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**REPORT 1**  
*(1215/52/IM)*

## **CENTRE PLANNING FORWARD PROGRAMME**

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### **1. Purpose of Report**

To outline Council's centre planning programme for the next five years.

### **2. Executive Summary**

Centres are important 'hubs' for community life and successful centres are critical to an area's vibrancy, sense of place, and community sense of pride. Centres are also key locations for future urban growth, community and recreation facilities, and employment, particularly where they are located on key transport routes. The 'growth spine' established by the Urban Development Strategy is built around key centres connected by a high quality transport corridor.

The Council has a significant influence on the role of centres through future planning and design, investment in infrastructure, improvements to public spaces, the development of community and recreation facilities, and engagement and partnerships with community and other stakeholders.

Previously, Council's planning for centres was focused on undertaking physical improvements to local public spaces and streetscape in order to improve the functioning and visual appearance of centres. However, the Urban Development Strategy and the Wellington Regional Strategy have identified high-level strategic urban development priorities, with an emphasis on encouraging growth in key centres. This approach is further supported by the Centres Policy which reinforces the importance of key centres.

To date, centre plans have been completed for two of the key 'growth spine' centres identified in the Urban Development Strategy (Johnsonville and Adelaide Road), and plans for the remaining two 'growth spine' centres are currently under development (Kilbirnie and the central city).

This report recommends a programme of centre planning for the next five-year period.

### 3. Recommendations

Officers recommend that the Committee:

1. *Receive the information.*
2. *Agree to the recommended priorities for the development of centre plans for the five year period from 2009/10 to 2013/14 as outlined in section 5.4 of this report.*
3. *Note that the recommended programme and priorities will be reviewed as necessary in response to changing circumstances, place-based opportunities, and/or new emerging priorities.*
4. *Note that completed centre plans will inform future LTCCP prioritisation processes and Asset Management Plan reviews.*
5. *Note that the Public Space and Centre Development Programme (suburban centre upgrades) will be reviewed and aligned to the agreed five year centre planning programme. Any proposed sequencing and/or timing changes will be included for consideration as part of the 2010/11 Annual Plan.*
6. *Agree to consider as part of the draft LTCCP 2009-19 deliberations, the bringing forward of the growth spine centres funding for Kilbirnie to 2010/11 (\$220,000) and 2011/12 (\$1.7m) in order to align with the completion of the Kilbirnie Town Centre Plan.*

### 4. Background

#### 4.1 Centre Plans – what are they and why are they important?

Centre plans are integrated plans that identify key development issues, objectives, opportunities and challenges for a particular area, and set out a long-term place-based vision. They look to integrate multiple place-based objectives and outcomes for an area including land use, transport, environmental and social/community concerns. Centre plans are developed in close consultation with local communities, land and business owners and other key interest groups.

Centre plans are important tools for effectively planning for and managing growth issues. They are not however statutory plans and rely on other tools and mechanisms for their implementation, e.g. changes to the District Plan, prioritisation and investment through the LTCCP, private sector investment, and partnerships with private and public sector interests. Centre plans include a supporting implementation plan that identifies actions to achieve the long-term vision. They also help coordinate and integrate Council activities and actions within the centre plan area.

The process for developing a centre plan, its scale and complexity, and the issues and objectives examined as part of the process, will be dependent on the qualities of the centre, its opportunities, and the needs of the local community into the future.

#### **4.2 Strategic Policy Framework for Centre Planning**

The Council's approach to planning for and managing the growth of centres is framed by key Council strategic planning documents such as the Urban Development Strategy and the Centres Policy, as well as relevant regional-level policies and plans such as the Wellington Regional Strategy and the Wellington Regional Policy Statement.

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

The Council's Urban Development Strategy (UDS) sets the overall framework for managing growth and change in Wellington City and aims to ensure growth occurs where the benefits are greatest.

The UDS introduces the concept of the 'growth spine' – which encourages growth in housing and employment along a public transport spine between Johnsonville and the Airport. More intensive mixed-use development is encouraged in key growth areas (the central city, Johnsonville, Adelaide Road and Kilbirnie), supported by improved public transport, an efficient transport network, and well designed and functioning spaces.

##### **Northern Growth Management Framework**

The Northern Growth Management Framework (NGMF), adopted by Council in 2003, outlines a vision for Wellington's northern suburbs (from the Ngauranga Gorge through to Tawa), to ensure they continue to develop as liveable, sustainable and prosperous communities.

As part of the implementation of the NGMF, several centre plans are under development or have been finalised and are being incorporated into the District Plan, for example, the Churton Park Neighbourhood Centre, Lincolnshire Farm Structure Plan, and the long-term development plan for Newlands Centre (due for completion in September 2009).

##### **Centres Policy**

The Centres Policy was adopted by Council in August 2008. It provides direction and guidance for the planning and management of the city's diverse network of centres. The key objective of the Centres Policy is to maintain and strengthen our existing town and suburban centres.

The Centres Policy identifies a network of centre types (refer Appendix 1) and their possible future roles and functions. The roles and functions of centres have been taken into account in the assessment of centre plan priorities discussed in section 5.3.

The Centres Policy establishes a framework for the development of a centre planning forward programme. It specifically provides for the development of centre plans and suggests a priority order for their development as follows:

***Policy 3.1***

*Centre Plans will be developed to facilitate the strengthening of centres and to ensure integrated and sustainable development. These will integrate Council's aspirations for centres expressed through the Council's policies and planning documents and will be developed as resources allow, in the following priority order:*

- *'Growth Spine' nodes – central city, Johnsonville, Adelaide Road, and Kilbirnie*
- *Centres proposed as 'Areas of Change' for housing intensification as part of the review of infill housing*
- *Centres where significant private sector investment is proposed that will impact on the overall form and operation of that centre*
- *Other centres (as appropriate).*

**District Plan**

Under the rolling review of the District Plan there are two current areas of work that are of key relevance to centre planning – these are:

- The Suburban Centres review which aims to better align the District Plan approach for managing suburban centres with the approach in the Centres Policy, i.e. supporting existing and planned centres as core retail and commercial areas and encouraging mixed use within centres (including residential intensification);
- The Residential Review which considers Council's approach to managing residential development across the city and identifies areas most suited to residential intensification. A report was presented to SPC in September 2008 outlining an approach for managing future residential growth in the city. Johnsonville, Adelaide Road and Kilbirnie were confirmed as the first 'Area of Change' priorities, i.e. the areas where initial detailed work should be focused. These areas are being included as part of the review of the District Plan's Residential Zone. Six further areas were identified for future consideration as 'Areas of Change' including Tawa, Newlands, Crofton Downs, Karori, Miramar and Luxford Street (Berhampore). A report back to the Committee is due by October 2009 on progress on the implementation of work on the Areas of Change' and the consideration of the advancement of the further proposed areas of change.

