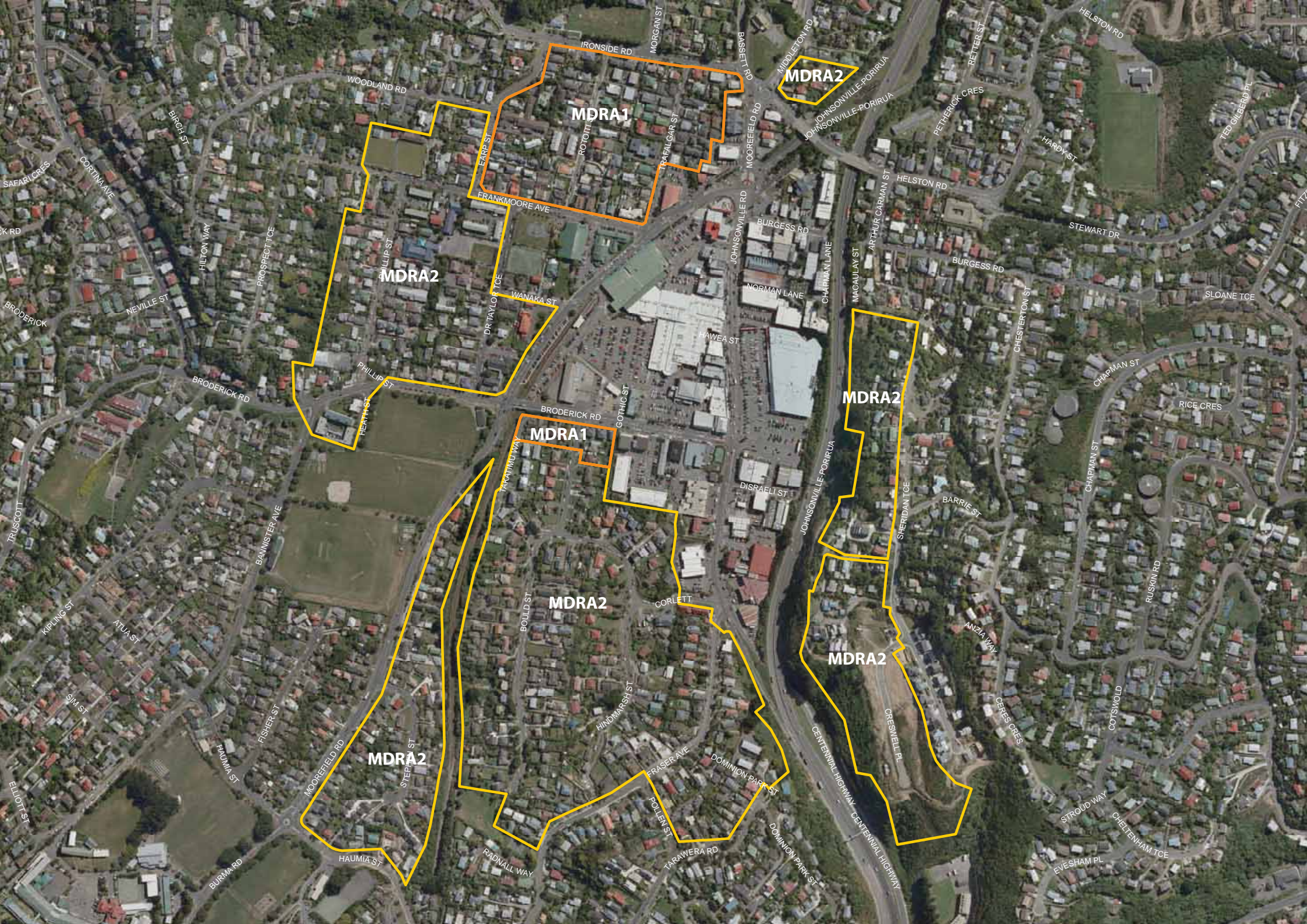




Johnsonville Medium Density Residential Areas

Summary of Issues and Recommendations



MDRA1

MDRA2

MDRA2

MDRA1

MDRA2

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MDRA2

Executive Summary

This document provides a summary of the key findings from the Johnsonville Medium Density Residential Areas (MDRAs) Place-based Study. Based on these findings it is recommended that:

- A principles-based Design Guide be included as part of the District Plan (refer draft Design Guide in this document). This would be introduced through a variation (plan change) to Plan Change 72;
- Streetscape and public realm improvements be undertaken to three key areas within the MDRAs to integrate proposed developments by WCC and to support growth and development opportunities by the private sector;
- Council actively work with key property developers and Housing NZ Corp. to promote medium density development.

