

Planning for Growth

District Plan Review

Centres

Issues & Options Report



Document Information

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Executive Summary

This report expands on the concepts identified in the *Background and Monitoring Report* for Centres to interrogate issues and to develop preferred options and further work that should be completed before/alongside the Spatial Plan and District Plan review to support these processes.

Eight issues are identified in relation to centres:

1. Low levels of residential activity in centres
2. Some centres are underperforming
3. Some centres are dominated by singular buildings and activities
4. Greater district plan enabled potential is needed
5. Current boundaries of centres could change to better reflect current and future uses
6. Implementing the Zone Framework National Planning Standard
7. Risks from natural hazards in centres
8. Infrastructure constraints in centres

In total 3 options are recommended:

- Maintain a watching brief on the progression of Kāinga Ora legislation
- A maximum permitted floor area for supermarkets
- Increase height limits in identified centres:

Recommended options are not identified for a number of the issues. This is because further research or work needs to be undertaken on a wide range of topics to confidently recommend next steps:

- Explore resource consent fee waivers or discounts
- Explore with building owners the barriers from developing at a higher scale
- Examine the influence of heritage area provisions in centres
- Map out current and planned WCC work against the town centre plans
- Discuss with other teams how they work with businesses and landowners in centres
- Explore what contribution investment in public assets can have in encouraging private owners to do the same.
- Research how many resource consents breach standard 7.6.2.3.1, and what are the outcomes that result from this.
- Research the influence of non-notification clauses on development
- Churton Park and Aro valley height limits could be re-examined
- The Centres design guide contains guidance around how a building that is of a greater scale than the existing environment should be considered
- Further consideration of zone boundary changes
- Further consideration of planning standards zones

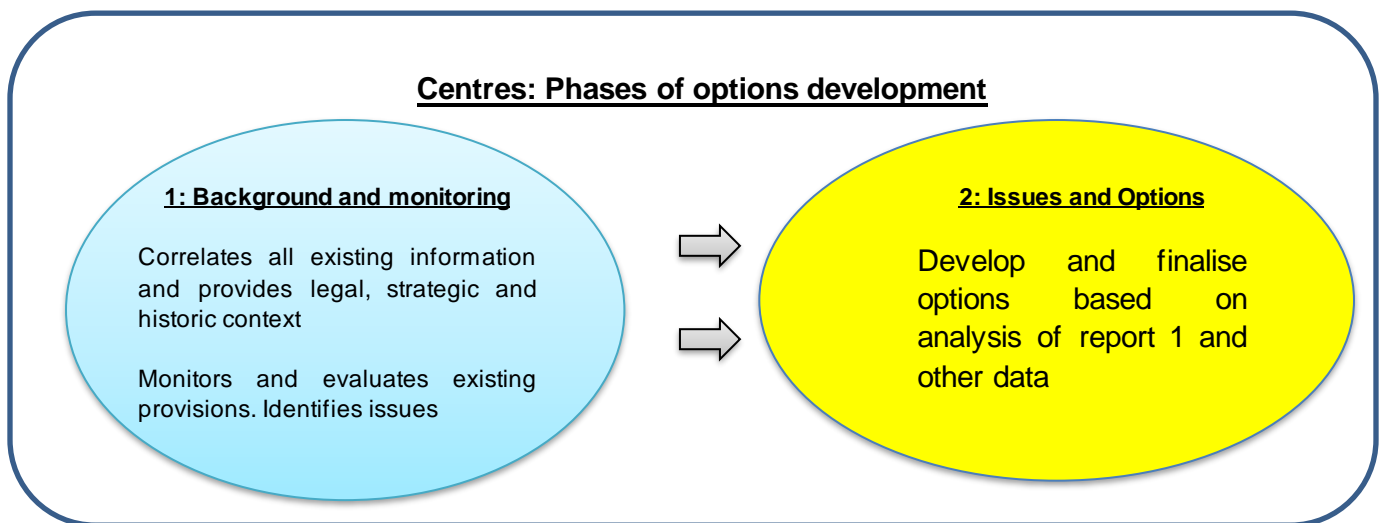
The report concludes that district plan provisions may not be the only reason why Centres are not living up to their full potential. Increasing development potential in the district plan alone is unlikely to result in development that achieves the preferred Planning for Growth scenarios. Growth and increased vibrancy in Wellingtons centres may be better stimulated by investment in public space assets to reinforce a sense of place and encourage private investment.

1 Introduction

1.1 Purpose of this report

The purpose of this report is to identify issues and recommend options for further consideration in the upcoming district plan review regarding Wellington’s network of centres.

This report builds on the earlier ‘Background and monitoring’ report. The relationship between these two reports is shown below:



1.2 Legislative Context

A summary of the overarching legislative and strategic context for the District Plan (DP) Review is provided in a separate document [‘Planning for Growth: District Plan Review 2019-2021 – Strategic and Legislative Context’](#).

2 Context

2.1 What’s informed this report?

The Centres [Background and Monitoring report](#) reviewed the current situation of Wellington’s centres, which included assessing trends in resource and building consents. This exercise was ‘ground truthed’ through site visits to each of the centres. Collectively, this issues and options report has been informed by the evident trends and ground truthing observations, data on financial spend and discussions with the resource consents team.

2.2 The centres ‘hierarchy’

Pre 2008 the District Plan had five generic zones. Within these zones the Suburban Centres zone guided a broad spectrum of activities that were not considered appropriate for the residential, central, rural or open space area zones.

In 2008 WCC adopted the Centres Policy. This provided a framework to guide the development and management of the city’s commercial, retail and business areas. The Centres Policy categorised each Suburban Centre zoned area into either ‘Centres’, ‘Live/Work Areas’ or ‘Work Areas’. Additionally this Policy outlined a hierarchy for the Centres based on their retail offer, catchment and function.

The policy framework introduced by the Centres Policy was geared towards ensuring there is an appropriate place for all types of retail, commercial, business and industrial activities in the city. This new policy direction identified significant gaps in the current land use planning and zoning approach leading in part to Plan Change 73

The WCC Centres Policy was reflected in the district plan which includes 4 categories of centres (excluding the central area) (Table 1).

Sub-Regional Centres	Town Centres	District Centres	Neighbourhood Centres
Johnsonville Kilbirnie	Karori Miramar Newtown Tawa	Brooklyn Churton Park Crofton Downs Island Bay Khandallah Newlands	28 across the city

Table 1: Types of Centres in Wellington City

Current DP provisions allow a wide range of activities to be met subject to standards. There are limits on integrated retail developments (shopping malls) in Centres with a gross floor area exceeding 20,000 m². The construction of a building in most cases is a RD activity

Generally Wellington’s centres are healthy and well-functioning. All centres could benefit from increased vibrancy to help ensure the economic sustainability of these areas and help shift them to areas and places where people want to ‘live, work and play’.

3 Key Issues & Options

3.1 Issue 1: Low levels of residential activity within centres

3.1.1 Summary of Issue

Centres appear to be functioning well as places of commerce, but comparatively poorly as places of residential activity. Across centres, approximately 60% of activity (in terms of resource and building consents for new buildings and alterations) is commercial, compared to only 19% residential. New ‘mixed use’ construction only accounts for 13% of construction in centres.

Increased residential activity in and around centres is an objective of the Regional Policy Statement, as well as the DP and Centres policy. While it could be anticipated that commercial activity is the primary activity within centres, a much greater level of residential activity is necessary to increase the vibrancy¹ of these areas. Significantly increased

¹ ‘Vibrancy’ is intended to capture the following concepts: places of energy and life, entertainment, day and evening socialisation and interaction, events.

residential activity in and around centres is also fundamental to realising the favoured Planning for Growth (P4G) scenarios.

Current building stock constrains residential activity

Residential and commercial land use activities are both permitted in Centres, subject to standards such as noise and light spill. Other than a requirement that residential activity be located above ground floor on identified frontages in sub-regional, town and district centres, there are very few additional standards that manage residential activity. Frontage controls are extensive in the larger Centres (sub-regional, town, district centres) and less extensive in smaller centres. Therefore the application of this control will shape a large number of new development proposals and the distribution of residential and commercial activity in centres.

The Ground truthing exercise showed the predominant scale of buildings is only one or two storeys in height in many centres². At best, this existing building stock enables one storey of residential activity (if not used for office or other commercial activity). Clearly, the existing building stock is constraining the potential for centres to accommodate residential activity. Therefore, to achieve an increase in residential activity levels, alterations/additions to existing buildings or replacement buildings at a greater scale is necessary in centres.

Heritage provisions

Seven centres are also managed in part by heritage area provisions³ through which alterations, additions, and demolition are a specific restricted discretionary activity with consent assessment focussed on heritage effects. This adds another factor in the consideration of alterations/additions or replacement buildings. Interestingly, the monitoring report showed that areas where these heritage controls apply in part are also where comparatively more 1st floor residential activity is occurring. This could be related to the desirability of these areas to live in given their proximity to the city centre, 'quirky' atmosphere or potentially the value residents place on living in a heritage area.

Land parcels are small

The monitoring report identifies that most centres have 'residential' sized land parcels. Many are narrow and long in shape. This may also help explain why increasing levels of residential activity is difficult. The exception to this is Mount Cook which has larger parcels and a much higher level of residential activity. Clusters of small parcels under different ownership are likely to make comprehensive redevelopment more difficult without the ability to create larger sites. This could affect the economic viability of developing new residential construction and favour the low scale status quo. New construction on a single small site at a greater scale than its surroundings will face greater design scrutiny and assessment of effects on its neighbours (see 3.4.4). Furthermore, a collective and consistent increase in the scale of a centre would better be able to consider amenity, streetscape and reverse sensitivity considerations.

² Linden, Tawa, Churton park, Newlands, Khandallah, Ngaio, Hataitai, Onepu Rd, Strathmore, Newtown (Riddiford, Rintoul), Mt Cook (Adelaide), Karori, Northland, Aro, Brooklyn, Island Bay, Miramar and Seatoun

³ Aro Valley, Hataitai, Newtown (Riddiford, Rintoul), Mt Cook (Adelaide), Island Bay

Preferences for non-notification

Discussions with the resource consents team revealed ensuring non-notification of applications was considered crucial to resource consent applicants. Currently, plan rules/standards that are commonly breached do not receive the benefit of these clauses. The example given was breaches of Standard 7.6.2.2.2 (*ground floor to floor (stud) height along primary and secondary street frontages as identified shall be at least one-third higher than the upper storey(s)*). This triggers rule 7.3.7 that does not have a non-notification clause. Accordingly, applications are often limited notified for triggering this rule and the whole proposal subject to submissions. The resource consents team considered that non-notification clauses need to be extended to such matters to give certainty and confidence to applicants. Such changes need to be considered alongside the intent of the provision, which is to ensure ground floors of buildings in centres are flexible for a range of commercial activities. The extent to which notification is a lever in the implementation of this rule to ensure ground floor commercial activity is a relevant consideration.

While the above example is for a stud height breach, the desire for an application not to be notified *may* be relevant in the context of applications for building height being less than the maximum anticipated by the plan and reducing potential residential yield, therefore benefiting from the non-notification clause. Noting however, that the current building stock in centres is largely well below maximum height limits (as well as new development) it is less certain whether non-notification is a relevant factor in height considerations.