**Public Space Design Policy**

Council's recently completed Public Space Design Policy provides guidance at a micro-level on how Wellington's public spaces are initiated, designed, delivered and managed. As part of the implementation of the Policy, a Public Space and Centre Development Plan is proposed. Amongst other things, this Plan will identify priorities for public space and streetscape upgrades. The Plan will align

with the Centres Policy and the centre planning forward programme to achieve an integrated place-based approach to public space and streetscape upgrades across the city.

### **Community Facilities Review and Planning Area Assessments**

In November 2008, the Strategy and Policy Committee adopted the recommendations of the Community Facilities Review and agreed a programme of work to implement the review findings. This work programme included a review of the existing Community Facilities and Grants Policies, mapping of facilities and services, undertaking needs assessments across the city and developing an integrated service model across Council's community services. This work is currently underway, with an initial citywide programme to assess barriers to participation, develop levels of services across the city and identify any consequent gaps in current provision of facilities and services. The results of this work will be incorporated into the policy reviews and presented to Councillors in the last quarter of 2009.

In response to Councillors interest in accelerating the programme of needs assessments, officers are undertaking further work to develop a process to enable Councillors to make decisions on community infrastructure earlier than previously proposed. The proposed process and programme of work will be presented to Councillors in August and is not inconsistent with the centre planning programme outlined in this report.

### **Regional level consistency**

The Wellington Regional Strategy and the Proposed Wellington Regional Policy Statement also make clear reference to the importance of centres, including a strong CBD supported by regional centres and urban development that is focused in existing urban areas and supports the city's compact urban form. The Wellington Regional Strategy also includes a specific action area to complete centre planning for key centres and to ensure regional consistency.

## **5. Discussion**

### **5.1 Previous approach to centres**

Prior to the adoption of the Urban Development Strategy, Council's main focus on centres was undertaken under the Public Space Development Programme. This ten-year programme was set up in 2000/01 to help provide a systematic approach to the development of centres. It was primarily targeted at physical improvements to local (i.e. micro-scale) public spaces and streetscapes to improve the functioning, visual appearance and character of centres. One of the aims was to give certainty to communities as to when an upgrade of their local centre was programmed. Growth spine centres were added to the programme in 2006.

The programme grouped centres into five categories: the Central City; Town Centres; Local Centres; Neighbourhood Centres; and Work Centres. The purpose of these groupings was to ensure that development activities were

equally spread across different centres, i.e. that each group received sufficient attention and the main centres did not attract all of the available funding.

Under the programme a number of local streetscape and public space improvements were completed in several centres including, Johnsonville, Karori, Tawa, Khandallah, Miramar, Strathmore Park, Crofton Downs/Ngaio and Seatoun. This report proposes a review of this programme, given the clear strategic priorities now identified by the UDS and the Centres Policy, and to achieve better alignment with the centres programme and its identified priorities.

### **5.2 Current centre planning priorities**

In line with the strategic direction set by the Urban Development Strategy and the Wellington Regional Strategy, the priority in terms of the current 'centre planning' programme has focused on developing plans for the four key 'growth spine' nodes – the central city, Johnsonville, Adelaide Road and Kilbirnie. These plans are very much strategic in nature, focusing on high-level urban development priorities and responding to the agreed roles and functions of centres. They include detailed implementation plans that identify a range of actions for achieving the particular long-term development visions.

The first two of these plans – Johnsonville Town Centre Plan and the Adelaide Road Framework – were adopted by Council in November 2008. The focus in terms of these plans is now on their implementation, including identifying funding for key actions through the LTCCP/Annual Plan process.

Further centre planning work this year and into 2010/11 will see detailed planning and consultation processes commenced for Kilbirnie Town Centre and the central city (the Central City Framework). A project outline for the Central City Framework is included in Appendix 2.

As part of the implementation of the NGMF, several other 'centre plans' are under development or have been completed:

- Newlands – a long-term development plan is due for completion in September 2009
- Churton Park and Lincolnshire Farm – planning exercises completed; structure plans for each area are being incorporated into the District Plan through plan changes 45 and 60.

### **5.3 Key considerations for a new centre planning forward programme**

The draft LTCCP provides funding for a forward programme for centre planning as part of the Council's priorities for the next five year period. With plans for the 'growth spine' centres either completed or underway, the forward programme needs to consider the next stage of strategic priorities for centre planning exercises.

With a network of centres across the city, each could potentially benefit from centre planning, particularly to help guide their development and revitalisation. However, in terms of Council's strategic objectives for managing urban growth, the focus is next most logically on the city's larger town and district centres – these centres perform important roles and functions and are more likely to be able to accommodate further growth and development. Also, given Council's limited staff and funding resources, it is prudent to focus on the areas with significant opportunities to deliver on the Council's strategic objectives and to coordinate with private investment.

To help determine specific priorities for a new forward programme for centre plan development, a high-level assessment of centres has been undertaken (refer Appendix 3). The assessment excluded areas that are the subject of current centre planning processes (e.g. Newlands, Kilbirnie and the central city), as well as Johnsonville and Adelaide Road which have completed plans in place.