It is proposed that this 'package' of initiatives would be presented to Councillors at the 15th September SPC meeting.

Background

A number of submitters on PC 72 raised concerns about the potential for new, more intensive development to adversely impact on the amenity, sunlight and privacy of existing properties in the Johnsonville MDRAs, and the need for more controls to address these concerns. The Committee agreed that a specific design guide for the Johnsonville MDRAs should be produced, but that the lack of specific submissions on these issues meant that this was not possible as part of the hearing process on PC 72. Either a Variation (a change to PC72) or a separate plan change would need to be initiated in order to incorporate a design guide into the District Plan.

Based on the recommendations by Commissioners, Council directed Officers to:

"Initiate preparation of the Design Guide for Johnsonville, in response to the recommendations within the decision report."

Council decision 25 August 2010

Context

The Place-based Study has been guided by the following key policies and proposed and approved Council projects:

Johnsonville Town Centre Plan was adopted in November 2008 and outlines a framework to guide the future development of Johnsonville. The following key goals are relevant to the Place-based Study:

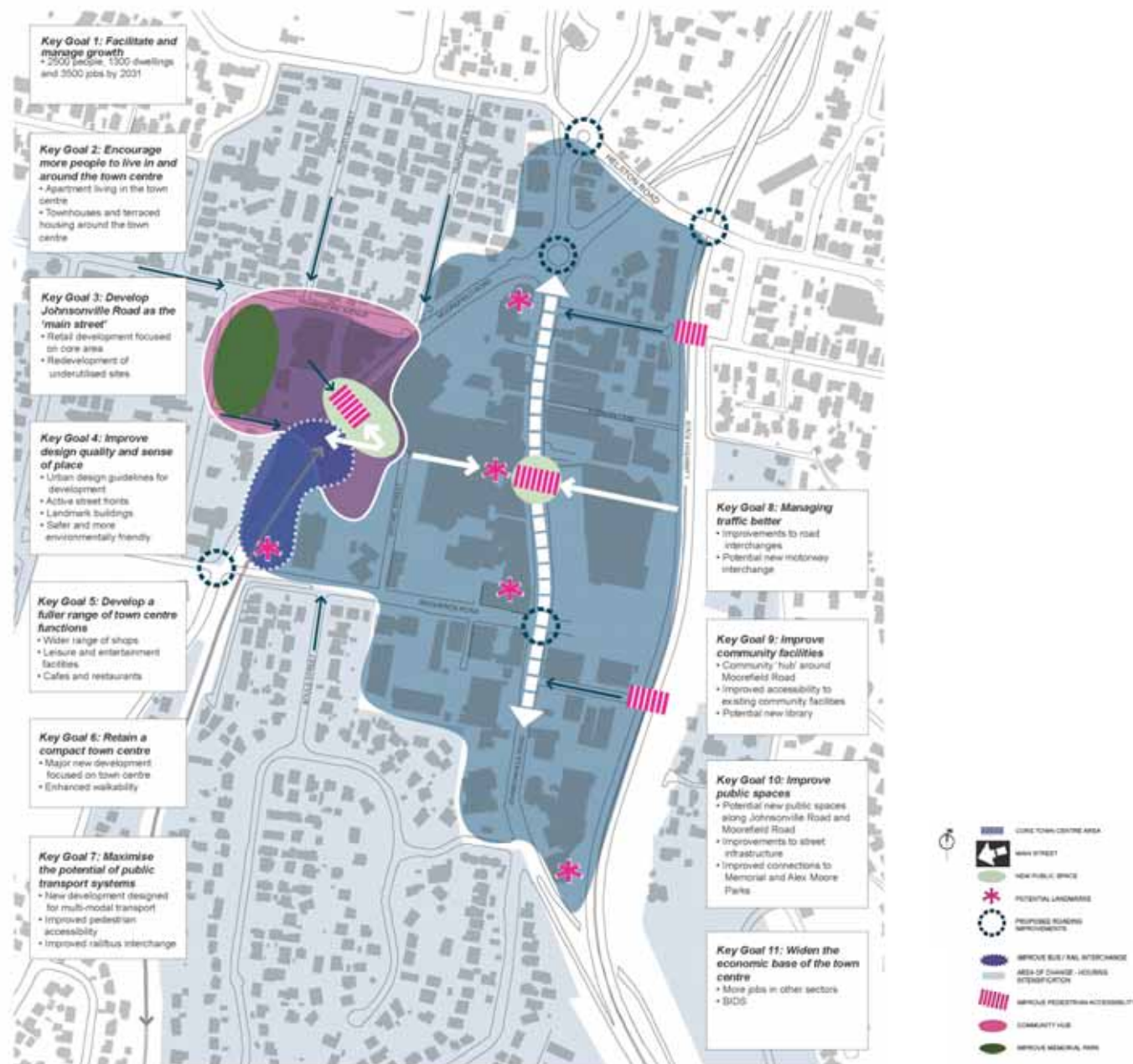
Goal 1. Facilitate and manage growth;