3.1.2 Options

Kāinga Ora — Homes and Communities (Urban Development Authority)

Legislation to create an Urban Development Authority (UDA) is currently progressing through parliament. The UDA is proposed to have access to widespread planning and consenting functions to carry out its role. This will include the 'ability to bring together parcels of land for development' for 'specified development projects'. This particular function includes the ability to use compulsory acquisition powers equivalent to those in the Public Works Act 1981. Kāinga Ora will be able to transfer land to private developers to deliver public works, such as housing, without triggering the legal obligation to first offer back the land for sale to its previous owners. It would also be able to issue its own resource consents and suspend district plan provisions it chooses.

Given that legislation showing the full range and function of powers of Kāinga Ora is yet to be introduced into the House it is difficult to tell exactly how the authority could assist in the amalgamation of land parcel in centres. There could be the opportunity for the authority to assist with redevelopment in strategically important centres such as Mt Cook or Newtown. This also raises other questions, such as:

- what exactly is a specified development?
- how would specified projects link into LGWM?
- would it be appropriate for council to request a central agency to assemble parcels?
- what outcomes would result from the UDA issuing its own resource consents and suspending carefully crafted plan provisions?

Density bonuses

These techniques are used in other jurisdictions and act as incentives that typically allow developers to build additional units if a project includes a certain amount of affordable units. By increasing the allowable density (through site coverage or height) in a given location, density bonuses allow developers to increase profits and can improve the feasibility of underutilized sites. This option would touch on Council's affordability aims as well as generally increasing housing supply. Density bonuses could either be set in the plan or determined through the consenting process which may allow a more site specific and nuanced approach to avoiding adverse effects. The intention with this option would be to try and make development more economically attractive by enabling greater yield and residential activity in centres.

Resource consent fee waivers or discounts

This is a reasonably straightforward option where 'qualifying developments' (perhaps mixed use where residential is provided) in centres would have their resource consent fees waived (or reduced). While the cost of a resource consent in the wider scheme of a development will likely be small, such offers can act as a 'sweetener' and make a tangible difference in the relationship between council and developer. This could also be extended to building consents. Upper Hutt City Council used this technique to incentivise medium and high density housing (Residential Stimulus Policy adopted 2019). The policy can be viewed here: <https://www.upperhuttcity.com/Your-Council/Plans-policies-bylaws-and-reports/Policies-and-bylaws/Manual-of-Policies>. This approach has also been used by other councils, such as Lower Hutt, which ended up being so popular that vastly more subsidies were given out than was anticipated and the policy was eventually removed due to cost.

Development contribution fees waivers

Similar to waving resource consent fees, development contributions could also be waived on 'qualifying developments' in centres. Currently fees are quite low in comparison to other councils, so contributions are unlikely to be a large barrier. Through the DP review process a review of the development contributions policy has been signalled with increases to fees possible. It is also noted that some councils do not have development contribution policies at all (such as Upper Hutt CC), though these councils often have trouble identifying a direct link between not having these fees and uptake of development. These councils therefore pay for the entire cost of infrastructure associated with the development. Waiving contributions could potentially act as another 'sweetener' for developers, and influence the type of development that occurs. However, knowing that developers will pass on these costs to purchasers regardless, this may not be a very effective option.

Require minimum heights and/or a residential component for new buildings in centres

This option would provide stronger direction around the configuration of new buildings that could be built in centres.

There are potential variations that could be employed separately or jointly.

1. Provisions could be introduced to require minimum building heights of 3 or 4 storeys (for example). This would achieve a greater scale of building than the status quo, but leave open for the developer to choose whether residential or commercial activity is provided for on the above ground floors.

2. Provisions could be also be introduced to require both minimum heights and that residential activity must be provided. This would help ensure increased residential activity in centres. It is however a stronger regulatory direction which would need to be tested with industry to gauge whether a provision like this is palatable, and whether it could alternatively be a barrier to development. It could also apply irrespective of primary and secondary frontage requirements.

3.1.3 Preferred Option

- **Maintain a watching brief on the progression of Kāinga Ora legislation** to see how the Council could work with the UDA in the context of Centres, particularly around amalgamation of sites. This option is aligned with the preferred P4G scenarios which are focussed on increased residential activity in and around suburban centres. Increased capacity of buildings to accommodate residential activity is necessary.

3.1.4 Further work required

- **Explore resource consent fee waivers or discounts** for building owners in centres to help incentivise development. This will likely be more attractive to small scale owners, rather than large developers to whom resource consent costs are less of a restriction.
- **Alongside building owners and developers, explore the barriers that are holding back higher scale development.** This would help establish if barriers are district plan related, economic, insurance or otherwise
- **Examine the influence of heritage area provisions** in centres, including whether this influences the scale of development that is applied for or eventuates.

3.2 Issue 2: Some centres are underperforming

3.2.1 Summary of Issue

Some centres are performing well in terms of business growth and transaction count, and are fulfilling their role in the centres hierarchy. Others however are comparatively struggling to retain or attract businesses, experience low transaction counts and have higher vacancy rates. Centres that are performing poorly are less likely to effectively service additional residential growth in and around the centre as set out in the preferred P4G scenarios. Marketview data was obtained which showed business numbers and spend in centres. The results of this exercise are contained in Appendix 2. Table 2 presents a snapshot of total spend for the year 2018-2019 in order of highest to lowest.

Centre	Spend 18-19 (\$million)	3yr Growth/decline (%)	Type
Johnsonville	\$171	+8	Sub-regional
Kilbirnie	\$159	+3	Sub-regional
Miramar	\$85	+8	Town
Adelaide Road	\$74	+6	Town
Newtown	\$63	+16	Town
Karori	\$60	+6	Town
Crofton Downs	\$45	-2	District
Tawa	\$39	+14	Town
Island Bay	\$36	+10	District
Khandallah	\$31	+6	District
Newlands	\$27	+9	District
Churton Park	\$20	+11	District
Hataitai	\$11	+36	Neighbourhood
Brooklyn	\$10	+26	Neighbourhood
Kelburn	\$9	+13	Neighbourhood
Linden	\$3	+26	Neighbourhood

Table 2: Centres in order of spend

Table 3 contains statistics on the change in total number of businesses in centres, sorted by overall spend, highest to lowest (as above). There does not appear to be a link between overall spend within centres (and their size) and the growth/decline in number of businesses.

Centre	Total number of businesses			3yr growth/decline
	2016-17	2017-18	2018-19	
Johnsonville	111	107	111	0.00%
Kilbirnie	76	77	75	-1.32%
Miramar	33	32	33	0.00%
Adelaide Road	41	41	40	-2.44%
Newtown	88	91	91	3.41%
Karori	27	25	24	-11.11%
Crofton Downs	7	7	7	0.00%
Tawa	35	40	41	17.14%
Island Bay	16	17	17	6.25%

Khandallah	18	18	18	0.00%
Newlands	18	17	18	0.00%
Churton Park	6	6	9	50.00%
Hataitai	19	20	23	21.05%
Brooklyn	15	17	18	20.00%
Kelburn	16	15	17	6.25%
Linden	8	8	9	12.50%

Data on origin of spend was also collected. This shows consistently that the highest percentage of spend comes from within the ward the centre is located. Centres that are located in close proximity to other wards, such as Adelaide road and Newtown draw spend from a greater variety of locations.

The data shows noticeable performance outliers. Churton Park, Crofton Downs and Linden are considered to be underperforming compared to other centres. These are likely to face greater challenges in supporting the growth identified in the P4G scenarios.

Dominance of few businesses or certain industries

The centres identified above are dominated by specific business or industries, and have a comparatively low diversity and number of commercial activities. A high reliance on 'Food and Liquor' and 'Hospitality' industries is particularly evident as these centres are anchored either around a supermarket or takeaway food outlet. Similarly, Newlands centre has the largest reliance on any single sector in the data shown, with 89% of its \$27 million coming from 'Food and Liquor'. Most of this spend will likely be at the single supermarket in the centre. Discounting the role of the supermarket, Newlands centre could also be underperforming.

Further research is needed to confirm if the dominance of singular businesses or industry is preventing other businesses being introduced and what role the district plan provisions do, or could play.

This dominance effect is further discussed in Issue 3 below.

3.2.2 Are the solutions outside of the district plan?

At face value it seems that existing district plan provisions are reasonably flexible to support a mixture of uses in centres and development of much greater scale than what is present. In fact the flexibility of provisions may have contributed to some of these dominance outcomes (eg Crofton Downs). This view will be tested through the consultation process on the district plan review. The P4G scenarios will only serve to increase the upper cap of development anticipated in centres, but in of itself this is unlikely to result in any substantial change, judging by the current lack of development realisation.

Town centre plans

Looking at various town and district centre plans since the mid-2000s, the same issues are present. Most of options to address these issues are the same, and the actors and actions the same. Many of these actions have long timeframes of 10+ years, reflecting the realities of resourcing, project management and the time it takes to works with landowners and the community. Most town centres have seen development and public space improvements

since their adoption. For example, work has progressed on the Newlands Park upgrade since the adoption the town centre plan in 2010. Proposals are currently being consulted on.

Notes at a meeting between WCC and businesses scoping the [Tawa town centre plan](#) identified that most of the concerns sat outside the district plan. Instead they were focussed on:

- Traffic, road and parking
 - Reducing speed limits or installing speed humps
 - Driving to Tawa centre to park around the train line
- Poor image of the centre
 - Unkempt buildings and absentee landlords
 - Lack of sunlight in winter
- Retail offer
 - Lack of night-time activities
 - Draw to shoppers in Johnsonville and Porirua
 - Limited capacity to invest in upkeep/redevelopment given lower rental income
- Infrastructure
 - Capacity of stormwater system to cope with flood/overflow risk

Many of these issues will be transferrable to other centres and involve both privately and publicly owned resources. Therefore joint private and public investment will be critical to ensuring the coordinated and successful revitalisation of centres. Such an action is already contained in many of the town centre plans which assign actions on Council to 'work with private owners and developers to better realise land development opportunities, particularly around key sites'.

Business Improvement District (BID) partnerships

a BID is a partnership between the Council and a business community defined by a local area. A BID works to develop projects and services that benefit the trading environment and which align with the Council's objectives. BIDs bring businesses and other stakeholders together with the aim of creating sociable, safe, accessible destinations. A BID is supported by pooling funds through a targeted rate, levied on and collected by the Council from non-residential properties within the defined local area. The Council makes these funds available to the BID Associations to use on activities that promote economic growth in their area

The benefits of BIDs include:

- businesses decide and direct what they want in their area
- businesses are represented and have a voice in issues affecting their trading area
- BID levy money is ring-fenced for use in the BID area
- increased footfall and spend in the area
- improved staff retention for businesses
- enhanced marketing and promotion
- guidance in place shaping vision activities
- facilitated networking opportunities with neighbouring businesses
- assistance in dealing with the Council, Police and other public bodies.

There are 5 BID groups currently active:

- Karori
- Khandallah
- Kilbirnie
- Miramar
- Tawa

The BID groups will be a useful group to consult with through the DP review process.