The criteria used to assess and determine new centre plan priorities included:

- (a) **How well the centre is fulfilling its agreed role and function** – i.e. to what degree is it meeting its role and function as identified in the Centres Policy (e.g. town centre, district centre, neighbourhood centre) and how successful is it as a centre;
- (b) **Expected growth including housing intensification** – i.e. the amount of population growth the centre is expected to accommodate and the potential for employment growth;
- (c) **Significant planned investment by private or public sector** – i.e. the amount of planned or proposed investment or interest in the centre by Council, other public sector agencies and the private sector;
- (d) **Importance to support agreed strategic direction** – i.e. the level to which the centre is of importance in supporting Council's strategic urban development directions and the Wellington Regional Strategy;
- (e) **Quality of the public environment** – i.e. what is the condition of the public environment (e.g. streetscape, public space, pedestrian functionality and amenity) within the centre and what level of improvement could be made; and
- (f) **Opportunity to influence and value-add** – i.e. what opportunities could a centre planning process provide in terms of influencing and/or adding value to the centre's redevelopment and revitalisation.

Key areas of Council's planning and investment activities were also examined in the process of determining centre plan priorities, including:

- the location and priority order of the area-based planning being undertaken as part of the Community Facilities Review
- Council's Asset Management Planning, including significant renewals and upgrades (e.g. for water, waste water, stormwater, roading, housing, parks and recreation facilities)
- strategic transport projects
- other significant area-based expenditure programmes e.g. public space and streetscape improvements, Safer Roads improvement programme.

It should be noted that a more detailed assessment of the public environment quality of centres will need to form part of the review of funding for centre upgrades identified under section 5.7 of this report.

#### ***5.4 Proposed centre planning programme priorities***

The following priorities are recommended as the focus for a centre planning programme over the next five years, from 2009/10 to 2013/14.

##### **Years 0-1 (now to end of 2009/10)**

The first priority for the five-year programme will be completing the plans currently under development for Newlands, Kilbirnie Town Centre and the central city. Work on the Kilbirnie Town Centre and the Central City Framework will continue through 2010/11.

##### **Years 2-3 (2010/11 – 2011/12)**

The focus for Years 2-3 of the centre plan programme is proposed to be on the Miramar Peninsula/Eastern Suburbs area (including for example, Miramar town centre, Shelly Bay, Rongotai South). This planning process will continue over 2011/12.

The wider Miramar Peninsula/Eastern Suburbs Framework would be a larger scale exercise, encompassing the wider Miramar Peninsula and Eastern Suburbs area. It is anticipated it would be similar to the Northern Growth Management Framework and Central City Framework processes. The Miramar Peninsula/Eastern Suburbs area is expected to be a key employment hub for the city, with a particular focus around the film industry and creative arts sectors. Three centres within this wider area require particular attention: Miramar Town Centre, Shelly Bay and Rongotai South. The plan would also look to integrate with the proposed master plan for the Wellington International Airport land. An integrated planning and consultation exercise for this wider area would enable the future role of these areas to be considered within the context of the wider Eastern Suburbs area.

##### **Years 4-5 (2012/13 – 2013/14)**

The proposed priorities for the remainder of the five year programme are as follows:

- For 2012/13: Tawa town centre (including Tawa East, Tawa South, Linden);



- For 2013/14: Karori town centre (including the other small centres along the Karori road corridor).

Tawa is identified as a priority for a centre plan as it is an important town centre and has potential for housing intensification. It is also likely to face significant development pressure from proposed commercial development on its fringe areas. Tawa, and its surrounding commercial/retail areas, could therefore benefit significantly from an integrated place-based planning and consultation process.

Karori is identified as a priority for a centre plan as it is an important town centre and has potential for housing intensification. Although Karori has been subject to significant investment in terms of community facilities and public space improvements, its role as a key town centre is compromised. This is particularly in terms of the size and quality of its retail offer and the relative lack of employment opportunities and residential living within the centre. The centre plan process would therefore look to focus on facilitating the expansion of the retail/commercial offer and providing for higher density residential living in the centre. It should also be noted that under the Suburban Centres Review of the District Plan, significant areas of land on the town centre edge are being rezoned to 'Centres' zone to help facilitate development of the town centre. A centre planning process would assist in planning the future development of these areas.

### **Summary of proposed 5-year Centre Planning programme**

<b>Year</b>		<b>Centre plan areas</b>
Year 0 (now)	2008/09	Johnsonville (completed); Adelaide Road (completed); Newlands; Kilbirnie
Year 1	2009/10	Newlands; Kilbirnie; Central City
Year 2	2010/11	Central City; Miramar Peninsula/Eastern Suburbs
Year 3	2011/12	Miramar Peninsula/Eastern Suburbs
Year 4	2012/13	Tawa
Year 5	2013/14	Karori

Centre planning processes (and any investment resulting from these) will be appropriately tailored to match the size, role/function and needs of particular centres. There is recognition within the programme of the likelihood of plan preparation for the larger/more complex areas to take longer than one year to complete, hence the spreading of these over an 18 month/two year period.

### **Other centres**

The priority of other centres will be reassessed at regular intervals to take into account any significant new private investments being made or other changing circumstances. For example, there is significant private investment proposed for the Crofton Downs district centre but the timing and scope of this is at present uncertain. Should this development be confirmed, a smaller scale

planning exercise could be brought forward (incorporating the wider suburban centre area) in conjunction with the development proposal.

For many other areas a detailed centre planning exercise may not deliver significant benefits, or could be unnecessary as the centre is already functioning well and/or is not an area where future growth or intensification would deliver on urban development objectives. These include for example small neighbourhood centres and the more business and industrial focused areas of the City. In many of these areas, particularly small neighbourhood centres where there is limited capacity for new development, Council interventions in the form of streetscape and public space improvements, traffic calming, or the support of locally-led initiatives may be alternative approaches for addressing issues (e.g. the Khandallah Village project).

### **5.5 *Changing priorities***

It is important that the centre plan forward programme has some flexibility and is able to respond to new development opportunities or pressures that may arise in particular areas. If significant new opportunities arise it may be necessary to amend the five year programme. Any review would be assessed against the criteria outlined in Appendix 3.

### **5.6 *Alignment across Council***

Centre Plans provide a mechanism to examine a specific place and to consider in an integrated way the range of issues and opportunities that it presents. For Council they can be important coordination tools that can bring together programmes and projects into a more coherent whole and add greater value than the sum of their parts. For the community and for business, they offer the opportunity to contribute to the development of the future vision of their local place and to become involved in the implementation of that vision. Centre plans also provide a valuable opportunity to change people's perceptions of a particular place and to identify exciting new opportunities for revitalisation and investment.