Goal 2. Encourage more people to live in and around the town centre;

Goal 7. Maximise the potential of public transport systems: Improved pedestrian accessibility;

Goal 9. Improve community facilities: Community 'hub' around Moorefield Road; Improved accessibility to existing community facilities; Potential new library;

Goal 10. Improve public spaces: Potential new public spaces along Johnsonville Rd and Moorefield Rd; Improvements to street infrastructure; Improved connections to Memorial and Alex Moore Park.



Johnsonville Town Centre Plan: Masterplan

Johnsonville MDRAs Place-based Study

The Study was undertaken to provide a basis and contextual understanding for developing a design guide for the medium density areas 1 and 2 in Johnsonville. It highlights the character and context of Johnsonville and how medium density housing can contribute to the neighbourhood. The Study will sit outside the District Plan but will provide the Council with a reference document against which to contextualise and inform new residential development proposals.

The Study also incorporates existing land ownership, including any adjacent multiple sites under common ownership, existing multi-unit sites and existing residential densities to understand how the area can evolve into a more intensively developed, high quality residential community.

Urban design assessment

Key findings from the analysis are:

Built Form

- Many recent multi-unit developments have a poor relationship to the public realm due to an inward-focussed site layout, poor connection with street through lack of windows or visible front door, high boundary fences, limited or no landscape treatment and dominant garage or vehicle access;
- There are a range of architectural styles and residential types (1-3 storey detached, semi-detached, terraced houses and apartments);
- Original subdivision plots are predominantly narrow and deep which has contributed to poor infill developments;
- Densities in areas MDRA1 range from 45 - 74 people/ha, and 25-45 people/ha in MDRA2. As a comparison, parts of Mt Victoria and Thorndon can be up to 100-150 ppl/ha);
- Neighbourhoods often lack cohesion due to variety of built forms, set backs and undulating topography. For example, corner sites are often under-utilised and do not create a contained street edge e.g. Phillips Street/Broderick Road junction.

Land Uses & Access

- Land use is predominantly residential, but there are a variety of other uses particularly close the Johnsonville Town Centre, which results in varied character and amenity;
- Pedestrian routes could be improved through better lighting, signage and passive surveillance from adjacent properties;
- Streets in the southern part of the MDRAs particularly, are poorly connected due to cul-de-sac streets and undulating topography;
- Green landscape and vegetation is focussed around areas south of the town centre, while views across the city and to the outer green belt are a strong element in the northern areas.