3.2.3 Further work required

- Map out current and planned WCC work against the town centre plans to see how they are progressing. I.e., are the improvements to centres likely to come to fruition in the next few years, or is a renewed push needed?
- Need to confirm through consultation if DP provisions are 'fit for purpose' and test if main roadblocks sit outside of the DP or not.
- Discuss with teams who are involved in on the ground place making how they work with businesses and landowners in centres and what contribution investment in public assets (eg planting, roading, open space) can have in encouraging private owners to do the same. This will involve investment and discussions with:
 - Transport
 - Urban design
 - Build Wellington (and other teams involved in BIDs)
- Further research is needed to understand if the 30km/h speed limit is a contributory factor in centres vibrancy or not. The background and monitoring report noted that many centres are defined by the application of a 30km/h speed limit. These include Aro Valley, Brooklyn and Khandallah. These centres are considered reasonably vibrant including cafés with on footpath dining and above ground floor residential activity. It is noted that the centres with the most above ground floor residential activity, such as Newtown and Mount Cook centre do not have a 30 km/h limit.

3.3 Issue 3: Some centres have become dominated by singular buildings and activities

Buildings and activities (particularly commercial) on large floor plates have their place in the urban environment, providing a wide range of goods and services to consumers. Typically these buildings and activities are also supported by large areas of carparking and hard surfacing. However, when located in centres the potential for a mixture of uses and vibrancy of the centre can be adversely affected.

As an example, Crofton Downs centre is now dominated by large scale commercial buildings, which now established, provide very little potential for further vitalisation of this centre. Uses include a 3000sqm+ supermarket (with a pharmacy and cafe), a large format hardware retailer, a petrol station, and large areas of associated carparking. Adjacent to the supermarket is a recently consented retirement complex of approximately 70 units. See Figure 1 (noting the building at the bottom of the photo shows a church which has been demolished for the retirement complex). This centre would have been ideal for residential intensification given its immediate proximity to the Johnsonville railway line and relatively flat topography.

As it stands, this centre now only offers a limited range of facilities to the residential catchment and is unlikely to change given how recently they have been established. Through the DP review, provisions could be introduced to avoid a repeat of this situation and ensure that centres achieve a greater mixture of uses and residential activity.



Figure 1: Crofton Downs Centre

3.3.1 Options

Introduce a maximum floor area

The large scale commercial uses in Crofton Downs did not breach any standard or rule relating to building size and only required consent for matters such as signage, car park provision and earthworks. Introducing a standard or rule to limit the size of individual buildings could help to encourage a diversity of commercial activities or types of uses. This is the approach used in rule 34.1.2 in the Business 1 zone, which limits the permitted activity size of supermarkets to a gross floor area of 1,500m² and integrated retail developments with to a gross floor area of 10,000m².

In the equivalent centres zone of the Auckland Unitary Plan (AUP) a building size based control has been included for a variety of different specific activities. Supermarkets are permitted up to 2000m² gross floor area per tenancy, then managed as a restricted discretionary activity. Similarly retail activity is permitted up to 450m² gross floor area per tenancy, then managed as a restricted discretionary activity. Trade suppliers (such as in Crofton Downs) are managed as a discretionary activity, but no gross floor area sizes apply.

Including specific activity statuses for these activities could allow a more considered consenting process if specific objectives and policies are included to manage these activities. For example, these provisions might 'recognise the benefits supermarkets bring to centres to attract visitors', but at the same time 'ensure they achieve a quality built environment by positively contributing to public open space and activation of streets'. These objectives and policies could be drafted so as to apply to groups of activities, not just singular. Other standards such as those managing vehicle movements, earthworks and signage would also apply.

Require mixed use buildings in centres

This option would provide stronger direction around the configuration of new buildings that could be built in centres. Such provisions could direct that any new building must provide for a mixture of uses. i.e commercial activity on the ground floor and an element of residential activity above ground floor level. This option would also in part address low levels of residential activity in centres. This could only apply to buildings over a specified footprint to help ensure that if buildings with large floor plates are built (such as supermarkets) that a component of residential development, would also be built above. It could also allow for the residential development to be separated from the commercial building, but within the centre to ensure vibrancy. Reverse sensitivity effects would need to be considered. It could also apply irrespective of primary and secondary frontage requirements.

3.3.2 Preferred option

- **A maximum permitted floor area for supermarkets** (if permitted in centres) should be considered to help ensure the vibrancy of centres and a more targeted consenting framework for new development. A maximum permitted floor area for general retail activities should also be considered to avoid domination of singular commercial uses. This could cascade to a RD activity status once size limit is exceeded. Introducing such a control would help ensure that centres do not become dominated by singular buildings or uses, therefore incentivising a range of uses to occur. This will help

increase the vibrancy of Centres and encourage them to become vibrant 'live, work and play' areas.

3.3.3 Further work required

- **Explore the concept of mandatory mixed use development in centres.** Domestic and international examples should be researched for their pros, cons and applicability.

3.4 Issue 4: Greater plan enabled development potential is needed

3.4.1 Summary of Issue

Feedback on the four P4G scenarios showed a preference for intensification in and around Centres. More specifically the outcomes anticipated by these scenarios included more townhouses in most suburban centres and apartments up to six storeys in suburbs including Newtown, Berhampore, and around the Kilbirnie town centre.

Height limits

An assessment of current development potential (in terms of height and bulk) in all types of centres was undertaken to show roughly what is currently enabled by the plan, and what would need to change to accommodate the development anticipated in the P4G scenarios. This can be found in Appendix 2. As noted in the monitoring report, most centres (if not all) are currently not being developed up to their plan enabled limits (eg one or two storey buildings are most prevalent, despite more generous height limits of up three or four storeys anticipated by the plan). The P4G scenarios will require these limits to be increased even more in some centres. Given that current height limits are not being reached, simply increasing them is unlikely to be effective in isolation when external factors such as insurance and market viability remain the same. Accordingly, Council may need to also consider options outside of the RMA to stimulate growth.

As noted in the monitoring report, the construction, alteration of, or additions to buildings in the Centres Areas were the main trigger of resource consent. The rule 7.3.6 was referenced in 24% (45) of consent applications. Rules relating to carparks, servicing, loading areas and site access were the next most commonly triggered rules. These rules can be triggered for service areas which do not meet standard dimension, crossing widths being too large, lack of visibility splays and other servicing infringements. Building infringements, including building height infringements were referenced in 24% of resource consent applications. Building height infringements were only responsible for nearly half of these (22 consents in total).

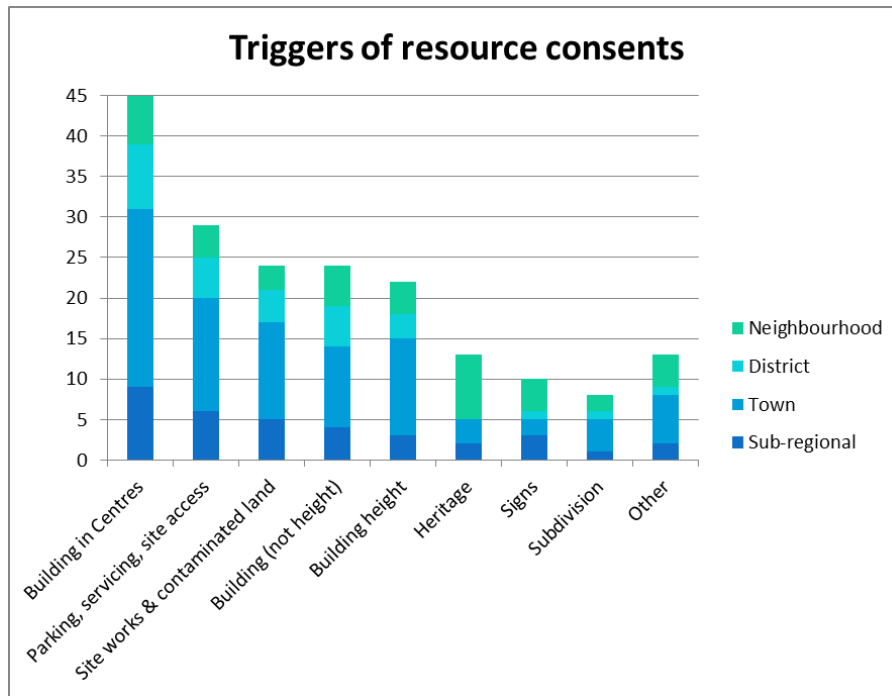


Figure 2: Triggers of resource consents in Centres

The Centres Standards (Chapter 7) seek to manage the effects of buildings and structures on the receiving environment. There are already generous height limits in centres as detailed in table 2. Depending on the centre, height limits can be exceeded by a threshold limit of 50% or 33% as a specific RD activity. In this case discretion is focussed on the effects of extra height. The application may be limited or publically notified. A design assessment is required.

The outcome of the high level assessment exercise showed that in a number of centres, height limits would need to be increased to achieve the preferred P4G scenarios.

Current Maximum height limits	
Floor to floor for upper storeys based on 3.0m. Primary and secondary frontages must have 1/3 higher floor height on ground floor. This means ground floor height would be 4.0m. Lift gear is required on a building 4 storeys or above. This has been factored in height limits and calculated d at 3.0m (one storey)	
Johnsonville	<p>Zone 1 = 12m (3.6 storeys – 3 stories practically)</p> <p><i>Height maximum must not be exceeded by 50% through specific RD activity rule (18m or 4 storeys) (including lift gear)</i></p> <p>Zone 2 = 18m (4 storeys) (including lift gear)</p> <p><i>Height maximum must not be exceeded by 33% through specific RD activity rule (24m or 6 storeys) (including lift gear)</i></p> <p>(approx. 50% of the zone each)</p>
Kilbirnie	<p>12m (3.6 storeys – 3 stories practically)</p> <p><i>Height maximum must not be exceeded by 50% through specific RD activity rule (18m or 4 storeys) (including lift gear)</i></p>
Karori Miramar Tawa Newtown	<p>12m (3.6 storeys - 3 stories practically)</p> <p><i>Height maximum must not be exceeded by 50% through specific RD activity rule (18m or 4 storeys) (including lift gear)</i></p>
Mt Cook	<p>Zone 1 = 12m (3.6 storeys - 3 stories practically)</p>

(Adelaide Rd)	<p><i>Height maximum must not be exceeded by 50% through specific RD activity rule (18m or 4 storeys) (including lift gear)</i></p> <p>Zone 2 = 18m (4 storeys) (including lift gear)</p> <p><i>Height maximum must not be exceeded by 33% through specific RD activity rule (24m or 6 storeys) (including lift gear)</i></p> <p>Less than 50% of the wider area has an 18m height limit</p>
Brooklyn Crofton Downs Island Bay Khandallah Newlands	<p>12m (3.6 storeys - 3 stories practically)</p> <p><i>Height maximum must not be exceeded by 50% through specific RD activity rule (18m or 4 storeys) (including lift gear)</i></p>
Churton Park	<p>9m (2 storeys)</p> <p><i>Height maximum must not be exceeded by 33% through specific RD activity rule (12m or 3 storeys)</i></p>
Berhampore	<p>12m (3.6 storeys- 3 stories practically)</p> <p><i>Height maximum must not be exceeded by 33% through specific RD activity rule (16m or 4 storeys) (including lift gear)</i></p>
Aro Valley	<p>9m (2 storeys)</p> <p><i>Height maximum must not be exceeded by 33% through specific RD activity rule (12m or 3 storeys)</i></p>
Linden	<p>9m (3 storeys)</p> <p>no primary or secondary frontage requirements so 1/3 extra height ground floor not required</p>

Table 3: Current height limits in centres

Height management provisions

Other controls, such as standard 7.6.2.3.1 ‘*Height control adjoining Residential Areas*’, manage height of buildings and structures in centres. This standard reduces height of buildings and structures to 3m (not even one storey at commercial stud height of 4m) within 5m of residential areas, and also applies the more stringent residential area building recession planes. As all centres adjoin residential areas, this control is spatially extensive and its effect as a constraint to development of a greater scale is worth further investigation.