Centre plans need to be considered as umbrella documents, that guide the future development and investment for the place they focus on. As such they will engage with a wide variety of issues covering most of Council's activities. This does not mean that they replace other work streams - instead the role of the Centre Plan is to seek better integration of workstreams and consideration of all of the interlinked issues on a place-based basis. A number of Council's ongoing work streams will have significant relevance for centre plans including: community facilities review, asset management planning, suburban centre upgrades, and transport corridor planning. As each centre plan is developed, the necessary links between these other workstreams and the centre plan will be made and if necessary the recommendations of the centre plan will include consideration of amendments to these programmes to achieve improved alignment and maximise added value.

### **5.7 LTCCP considerations**

Funding has been identified in the draft LTCCP 2009-19 to deliver the proposed five year centre planning programme. This funding will be allocated to the development of plans as is appropriate to their scale and complexity. No new LTCCP funding is being sought under this report for the development of centre plans identified in the proposed five year programme.

The development of centre plans for priority areas presents a significant opportunity for Council to better coordinate and integrate its planning and investment activities across all areas of operation; in particular, to more closely link strategic urban planning with asset management planning. For example, the coordinated timing of significant infrastructure upgrades, public space/streetscape improvements, and centre planning processes. It is proposed that centre plans and their supporting implementation plans be included in the review of Asset Management Plans (in particular, future growth needs) and future LTCCP prioritisation processes. Similarly, the Development Contributions Policy will be reviewed to ensure growth-related infrastructure investment is appropriately identified and contributions established.

Over the next six years, the draft LTCCP identifies funding of approximately \$3.5m for the implementation of the plans prepared for 'growth spine' centres. This includes \$1.6m in 2009/10 for Adelaide Road, and \$1.9m over 2013/14 (\$220,000 for design) and 2014/15 (\$1.7m for construction) for implementation of the Kilbirnie Town Centre Plan. To better align the funding identified for Kilbirnie with the completion of the town centre plan, it is proposed that it be brought forward to 2010/11 and 2011/12.

Over this same timeframe, the draft LTCCP also identifies separate funding of approximately \$1.4m for undertaking centre upgrades (i.e. streetscape improvements) as part of the Public Space and Centre Development Programme. This programme is linked to the implementation of the Public Space Design Policy and its focus has been on improving the quality of the public environment in suburban centre areas. It is proposed that this funding be reviewed with the purpose of better aligning it with the agreed five year centre planning programme. Any financial implications or potential sequencing and/or timing changes will be included for consideration as part of the 2010/11 Annual Plan process.

## **6. Conclusion**

Centre plans are an important strategic planning tool for examining the future growth and development of key centres in a detailed, integrated and consultative way. A key aim is to identify a long-term development vision, in conjunction with the local community, business owners and key stakeholders, to help stimulate and guide investment, redevelopment and revitalisation.

To date, centre plans have been completed for two of the 'growth spine' centres identified in the Urban Development Strategy, and plans for several other areas (Newlands, Kilbirnie and the central city) are currently under development.

This paper sets out a proposed forward programme for the next five year period that is consistent with the strategic direction set out in the Urban Development Strategy and the Wellington Regional Strategy, and the framework established by the Centres Policy. The programme also seeks to coordinate and integrate with other significant Council activities and programmes, including Council's Asset Management Planning programme, the suburban centres upgrade programme, and the implementation of the Community Facilities Review.

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## **Supporting Information**

### **1) Strategic Fit / Strategic Outcome**

*The proposed centre plan forward programme implements Council's strategic direction for urban development as outlined in the Urban Development Strategy and Centres Policy.*

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

*There may be future implications for capital expenditure from the implementation of the forward programme; however these are not able to be identified at this stage. The paper proposes that Asset Management Plan planning for significant renewals and upgrades be more closely aligned with the centre plan forward programme. Any new potential capital works with proposed funding implications that are identified in completed centre plans will be included for consideration as part of future Annual Plan/LTCCP prioritisation processes.*

### **3) Treaty of Waitangi considerations**

*There are no known considerations.*

### **4) Decision-Making**

*This is not a significant decision under the LGA.*

### **5) Consultation**

*The proposal for a centre plan forward programme was included as part of the draft LTCCP consultation. Consultation has also been undertaken with relevant Council business units regarding the integration of the proposed forward programme with significant planned activities and expenditure over the next 5-10 years.*

### **6) Legal Implications**

*There are no legal implications at this stage.*

### **7) Consistency with existing policy**

*This report is consistent with Council policy. It supports the strategic direction for urban development set out in the Urban Development Strategy. It also supports the implementation of the Council's Centres Policy. It is also consistent with the urban form objectives in the Wellington Regional Strategy and the Proposed Regional Policy Statement.*

**APPENDIX 1 – CENTRE HIERARCHY (source: Centres Policy, approved 2008)**

<b>CENTRE TYPE</b>	<b>FUTURE ROLES AND FUNCTIONS</b>
<b>Central City</b> <sup>1</sup>	<ul style="list-style-type: none"> <li>- servicing the whole City/region</li> <li>- extensive retail offer (ie &gt;100,000m<sup>2</sup> total floorspace)</li> <li>- several department stores and full range of retail goods and specialist stores</li> <li>- civic centre and centre of government</li> <li>- major regional employment node (including large corporate offices)</li> <li>- central community facilities</li> <li>- extensive residential uses (ie apartments)</li> <li>- extensive recreational and entertainment activities</li> <li>- major cultural institutions</li> <li>- visitor facilities, including accommodation</li> <li>- high level of pedestrian activity</li> <li>- central public transport hub</li> <li>- extensive on-street and off-street parking</li> </ul>
<b>Sub-Regional</b> <sup>2</sup> <ul style="list-style-type: none"> <li>▪ Johnsonville</li> <li>▪ Kilbirnie<sup>3</sup></li> </ul>	<ul style="list-style-type: none"> <li>- servicing a significant part of the city or region</li> <li>- significant retail offer (ie between 20,000 - 50,000m<sup>2</sup> total floorspace)</li> <li>- anchored by traditional main street, with at least one or more large supermarket and department store, and a wide range of retail goods, some specialist stores</li> <li>- civic or government services</li> <li>- major employment node</li> <li>- hub for community facilities</li> <li>- residential uses above ground floor</li> <li>- range of recreational and entertainment activities</li> <li>- medium-scale office uses</li> <li>- high level of pedestrian activity on main street</li> <li>- sub-regional public transport hub</li> <li>- significant on-street and off-street parking</li> </ul>
<b>Town Centres</b> <ul style="list-style-type: none"> <li>▪ Karori</li> <li>▪ Miramar</li> </ul>	<ul style="list-style-type: none"> <li>- servicing one or more suburbs</li> <li>- large retail offer (ie between 10,000 - 20,000m<sup>2</sup> total floorspace)</li> </ul>

