

2. Proposals for Change and Character Protection

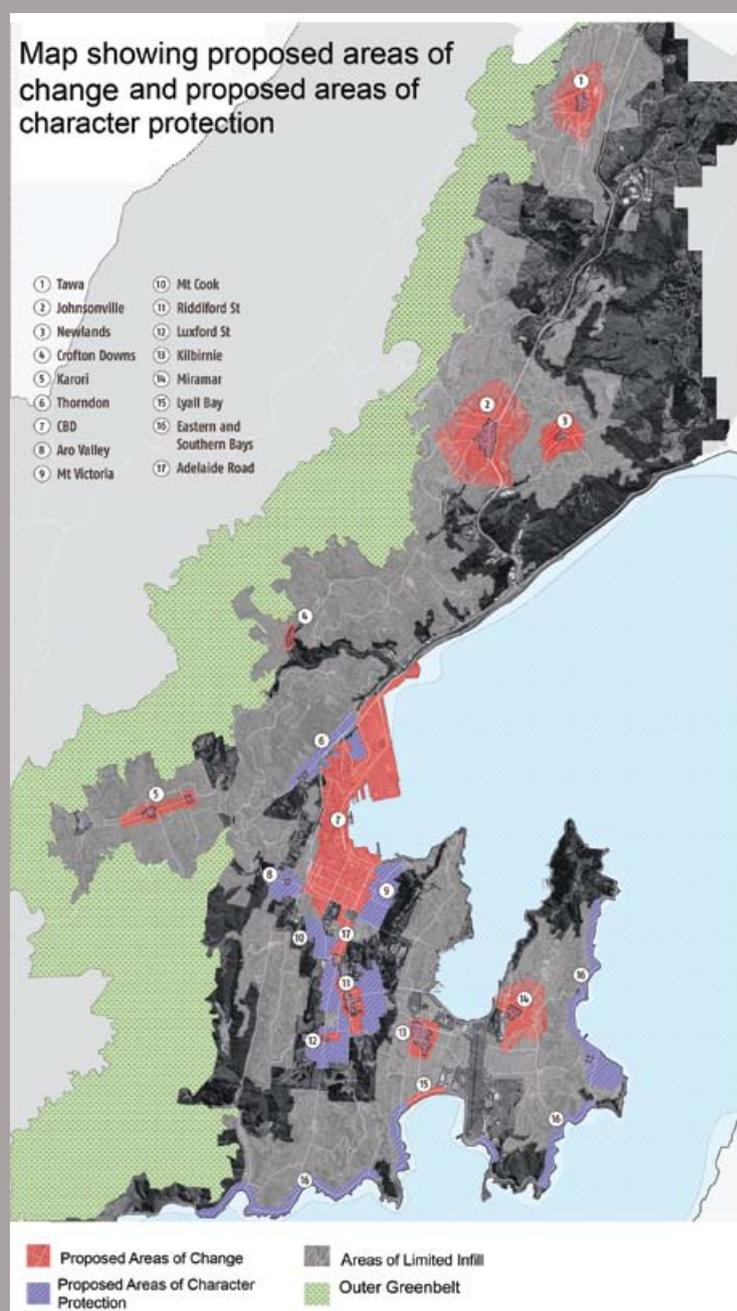
This section of the discussion paper outlines the proposed options for 'areas of change' and 'areas of character protection'.

It shows the areas that we think are best suited to residential intensification, and those that we think need special recognition because of their character values. For other residential areas in the city the new rules under Plan Change 56 will continue to apply – these other areas are called 'areas of limited infill'.

AREAS OF LIMITED INFILL

Areas of limited infill allow infill housing and moderate intensification to occur but with a greater focus on quality. New development in these areas will need to comply with District Plan Change 56. Plan Change 56 aims to ensure that the adverse effects associated with infill housing are better managed to reduce the effect of development on the amenity of surrounding neighbours and the character of the suburbs.

2.1. Key Diagram – Proposed Areas of Change and Character protection



2.2. Proposed Areas of Change

Areas that can support increased growth are called areas of change.

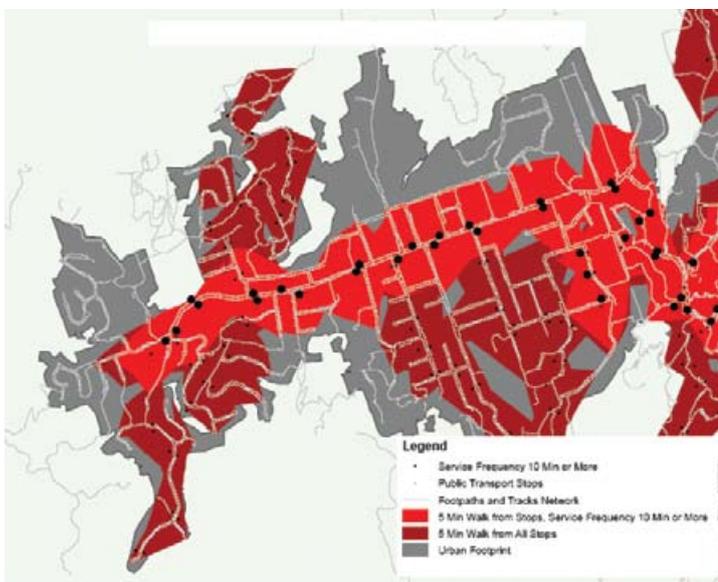
These are areas where comprehensive redevelopment of housing would be encouraged and facilitated, resulting in moderate to significant increases in residential density and changes to the character of some parts of the city.

The **process** used to develop and assess areas of change is set out in the adjacent diagram.

The key **criteria** used to identify and select the proposed areas of change include:

- **Proximity to centres and employment.** Specifically:
 - areas less than 20 minutes walk from the Golden Mile
 - areas less than 10 minutes walk from town centres (Tawa, Johnsonville, Karori, Newtown, Kilbirnie, Miramar)
 - areas less than 5 minutes walk from smaller centres
- **Areas best served by public transport,** based on a combination of walking distance to public transport (bus and rail) and frequency of service.

- **Character and heritage values.** Understanding which areas in the city have significant character and heritage values is an important consideration in this review. The citywide Character Study helped to identify areas with significant character and heritage values, and their relative sensitivity to change.
- **Carrying capacity** of areas based on infrastructure and services, including:
 - The ability of the road network and water-based infrastructure (water, waste water and stormwater) to cope with increased growth
 - Land availability and existing density
 - The provision of community facilities, recreation facilities and schools
 - Open space.
- **Environmental hazards** such as flooding and earthquake risk and significant resource values such as bush remnants
- **Development conditions,** including land values and market demand for town house and apartment living.



Accessibility to Public Transport in Karori



Areas with most benefit based on walking distance from Golden Mile and centres

Process Diagram – Deciding Areas of Change

Step 1 – Sieve mapping using Council's GIS system:

- Identifying areas with extreme constraint or poor access
- Mapping walking distance from town centres and public transport stops to identify areas that have the most benefit
- Refining these areas based on environmental constraints (flooding, earthquake), resource values (heritage, character), infrastructure capacity (roading, water, community facilities)

Step 2 – Develop a proposed outcome for each area based on density, built form and housing, and relating that to the existing density and built form

Step 3 – Consider the likely planning approach required to achieve the outcome

Step 4 – Undertake a SWOT exercise of the proposal to identify strengths, weaknesses, opportunities and threats for each proposed area based on research and ground conditions

Step 5 – Recommendations and peer review of findings by internal officer reference group