Residential density around centres

In conjunction with increasing development potential within centres, residential density around centres will need to increase under the preferred P4G scenarios. The scenarios identify this development as ‘townhouses’ around suburban centres. While this issues and options paper has only considered centres in terms the current zone in the DP, centres in a broader sense, including surrounding residential areas, will need to be considered for increased development potential. This paper does not fully explore the relationship between centres and residential areas, as this is considered in the residential issues and options paper. This addresses questions such as whether ‘medium density residential’ zones should be applied around all or specific centres (such as in Kilbirnie) as well as the interplay between the pre-1930s overlay and the inner residential zone.

Heritage area provisions

As noted in section 3.1 seven centres⁴ are also managed in part by heritage area provisions through which alterations, additions, and demolition are a specific restricted discretionary activity with consent assessment focussed on heritage effects. Development of district plan

⁴ Aro Valley, Hataitai, Newtown (Riddiford, Rintoul), Mt Cook (Adelaide), Island Bay

provisions will need to consider compatibility issues or trade-offs that need to be made between retention, modification or removal of such provisions in the context of the P4G scenarios.

3.4.2 Options

Increase height limits in identified centres:

- **Kilbirnie and Newtown**
 - limits would need to be increased from 12m base limit (18m threshold limit) to a **22m** to achieve 6 storeys (including lift gear)

- **Mount Cook centre**
 - limits would need to be increased from 12 and 18m base limits (18 and 24m threshold limits) to a **22m** to achieve 6 storeys (including lift gear)

- **Berhampore limits**
 - limits would need to be increased from 12m base limit (16m threshold limit) to a **22m** to achieve 6 storeys (including lift gear)

Increase residential density around centres

This is a fundamental component of the P4G approaches and is addressed in the residential issues and options paper.

3.4.3 Preferred options

Increase height limits in identified centres

To achieve the outcomes in the preferred P4G scenarios relating to the types of buildings in centres, the heights of buildings in the centres identified above would need to increase. Consideration of the necessity of the threshold limit approach is needed. This issues and options paper has shown that plan provisions alone are unlikely to result in substantial change and that barriers and drivers of change outside of the district plan need to be examined.

3.4.4 Further work required

- Research how many resource consents breach standard 7.6.2.3.1, and what are the outcomes that result from this.

“Any building or structure must comply with the applicable building recession plane rule for the Residential Area at any point along a boundary adjoining the Residential Area. In addition, no building or structures in Centres shall be higher than 3 metres within 5 metres of a Residential Area boundary”.

- Research the influence of non-notification clauses and whether they have any relation to height of buildings.

- Further policy development around heritage area provisions and research to examine their potential effect on redevelopment within these areas.
- Churton Park and Aro valley height limits could be re-examined to better reflect intent to increase density (eg 12m base height limit). Currently these are managed either through specific height limits or through a masterplan.
- The Centres design guide contains guidance around how a building that is of a greater scale than the existing environment should be considered. Some of its criteria focus on examining the scale of change to the existing streetscape and height of neighbouring buildings. Further analysis is needed to understand what impact these provisions of the design guide has on applications. For example, is it even possible for buildings creating a substantial change to the consistency of streetscape to reach the height limits anticipated in centres? In other words, do the height limits more accurately function as a maximum cap on height, relative to the existing scale of development? If this is the case, what is the impact of this given the current low rise nature of centres?

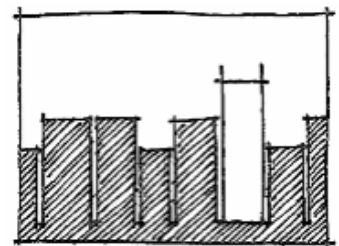
The most relevant aspects of the centres design guide which consider how new buildings interact with those existing are inserted below:

G3.4 Maintain general consistency of building height at the street edge.

Better streets and public spaces are formed when the height of buildings at their edges is a generally consistent. However some variation is possible, in the order of one-third of the height of the highest buildings in a street edge characterised by relatively consistent building height. Smaller variations in height are appropriate in heritage areas, where it is generally not appropriate to increase the street edge height by more than one storey above that of adjoining heritage buildings.

Landmark structures or buildings for activities that have neighbourhood or city-wide significance can, and often should, break the pattern. However it should not be general practice to conspicuously elevate other buildings to become landmarks. This is particularly inappropriate in heritage areas and may be considered in such areas only in special circumstances where contrast rather than consistency is appropriate.

Consistency of height is not important where a street edge is underdeveloped with a concentration of very low buildings or open sites.



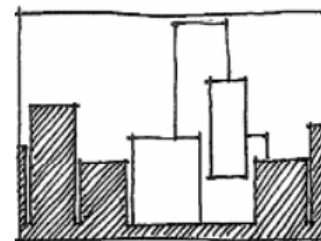
Variation in the order of one-third the height of the highest buildings

Height and scale relationship

G3.5 Ensure new buildings do not dominate adjacent public spaces and any significantly lower neighbouring buildings by moderating their height at and close to the street edge. This will achieve a scale transition between the higher and lower buildings.

This can be done by techniques including:

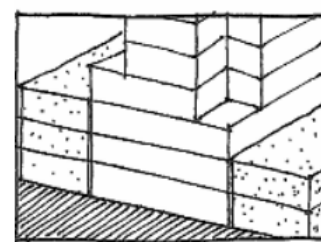
- boundary setbacks at high level;
- secondary forms of similar dimension to those of the lower buildings, placed to act as transitional volumes;
- physical separation of large tall buildings from those that are much lower;
- reduced height adjacent to much lower buildings or spaces where shading is problematic, and;
- significantly reducing the plan area for the tallest components of the building, while potentially retaining full site coverage at lower levels.



Achieving height and scale relationship using a variety of techniques

Where a new development adjoins a heritage building that is two storeys or less, its height should be not more than one storey above the heritage building, over an area extending approximately 5-8 metres along and back from the street frontage at the common boundary with the heritage building. Where a heritage building is higher than this reference, the extent of increased height relative to the heritage building increases proportionally.

A similar setback from the front of an adjoining heritage building and height transition at the common boundary is appropriate where adjoining heritage buildings are located mid-block or set back from the street edge. Means of avoiding visual dominance should also be considered when the neighbouring heritage building is close to but not immediately adjoining the common boundary.



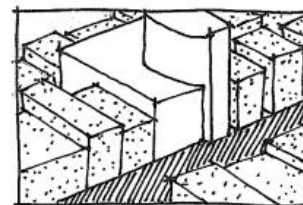
Indicative setbacks adjacent to heritage buildings. Note that guidelines relating to design coherence also apply.

G3.7 Reduce the proportion of site area covered by parts of buildings that are significantly higher than existing surrounding buildings.

The area of site coverage above that threshold would be in the order of one half to two thirds. This applies where a building is in the order of a third higher than buildings on adjoining sites and immediately across the street, and affects those parts of the building extending above that height.

Because they are visually prominent, the highest parts of such buildings require particular attention to formal composition.

Setbacks should be used to achieve a scale relationship with existing lower buildings. However, all setbacks should be consistent with a coherent formal concept for the building.



Reduction in site coverage to addressing visual dominance of conspicuously high building mass

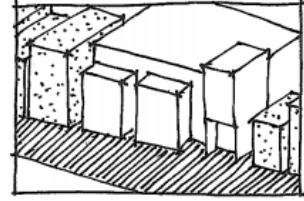
- G3.8 Building bulk** Mitigate the visual impact of the building bulk, where a building is large relative to its neighbours and to other nearby buildings.

This applies to buildings that are more than around 50% taller than their immediate neighbours. It also applies to large floor plate buildings, particularly those with an unusually elongated plan form or very large wall planes. Large floor plate buildings are those that are in the order of twice or three times the width and depth of other buildings around.

Utilise techniques such as introducing:

- *a secondary foreground volume or volumes to help obscure the primary volume when viewed from neighbouring spaces;*
- *transitional volumes between the smaller existing buildings and the larger, primary volume of the new development;*
- *contrast between projecting and recessive elements; and/or;*
- *sculptural form.*

In situations characterised by a mix of buildings, and where a building accommodates an important public function, contrast – in the form of large and simple bulk – may be justified. However, a sense of human scale is always required at the street, or at other public edges of the building that are used by pedestrians.



Mitigating bulk with transitional volumes

4 Edge Treatment

Blank walls at high level in visible locations are also detrimental. It is anticipated that building height within Centres will increase over time as buildings extend up to the District Plan height limit. Therefore, in any area where existing buildings are relatively low, new buildings may be significantly taller and more visible than surrounding properties. Accordingly, it is important to give attention to the architectural treatment of all building facades.

3.5 Issue 5: Current boundaries of centres zones could change to better reflect current use and future outcomes

3.5.1 Summary of Issue

Growing and changing centres

Undertaking a full plan review offers a good opportunity to rationalise zone boundaries where consent processes have fundamentally changed the use of parcels and where centres could be expanded. Changes could be made to a number of parcels both within and adjacent to centres to assist change in urban form and land use.

A high level exercise was undertaken to examine patterns of centres zoning, where out of centre use is occurring and opportunities for change. Indicative findings are contained in Table 4 below.

Centre	Observations
Tawa	<ul style="list-style-type: none"> • Takapu Island is extensively zoned compared to the use • There is outer residential zoning between the Centre, Business 1 and train station. This could be an opportunity to upzone. • Linden is oddly shaped, particularly on the corner of Collins Avenue and Handyside Street.
Churton Park	<ul style="list-style-type: none"> • Minimal opportunity, except within existing zone.
Johnsonville	<ul style="list-style-type: none"> • Johnsonville, the area around the Library, Childcare and Keith Spry Pool could look to be rezoned to better meet the Council's future uses. Currently a mix of outer residential and open space zoning. • Block of Wanaka St, Moorefield Rd, Broderick Rd and Dr Taylor Tce could look to be zoned centre. Large opportunity, existing business and community (church) uses. • Opportunity for the St John's Church to be rezoned and facilitate better use of the majority of the site. Even with keeping the Heritage listing.
Newlands	<ul style="list-style-type: none"> • Minimal opportunity here given the internal nature of the centre. • There are two outer residential parcels across Newlands Road at the park that could be rezoned to another use.
Khandallah	<ul style="list-style-type: none"> • Minimal opportunity to expand, and current zoning pattern looks logical.
Ngaio	<ul style="list-style-type: none"> • Odd shape, but minimal opportunity given context and topography. • There is extension of at least 1 business to the opposite side of the road, which is a further pattern that could be supported (currently a dentist has expanded to 42 Ottawa Rd) • Could also look to expand to include the 5 Outer Res sites on the western side of Ottawa Rd that sit between the Centre Zone and the community facilities (library and town hall) – although do note that building 247 from the heritage list is located here (Chew Cottage)
Crofton Downs	<ul style="list-style-type: none"> • Difficult centre to expand. Few services, and not easily 'walkable'. • Bowen Hospital could be rezoned, if useful to them
Karori	<ul style="list-style-type: none"> • Existing 4 townhouses are zoned outer residential • Minimal opportunities at Marsden
Kelburn	<ul style="list-style-type: none"> • Corner of Upland Rd and Mt Michaels Cres could be rezoned, although this is a church and community hall so unlikely to change use at least in the short term.
Thorndon	<ul style="list-style-type: none"> • Tinakori Rd is quite densely built already, so minimal opportunity.