<sup>1</sup> The Wellington Regional Strategy identified the CBD as the key regional centre. This is being reflected in the review of the Regional Policy Statement.

<sup>2</sup> The Wellington Regional Strategy identified Johnsonville and Kilbirnie as two of eight sub-regional centres. This is being reflected in the review of the Regional Policy Statement.

<sup>3</sup> The Kilbirnie Sub-Regional Centre is not a tightly defined area in the same way as Johnsonville – it is instead made up of several parts that are located within a wider catchment, but which together have the characteristics of a sub-regional centre. It consists of the town centre itself, major community-based facilities such as the Wellington Regional Aquatic Centre and the proposed Indoor Community Sports Centre; employment and large-format retail nodes around the Western Apron and Rongotai West and the Wellington International Airport. Building and improving connections between these parts will be a key aim of this Policy.

<ul style="list-style-type: none"> <li>▪ Newtown</li> <li>▪ Tawa</li> </ul>	<ul style="list-style-type: none"> <li>- anchored by traditional main street, with at least one or more large supermarket and a range of retail goods</li> <li>- some civic or government services</li> <li>- employment node</li> <li>- range of community facilities</li> <li>- residential uses above ground floor</li> <li>- recreational and entertainment activities</li> <li>- medium-scale professional office uses</li> <li>- high level of pedestrian activity on main street</li> <li>- very good accessibility by public transport</li> <li>- on-street and off-street parking</li> </ul>
<p><b>District Centres</b></p> <ul style="list-style-type: none"> <li>▪ Brooklyn</li> <li>▪ Churton Park<sup>4</sup></li> <li>▪ Crofton Downs</li> <li>▪ Island Bay</li> <li>▪ Khandallah</li> <li>▪ Newlands</li> </ul>	<ul style="list-style-type: none"> <li>- servicing surrounding suburb</li> <li>- moderate retail offer (ie &lt;10,000m<sup>2</sup> total floorspace) including convenience-based retail servicing day-to-day needs and small/medium supermarket</li> <li>- residential uses above ground floor</li> <li>- community facilities and services</li> <li>- recreational and entertainment activities</li> <li>- small-scale professional office uses</li> <li>- very good accessibility by public transport</li> <li>- on-street and limited off-street parking</li> </ul>
<p><b>Neighbourhood Centres</b></p> <ul style="list-style-type: none"> <li>▪ Aro Valley</li> <li>▪ Berhampore</li> <li>▪ Broadway, Strathmore</li> <li>▪ Constable Street, Newtown</li> <li>▪ Crofton Road, Ngaio</li> <li>▪ Darlington Road, Miramar</li> <li>▪ Hataitai</li> <li>▪ Kelburn</li> <li>▪ Lincolnshire Farm Neighbourhood Centre<sup>2</sup></li> <li>▪ Linden</li> <li>▪ Marsden Village</li> <li>▪ Mersey Street, Island Bay</li> <li>▪ Newlands Road</li> <li>▪ Ngaio</li> <li>▪ Northland</li> <li>▪ Onepu Road, Lyall Bay</li> <li>▪ Roseneath</li> <li>▪ Seatoun</li> <li>▪ Shorland Park shops, Island Bay</li> </ul>	<ul style="list-style-type: none"> <li>- servicing surrounding residential neighbourhood</li> <li>- small retail offer based on convenience-based retail (ie &lt;2,000m<sup>2</sup> total floorspace) servicing day-to-day needs</li> <li>- community services</li> <li>- small-scale professional offices and specialist retail</li> <li>- easy pedestrian access to neighbourhood area</li> <li>- good accessibility by public transport</li> <li>- generally on-street parking</li> </ul>

<sup>4</sup> Proposed centre, not yet constructed

<ul style="list-style-type: none"> <li>▪ Standen Street shops, Karori</li> <li>▪ Strathmore</li> <li>▪ Thorndon</li> <li>▪ Tringham Street, Karori</li> <li>▪ Wadestown</li> </ul>	
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<b>OTHER AREAS (Not Centres)</b>	<b>FUTURE ROLES AND FUNCTIONS</b>
<p><b>Work Areas</b></p> <ul style="list-style-type: none"> <li>▪ Collins Avenue</li> <li>▪ Grenada North</li> <li>▪ Kiwi Point Quarry</li> <li>▪ Landfill</li> <li>▪ Lincolnshire Farm<sup>5</sup></li> <li>▪ Newlands Ngauranga</li> <li>▪ Ngauranga</li> <li>▪ Rongotai East</li> <li>▪ Rongotai South</li> <li>▪ Takapu Island<sup>6</sup></li> <li>▪ Tawa Street, Tawa</li> </ul>	<ul style="list-style-type: none"> <li>- servicing sub-regional/regional catchment</li> <li>- high proportion of employment activities</li> <li>- yard-based activities, trade suppliers and limited large-format retail activities (excluding general merchandise) as per Policy 4.3</li> <li>- no community or entertainment facilities</li> <li>- no supermarkets and limited food retailing</li> <li>- no residential activities</li> <li>- offices ancillary to main activity on site</li> <li>- small-scale retail ancillary to main activity on site</li> <li>- low pedestrian volumes</li> <li>- moderate accessibility by public transport at peak times</li> </ul>
<p><b>Live/Work Areas</b></p> <ul style="list-style-type: none"> <li>▪ Adelaide Road</li> <li>▪ Glenside</li> <li>▪ Greta Point</li> <li>▪ Kaiwharawhara</li> <li>▪ Miramar South</li> <li>▪ Oxford Street, Tawa</li> <li>▪ Park Road, Miramar</li> <li>▪ Rongotai West</li> <li>▪ Ropa Lane, Miramar</li> <li>▪ Shelly Bay<sup>7</sup></li> <li>▪ Southern Newtown</li> <li>▪ Tawa East</li> <li>▪ Tawa South</li> </ul>	<p>Mixed uses, including:</p> <ul style="list-style-type: none"> <li>- employment activities, light industrial, commercial and business services, limited large-format retail activities (excluding general merchandise) as per Policy 4.3, recreational and entertainment uses, residential activities, local community services</li> </ul>