Land ownership and Development

- Existing fragmented land ownership means there appears to be limited opportunities for sites to be amalgamated to allow comprehensive residential development;
- Housing New Zealand is a significant land owner in MDRA2 and the majority of plots which could be redeveloped are in Housing New Zealand ownership;
- Since the Plan Change 72 was notified in September 2009, only 14 additional dwellings have been granted within the Johnsonville MDRAs. This does not include a 32 unit development in Macauley Terrace which is currently going through the resource consent process.

Council projects and other initiatives

The following project initiatives were assessed:

- Potential upgrade to Johnsonville Memorial Park and Kipling Park (community gardens), and opportunities for further greening of public spaces and road reserve;
- A new artificial sports field for Alex Moore Park and combined club rooms for local sporting clubs;
- Feasibility study for a new library centred around the existing Keith Spry pool and community centre ('community hub');
- Opportunities for improvements to street and pedestrian/cycle network;
- Opportunities to enhance the existing waterways network, particularly in public spaces, and to educate the community on maintenance of streams in private plots;
- Opportunities for integrating future developments within the Johnsonville Town Centre with future growth and development opportunities in the MDRAs.

The conclusions drawn from the Study show that it is appropriate to have specific design guidance to manage the transition from low density to medium density within an understanding of the issues outlined above. Existing and proposed Council projects and initiatives (as listed above) also provide opportunities to support and encourage medium density residential development.

Design Guide

The proposed design guide (outlined later in this summary document) focuses closely on context; including the role and character of the street, open space, surrounding built form, uses, location and topography.

Given the range of housing types, character and amenity issues and the range of different plots sizes with limited obvious opportunities for redevelopment, it is considered important that the design guide is principles-based rather than prescriptive.

Consideration has been given to whether the design guide should be part of the District Plan or be a non-statutory design guide. The non-statutory design guide could be more prescriptive and directing of good development, modified easily to respond to changing circumstance. However as this cannot compel developers to comply, this does not give the certainty that good quality development will occur and is therefore not the recommended design guide approach.

The existing District Plan Residential Design Guide would continue to apply to site development and neighbour to neighbour issues (site planning, sunlight and daylight to living areas, on-site open space, privacy, carparking etc).

Development Opportunities

Several proposed developments could provide the catalyst for further residential development to occur:

Artificial sports field for Alex Moore Park

- There are a number of sites around the junction of Phillips Street and Broderick Road which offer development opportunities. The artificial sports field and proposed club rooms could encourage private developers to redevelop these sites. In particular, the 1400sqm Johnsonville Softball Club site is likely to become vacant when the club moves into the combined club rooms at Alex Moore Park;
- Council investment in the road reserve around the Broderick/Phillips junction and along Phillips Street could transform the street into a high quality medium density neighbourhood. It could also help reduce traffic speeds and improve safety around St Brigid's School;
- Given that the construction of the artificial sports field is due to start in 2013, this is considered the highest funding priority.

Proposed Community Hub

- If the proposed community hub (including a library, community centre, swimming pool, and potentially residential flats) is approved and funded it could incentivise the private sector to undertake further residential redevelopment in this neighbourhood;
- This is considered the second most important funding project.

Bould Street

- Bould Street is the key street connecting the southern part of the MDRAs to the town centre. However, the entrance to this area from Broderick Road has low amenity and higher traffic volumes. There is potential for higher density residential development in the vicinity of this intersection given the MDRA1 'zoning' and proximity to the town centre. Council could invest in roading and street improvements to improve safety and enhance amenity. These works would be consistent with planned improvements identified in the Town Centre Plan;
- Of the three projects, this is considered the lowest priority. Implementation of this project should be closely tied to the future development of the Mall.

'Community Greening'

Council provides native plants to residents on application. There are areas in MDRAs which would benefit from street planting, such as the road reserve in southern parts of the MDRAs. Individuals or community groups could apply to Council for native plants and advice. The planting and maintenance of these small shrubs would be the responsibility of the individual owners.

Advocacy and Partnering

Housing NZ Corp. is a major land owner, particularly in the southern part of the MDRAs. There are also several developers and land owners who may redevelop properties in the future. Council could work with the private sector and Housing NZ Corp to promote medium density redevelopment and realise other public benefits (reserves, better pedestrian connections etc). This could take the form of facilitation and advice on development proposals and resource consent processes.