	<ul style="list-style-type: none"> Some rezoning on the corner of Bowen St and Tinakori Rd would be logical.
Aro Street	<ul style="list-style-type: none"> Likely some reverse sensitivity issues with the residential lots opposite Garage Project.
Brooklyn	<ul style="list-style-type: none"> 4 sites are zoned outer residential on Cleveland Street, between Centre zoned parcels. However some of these are difficult sites due to terrain, and the last has a house to the front boundary --- this is an example of a difficult frontage / bus stop / pedestrian / driveway conflict.
Newtown / Adelaide Road	<ul style="list-style-type: none"> Generally the zone boundaries make sense. There has been some discussion whether the central area boundary should continue down Adelaide road. The Business 1 area in Newtown makes less sense, The activities here look somewhat consistent with Centre uses elsewhere (Adelaide Road etc) and include residential uses. Also it includes loane Vito Centre, which doesn't seem to need the zone, as it is a church / community space.
Berhampore	<ul style="list-style-type: none"> No noticed issues
Island Bay	<ul style="list-style-type: none"> No noticed issues. However multiple centres just reflect the split nature of extremely local shops.
Hataitai	<ul style="list-style-type: none"> No noticed issues
Kilbirnie	<ul style="list-style-type: none"> Seemingly reactionary zoning along Mahora Street, that only picks out the business activities, but means the rest is zoned MDRA. Also will need to consider how the bus barns site interacts with the rest of the parcels around it, if it was to be built as commercial. Also an Outer Res site in amongst the B1 and MDRA zoning to the north of the centre.
Miramar	<ul style="list-style-type: none"> Some residential zoning along the southern site of Miramar Avenue, which would be a logical extension of the centre. Additionally, the Outer Res parcel behind the centre. The B1, B2 and Centre zonings probably need to be resolved.
Strathmore	<ul style="list-style-type: none"> No issues noticed.
Seatoun	<ul style="list-style-type: none"> No issues noticed – very minor centre.

Table 4: Indicative findings of centres spatial boundaries

3.5.2 Further work required

- The above indicative findings need to be checked to be consistent with findings in other issues and options papers.** A more fine grained analysis will need to be undertaken before zoning changes, consistent with the Zone Framework National Planning Standard are considered.

3.6 Issue 6: Implementing the Zone Framework National Planning Standard

3.6.1 Summary of Issue

The proposed district plan must also implement the full suite of national planning standards which were finalised in April 2019. This includes the 8.Zone Framework Standard which sets out the range of zones a district plan can contain. This means the zones currently in the DP will change.

3.6.2 Options

Implementation is reasonably straightforward for centres

The Zone Framework Standard contains same number of commercial and mixed use type zones as is included in the Wellington City DP. As the centres zones in the Wellington City DP are consistent with those in the Zone Framework Standard a direct translation is equivalent to a change of name (notwithstanding any up zoning that may be decided). This change is demonstrated in table 5 and 6\.

Wellington City District Plan	Sub-Regional Centres	Town Centres	District Centres	Neighbourhood Centres
Zone Framework Standard	Metropolitan centre zone	Town centre zone	Local centre zone	Neighbourhood centre zone

Table 5: Relationship between Wellington City DP and Planning Standards centres zones

Centre	Current plan zone	Consider rezoning when implementing planning standards?
Johnsonville	Sub-regional	No, rename metropolitan centre
Kilbirnie	Sub-regional	
Adelaide Road	Town	Yes, consider managing as a single centre and rezoning metropolitan centre
Newtown	Town	
Miramar	Town	No, rename town centre zone. Despite Miramar's high spend value, it still has a heavily reliance on the Eastern Ward, similar to the other proposed Town Centres and their local wards.
Karori	Town	No, rename town centre zone
Tawa	Town	No, rename town centre zone
Island Bay	District	Yes, consider rezoning to town centre zone. While the overall performance of these ranges, the role, offerings and localisation of spend is similar. Note however this spend is well below other town centres. Consideration of their catchment and role is needed.
Khandallah	District	
Newlands	District	
Churton Park	District	
Crofton Downs	District	No, rename local centre. Despite Crofton Downs having a supermarket, the limited offerings constrain this centre from being a high zoning.
Hataitai	Neighbourhood	Yes, consider upzoning to local centre
Brooklyn	Neighbourhood	
Kelburn	Neighbourhood	
Linden	Neighbourhood	
		No, rename neighbourhood centre

Table 6: possible renaming/rezoning in accordance with the national planning standards

3.6.3 Further work required

- While the implications of the planning standards are essentially a name change, these indicative assessments of re/upzoning need to be considered more fully. This would include more detailed assessment of spend and catchment data, as well as considering how different land use controls would be and if they are appropriate.

3.7 Issue 7: Risk from Natural Hazards in centres

3.7.1 Summary of issue

Wellington is no stranger to natural hazards, and the city's centres are not immune to the risks from natural hazards. The operative district plan currently has very few provisions that manage natural hazards, with only fault and flood hazards managed. Being aware of what hazards are present in centres will be necessary in drafting natural hazards provisions if a different approach is needed for centres as opposed to residential areas.

Hazards are addressed more fully in the Natural Hazards issues and options paper, however for context, hazards provisions relating to Centres are listed in this paper.

The Auckland Unitary Plan Independent Hearings Panel made the following recommendations when considering zoning as a tool:

- Zoning should not be applied on the basis of factors that are addressed more directly through other tools such as overlays. That is, the 'appropriate' land use zoning should be adopted regardless of overlays.
- As far as practicable, establish a clear and distinct descending hierarchy from overlay to zone to precinct (where applicable) based on relevant regional policy statement provisions.
- Management of constraints should be through use of overlays and not zoning.

This approach is what informed the spatial planning tools approach in the national planning standards.

Tawa Flood hazard

- Affects 216, 218, 220, 222, 224 Main road and #2 and #4 Oxford St.

The 'overlay' contains one policy and two rules

Policy 6.2.8.5 Ensure that buildings and structures do not exacerbate natural hazards, particularly flood events.

Rule 7.3.9: In the Tawa Hazard (Flooding) Area, the construction of, alteration of, and addition to buildings, including accessory buildings and structures, which are more than 10 metres from the Porirua Stream and its tributaries and which have a floor area above the 1 in 100 year flood event are Discretionary Activities (Restricted) in respect of

- 7.3.9.1 Building and structure floor levels and building floor area
- 7.3.9.2 Building and structure location within the site
- 7.3.9.3 The displacement of flood waters from the site
- 7.3.9.4 Effects of the proposal on the erosion and flood hazard risks and stream maintenance access

Rule 7.4.4 In the Tawa Hazard (Flooding) Area, the construction of, alteration of, and addition to, buildings, including accessory buildings, or structures, which are not Permitted Activities or Discretionary Activities (Restricted) are Discretionary Activities (Unrestricted).

Ground Shaking

- Is identified in Te Aro, Newtown, Mt Cook, Thorndon, Kilbirnie, Miramar, Seatoun centres

There is no district plan 'trigger' with additional requirements that apply to sites within the ground shaking area. Therefore resource consents can be granted and plans approved without any implications for being in the ground shaking area, that are then required to be amended at building consent stage. If these changes have effects on land use (eg, height) the building may then not meet its approved resource consent plans and require amendment. The resource consents team makes applicants aware of the need to talk to building consents early about how natural hazards could affect a building consent, but this does not mean they do.

Provisions for the Fault Hazard overlay, where buildings over 30m² are a restricted discretionary activity apply in centres. Interestingly, no centres are currently within this area.

3.7.2 Options

Options for addressing natural hazards are not fully covered in this issues and options report, only where consideration of hazards is a relevant factor in centres achieving the preferred P4G scenarios.

Continue to focus on engineering solutions in ground shaking area

Applying the ground shaking area approach in this manner would mean that district plan zoning provisions for centres (such as height etc) can be considered knowing that engineering solutions at building consent stage will address ground shaking risk. To ensure that plan users know that building within centres and ground shaking areas will require additional engineering consideration, a note as such could be made in the DP.

Expand the range of hazards managed (which could apply to centres)

This option is essentially the inverse of the above option, and an expansion of the approach taken to Fault Hazard, where land use controls also manage this type of hazard risk. Being managed through the DP, these constraints may be a consideration in determining centres zoning.

It is noted that the Auckland Unitary Plan manages the following range of hazards:

- coastal erosion
- coastal storm inundation
- flooding; incl overland flow paths
- land instability; inc .slips
- wildfires.

Work is currently underway examining the extent of natural hazards in Wellington, considering hazards such as overland flow and landslips.

There is now a strong case to (where necessary) manage a range of natural hazards through the DP given recent changes to the RMA concerning natural hazards. In particular:

- subdivision consents may be refused or subject to conditions under section 106(a) of the RMA 'if the consent authority considers there is a significant risk from natural hazards'
- 'the management of significant risks from natural hazards' is now a matter of national importance under section 6(h).

3.8 Issue 8: Infrastructure constraints in centres

Increasing development potential in and around centres will not be possible without infrastructure to support it, particularly three waters infrastructure. The Council commissioned Wellington Water Limited (WWL) to prepare two reports relating to three waters infrastructure.

1. NPS-UDC Three waters infrastructure enabled development capacity

This report examined the current capacity of the city's three waters infrastructure against projected short, medium and long term population growth figures as required by the NPS-UDC. The report concluded that the adequacy of existing or planned water supply is limited in 76 percent of the water supply catchments in the city due to either inadequate pressure or reservoir storage. For wastewater, findings were similar in that insufficient capacities at pumping stations and undersized main trunk diameters, combined with flooding and infiltrations events will lead to untreated overflows at several locations across the city. For stormwater, the main risks arise from overland flow paths and flooding events. The network only has limited ability to control flooding events as it was designed to carry away surface water for low to medium rainfall events. Assuming all new development achieves hydraulic neutrality stormwater risks would not be increased by projected population growth.

2. WCC's Spatial Plan - Preferred Growth Scenario Three Waters Assessment

This report assessed the preferred P4G scenarios and population distribution across suburbs against the three water network infrastructure. The spatial focus of this report is in and around Centres (the preferred P4G scenario). It gives a general costing of upgrades necessary to meet population growth. It shows that these costs are significant.

The study strongly recommends that further detailed investigations would be needed to determine viable options, feasibility, and design of any potential upgrades. The indicative costings are shown in table 7 below.

Growth Area	Population Growth	Investment Cost Band	Cost range
Crofton Downs	300	A	\$10 to \$25M
Lyllall Bay	500	A	\$10 to \$25M
Ngaio	1,300	B	\$25 to \$50M

Aro Valley	1,100	C	\$50 to \$75M
Mount Victoria	200	C	\$50 to \$75M
Berhampore	1,600	D	\$75 to \$100M
Brooklyn	1,800	D	\$75 to \$100M
Kelburn	1,900	E	\$100 to \$200M
Khandallah	2,800	E	\$100 to \$200M
Kilbirnie	1,300	E	\$100 to \$200M
Miramar	800	E	\$100 to \$200M
Mount Cook	2,500	E	\$100 to \$200M
Newlands	2,400	E	\$100 to \$200M
Newtown	2,900	E	\$100 to \$200M
Pipitea	2,100	E	\$100 to \$200M
Thorndon	1,300	E	\$100 to \$200M
Wellington Central	2,900	E	\$100 to \$200M
Island Bay	3,500	F	\$200 to \$550M
Johnsonville	5,700	F	\$200 to \$550M
Karori	6,600	F	\$200 to \$550M

Table 7: indicative three waters upgrades costings to achieve planning for growth scenarios

These figures will be a relevant factor when deciding where and in which centres it is practicable to increase density from a three waters investment perspective.