<sup>5</sup> Proposed business park (Plan Change 45) not yet constructed.

<sup>6</sup> Subject to Plan Change 47.

<sup>7</sup> Land currently largely vacant awaiting Port Nicholson claim resolution.



## APPENDIX 2 – CENTRAL AREA FRAMEWORK PROJECT OUTLINE

### Introduction

This appendix provides information on the ‘centre planning’ project that will provide strategic direction for the growth and enhancement of Wellington’s central city over the next 30 years. The project, named the ‘Central City Framework’, drawing its mandate from Council’s *Centres Policy*<sup>8</sup> and builds upon longstanding work of the Council, including *District Plan Change 48: Central Area Review*. It also provides a vehicle for further implementation of Council’s strategies directing change, by providing a stronger focus on activity within the central city.

Development of the Framework recognises that the success of the central city is vital to the success of Wellington as a whole. The central city is fundamental to the reputation Wellington holds both nationally and internationally, including its strong reputation for quality of life, its tourism offer and the potential for economic development. Also imperative to the role of the central city is the recognition of Wellington as a capital city and the opportunities this provides.

In strong acknowledgement of the climate and economic scenarios currently being experienced by all cities around the globe, including Wellington, and the continual challenge of positioning the city and its international competitiveness, the Framework provides a vehicle for ensuring that design and strategy for the central city safeguards and realises opportunities available.

The strategic reach of this Framework will aim towards 2040, with the intent of shaping how the city will function two hundred years after Mein-Smith surveyed the settlement that became Wellington.

The Framework resulting from this project will act as both a reference point and a strategic programme of work for all investors (both public and private sector) in Wellington’s central city.

### Objectives

The Framework works towards four key objectives:

- Identify issues currently facing the central city in the short and longer term
- Identify an appropriate future direction for the central city including the roles of its constituent parts
- Identify opportunities to add value, leverage investment, improve outcomes and generally add to the success of the central city.
- Provide coordinated direction to the Council’s management of the central city

In addition to an agreed role/purpose of the Central City and a direction for its growth, a key output of the Framework will be a suite of ‘propositions’, identifying specific opportunities for enhancement of the central city. These will include a mix of both place and issue based development proposals, policy amendment or development and programmes of research and focus.

### International Experiences

The development of a Central City Framework, and the approach proposed for it, strongly reflect current international best practice. Similar strategic tools have recently been developed in world-leading cities such as Sydney, London, Singapore and Washington D.C. The development of Wellington’s Central City Framework will contribute to the city’s positioning within this group of global leaders.

### Key Elements & Stages of Work

The Framework will be developed through the following key stages of work:

#### *Working Papers – Stage One*

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<sup>8</sup> Policy 2.2: A Central City Framework will be developed to guide the integrated development and management of the area.

A collection of 'working papers' will be produced to provide a succinct 'snap-shot' of a collection of issues that contribute to, or impact upon, the success of the central city. Working Papers will be prepared on issues including:

- Policy Context
- Physical Context
- Quality of the Built Environment
- Arts, Culture & Creativity
- Movement/Transport
- Retail Offer
- Elements of Successful Cities
- Economic Activity and Trends
- Residential Amenity

### *Initial Engagement*

To ensure that the Framework project results in an outcome supported by the central city's diverse stakeholders, at the early stage of the project a series of events and activities will be run to invite contribution from the many stakeholders. This will focus on consideration of the current vision held for the central city (as defined by tools such as the District Plan) and Council's activity in support of this vision.

### *Working Papers – Stage Two*

A further and more comprehensive round of research, analysis and thought development will be conducted. This will enable issues and opportunities identified in the process to date to be considered further and work to facilitate the following project stages to be produced.

### *Propositions*

'Propositions' will provide both inspiration and a work programme for the future development of the central city. They will include schemes for physical place-based development, briefs for policy development and the identification of areas or issues requiring prioritisation. The propositions will be developed via design workshops, which will consider all information from the previous project stages.

### *Draft Framework*

The various elements will be combined into a 'Draft' Framework publication. This will be released for formal public consultation in order to ensure the document has correctly identified the direction for the central city that is desired by its many user groups and stakeholders and that the Framework provides sufficient capacity to achieve this.

### *Central City Framework*

In consideration of the feedback received on the Draft Framework, the publication will be finalised. This will be presented to Council, requesting formal adoption, as has recently been given to the Johnsonville and Adelaide Road centre plans. Following this, the Framework will be released, becoming the key reference point for all stakeholders' activity and investment in Wellington's central city, including Council's.

### *Implementation Programme*

Following release, a Council-wide work programme for implementation will begin. This will also entail close collaboration with external parties.

## **Engagement and Communications**

The engagement of central city stakeholders will be integral to this project. The stakeholders are diverse and numerous – having been identified as 'all users of Wellington's central city'. This captures:

- residents
- employees / employers
- retailers
- investors (economic, social, cultural and environmental investment)
- tourists/visitors
- education providers and students
- city 'users' e.g. pedestrians, vehicle occupants, shoppers, events audiences
- specific user groups e.g. youth, disability, elderly, Maori

- Government sector
- National Institutions
- public transport providers
- Council staff

Opportunities for both informal and formal engagement have been incorporated into the development of the Framework, focused around key project stages. The programme of engagement will include both open requests for involvement, as well as specific activities targeted at key stakeholders. Engagement tools will include traditional methods, such as formal submissions, as well as 'information centres' in local venues, open days, e-tools and design workshops. The first significant opportunity to introduce the project to stakeholders and invite their involvement is forecast to occur in August this year. As part of this engagement, a Councillor workshop is proposed.