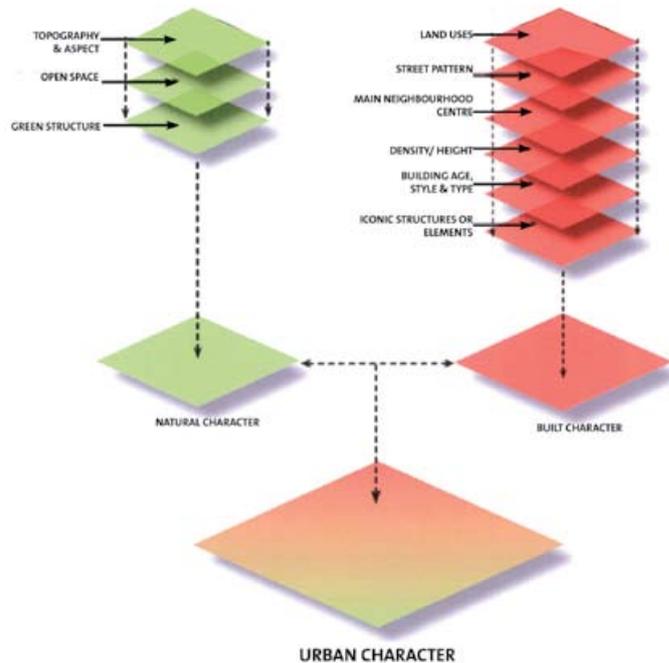
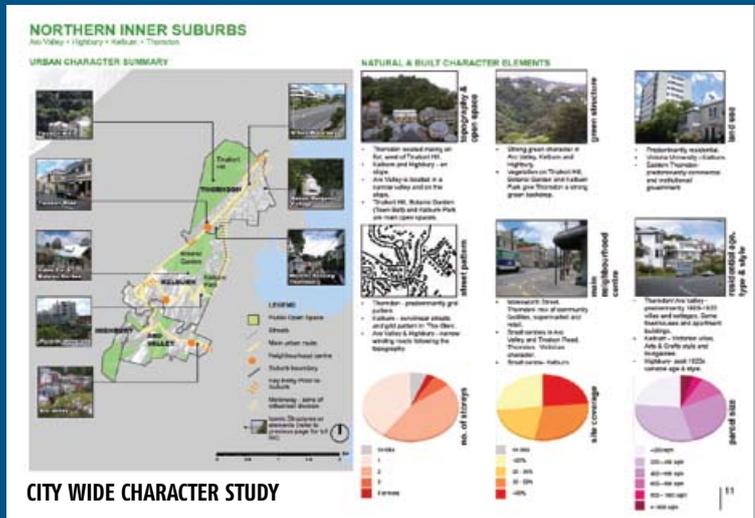
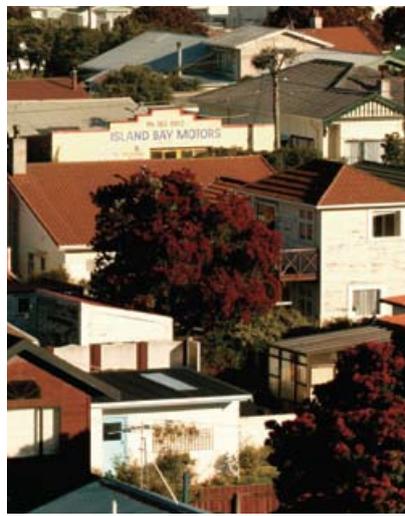


DIAGRAM SHOWING PROCESS OF DEFINING URBAN CHARACTER



Map showing 1 in 50 year Flood Zone



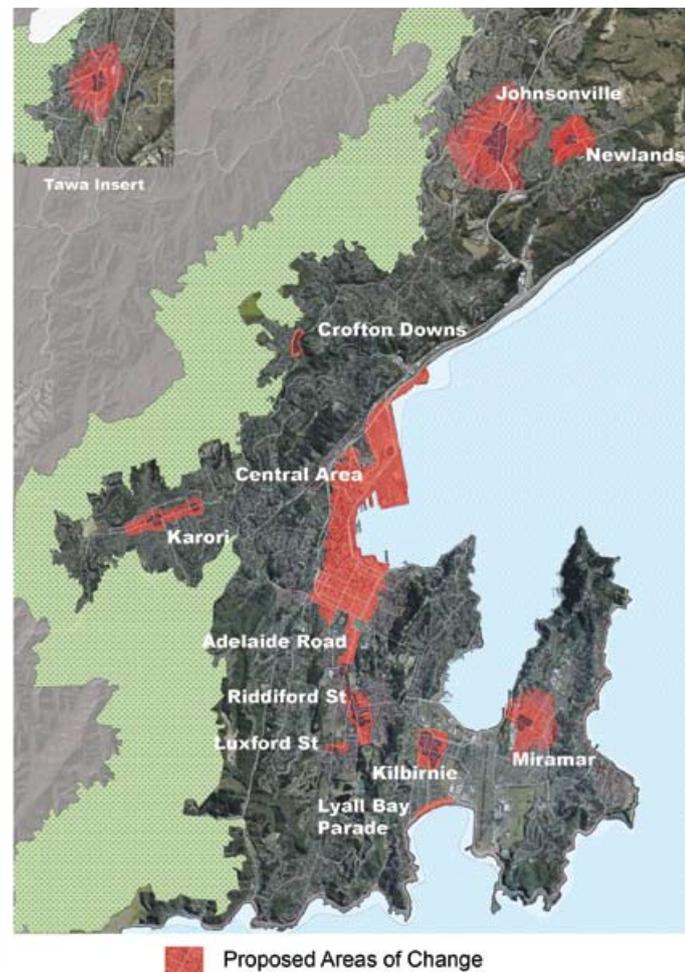
Proposed areas of Change

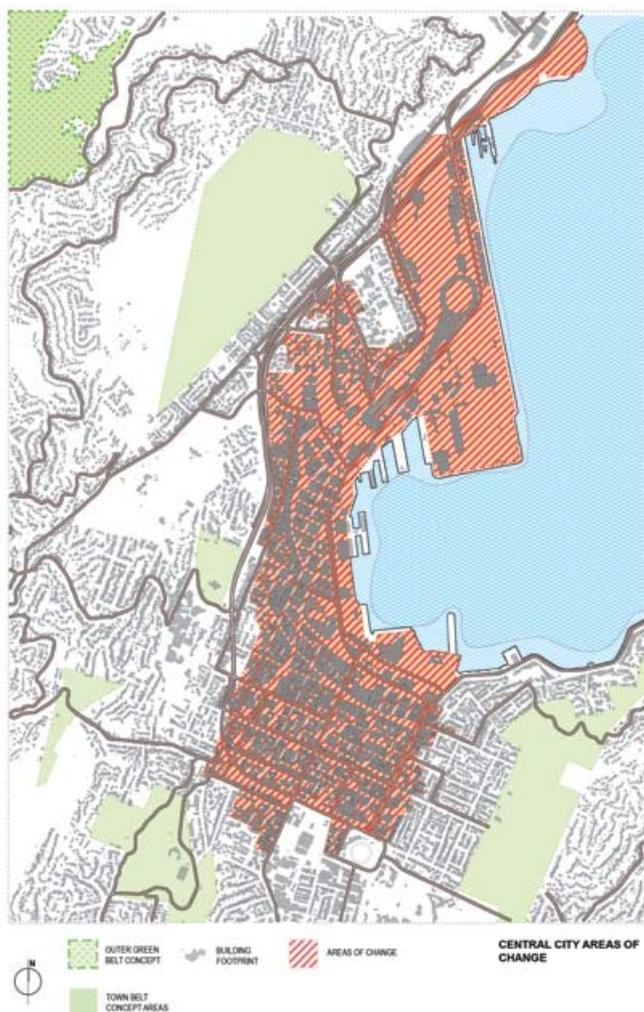
Based on these key criteria, the **areas that we recommend** be considered as areas of change are:

- **Centres along the Growth Spine:** the central city, Adelaide Road, Kilbirnie town centre and in and around Johnsonville town centre
- **Town Centres:** Karori Road corridor, in and around Tawa and Miramar town centres and Riddiford Street in Newtown
- **Other Areas:** Crofton Downs local centre, in and around Newlands local centre, Luxford Street in Berhampore, and Lyall Bay Parade.

Areas we do not recommend but which were considered are:

- Khandallah local centre, Brooklyn local centre, Island Bay local centre, Hataitai local centre.