4 Conclusion

This report has offered three options that should be pursued in the upcoming district plan review in relation to Wellington's network of centres. To confidently recommend options for other issues identified in this paper, further research is needed across a range of topics.

Appendix 1

Centres zones: Comparison of scale and development District plan provisions v Planning for Growth

Key findings:

1. To achieve the scale of development anticipated by the preferred Planning for Growth Scenarios height limits in 6 centres would need to increase:
 - **Kilbirnie and Newtown limits would need to be increased** from 12m base limit (18m threshold limit) **to a max 22m to achieve 6 storeys** (including lift gear)
 - **Mount Cook centre limits would need to be increased** from 12 and 18m base limits (18 and 24m threshold limits) **to a max 22m to achieve 6 storeys** (including lift gear)
 - **Churton Park and Aro valley limits could be re-examined** to better reflect intent to increase density (eg 12m base height limit)
 - **Berhampore limits would need to be increased** from 12m base limit (16m threshold limit) **to 22m to achieve 6 storeys** (including lift gear)
2. Heritage area provisions in Aro, Mt Cook, Newtown and Berhampore centres will need to be examined for their potential effect on increasing density in these areas.
3. Further analysis and is needed to understand what impact the Centres Deign Guide and its commentary regarding new development which is of a greater scale than existing height has on approval / rejection of applications. For example is it possible for buildings to reach the height limits anticipated in the plan due to design considerations? Are applications modified to be lower than the maximum anticipated within centre because of design reasons?
4. The effect of standard 7.6.2.3.1 in the consent process should be examined. This Standard aims to protect residential amenity and requires that:

“Any building or structure must comply with the applicable building recession plane rule for the Residential Area at any point along a boundary adjoining the Residential Area. In addition, no building or structures in Centres shall be higher than 3 metres within 5 metres of a Residential Area boundary”.

This standard will be relevant to essentially all centres as they adjoin residential areas.

Influence of the Centres design guide?

(3) Siting, Height, Bulk and Form:

'More attention should be given to formal composition and appearance when a building extends above the threshold established by the predominant height in an area. Building height becomes a particular issue when a building is elevated significantly above its neighbours, potentially creating problems such as visual domination, shading of public open spaces, and wind effects. When the building extends above the height limit, shading of neighbours may also become relevant. As new building extends above its neighbours, an increasingly sophisticated design response is required to achieve a satisfactory result.'

How are medium and high density defined?

Planning for Growth story map defines:

- **Medium density** as up to 4 storeys
- **High density** as 4 - 6 storeys +

What activity status applies?

- RD Activity to construct a building in centres.
- Breaches of height limits within a threshold also trigger a specific RD rule with discretion focused on design, sunlight, amenity and wind.

What standards are considered in this exercise?

Height standards

- Prescribe maximum heights

Primary and secondary frontage requirements

- This standard requires a floor to floor height 1/3 greater than the upper floors is achieved on the ground floor. This also means active edges and glazing requirements apply so that residential activity cannot occur on ground floors.

Height control adjoining Residential areas

- Drops height limit down to 3m (single storey) within 5m of residential boundary
- Residential height in relation to boundary plane rule also applies

Building Mass in sub regional centres

- Controls total mass of buildings to avoid dominance effects in Jville and Kilbirnie.

Building code requirements

Building code requires elevators in buildings four stories and above. These are captured in height standards (confirmed by Bill from consents 20/08/2019) and are factored in at 3m (one storey for calculation sake) for this exercise.

Sub-Regional centres

Current DP provisions			Planning for Growth scenarios	
Height	Area	Min/max	Scenario 1:	Scenario 2:
Max limits Floor to floor for upper storeys based on 3.0m. Primary and secondary frontages must have 1/3 higher floor height on ground floor. This means ground floor height would be 4.0m.	Johnsonville	Zone 1 = 12m (3.6 storeys – 3 stories practically) <i>Height maximum must not be exceeded by 50% through specific RD activity rule (18m or 4 storeys) (including lift gear)</i>	Scenario 1: Johnsonville - Medium density Kilbirnie - Medium density Based on current plan provisions: Johnsonville achieves medium density throughout the zone in both scenarios. High density is achieved in zone 1 through an extra height threshold RD consent and in zone 2 outright. High density development is not identified in either P4G scenario. Kilbirnie achieves medium density development anticipated by scenario one (up to 4 storeys, and achieves high density through an extra height threshold RD consent . This does not meet 6 storeys anticipated by scenario two.	Scenario 2: Johnsonville - Medium density Kilbirnie - High density
		Zone 2 = 18m (4 storeys) (including lift gear) <i>Height maximum must not be exceeded by 33% through specific RD activity rule (24m or 6 storeys) (including lift gear)</i> (approx. 50% of the zone each)		
	Kilbirnie	12m (3.6 storeys – 3 stories practically) <i>Height maximum must not be exceeded by 50% through specific RD activity rule (18m or 4 storeys) (including lift gear)</i>		
Minimum limits along primary and secondary frontage	Both	7m (2 storeys) (Though does not apply within 5m of residential boundary)		
Max limit within 5m of residential boundary Res height in relation to boundary plane rule also applies	Both	3m (1 storey) <i>Must not exceed 3m measured vertically</i>		
Building Mass in sub regional centres	Both	Cannot have a building mass in excess of the total building mass (volume) for the site		
Difference to Planning for Growth scenarios				
<ul style="list-style-type: none"> Height limit in Kilbirnie would need to be 22m to achieve 6 storeys (including lift gear) 				

Town centres

Current DP provisions			Planning for Growth scenarios			
Height	Area	Min/max	Scenario 1:	Scenario 2:		
Max limits Floor to floor for upper storeys based on 3.0m. Primary and secondary frontages must have 1/3 higher floor height on ground floor. This means ground floor height would be 4.0m.	Karori Miramar Tawa Newtown	12m (3.6 storeys - 3 stories practically) <i>Height maximum must not be exceeded by 50% through specific RD activity rule (18m or 4 storeys) (including lift gear)</i>	Karori - Medium density Miramar - Medium density Tawa - Medium density Newtown - High density Mt Cook - High density (Adelaide Rd)	Karori - Medium density Miramar - Medium density Tawa - Medium density Newtown - High density Mt Cook - High density (Adelaide Rd)		
	Mt Cook (Adelaide Rd)	Zone 1 = 12m (3.6 storeys - 3 stories practically) <i>Height maximum must not be exceeded by 50% through specific RD activity rule (18m or 4 storeys) (including lift gear)</i> Zone 2 = 18m (4 storeys) (including lift gear) <i>Height maximum must not be exceeded by 33% through specific RD activity rule (24m or 6 storeys) (including lift gear)</i> Less than 50% of the wider area has an 18m height limit			Based on current plan provisions: Karori, Miramar, and Tawa achieve medium density in both scenarios and achieve high density through an extra height threshold RD consent. Newtown achieves medium density in both scenarios and achieve high density through an extra height threshold RD consent. However consent is also needed as a restricted discretionary activity for additions/alterations to buildings due to extensive heritage area provisions. Demolition is also a restricted discretionary activity. Mt Cook (Adelaide road) achieves medium density throughout the zone in both scenarios. High density is achieved both zones through an extra height threshold RD consent . This is short of 6 stories anticipated by scenario one. However for some sites in Mt Cook near intersection of Adelaide road and Riddford st consent is also needed as a restricted discretionary activity for additions/alterations to buildings due to heritage area provisions. Demolition is also a restricted discretionary activity.	
Minimum limits along primary and secondary frontage	All areas	7m (2 storeys) (Though does not apply within 5m of residential boundary)				
Max limit within 5m of residential boundary Res height in relation to boundary plane rule also applies	All areas	3m (1 storey) <i>Must not exceed 3m measured vertically</i>				
Building Mass in sub regional centres	Mt Cook town centre	Cannot have a building mass in excess of the total building mass (volume) for the site				
Difference to Planning for Growth scenarios						
<ul style="list-style-type: none"> • Height limit in Newton would need to be 22m to achieve 6 storeys (including lift gear) • Address relationship of heritage area provisions • Height limit in Zone 1 of Mount Cook centre would need to be 22m to achieve 6 storeys (including lift gear) 						

District centres

Current DP provisions			Planning for Growth scenarios	
Height	Area	Min/max	Scenario 1:	Scenario 2:
Max limits Floor to floor for upper storeys based on 3.0m. Primary and secondary frontages must have 1/3 higher floor height on ground floor. This means ground floor height would be 4.0m.	Brooklyn Crofton Downs Island Bay Khandallah Newlands	12m (3.6 storeys - 3 stories practically) <i>Height maximum must not be exceeded by 50% through specific RD activity rule (18m or 4 storeys) (including lift gear)</i>	Brooklyn - Medium density Churton Park - Medium density Crofton Downs - Medium density Island Bay - Medium density Khandallah - Medium density Newlands - Medium density	Brooklyn - Medium density Churton Park - Medium density Crofton Downs - Medium density Island Bay - Medium density Khandallah - Medium density Newlands - Medium density
	Churton Park	9m (2 storeys) <i>Height maximum must not be exceeded by 33% through specific RD activity rule (12m or 3 storeys)</i>	Based on current plan provisions: All centres except Churton Park achieve medium density in both scenarios. High density can be achieved through an extra height threshold RD consent Churton Park achieves medium density through a specific RD activity consent process.	
Minimum limits along primary and secondary frontage	All areas	7m (2 storeys) (Though does not apply within 5m of residential boundary)		
Max limit within 5m of residential boundary Res height in relation to boundary plane rule also applies	All areas	3m (1 storey) <i>Must not exceed 3m measured vertically</i>		
Difference to Planning for Growth scenarios				
<ul style="list-style-type: none"> Height limit in Churton Park and Aro Valley could be re-examined to better reflect intent to increase density (eg 12m base height limit) 				

Neighbourhood Centres

(Focussed on Aro, Berhampore and Linden)

Current DP provisions			Planning for Growth scenarios	
Height	Area	Min/max	Scenario 1:	Scenario 2:
Max limits Floor to floor for upper storeys based on 3.0m. Primary and secondary frontages must have 1/3 higher floor height on ground floor. This means ground floor height would be 4.0m.	Berhampore	12m (3.6 storeys- 3 stories practically) <i>Height maximum must not be exceeded by 33% through specific RD activity rule (16m or 4 storeys) (including lift gear)</i>	Berhampore – High density Aro Valley - Medium density Linden - Medium density	Berhampore – High density Aro Valley - Medium density Linden - Medium density
	Aro Valley	9m (2 storeys) <i>Height maximum must not be exceeded by 33% through specific RD activity rule (12m or 3 storeys)</i>	Based on current plan provisions: Berhampore achieves medium density , and achieves high density through an extra height threshold RD consent . This is below anticipated 6 storeys in scenario 1 and 2. Small part of the zone is covered by heritage area provisions around Rintoul St.	
	Linden	9m (3 storeys) no primary or secondary frontage requirements so 1/3 extra height ground floor not required		
Minimum limits along primary and secondary frontage	All areas (except linden)	7m (2 storeys) (Though does not apply within 5m of residential boundary)	Aro Valley achieves medium density through a specific RD activity consent process. However consent is also needed as a restricted discretionary activity for additions/alterations to a building due to heritage area provisions. Demolition is also a restricted discretionary activity.	
Max limit within 5m of residential boundary Res height in relation to boundary plane rule also applies	All areas	3m (1 storey) <i>Must not exceed 3m measured vertically</i>	Linden achieves medium density due to absence of requirement for extra ground floor stud height.	
Difference to Planning for Growth scenarios				
<ul style="list-style-type: none"> • Height limit in Berhampore would need to be 22m to achieve 6 storeys (including lift gear) • Address relationship of heritage area provisions 				

