency and effectiveness of consenting processes, e.g. by receiving consents online.
- There has been discussion around establishing a land development agency or dedicated urban regeneration team within Council to facilitate strategic revitalisation priorities in the city. There is opportunity to use Wellington Waterfront Limited's skills and capability as the core of such a unit to develop the plan and also support the Miramar Framework development.

## **5. Key Decisions coming up for the Committee**

In the coming months we will be seeking direction from the Committee on:

- Incentives to assist owners in strengthening earthquake prone buildings.
- Potential district plan changes to address earthquake resilience and following review of the heritage list.
- Major transport projects including Memorial Park, the Basin Reserve, Mt Victoria Tunnel and Ruahine Street/Wellington Road, Cambridge and Kent Terraces, the Public Transport Spine Study. The nature of these projects will require the committee to make a range of decisions including: determining a council position in order to make formal submissions; how the Council partners with NZTA and the extent to which Council co-invest in projects and related mitigation to achieve the best urban design outcomes from these projects; what mitigation measures are acceptable; and how to manage impacts on areas such as the Town Belt.
- The revised Wellington City Transport Strategy, the Regional Land Transport Plan and a variety of related policy documents.
- Cycling plans and how these will be implemented and a range of transport operational issues including levels of service, funding and parking.
- Potential review of urban design CAPEX projects.
- A broader housing strategy, including the issues of housing affordability and applying tools such as using Housing Accords to stimulate housing activity.

## **Appendix: Key contributing strategies, frameworks and work programmes**

These include:

- a. Government Economic Growth Agenda
- b. Government Policy Statement on Land Transport
- c. National Land Transport Programme
- d. Regional Land Transport Programme (to be superseded by Regional Land Transport Plan)
- e. Regional Transport Strategy (to be incorporated into the Regional Land Transport Plan)
- f. Regional Passenger Transport Plan
- g. Ngauranga to Airport Corridor Plan
- h. Public Transport Spine Study
- i. Wellington City Transport Strategy
- j. Wellington City Urban Development Strategy and the Spatial Plan
- k. The District Plan
- l. Wellington City Centres Policy
- m. Central City Framework (eg laneways, green network plan, and public realm improvements)
- n. Suburban Centre plans (eg Johnsonville, Kilbirnie, Adelaide Road, Newlands)
- o. Earthquake Resilience work programme
- p. Heritage Policy, Heritage listing review and Building Heritage Incentive Fund

## Status of the Relevant By-laws and Policies

Provided for information only.

Bylaw	Review date	Comment
<b>By-Laws</b>		
Consolidated Bylaw 2008 (1 July 2008) - Part 6: Speed Limits	December 2019	
Consolidated Bylaw 2008 (1 July 2008) - Part 3: Fire Prevention States	December 2014	
Consolidated Bylaw 2008 (1 July 2008) - Part 7: Traffic	December 2014	Taxi parking amendment implemented 2013
<b>Policies</b>		
Mobility Parking Policy	Scheduled 2014/15	Policy agreed 2005
Public Space Design Policy	No review scheduled.	Policy agreed 2010.
Road Encroachment and Sale Policy	Reviewed with LTP	Policy agreed 2011. Reviewed every 3 years with LTP.
Road Naming Policy	No review scheduled.	Policy agreed 2002.
Undergrounding Policy	No review scheduled.	Policy agreed 2005.
Centres Policy	No review scheduled.	Policy agreed 2008
Dangerous and Insanitary Buildings Policy	To be reviewed in conjunction with EQP Building policy	Timing unclear
Heritage Policy	No review scheduled. It is likely that changes will be required following the review of Earthquake Prone buildings – in 2014 – 2015	Policy agreed 2010.
Earthquake-prone Building Policy	Policy will be changed February 2014 to allow post 1976 buildings to be assessed	The Building Act 2004 requires that this policy be reviewed every 5 years. (New legislation is being introduced to remove the legislative requirement for this Policy).
Cycling Policy 2008	To be reviewed post revision of Transport Strategy	
Walking Policy 2008	To be reviewed post revision of Transport Strategy	
Parking Policy 2007	To be reviewed post revision of Transport Strategy	

## SUPPORTING INFORMATION

### 1) Strategic fit / Strategic outcome

*This paper briefs the committee on the Transport and Urban Design context and issues for papers that are likely to be considered by the committee.*

### 2) LTP/Annual Plan reference and long term financial impact

*There are no decisions in this report and any financial impact of projects will be considered separately*

### 3) Treaty of Waitangi considerations

*Any considerations will be considered in individual projects*

### 4) Decision-making

*Any projects will be considered separately by the Committee*

### 5) Consultation

#### a) General consultation

*NA*

#### b) Consultation with Maori

*NA*

### 6) Legal implications

*NA*

### 7) Consistency with existing policy

*NA*