2.2.1 The Central Area

PROFILE

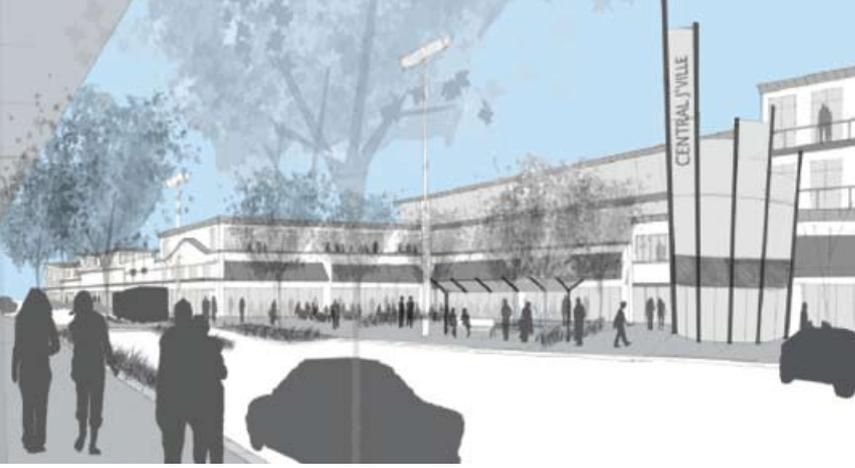
- Existing area: about 300 hectares
- District Plan zone: Central Area
- Regional CBD with about 73,000 jobs and 100,000 m² retail floor space
- Seat of Government and national capital functions
- Entertainment and waterfront
- Inner city living popular with about 12,000 living in the Central Area
- Current number of dwellings about 8000

PROPOSALS

- Continued apartment development throughout the Central Area in accordance with existing guidelines in the District Plan
- Additional dwelling estimate to 2051: 8,500
- Additional population estimate to 2051: 13,500

WHEN

- Planning complete
- Development on-going



2.2.2 Johnsonville town centre

PROFILE

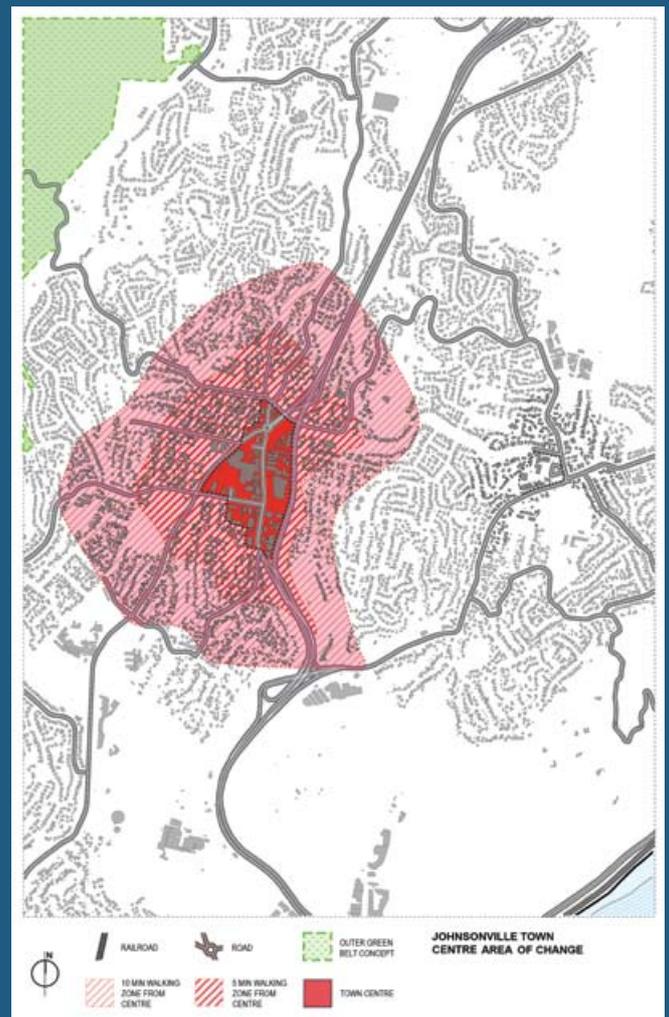
- Existing area: about 255 ha
- District Plan zone: Suburban Centre and Outer Residential
- Sub-regional function, with retail focus around Johnsonville Mall
- Community hub with Keith Spry Pool, community centre and library
- Highly accessible via car, bus and rail
- Outer boundary **10 min walk** from centre
- Inner boundary **5 min walk** from centre

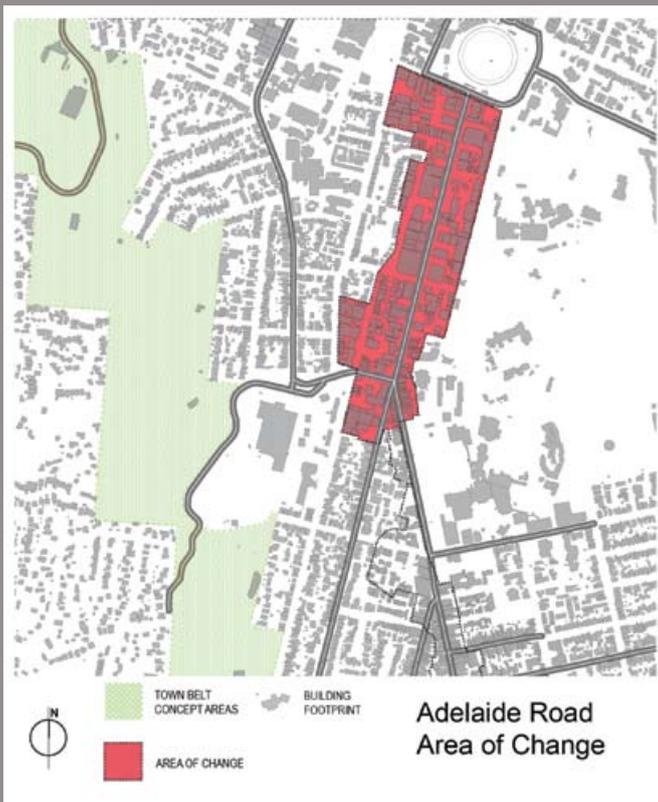
PROPOSALS

- Apartment living in the commercial area, above ground floor where opportunities exist
- 4 storey medium-density apartments and terrace housing within a 5 min walk from the centre and large vacant sites (eg Sheridan Terrace).
- 2 to 3 storey medium-density terrace housing and townhouse development in outer zone (5 to 10 min walk).
- Comprehensive redevelopment and amalgamation of sites encouraged over time
- Opportunity to be investigated for affordable housing scheme
- Additional dwelling estimate to 2051:1700-2000
- Additional population estimate to 2051:2800-3500

WHEN

- Planning for growth underway
- Centre plan complete by end 2008





2.2.3. Adelaide Road

PROFILE

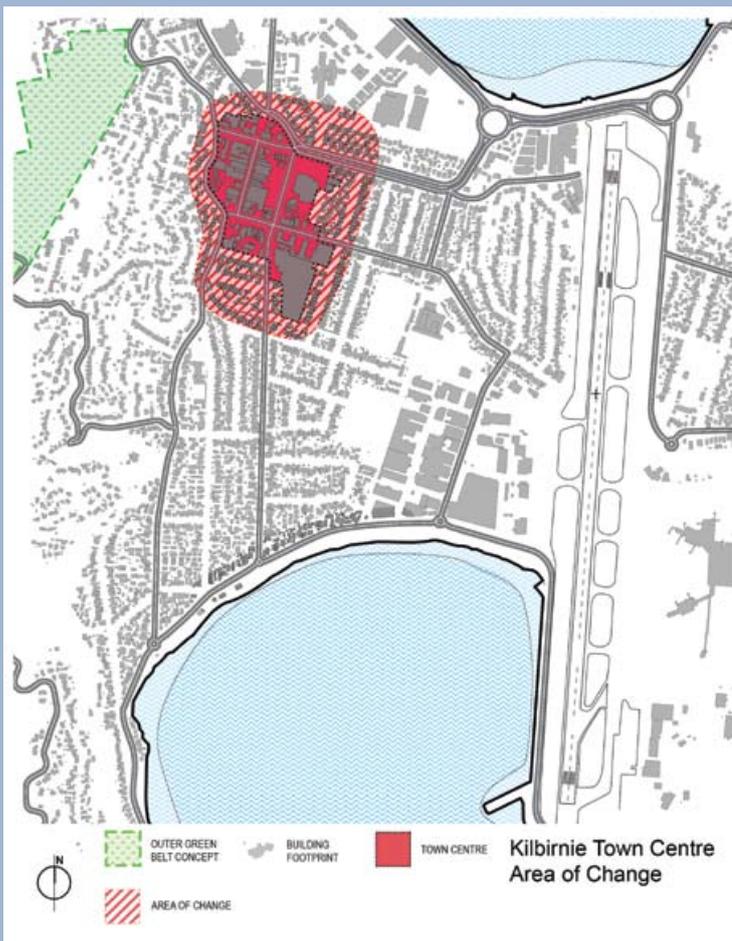
- Existing area: about 15 ha
- District Plan zone: Suburban Centre
- Highly mixed use
- 'Movement economy' businesses (car service, car based retail) and office employment along Adelaide Road
- Apartment and townhouse living on the fringe
- Public transport: high frequency bus route