A communication plan will support all steps of the project, focusing on both internal and external activity

### **Delivery**

The process for the delivery of the Framework will be considered throughout its development. Delivery will consider not only Council's role/responsibility in the central city but also that of other stakeholders (developers, employers, retail, residents, user groups etc). Delivery will also consider how recommendations are incorporated and aligned with Council's existing implementation tools, including:

- Long Term Council Community Plan
- Annual Plan
- District Plan
- Asset Management Plans
- Site-specific mechanisms

### **Timeframe**

Scoping of the project began at the beginning of 2009 and the project will run through to the release of the final Framework in mid 2011.

## APPENDIX 3 – ASSESSMENT OF CENTRES FOR PROPOSED CENTRE PLAN 5-YEAR FORWARD PROGRAMME

### Framework for Selecting Centre Planning Priorities

Assessment Category	Assessment Level		
	High priority (Red)	Medium priority (Orange)	Low priority (Pale yellow)
<b>How well the centre is fulfilling its agreed role and function</b>	Weak or failing centre; not really fulfilling its agreed role and function (as identified in the Centres Policy) and as a result there are many areas for improvement	Moderately successful centre; somewhat fulfilling its agreed role and function (as identified in the Centres Policy) but there are several areas for improvement	Successful centre; fulfilling its agreed role and function (as identified in the Centres Policy)
<b>Expected growth including housing intensification</b>	Significant planned or potential growth including housing intensification expected	Moderate planned or potential growth including housing intensification expected	Low or no planned or potential growth including housing intensification expected
<b>Significant planned investment by private or public sector</b>	Significant planned investment by the private or public sector (including Council)	Moderate planned investment by the private or public sector (including Council)	Low or no planned investment by the private or public sector (including Council)
<b>Importance to support agreed strategic direction (i.e. as identified in the Urban Development Strategy)</b>	Centre is of key importance in supporting the agreed strategic urban development direction (i.e. as identified in the UDS, WRS, Regional Policy Statement etc)	Centre has moderate importance in supporting the agreed strategic urban development direction (i.e. as identified in the UDS, WRS, Regional Policy Statement etc)	Centre is of low importance in supporting the agreed strategic urban development direction (i.e. as identified in the UDS, WRS, Regional Policy Statement etc)
<b>Quality of the public environment</b>	Centre has a low/poor quality public environment and significant improvements could be made	Centre has a reasonable quality public environment but several improvements could be made	Centre has a good quality public environment, /or has low public patronage because of centre type/role (i.e. industrial/work area)
<b>Opportunity to influence and add value</b>	Significant opportunity exists to influence future development of the area and to add value to private or public sector investment	Some/moderate opportunity exists to influence future development of the area and to add value to private or public sector investment	Low or no potential exists to influence future development of the area and to add value to private or public sector investment



Centre	How well the centre is fulfilling its agreed role and function	Expected growth including housing intensification	Significant planned investment by private or public sector	Importance to support agreed strategic direction	Quality of the public environment	Opportunity to influence and add value
<b>Other Areas (Live/Work &amp; Work)</b>						
Glenside						
Greta Point						
Kaiwharawhara						
Miramar South						
Oxford Street, Tawa						
Park Road, Miramar						
Kilbirnie North						
Ropa Lane, Miramar						
Shelly Bay						
Southern Newtown						
Tawa East						
Tawa South						
Collins Avenue						
Grenada North						
Kiwi Point Quarry						
Landfill						
Newlands Ngauranga						
Ngauranga						
Rongotai East						
Rongotai South						
Takapu Island						
Tawa Street, Tawa						

## APPENDIX 4 – SUMMARY ASSESSMENTS: PROPOSED 5-YEAR PRIORITY CENTRES

### 1) Miramar Peninsula/Eastern Suburbs

#### ***Quality of the public environment***

- There is considerable variation across the area in terms of the quality of the public environment. Miramar town centre does have significant issues in terms of the spread-out layout of the centre, the poor quality of the street edges and street environment and the ill-defined relationship to the surrounding areas and activities.
- The area has experienced some recent examples of poor quality residential infill development.

#### ***How well are the centres fulfilling their agreed role and function?***

- Miramar's role is as the key town centre for the Eastern Suburbs. However the range of services is currently limited and it is only partly fulfilling this role. It does have an important role as the hub of Wellington's creative film industry.
- The wider Miramar Peninsula/Eastern Suburbs area encompasses a number of smaller centres: Maupuia, Melrose, Strathmore, Seatoun, Karaka Bays, Moa Point, Breaker Bay, Lyall Bay, and Rongotai.
- Rongotai has been identified in the Suburban Centres review as an area with potential to become a hub for large-format retail and airport-related service area.

#### ***Expected growth including housing intensification***

- Miramar has potential for significant growth as a potential area of change. Expected growth 2006-2031: 1,901 people; 1,037 dwellings
- Shelly Bay is also likely to be partly redeveloped for housing purposes. Other areas may also see growth but likely to be more infill of existing residential areas than intensive redevelopment
- Several areas of 'character protection' on coastal fringe i.e. low/no growth expected in these areas (eg Eastern Bays, Breaker Bay, Lyall Bay)
- Areas of potential employment intensification include Miramar town centre, Shelly Bay and Rongotai South

#### ***Importance to support agreed strategic direction***

- Miramar town centre is identified as a potential 'Area of Change' and is also one of the growth nodes expected to grow as part of the Urban Development Strategy. The Shelly Bay site and the wider undeveloped area of the Miramar Peninsula are also of strategic significance to the City and direction on its future potential development is required. The Rongotai South area has strategic significance as the City's potential large-format node and in terms of its relationship to Wellington International Airport land.