Recommendations

From this study the following recommendations are proposed to support quality residential growth and development.

Design Guide

1. The Design Guide would be 'principles-based' and focus on the street role and character, location and context of a site: the interface between private and public realm.
2. The Guide would sit inside the District Plan as an appendix to the residential design guide (similar to the Mt Victoria, Te Aro or Oriental Bay design guides). This will require a variation to Plan Change 72.
3. If approved by SPC on 15th September the draft design guide (attached) would be further developed in association with a technical external peer reviewer. This would then be consulted on with the local community and brought back to Council for approval as part of a variation to Plan Change 72, in late 2011/early 2012.
4. A 'Design Guide Brochure' would be made available to developers and the public. This would provide a summary of the Place-based Study and the Design Guide.

Integration of Council Projects and Activities

5. Streetscape and public realm improvements should be undertaken in the vicinity of the proposed Community Hub on Moorefield Road (if approved), the artificial sports field proposed for construction on Alex Moore Park, and the Bould Street/Broderick Road intersection (refer to streetscape & public realm plan opposite).
6. A funding bid for 5. above would be included as part of the 2012-22 Long Term Plan.
7. Council should ensure infrastructure activities (roading, parking, pedestrian network) and open space development activities are coordinated within the town centre as well as between the town centre and the MDRAs.
8. The recommendations in 6. and 7. above would be included as amendments to the Johnsonville Town Centre Plan.
9. Council should work with individuals and community groups to take advantage of the Council 'community greening' programme to plant road reserves with Council-provided native plants.

Advocacy and Partnering

10. Council should actively work with key property developers and Housing NZ Corp. to promote medium density residential development. This could involve facilitation and advice on development proposals and resource consent processes.



-  Public realm upgrades along the Community Connecting Streets
-  Public realm upgrade around Community and Neighbourhood nodes
-  Streetscape upgrade for Residential Connecting Streets