PROPOSALS

- Significant redevelopment opportunity to improve amenity and design
- Continued mixed use proposed, with further apartment living above commercial uses
- Potential for medium-density townhouse development
- Opportunity for affordable housing
- Additional dwelling estimate to 2051:1000–1700
- Additional population estimate to 2051:1500–2700

WHEN

- Planning for growth underway
- Development framework in place by end 2008



2.2.4. Kilbirnie town centre

PROFILE

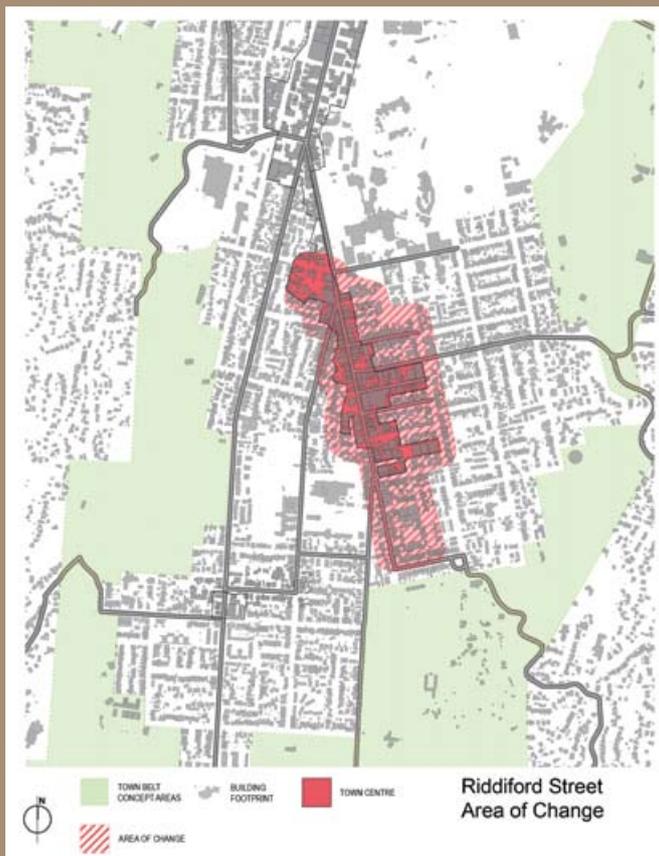
- Area: about 30 ha
- District Plan zone: Suburban Centre and Outer Residential
- Sub-regional centre with large supermarket and recreational facilities
- Public transport: high-frequency bus route

PROPOSAL

- Apartment living above ground floor level in commercial areas
- 2 – 3 storey medium-density terrace housing and townhouse development in areas immediately adjacent to centre
- Additional dwelling estimate to 2051:600
- Additional population estimate to 2051:950

WHEN

- Planning for growth proposed to start in 2009



2.2.5. Riddiford Street fringe

PROFILE

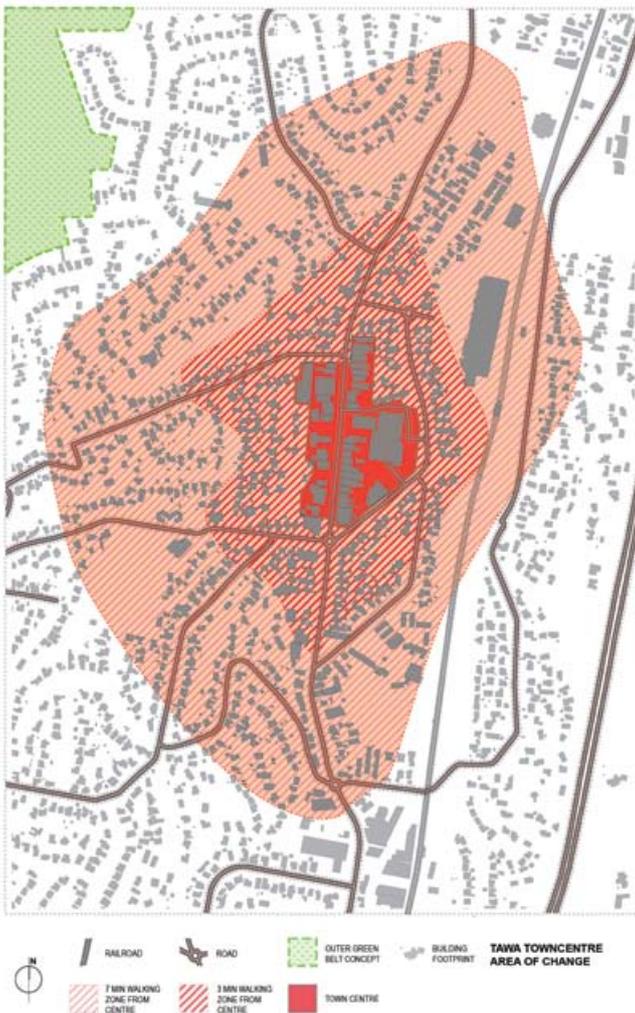
- Area: about 30 ha
- District Plan zone: Suburban Centre and Outer Residential
- Good accessibility via road and bus
- Major retail-based town centre with supermarket, cafes and restaurants
- Strong character values
- Significant employment in surrounding areas
- Good community facilities within the area including library and community centre

PROPOSALS

- Apartment living above ground floor in commercial zone
- 2-4 storey medium-density terrace housing and town house in adjacent areas.
- Comprehensive redevelopment and amalgamation of sites encouraged over time
- Character and heritage to be incorporated into development vision and facilitation
- Opportunity to be investigated for affordable housing scheme
- Additional dwelling estimate to 2051:500
- Additional population estimate to 2051:850

WHEN

- Planning for growth as resources become available



2.2.6. Tawa town centre

PROFILE

- Area: about 98 ha
- District Plan zone: Suburban Centre and Outer Residential
- Good accessibility via road and rail, average bus
- Main street commercial area, with good supermarket offering
- Good community facilities including library
- Outer boundary **7 min** walk from centre
- Inner boundary **3 min** walk from centre

PROPOSALS

- Some apartment living above ground floor in commercial zones
- 3-4 storey medium-density apartments and terrace housing around centre, based on a 3min walk from the town centre
- 2-3 storey medium density terrace housing and townhouse development in outer zone (3 to 7 min walk)
- Comprehensive redevelopment and amalgamation of sites encouraged over time
- Opportunity to be investigated for affordable housing scheme
- Additional dwelling estimate to 2051:1100
- Additional population estimate to 2051:1800