Types and general description of centres zones

Type	Suburb	Description
Regionally Significant Centres – suburban centres	Johnsonville Kilbirnie	<p>Catchment size: Services a significant part of the City and/or region and provides a significant retail offer. These two Centres are recognised as Regionally Significant Centres in the proposed Regional Policy Statement.</p> <p>Activities anticipated: These centres are based around a main street and contain one or more large supermarkets and department stores. A wide range of retail goods with some specialist stores is available. A range of civic and government services, employment, office, community, recreational, entertainment, residential activities can be found which are supported by a sub-regional transport hub.</p> <p>Connectivity: These centres have high levels of pedestrian activity, together with significant on-street and off-street parking facilities.</p>
Town Centres	Karori Miramar Mt Cook Newtown Tawa	<p>Catchment size: Service one or more suburbs</p> <p>Activities anticipated: Contain at least one supermarket and a range of other convenience-based retail goods. Town Centres contain some civic and government services and have medium scale employment office, community, recreational and entertainment activities. Residential uses, generally above ground floor, can be found in Town Centres.</p> <p>Connectivity: Generally have very good access by public transport and the roading network. They are anchored by a main traditional main street with high levels of pedestrian activity and both off-street and on-street parking is generally available.</p>
District Centres	Brooklyn Churton Park Crofton Downs Island Bay Khandallah Newlands	<p>Catchment size: Surrounding suburb</p> <p>Activities anticipated: Contain a moderate retail offer and generally service the day-to-day convenience needs. Some District Centres contain a supermarket and other convenience based retail and also have access to some community, recreational and entertainment activities. Where offices are present, they are small scale in character. Residential uses tend to be located above ground floor</p> <p>Connectivity: Accessed by good public transport Mostly on-street parking is available, with only limited off-street parking.</p>
Neighbourhood Centres	25 across the city	<p>Catchment size: Service the surrounding residential neighbourhood</p> <p>Activities anticipated: small-scale convenience-based retail for day-to-day needs. Some community services and small scale offices</p> <p>Connectivity: There is good accessibility to public transport and parking is generally on-street only. Tend to have easy pedestrian access for locals.</p>

Appendix 2

Marketview data on centres

Number of businesses

Area	Total			Change
	2016-17	2017-18	2018-19	
Adelaide Road	41	41	40	-2.44%
Brooklyn	15	17	18	20.00%
Churton Park	6	6	9	50.00%
Crofton Downs	7	7	7	0.00%
Hataitai	19	20	23	21.05%
Island Bay	16	17	17	6.25%
Johnsonville	111	107	111	0.00%
Karori	27	25	24	-11.11%
Kelburn	16	15	17	6.25%
Khandallah	18	18	18	0.00%
Kilbirnie	76	77	75	-1.32%
Linden	8	8	9	12.50%
Miramar	33	32	33	0.00%
Newlands	18	17	18	0.00%
Newtown	88	91	91	3.41%
Tawa	35	40	41	17.14%

Underperforming

- Churton Park, Crofton Downs and Linden have the least number of shops.
- Most consistently these are in the industries of Food and Liquor and Hospitality.
- Automotive is also represented with 2 in Crofton Downs and 1 in Linden.

Performing

- Adelaide Road, Johnsonville, Kilbirnie, Miramar, Newtown and Tawa all have more than 30 shops.
- Johnsonville and Kilbirnie are the largest centres, with 111 and 75 shops respectively. Johnsonville has shops in every industry recorded, while both areas have high numbers in Discretionary, Fashion, Food and Liquor, and Hospitality.
- The complementary relationship of Adelaide Road and Newtown is visible with the split of types of industry. Adelaide Road provides Automotive and Durables, while Newtown has large proportions of Discretionary, Fashion, Food and Liquor, and Hospitality.
- Miramar and Tawa have a good mix of industries, with Miramar having more Automotive and Hospitality and Tawa having more Durables and Fashion.

Growth

- Churton Park added 2 shops in Discretionary and 1 in Durables for 50% growth.
- Brooklyn added 2 shops in Fashion and 1 in Hospitality for 20% growth.
- Hataitai added 1 shop in Food and Liquor and 3 in Hospitality for 21% growth.
- Tawa added 1 shop in Discretionary, 2 in Fashion, 3 in Hospitality and 1 in other, while losing 1 in Durables, but still had 17% growth.
- Linden added 1 shop in Other, and 1 in Hospitality, while losing 1 shop in Fashion, but still had 12.5% growth.
- Adelaide Road and Kilbirnie have 1 shop less each, while Karori has 3 shops less for a reduction by 11%.

industry	Accommodation			Automotive			Discretionary			Durables			Fashion			Food and Liquor			Hospitality			Other			Total			Change			
area	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	2016-17	2017-18	2018-19	Change
Adelaide Road	1	1	1	13	13	13	3	4	3	5	5	5	3	3	3	4	4	4	9	9	9	3	2	2	41	41	40	-2.44%			
Brooklyn	-	-	-	-	-	-	2	3	2	-	-	-	1	2	3	3	3	3	9	9	10	-	-	-	15	17	18	20.00%			
Churton Park	-	-	-	-	-	-	1	1	3	-	-	-	1	1	1	1	1	1	3	3	3	-	-	-	6	6	9	50.00%			
Crofton Downs	-	-	-	2	2	1	1	1	1	1	1	1	-	0	1	1	1	1	2	2	2	-	-	-	7	7	7	0.00%			
Hataitai	-	-	-	-	-	-	1	1	1	-	-	-	4	4	4	4	4	5	10	11	13	-	-	-	19	20	23	21.05%			
Island Bay	-	-	-	1	1	1	2	2	1	-	-	-	1	1	1	3	3	4	9	10	10	-	-	-	16	17	17	6.25%			
Johnsonville	1	1	1	7	7	7	17	19	21	6	4	6	29	27	25	12	11	11	32	32	31	7	6	9	111	107	111	0.00%			
Karori	-	-	-	2	2	2	4	4	3	2	1	1	2	2	2	8	7	7	8	8	8	1	1	1	27	25	24	-11.11%			
Kelburn	-	-	-	-	-	-	3	3	3	-	-	-	4	4	4	3	3	4	6	5	6	-	-	-	16	15	17	6.25%			
Khandallah	-	-	-	1	1	1	3	3	4	1	1	1	4	4	3	3	3	3	6	6	6	-	-	-	18	18	18	0.00%			
Kilbirnie	-	-	-	7	7	7	19	20	18	2	2	4	13	12	12	8	10	11	20	19	18	7	7	5	76	77	75	-1.32%			
Linden	-	-	-	1	1	1	-	-	-	-	-	-	1	-	-	4	4	4	2	2	3	-	1	1	8	8	9	12.50%			
Miramar	-	-	-	3	2	2	6	5	5	1	1	1	1	1	1	4	6	8	17	16	15	1	1	1	33	32	33	0.00%			
Newlands	-	-	-	-	-	-	1	1	1	2	2	1	2	2	3	6	6	7	7	6	6	0	-	-	18	17	18	0.00%			
Newtown	3	3	3	4	5	4	13	14	15	2	2	2	14	14	13	16	18	18	31	31	33	5	4	3	88	91	91	3.41%			
Tawa	-	-	-	1	1	1	7	9	8	4	4	3	5	6	7	7	6	7	10	12	13	1	2	2	35	40	41	17.14%			

Key findings

The information presented below can be used to help understand the performance of centres overall, and also analyse the Council's centres hierarchy. The centres are presented in order of spend total for the year 2018-2019.

- Johnsonville and Kilbirnie: These are the major centres, with the largest total spend. They also have a good variety and quantity of shops, as well as attract shoppers from beyond the immediate surroundings. These are likely to continue in this fashion.
- Miramar: This is mostly spend in Food and Liquor, suggesting the supermarkets and speciality food stores attract consistent and high spend. Additionally, Miramar has the second highest rate of international spend, although this only accounts for 1.5% of the total.
- Adelaide Road and Newtown: These centres have different offerings and look somewhat complimentary with Adelaide Road having a significant Automotive sector, while Newtown's Hospitality sector is the second largest behind Johnsonville's. Given the close proximity of these centres, and somewhat complimentary nature, looking at these centres together would produce a spend of \$137 million, placing it well above Miramar and below Kilbirnie.
- Karori: This centre is again dominated by Food and Liquor and spends from the Western Ward. This shows it is a high performing local centre. The diversity of Karori means there are offerings there that smaller centres would likely not have.
- Crofton Downs: This centre is highly local, with most spend coming from the Western Ward. However it is also limited in terms of diversity and likely spends between sectors – although this cannot be seen due to the lack of diversity.
- Tawa: This centre has a large spend from both the Northern Ward, as well as the region, likely Porirua City. Additionally, it has diversity and while Food and Liquor is the major driver, there is strong performance in other sectors.
- Island Bay, Khandallah, Newlands and Churton Park: All these centres offer similar characteristics, with local spend, some diversification and somewhat similar levels of spend. Importantly, all these centres have a supermarket, likely contributing to the overall spend. Newlands has the largest reliance on any single sector in the data shown, being 89% coming from Food and Liquor.
- Hataitai, Brooklyn and Kelburn: These centres offer the diversity seen in the centres above. However, these centres do not have a supermarket. When an approximate spend attributed to a supermarket is removed from the four centres above, in some Hataitai, Brooklyn and Kelburn in some cases perform better. While it is unlikely that these centres need a supermarket, they could be stronger centres with more diverse and better performing centres. This is also shown with significant growth in both Brooklyn and Hataitai, matching or out performing all but Island Bay in dollar values.

- Linden is a small centre with limited spend and diversity. While some spend comes from the region, these numbers are likely influenced more heavily by the smaller total spend.
- **Number of businesses**

This information gives generic insight into the size of the centres as well as the diversity or composition, as well as growth over recent years.

Underperforming

- Churton Park, Crofton Downs and Linden have the least number of shops.
- Most consistently these are in the industries of Food and Liquor and Hospitality.
- Automotive is also represented with 2 in Crofton Downs and 1 in Linden.

Performing

- Adelaide Road, Johnsonville, Kilbirnie, Miramar, Newtown and Tawa all have more than 30 shops.
- Johnsonville and Kilbirnie are the largest centres, with 111 and 75 shops respectively. Johnsonville has shops in every industry recorded, while both areas have high numbers in Discretionary, Fashion, Food and Liquor, and Hospitality.
- The complementary relationship of Adelaide Road and Newtown is visible with the split of types of industry. Adelaide Road provides Automotive and Durables, while Newtown has large proportions of Discretionary, Fashion, Food and Liquor, and Hospitality.
- Miramar and Tawa have a good mix of industries, with Miramar having more Automotive and Hospitality and Tawa having more Durables and Fashion.