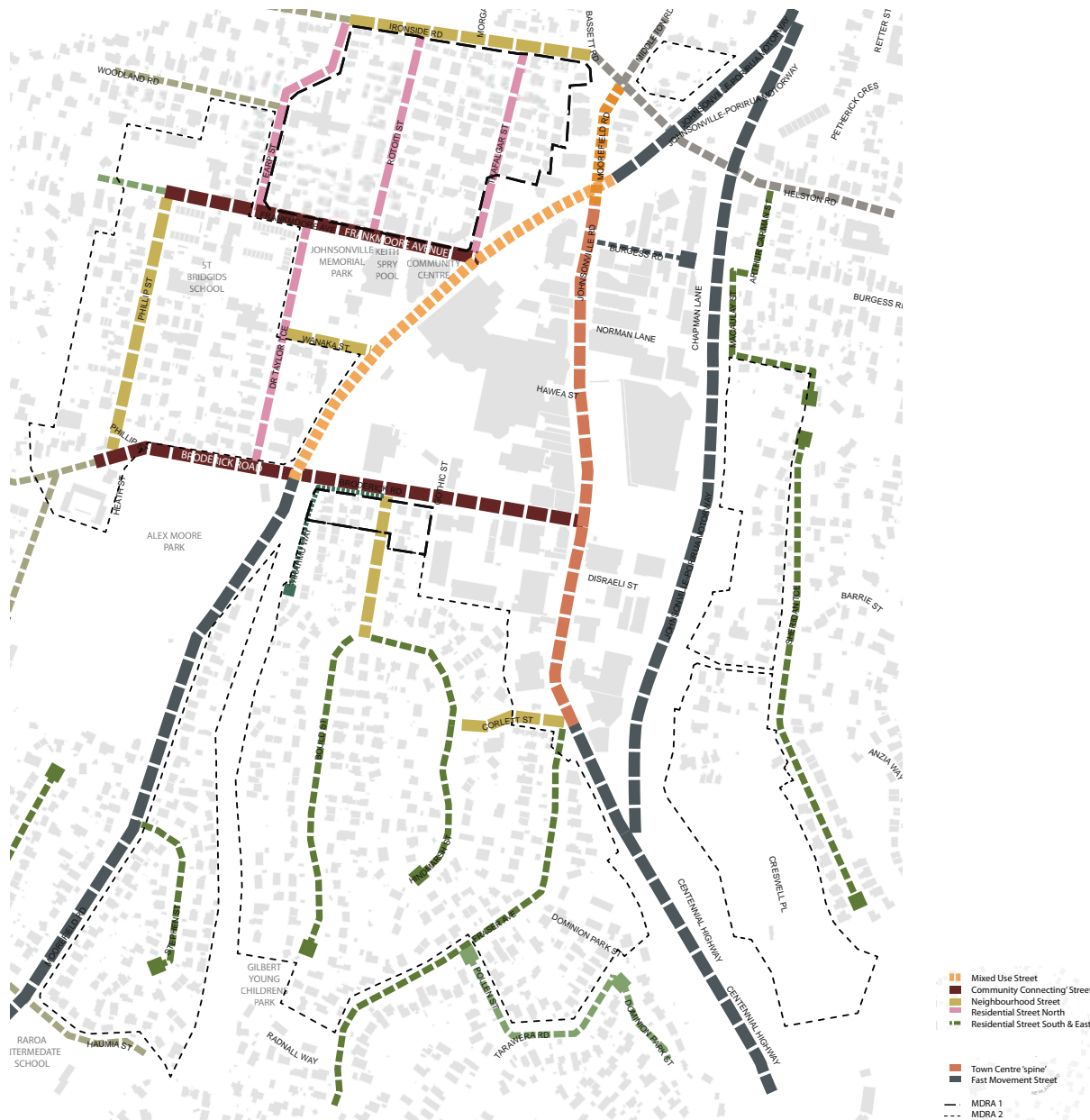
Draft Principles-based Design Guide

The Principles-based Design Guide would be structured around key street types identified from the Study. The street's existing use and function together with its future role as the population density increases and proposed community and recreation amenities are developed are considered.

Built form is a critical part of the street character and new development needs to work together with the public realm. The key streets in Johnsonville's MDRAs have important roles to play. The street types outlined in the Public Space Design Manual (refer PSDM) are high-level. According to the PSDM, Johnsonville Road is a 'main street' and Moorefield Road/ Broderick Street (east) are 'mixed-use streets'. The rest of the street network has not been identified.

Design Principles would reflect the street type with particular focus on the 'interface between the public realm and the private residence' with regard to boundary treatment; scale and massing; setbacks from street frontage; and landscape treatment along street frontage access and boundary walls.

Existing character area PC 72 design guides refer to 'sub areas' for specific consideration. This Design Guide will have a different approach and instead refer to street types as 'character areas' and recognise different conditions or 'exceptions' along the street at areas such as the Community Centre along Frankmoore Rd and the Alex Moore node at the corner of Phillips Street and Broderick St.



Community Connecting Streets

Frankmoore Street
Broderick Street (west of Moorefield Road)

Character and Role

- Important connecting and collector streets from residential areas to the west into the town centre; east-west orientation;
- Broderick Street (approximately 6.0m road width with 2.5m footpath and 3.5m parallel parking); Frankmoore Street approximately 7.5m road width with 2.5m footpaths) is well used by vehicles and pedestrians;
- A range of uses alongside residential; community along Frankmoore Road and local shop and recreation along Broderick Street;
- Frankmoore Street includes community facilities, some commercial uses and formal open spaces creating a change to larger scale and massing compared with surrounding streets;
- Broderick Road includes local shops and significant open space around a wide junction with Phillips Street. It also includes a church and commercial uses towards Moorefield Street. Both areas create a larger scale form and space around these areas;
- No significant or coordinated streetscaping or public realm treatment currently exists, except for Pohutakawas along Broderick Street's Alex Moore Park boundary;



Community Connecting Streets are a vital part of the residential network and provide the key routes for pedestrians, cycles and vehicles movement into the town centre. They are also important components of the public realm which provide an accessible and visible focus for the community for amenity and facilities - a place to meet, socialise and connect the residents of Johnsonville.