WHEN

- Planning for growth following as resources become available



2.2.7. Karori Road corridor

PROFILE

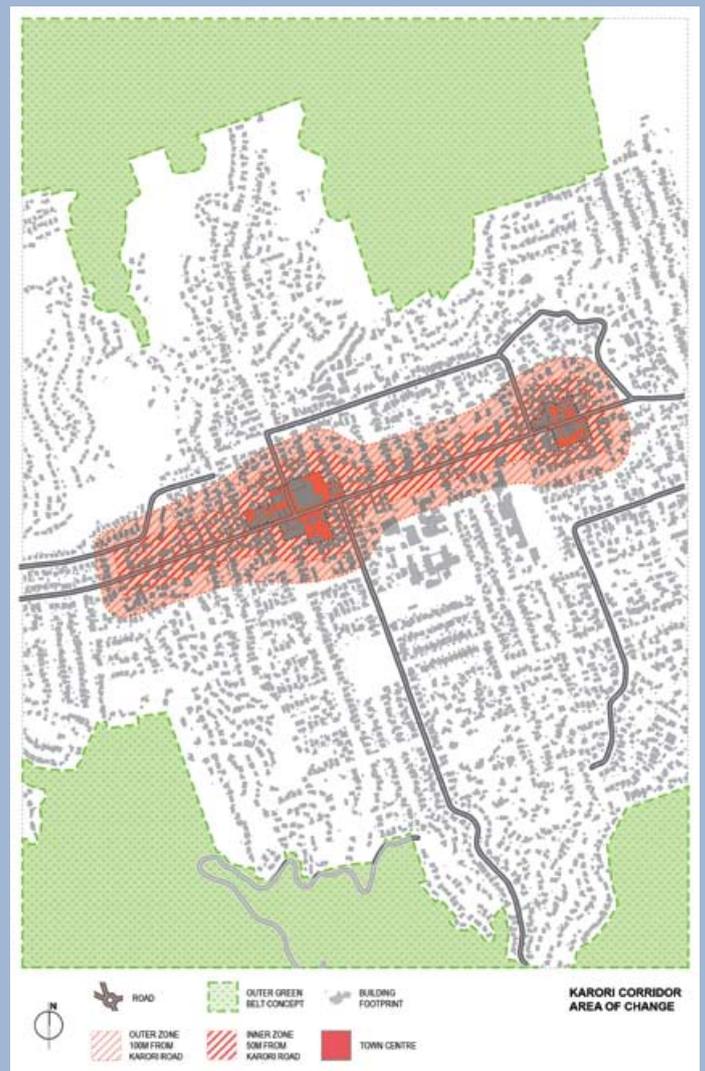
- Area: about 36 ha
- District Plan zone: Suburban Centre and Outer Residential
- Karori town centre dominant with supermarket, retail and community facilities
- New library
- Mainly convenience retail in Marsden Village
- Karori Road is the primary arterial to the city, with high-frequency bus service
- Outer boundary **100 metres** from Karori Road centre line
- Inner boundary **50 metres** from Karori Road centre line

PROPOSAL

- A corridor approach from Morley Street to Marsden Village
- Apartments in the centres above ground floor
- Inner zone (50m from road centre): 3–4 storey medium density apartments and terrace house redevelopment
- Outer zone (50m to 100m): 2–3 storey medium-density terrace housing and townhouse development
- Comprehensive redevelopment and amalgamation of sites encouraged over time
- Opportunity affordable housing
- Additional dwelling estimate to 2051:500
- Additional population estimate to 2051:850

WHEN

- Planning for growth as resources become available





2.2.8. Miramar town centre

PROPOSAL

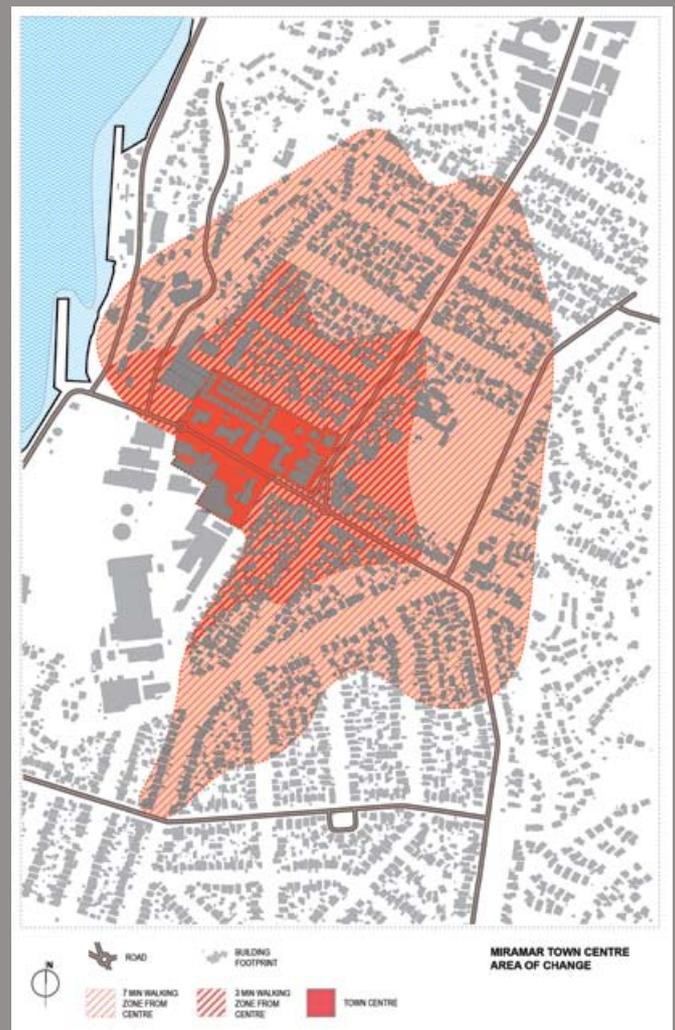
- Area: about 80 ha
- District Plan zone: Suburban Centre and Outer Residential
- Good accessibility via road and bus
- Predominantly strip retail along main road with supermarket
- Significant employment in surrounding areas
- Good community facilities within area including library and community centre
- Outer boundary **7 min** walk from centre
- Inner boundary **3 min** walk from centre

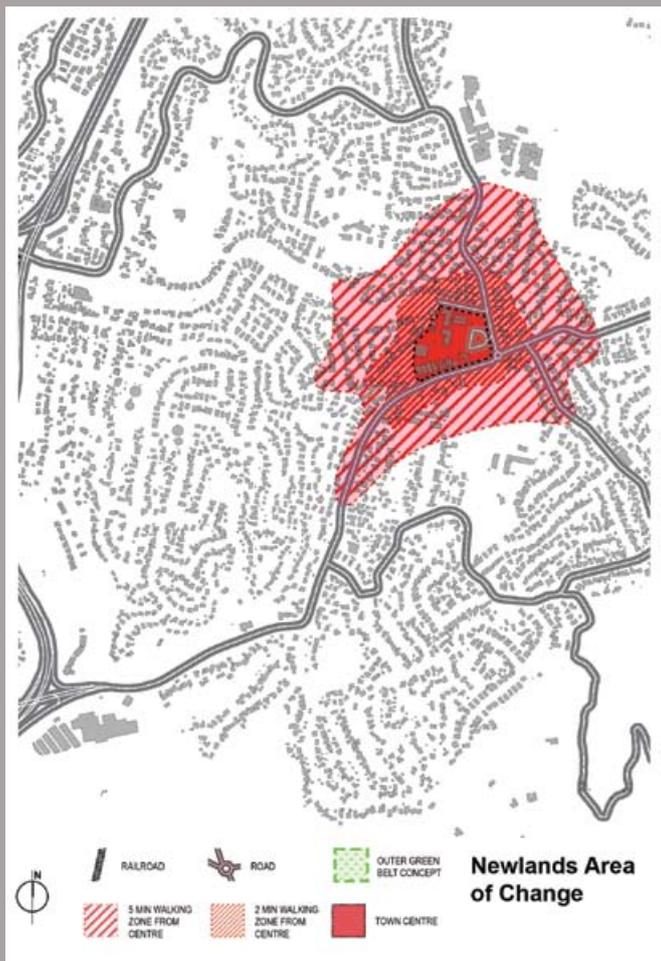
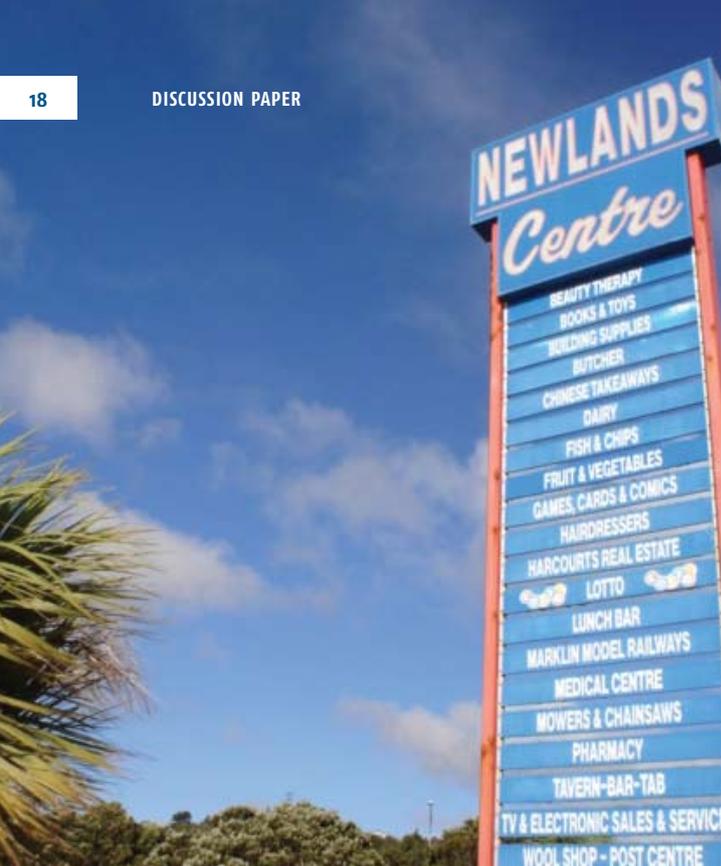
PROPOSALS