Growth

- Churton Park added 2 shops in Discretionary and 1 in Durables for 50% growth.
- Brooklyn added 2 shops in Fashion and 1 in Hospitality for 20% growth.
- Hataitai added 1 shop in Food and Liquor and 3 in Hospitality for 21% growth.
- Tawa added 1 shop in Discretionary, 2 in Fashion, 3 in Hospitality and 1 in other, while losing 1 in Durables, but still had 17% growth.
- Linden added 1 shop in Other, and 1 in Hospitality, while losing 1 shop in Fashion, but still had 12.5% growth.
- Adelaide Road and Kilbirnie have 1 shop less each, while Karori has 3 shops less for a reduction by 11%.
- **Customer location spends**

This information gives insight into the relative performance of the centres, by looking at where each centre is attracting spend from.

International

The average spend by international residents across all centres is 1%. It is unsurprising that the centres in Wellington overall do not rely on international spends. Brooklyn (1.5%), Hataitai (1.2%), Island Bay (1.3%), Kelburn (1.9%), Kilbirnie (1.2%), Miramar (1.5%) and Newtown (1.4%) all have higher than average contributions. This might reflect the general proximity to the central city and or the airport. Those centres further north do not report higher percentages, while Adelaide Road does not report a strong contribution, likely due to the bulk goods available in that area.

Rest of New Zealand

Those centres reporting more than the average contribution, 7.9% from the rest of New Zealand are:

- Adelaide Road, 13.2%
- Brooklyn, 12.2%
- Hataitai, 11.8%
- Kelburn, 15.3%
- Newtown, 14.2%

As with the international spend, this is most likely due to proximity to the central city. Newtown and Adelaide Road could also be influenced by the proximity of the Regional Hospital.

Those centres reporting well below the average are:

- Churton Park, 2.8%
- Khandallah, 4.5%
- Newlands, 4.7%
- Tawa, 4.3%

As with the international spend, these centres offer little to attract the spend of tourists.

Rest of Wellington Region

Those centres report more than average contributions from the Wellington Region (8.2%) are:

- Adelaide Road, 11.6%
- Johnsonville, 11.6%
- Kelburn, 10.0%

- Linden, 20.2%
- Newtown, 8.6%
- Tawa, 19.2%

Again, Newtown and Adelaide Road listed here could be the proximity of the Regional Hospital. Additionally, Tawa, Johnsonville and Linden are all northern centres likely to have shoppers from the region, particularly Porirua City. Kelburn is somewhat unexpected, but again could be reflective of the close proximity to the central city.

Those centres reporting well below the average are:

- Churton Park 4.6%
- Crofton Downs, 3.9%
- Island Bay, 3.2%
- Karori, 3.5%
- Khandallah, 3.6%
- Miramar, 4.6%
- Newlands, 5.8%

Again, these centres are likely to offer less to visitors. However, Newlands and Churton Park are northern centres, but likely due to their local convenience offerings, visitors from the region prefer Tawa or Johnsonville.

Sub-Regional Centres

Wellington has two Sub-Regional Centres, Johnsonville and Kilbirnie. These are large centres with high volumes of sales and overall revenue. Both centres catchment's are larger than other centres, and is shown by having larger spend percentages from wards they are not in.

- Johnsonville attracts 57% of its spend from the Northern Ward, with an additional 18% is from the Western Ward. However it is unable to attract spend from Central, Southern or Eastern, each registering less than 3%.
- Kilbirnie attracts 52% of its spend from the Eastern Ward, with an additional 19% from the Southern Ward. While still not high numbers, Kilbirnie does attract more from the other Wards than Johnsonville, with 7% of spend coming from the Central Ward and 4% coming from the Western. Only 2 % comes from the Northern Ward.

Town Centres

Wellington has four Town Centres being Karori, Miramar, Newtown and Tawa. These centres generally have strong local spend with minimal spend from outside the catchment. The slight anomaly is Newtown.

- Karori has 79% of its spend coming from the Western Ward. All other wards contribute less than 5% each.
- Miramar has 76% of its spend coming from the Eastern Ward. Central, Western and Northern wards contribute less than 5% each, while the Southern Ward contributes 5%.
- Tawa has 68% of its spend coming from the Northern Ward. All other wards contribute less than 4% each.
- Newtown has 42% of its spend coming from the Southern Ward. The Eastern Ward contributes 18%, while the Central Ward contributes 8%. Northern and Western wards contribute less than 5%. It should also be reinforced that Newtown scored average or above for contribution from internationals, rest of New Zealand and rest of Wellington Region.

District Centres

Wellington has six District Centres being Brooklyn, Churton Park, Crofton Downs, Island Bay, Khandallah and Newlands. Similar to the Town Centres, these centres are generally highly local. These centres also generally have smaller spend totals than Town Centres, however some discrepancies are apparent and will be discussed later.

- Brooklyn has 54% of its spend coming from the Southern Ward. Brooklyn also attracts reasonable spend from Central (10%), Western (7%) and Eastern (7%) wards. Northern Ward contributes less than 3%.
- Churton Park has 84% of its spend coming from the Northern Ward. All other wards contribute less than 4% each.
- Crofton Downs has 78% of its spend coming from the Western Ward. All other wards contribute less than 5% each.
- Island Bay has 74% of its spend coming from the Southern Ward. The Eastern Ward contributes 11%, while all other wards contribute less than 4%
- Khandallah has 80% of its spend coming from the Western Ward. The Northern Ward contributes 6%, while all other wards contribute less than 3%
- Newlands has 79% of its spend coming from the Northern Ward. All other wards contribute less than 4% each.

Other Centres

Three of Wellington's Neighbourhood Centres have data provided for, which are Hataitai, Kelburn and Linden, while Adelaide Road is classified as a Live/Work Area.

- Hataitai has 55% of its spend from the Eastern Suburbs. The other wards contribute 9% from Central, 8% from Southern and 5% from Western.
- Kelburn has an even contribution from both Central and Western wards, with 31%. All other wards contribute less than 5%.

- Linden has 65% of its spend coming from the Northern Ward. All other wards contribute less than 3%. Significant spend comes from the region, likely Porirua City.
- Adelaide Road has more diverse location contribution, with 30% from the Southern Ward, and 17% contribution from both the Central and Eastern wards. The Western Ward contributes 8%, while the Northern Ward contributes 4% to total spend.
- **Annual spends**

This information primarily focuses on the change (growth or decline) that the centres have experienced, as well as looking in further detail at the spend in particular categories.

Sub-Regional Centres

- Johnsonville experienced 8% growth with a spend of \$171 million.
- Kilbirnie experienced 3% growth with a total spend of \$159 million.
- Both centres experienced significant growth in Automotive, Hospitality and Discretionary, while both showed decline in Food and Liquor.
- Fashion was a point of difference with Johnsonville declining and Kilbirnie grew its Fashion spend.
- Unlike most centres (where data is available) Johnsonville is not overly reliant on Food and Liquor, which contributes 37% of the spend. Automotive and Hospitality contribute significantly to the spend in the Johnsonville.
- Kilbirnie has 63% of spend generated from Food and Liquor sales, while Automotive contributes 14% and Discretionary contributes 9%.

Town Centres

- All Town Centres experienced growth ranging from 6% in Karori up to 16% in Newtown.
- Karori total spend is approximately \$60 million, which consists primarily of Food and Liquor amounting 64%. While Karori's Hospitality sector experienced significant growth over the period, 27%, the sector only contributes 5% to the total spend.
- Miramar's Food and Liquor sector grew by 12%, while both the Hospitality and Discretionary sectors declined by 3% and 6% respectively over the time period. Despite the decline, the centre grew overall by 8% to \$85 million, the highest for a Town Centre. Miramar's split that is visible in the data is 61% in Food and Liquor, 11% in Hospitality and 5% in Discretionary.
- Newtown has a total spend of \$63 million, which grew 16%. Growth is seen in all sectors, showing Automotive growing by 11%, Food and Liquor by 16%, Hospitality by 27%, Fashion by 3% and Discretionary by 25%. However, despite this strong growth, and variety in sectors reporting, Food and Liquor contributes 50% of the total spend, with Hospitality adding 24% and Automotive a further 10%.

- Tawa has a total spend of \$39 million, which grew by 14%. Growth was seen in all sectors, although both Food and Liquor and Discretionary reported negligible growth of less than 1%. Hospitality experienced the largest growth adding 119%, and Fashion also increased by 26%. Food and Liquor contributes the most to the total with 56% of contribution, while both Hospitality and Discretionary added 15% each.

District Centres

- Due to the smaller scale of these centres, generally there is not enough reportable data to compare growth or total spends in particular centres.
- Brooklyn reported the smallest total spend of District Centres being \$10 million. However the centre shows good growth, increasing 26% over the three years. 49% of the total spend is in the Hospitality sector.
- Churton Park has a total spend of \$20 million, the second smallest amount for District Centres. The centre's spend grew by 11%.
- Crofton Downs has the largest spend of District Centres being \$45 million. Despite the total spend being high, the centre experienced 2% decline over the three years. And due to the small number of shops, no information can be seen on the breakdown of this spend.
- Island Bay has a total spend of \$36 million, with growth of 10%. 12% of the total was spent in the Hospitality sector.
- Khandallah a total spend of \$31 million, with growth of 6%. 15% of the total was spent in the Hospitality sector.
- Newlands a total spend of \$27 million, with growth of 9%. An important insight here is that 89% of the total spend is in Food and Liquor. This is likely dominated by the supermarket.
- When looking at Newlands, compared to the other District Centres, all centres but Brooklyn have a single supermarket. This is likely to drive the difference as to why Brooklyn underperforms, and it is likely that the other centre's spend would be dominated by the supermarkets.

Other Centres

- Hataitai has a total spend of \$11 million. This has grown by 36% over the three years. 46% of the spend is in Hospitality, which grew by 49%.
- Kelburn has a total spend of \$9 million. This has grown by 13%. Both Hospitality, 23% and Fashion, 18% contribute strongly to the overall spend, and achieved modest growth rates of 14% and 7% respectively.
- Linden has a total spend of \$3 million. This has grown by 26%. Only Food and Liquor is reported, which contributes 68% and has grown by 16%.

- Adelaide Road has a total spend of \$74 million. This has grown by 6%. Automotive (16%), Hospitality (7%) and Food and Liquor (1%) all grew, while Durables declined by 15%. However, due to overall spend, Durables only consists of 4% of the total spend, while Food and Liquor (46%) and Automotive (30%) are the major sectors.
- **Recommendation**

When looking at the National Planning Standards, the following early recommendations are made. These recommendations will need further analysis:

- Johnsonville and Kilbirnie are Metropolitan centres
- Adelaide Road and Newtown could be considered a single centre. This would then be a Metropolitan centre. Alternatively, these could be Town centres.
- Miramar, Karori, Tawa, Island Bay, Khandallah, Newlands and Churton Park are Town centres. While the overall performance of these ranges, the role, offerings and localisation of spend is similar. Despite Miramar's high spend value, it still has a heavily reliance on the Eastern Ward, similar to the other proposed Town Centres and their local wards.
- Crofton Downs, Brooklyn, Hataitai and Kelburn are Local centres. Despite Crofton Downs having a supermarket, the limited offerings constrain this centre from being a high zoning.
- Linden and other such small centres are Neighbourhood centres.