#### ***Significant planned investment by private or public sector***

##### *Council*

- Council housing upgrade of Marshall Court 2008-13
- Safer Roads improvements Miramar 2016/17 to 2017/18
- Stormwater and wastewater research for Miramar (possible 2010)
- Moa Point upgrade possible 2010/11
- Eastern Interceptor Renewal scoping 2011/12
- Potential for community facilities area planning exercise to be completed at the same time as the centre planning process.

##### *Private sector*

- Potential further investment by film/creative sector
- Significant investment proposed for Shelly Bay by iwi group and private sector

### ***Opportunity to influence and add value***

A comprehensive, integrated planning approach for this wider area could present significant benefits in terms of helping to plan for future growth and development in, including determining its overall capacity to accommodate urban growth. It would assist Council in planning for and integrating its activities and investments over this wider area, particularly as there could be significant infrastructure investment required to help support growth. It would also provide much needed direction to the planned redevelopment of Shelly Bay and potential development of parts of the wider Miramar Peninsula (currently owned by NZ Defence Force).

### ***Centre Plan priority***

Years 2-3: 2010/11 – 2011/12

## **2) Tawa**

### ***Quality of the public environment***

- The town centre is based on a traditional main street, with a strong street edge. Some recent streetscape improvements have been undertaken on the main street (including public art installation) however the 'weakness' of the centre has meant that there has not been a corresponding investment in private buildings. Need for improved links from the town centre to the rail station and to the mall.

### ***How well the centre is fulfilling its agreed role and function?***

- Tawa is identified in the Centres Policy as a Town Centre. It has a mix of smaller-scale retail and office based activities on the main street, but lacks any significant residential activities within the centre. There is a small mall including a supermarket, however this offer needs to be strengthened.
- The redevelopment of commercial areas to the east of Tawa town centre, including recent proposals for an extension to the Dressmart site, and the rezoning of Takapu Island could have some detrimental impact on the long-term viability of the town centre if developed for competing retail activities.

### ***Expected growth including housing intensification***

- Expected growth 2006-2031: 2,165 people; 1,181 dwellings.
- Consultation to date indicates considerable demand for smaller housing options, particularly for retirement and 'ageing in place'.
- Potential in and around the centre for more intensive residential living (e.g. including apartments above ground floor retail/commercial uses on the main street).
- Major investment proposed to the east (Takapu Island, Dressmart) and west (Surrey Street) of the town centre for a mix of commercial and residential activities.

### ***Importance to support agreed strategic direction***

- Area of Change – one of the six potential areas of change to be considered for inclusion at a later date. It is also one of the growth nodes expected to grow as part of the Urban Development Strategy.

### ***Significant planned investment by private or public sector***

#### *Council*

- Tawa-Porirua walkway/cycleway project
- (Grenada to Gracefield triangle works 2018/19 (\$59m))

#### *Private sector*

- Major retirement village proposed for former retail site off Surrey Street
- Dressmart extension (South Tawa)
- Potential supermarket upgrade (Foodstuffs have just purchased Woolworths)
- Takapu Island redevelopment for large-format retail



### ***Opportunity to influence and add value***

Tawa is an important centre for the north of the city, especially given the distance from other centres. Its retail offer has weakened over the last 10 years and it is likely to come under further pressure from large-format retail development to the east of the town centre and the redevelopment of the Johnsonville Mall. It has significant opportunity to provide for residential intensification. With its excellent transport links and the strong mainstreet layout, it has the potential to become a high quality mixed-use centre. A centre planning process could help ensure the sustainability of the centre into the future by further supporting its role as a town centre, by encouraging revitalisation and redevelopment and identifying opportunities for improvement. There is a very strong and vocal local community that would benefit from a planning exercise and add value to the exercise.

It is proposed to widen the focus of any centre planning exercise to cover the suburban centre zoned areas to the east and south of Tawa (mainly retail/commercial activities) and Linden, so that the future growth and development of the wider Tawa area, and the roles and functions of each contributing area, can be considered as a whole.

### ***Centre plan priority***

Year 4: 2012/13

## **3) Karori**

### ***Quality of the public environment***

- Council undertook some streetscape improvements which coincided with construction of library and community centre in 2005. As such the area has a reasonably good public environment, with excellent public transport links and walking access from nearby residential areas.
- The location of the service station in the middle of the town centre and the poor quality of the shopping mall environment however remain.

### ***How well the centre is fulfilling its agreed role and function?***

- Karori is identified in the Centres Policy as a Town Centre. The town centre services the city's largest suburb but the level and range of retail and related services do not currently reflect its catchment population. A considerable amount of convenience spend is currently lost out of the suburb and indeed the City as a whole. The condition of the shopping mall is poor and there is little investment in the facility.
- The centre has excellent community facilities.
- Karori also has no state secondary school, which results in a major outflow of students.

### ***Expected growth including housing intensification***

- Expected growth 2006-2031: 1,109 people, 605 dwellings.
- Potential for increased housing choice, especially for older and younger population.
- The Suburban centres review has proposed to rezone some significant areas of land on the edge of the town centre to the 'Centres' zone to facilitate commercial redevelopment.

### ***Importance to support agreed strategic direction***

- Area of Change – one of the six potential areas of change to be considered for inclusion at a later date. It is also one of the growth nodes expected to grow as part of the Urban Development Strategy.

### ***Significant planned investment by private or public sector***

*Council:*

- Review of the future of St. Johns Hall site
- Bus priority measures (2015-16 & 2018/19)

***Opportunity to influence and add value***

A centre plan could help consolidate Karori's role as one of the city's major town centres, encouraging investment in new retail facilities, and facilitating residential redevelopment within and around the town centre.

A centre planning process would also provide an opportunity to guide the potential redevelopment of areas of land proposed to be rezoned to 'Centres' zone. There is a very strong and vocal local community that would benefit from a planning exercise and add value to the exercise. It would also enable planned bus priority works to be considered and incorporated.

It is proposed that the centre planning process should include consideration of the wider Karori Road corridor, incorporating Marsden Village, Tringham Street and Standen Street shops.

***Centre plan priority***

Year 5: 2013/14