- Some apartment living above ground floor in commercial zone
- 3–4 storey medium-density apartments and terrace house redevelopment around centre, based on a 3min walk from the town centre
- 2–3 storey medium-density terrace housing and townhouse development in outer zone (3 to 7 min walk).
- Comprehensive redevelopment and amalgamation of sites encouraged over time
- Opportunity for affordable housing
- Additional dwelling estimate to 2051:1000
- Additional population estimate to 2051:1600

WHEN

Planning for growth as resources become available





2.2.9. Newlands local centre

PROFILE

- Area: about 43 ha
- District Plan zone: Suburban Centre and Outer Residential
- Public transport: good bus
- Centre type: local centre with convenience retail offering and community facilities

PROPOSAL

- Potential for apartment living above ground floor in centre
- 2-3 storey medium-density townhouse, terrace house redevelopment around centre, based around a 5 min walk from the centre
- Comprehensive redevelopment and amalgamation of sites encouraged over time
- Opportunity for affordable housing scheme
- Additional dwelling estimate to 2051:420
- Additional population estimate to 2051:670

WHEN

- Planning for growth as resources become available



2.2.10. Crofton Downs neighbourhood centre

PROFILE

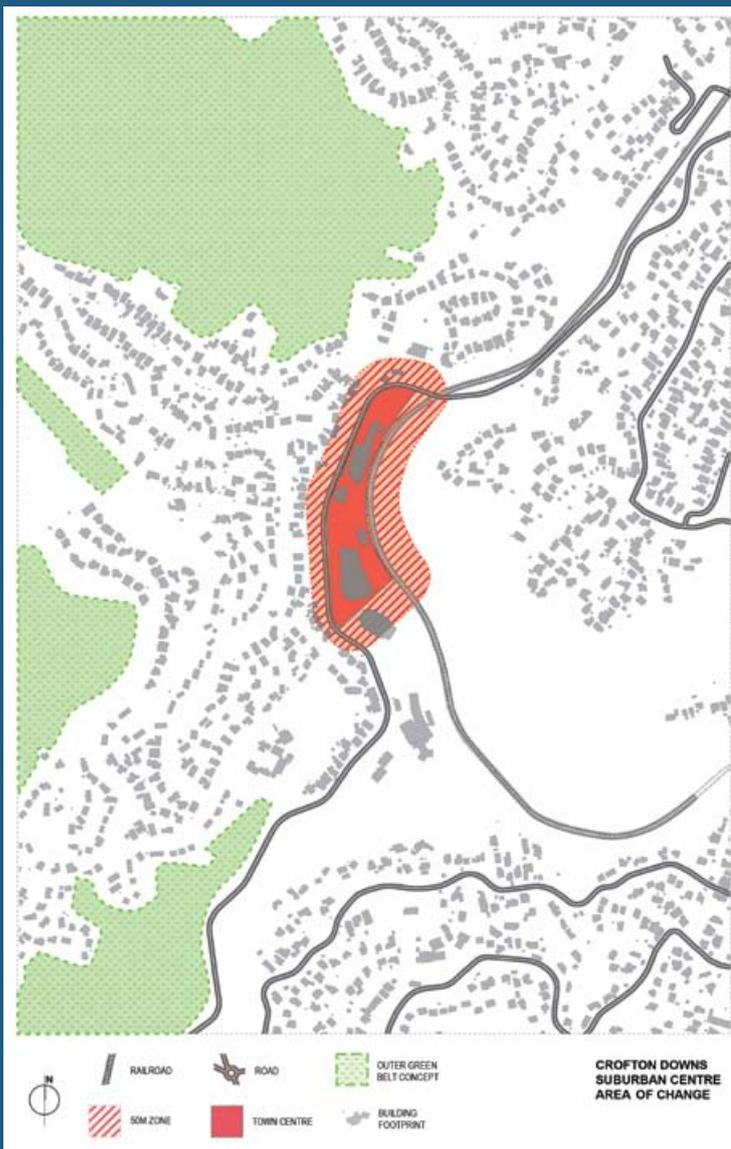
- Area: about 7 ha
- District Plan zone: Predominantly Suburban Centre, with some Outer Residential
- Public transport: rail and bus
- Centre type: local centre including supermarket, garden centre and hardware store

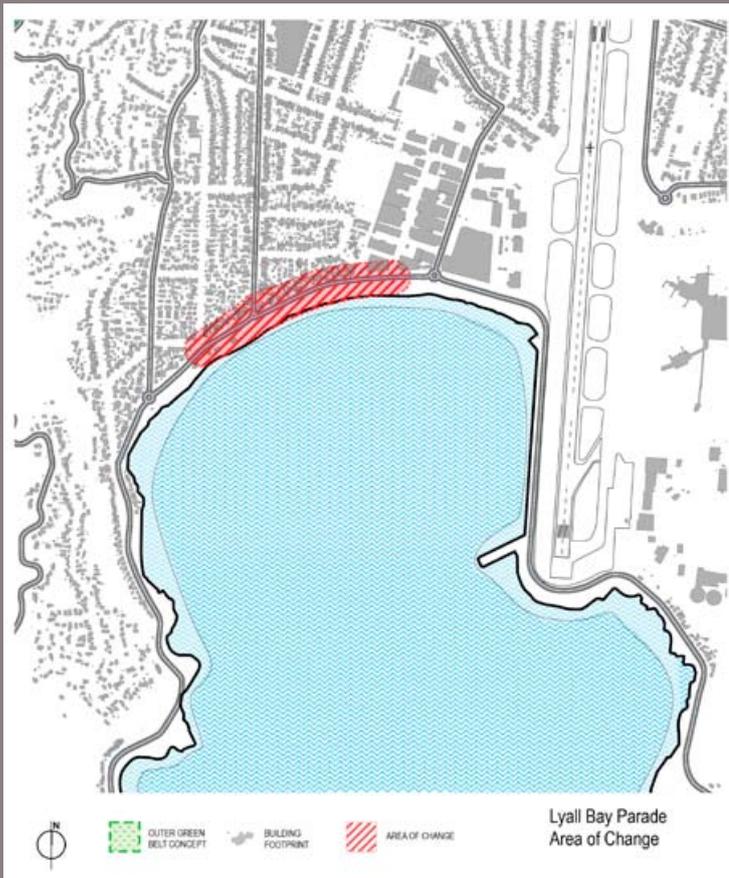
PROPOSAL

- Potential for comprehensive redevelopment of commercial area, to include mix of residential living options, including:
 - apartment living above commercial uses
 - 2–4 storey medium density terrace housing and townhouse development
- Opportunity for affordable housing scheme
- Additional dwelling estimate to 2051:140
- Additional population estimate to 2051:250