Broderick Street (at Alex Moore Park junction) example



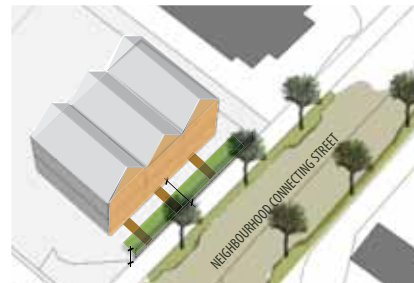
Exceptions

- * Areas of significant level change, such as the northern edge of Broderick Street around Dr Taylor Avenue, which create a high street edge, should include very low boundary treatment to create some interface between street and house.
- * Areas around the community centre and the wide Broderick/Phillips Street junction could accommodate mixed used development, such as retail or community uses at ground level and apartments above.



Neighbourhood Connecting Streets are residential streets which connect directly with the mixed uses of the town centre or connect the 'community streets' as with Phillips Street. These streets vary in width and location, but perform an important role for movement and an opportunity to create strong 'gateways' on corners as the transition from busy mixed use streets to the residential neighbourhood network.

Phillips Street, Bould Street & Corlett Street example



Phillips Street & Bould Street are included in the recommendations for streetscape improvements. These streets have the capacity for streetscaping and therefore front gardens on these streets will not require significant landscaping.

Neighbourhood Connecting Streets

Bould Street, Phillips Street, Corlett Street, Ironside Street, Wanaka Street,

Character and Role

- Neighbourhood Streets perform the role of connecting the residential areas directly with the different uses in and around the town centre, but are not the key routes in the network.
- The streets range in width; Bould Street and Coutts Street have a significant road reserve on one side; Phillips Street and Wanaka Street have relatively wide carriageway with narrow footpaths; both Wanaka and Coutts Street connect onto fast moving, wide streets. (Refer to PB Study for cross sections);
- Phillips Street (8.5m road width with 2.0m footpaths) performs an important north-south connecting role between Broderick Street and Frankmoore Road and includes St Brigid's school. The street is long and straight with parking on both sides and no traffic calming;
- Streets are primarily residential, however Phillips Street accommodates a school and local uses and Wanaka Street is commercial with open space and limited residential.
- No significant or coordinated streetscaping or public realm treatment currently exists, except for wide grassed berms along Bould Street.

Design Principles

1. **Built form** along 'community streets' should create a built edge which responds to and reflects the larger buildings, areas of open space and range of non-residential uses. Built form should create a sense of containment to the street, especially around the community centre, street corners and the local uses and large junction with Phillips Street.
2. **Building typologies** should accommodate higher density closest to the town centre and local amenities. Higher density typologies can be designed to reflect the larger built form in the areas noted above.
3. **Landscape treatment** of front gardens should provide a 'greening' and softening of the street edge but significant private plot landscaping is not required due to the 'long' green views across to the outer green belt, significant open spaces along these roads and restricted physical capacity of the street.
4. **Setbacks** of buildings from the street should be limited to provide a built frontage which relates well to the street and creates a connection with the public realm.
5. **Boundary fences** should encourage and allow a visual connection between the house and the street. These streets are important 'community streets' and the interface and connection is important.

Design Principles

1. **Built form** should address the street, with particular focus on corners as important locations for higher intensity development to provide interest and presence at these junctions. Built form can be larger in scale here than other more residential areas, due to the scale of the surrounding roads, carparking space and open space adjacent to the entrances of these streets.
* Phillips Street has a wide carriageway and the use of built form to create containment either side of the street would create a more residential feel, safer and connected environment.
2. **Building typologies** should reflect the close proximity to the town centre and could include apartments and terraced house typologies which create a strong built edge.
3. **Landscape treatment** for each plot should contribute a 'green' boundary through front garden landscape treatment but should not restrict the connection of house with street. Corner sites should provide additional greening through more significant, structural green elements such as specimen trees.
* Each of these streets vary depending on the location and capacity within the road reserve, refer to exceptions.
4. **Setbacks** should be limited to create a connection with the street and a sense of enclosure.
5. **Boundary fences** should be low to retain strong connection with the street