WHEN

- Planning for growth as resources become available





2.2.11. Lyall Bay Parade

PROFILE

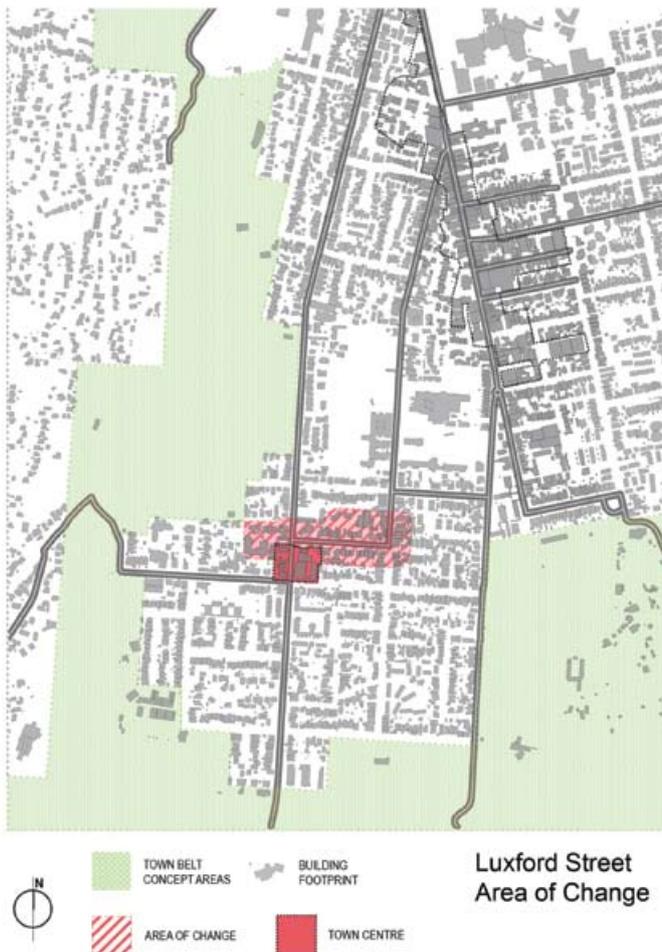
- Area: about 4 ha (not including road)
- District Plan Zone: Outer Residential Area and Suburban Centre (eastern end)
- Mainly detached dwellings with some commercial use along the beach parade

PROPOSAL

- Potential for comprehensive re-development of the Parade to a high quality living/recreation zone, including:
 - 3–6 storey medium-density apartment or terrace housing
 - Supporting commercial use (eg small retail, cafe, restaurant) on ground floor
 - Public space upgrades
- Comprehensive redevelopment and amalgamation of sites encouraged over time
- Additional dwelling estimate to 2051:250
- Additional population estimate to 2051:400

WHEN

- Planning for growth as resources allow, or combined with Kilbirnie town centre



2.2.12. Luxford Street

PROFILE

- Area: about 4 ha
- District Plan zone: Suburban Centre and Outer Residential
- Area within two high frequency bus routes anchored by Berhampore neighbourhood centre
- Good proximity to Newtown and Island Bay centres

PROPOSAL

- Potential for comprehensive redevelopment of the Luxford Street corridor to a high quality living zone, including:
 - 3–4 storey medium-density apartment or terrace housing
 - Supporting commercial use (eg small retail, cafe, restaurant) on ground floor
 - Public space upgrades
- Comprehensive redevelopment and amalgamation of sites encouraged over time
- Opportunity for affordable housing
- Additional dwelling estimate to 2051:250
- Additional population estimate to 2051:400

WHEN

- Planning for growth as resources become available

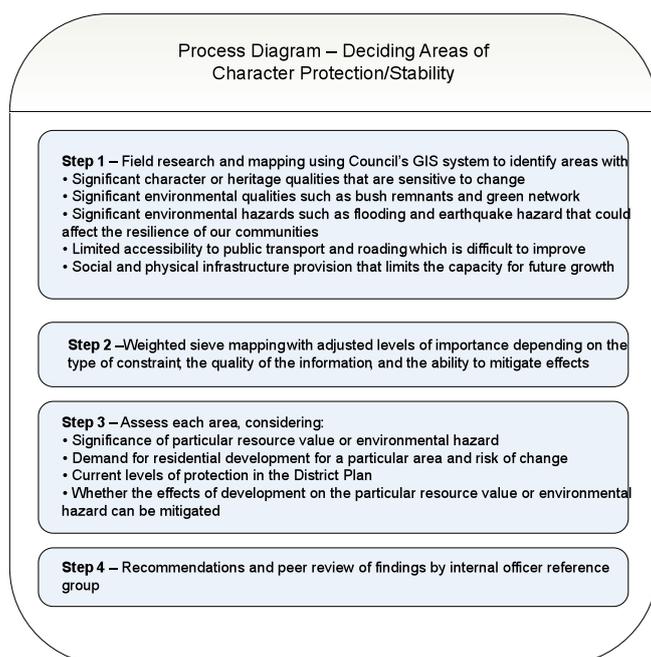


2.3. Proposed Areas of Character Protection

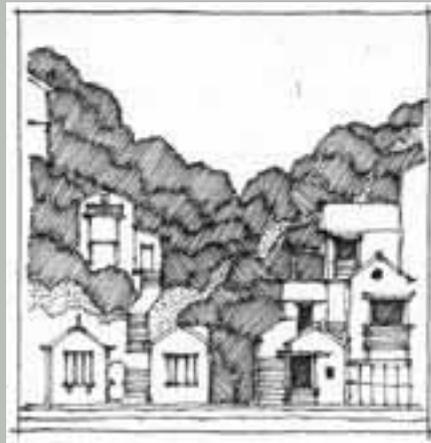
Some parts of Wellington require special consideration because they have significant character values that are sensitive to change. We are calling these 'areas of character protection'.

The term 'areas of character protection' replaces the term of 'areas of stability' that we used for public consultation last year. We have decided to do this because, while there is justification for further character protection in some areas, the analysis of existing conditions in the city shows that there is insufficient justification to heavily constrain or prohibit development in any residential areas of the city³. This is due in part to the generally good state of our infrastructure. We are also fortunate in Wellington City that we can deal with many of our capacity issues with good planning and targeted infrastructure improvements.

The **process** used to select areas of character protection (and the initial concept of areas of stability) is set out in the following diagram.



³ WCC, Revised 2008, UDS Working Paper 1 – *City Profile and Policy Stocktake*, Opus International Ltd, July 2007, UDS Working Paper 14 – *Roading Constraints and Opportunities for infill housing and intensification*. WCC, 2008 – Internal sieve mapping process.



A city-wide character study was commissioned by the Council late last year as part of this work⁴. The study, which is available on Council's website, is a strategic level exercise describing the built and natural character elements of each suburb in the city. The report also identifies areas within the existing urban fabric of the city that are 'sensitive to change'. These areas provide a very useful starting point for considering proposed areas of character protection.

The key **criteria** used to refine areas for character protection include:

- Whether the area was identified as an area sensitive to change in the Character Study.
- Strength of the values that exist in the place as noted in the detail of the Character Study.
- Whether the character of the area is unique from a city perspective or does it just have local significance.

- Level of risk of change – this is likely to be higher in areas with high amenity values.
- Degree to which the existing planning provisions are insufficient to protect the character.

Based on the above, the areas that **we recommend** be considered as areas of character protection are:

- The parts of the inner residential area subject to the 1930's demolition rule, including parts of Mt Victoria, Thorndon, Aro Valley, Mt Cook, Newtown and Berhampore.
- Coastal/residential fringe area in the eastern and southern suburbs including Karaka, Scorching and Worser Bays, Seatoun, Breaker Bay, Moa Point, part of Lyall Bay, Houghton Bay, Island Bay, Owhiro Bay.

⁴ Boffa Miskel, January 2008, *Wellington City Urban Character Assessment*.



2.3.1. Areas requiring further investigation

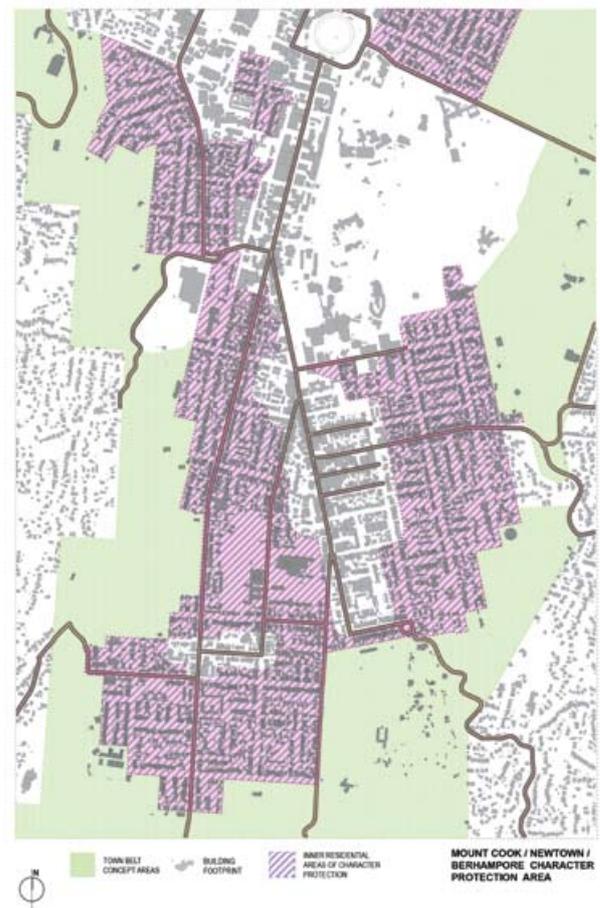
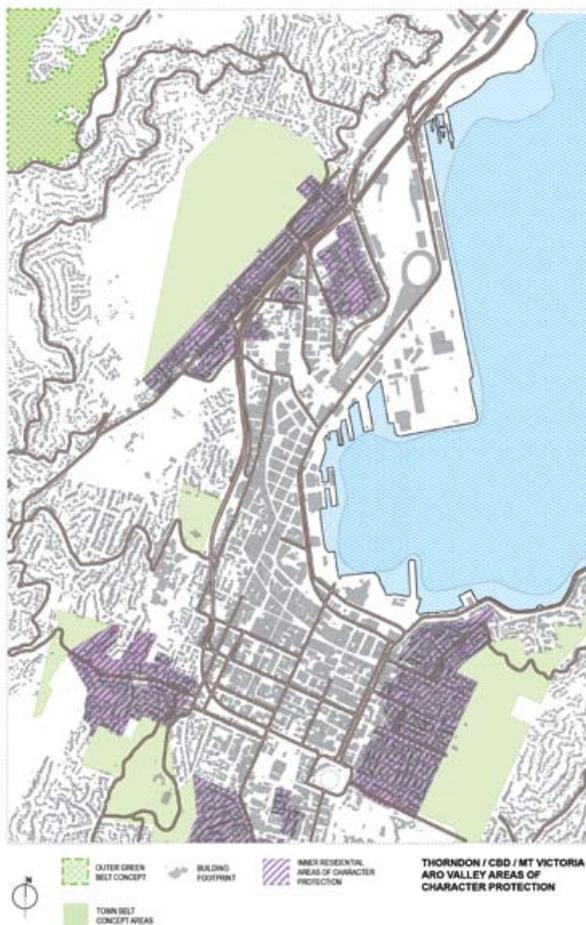
The process to identify areas with character and heritage values is complex and likely to be an ongoing area of work for the Council. Some areas requiring further investigation as areas of character protection have been identified through this process. These areas fall into two groups – residential living areas and commercial areas.

Areas requiring further investigation as areas of character protection include:

- The area surrounding Crawford Green in Miramar.
- The Glen Road area and west Bolton Street area in Kelburn.
- Consistent streetscape areas east and south of Kilbirnie town centre.
- Consistent streetscape areas in Karori such as around Messines Road, Nottingham and Standen streets.
- Aro Valley village and Kelburn village.
- Commercial buildings set around the corner of Luxford and Rintoul Street in Berhampore. Note these buildings fit within the proposed Luxford Street area of change and require specific character management.
- Brooklyn village and Hataitai village.
- Commercial buildings set around Mersey Street and commercial buildings at the seaward end of The Parade in Island Bay.

2.4. Proposed Areas of Character Protection – Maps

2.4.1. The inner residential areas of character protection



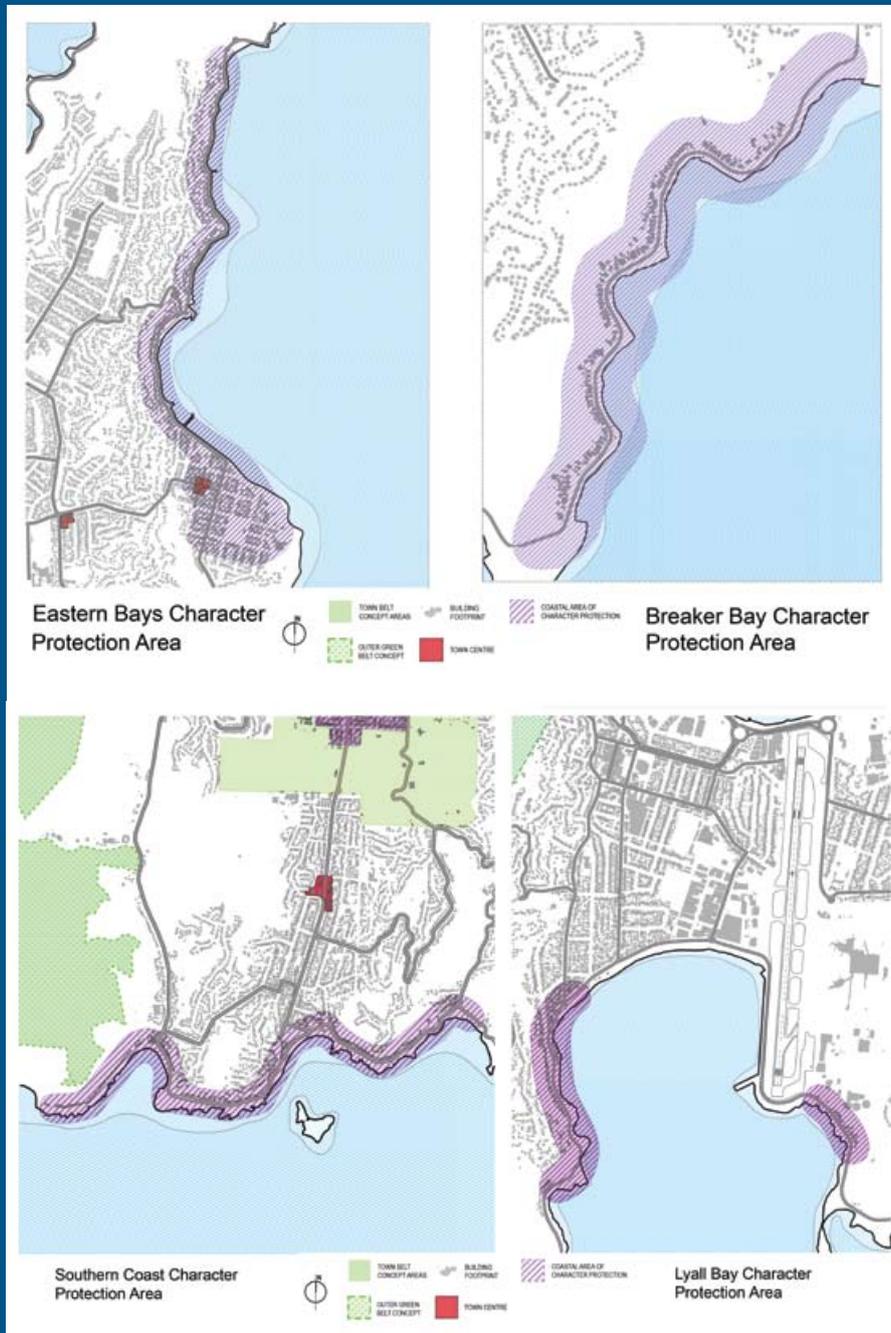
OUTCOME SOUGHT

- Design and scale of new development to fit within the existing neighbourhood character.
- Significant heritage areas and buildings protected.
- Sense of place and character enhanced by new development.

PROPOSALS

- We will do a review of heritage in these areas to determine where additional heritage recognition may be required.
- We will consolidate existing character protection rules (such as the 1930s demolition rule) to ensure a consistent approach across all inner residential suburbs.

2.4.2. The coastal fringe areas of character protection



OUTCOME SOUGHT

- Design and scale of new development to enhance coastal amenity and fit within the existing coastal character.
- Inappropriate earthworks on the escarpment avoided.

PROPOSALS

- We will review existing rules and consider developing a design guide for new development on the coastal fringe.