Residential Street North

Rotoiti Street, Trafalgar Street, Dr Taylor Terrace and Earp Street

Character and Role

- Located to the north and west of the town centre; sloped gradient, highest at northern end;
- Narrow streets, parallel parking and footpaths either side;
- Connect to Frankmoore Street, close to the community centre (except Earp Street)
- Predominantly residential with some small businesses, church buildings and some commercial uses around the junctions with Frankmoore Street;
- Significant number of multi-unit developments, including infill-housing, both single and double storey units.
- Most infill-housing has been undertaken on single sites, resulting in driveways along one side and have a poor interface with the street due to high boundary walls and no landscaping;
- Original subdivision plots are predominantly narrow and deep which has contributed to poor infill developments.



Residential Street North has a more compact character than other streets in the MDRAs. The streets have long views from the high point across Johnsonville, but terminate with large buildings such as the community centre (Rotoiti Street) or supermarket (Trafalgar Street). The streets feel residential but there is a mix of uses along the streets which creates a more 'non-residential' or 'commercial' feel.



Residential Street South has an undulating and green character which reflects the topography and large areas of vegetation. Housing ranges from relatively low density housing (single units on large plots in Bould Street) to semi-detached or detached town houses on redeveloped sites. Connectivity is poor due to cul-de-sac streets and views are quite short, but green with significant landscaping and vegetation along bends and turns.

Residential Street South

Hindmarsh Street, Bould Street south, Takatimu Way, Fraser Avenue,

Character and Role

- Predominantly residential with mixed uses around junctions to Johnsonville Road;
- Streets wind and curve to reflect the undulating topography;
- Significant number of cul-de-sacs;
- Significant areas of vegetation create strong green boundaries
- Some new development creates a dominant street frontage with large garages and significant areas of excavation.

Design Principles

1. **Built form** should reflect the uses and location along the street, following a pattern of larger footprints, bulk and massing around Frankmoore Road and more residential scale terraced houses or town houses at the northern end with Ironside Road.
2. **Building typologies** as with other streets, should be located to reflect the proximity to the town centre or local uses. Apartment typologies or terraced houses are best located around Frankmoore Road and less dense typologies to the north.
3. **Landscape treatment** - front gardens along these streets should contribute to, and enhance the greening of the public realm. As the streets are narrow and unable to incorporate significant streetscaping, it is important that the front boundaries include landscaping which provides height and structure to the street, without obscuring the connection of house with street.
4. **Setbacks** should be short to ensure the built form is close to the street, thus creating an urban residential character where the built form and entrance are well connected to the street
5. **Boundary fences** should be low to retain strong connection with the street



Exceptions

Earp Street has a significant 'dog leg' bend in the street to accommodate a steep slope. This is in contrast to the straight streets in the area. Built form on the eastern side of the street should be kept low to retain views south out across Johnsonville as this is a significant view and unique in this area.

Dr Taylor Avenue has primarily open space or church buildings on the eastern edge, so built form should provide a strong edge to the street on the western side. Where there is **significant vegetation** on street corners or boundaries, the strong green boundary should be retained, but landscaped to create a structured and more formal green boundary.



Exceptions

Higher density building typologies such as significant terraced houses or apartments should be limited to the northern areas, close to the town centre.

Plots with significant road reserve vegetation along street would require less dense landscaping within plot street frontage. However plots located on key 'view termination points' at bends along the streets (example above) will require significant clustered planting in plot.

Design Principles

1. **Built form** should reflect the residential character of the area and large footprint buildings should be staggered to reflect the topography.
2. **Building typologies** should include town and terraced houses to the south in small groups.
3. **Landscaping** should play an integral part of residential development with integrated clusters of planting along street frontage.
4. **Setbacks** will vary depending on topography and landscaping (refer to green clustering around corners TBC)
5. **Boundary fences** should allow for the house to connect with the street and provide a low and landscaped boundary.