

URBAN DESIGN AND LANDSCAPE ASSESSMENT

Wellington International Airport Ltd

Notice of Requirement for Designation

Main Site



Assessment Summary

This assessment relates to two Notices of Requirement (NoR). One, referred to as the Main Site, is to designate an area currently operating as Wellington International Airport (WIAL). The other, referred to as the East Side Area (ESA), is to extend airport activities into the Golf Course. A third area of land, referred to as Kauri Street, has recently been designated and incorporated into the district plan. Together, these three areas create a precinct of inter-related airport activities. Therefore, the application of the ESA and the Main Site are considered together, and the cumulative effect of the Kauri Street site noted.

Wellington, as New Zealand's capital, requires appropriate transport infrastructure to enable political, civic and economic roles to occur. Wellington Airport is a key part of this infrastructure and a major influence on city form. Its successful operation is fundamental. The Airport is uniquely located close to the city centre and amongst residential areas. This makes expansion in a topographically constrained site challenging.

Two WIAL documents (the Airport Masterplan, and a designation design planning assessment), demonstrate how the activities could fit in the context and on the site. These are not binding proposals but indicate intentions and are used in this assessment to assess urban design and landscape effects.

The Notices of Requirement are presented in an era of economic, cultural and environmental change which has potential to affect airport operations. It is not the scope of this review to speculate on these implications. However, planning in a context of current and future uncertainty puts particular focus on necessity, particularly where effects are assessed as significant.

In general, I consider that urban design and visual effects can be mitigated with conditions proposed to reduce effects on residential amenity and effects on character of adjacent recreational edges. The effects of the main terminal expansion are suggested to be further managed through preparation of a Design Guide to ensure quality. Minor changes to conditions and a specific Design Guide are also recommended for ancillary buildings.

Two locations have been identified as significant gateways. Rongotai Ridge creates one side of the gateway to Miramar. The Broadway/Calabar Road intersection is a smaller gateway to the eastern suburbs and the Airport. These have high visibility to a wide range of communities, involve major stakeholders and are key public nodes. They require co-ordinated design to achieve good urban design outcomes. Designation conditions are not considered an ideal mechanism and District Plan management is recommended in these locations.

Removal of a small hill to extend the taxiway south is assessed as a significant high negative effect to landscape character. The hill is characteristic of the south coast landform and forms part of the hill to flat land interface on the isthmus. Its removal without certainty of necessity is an undesirable outcome. WIAL is requested to provide information for the hearing, and consideration of staging until "reasonable necessity" for the hill's removal can be demonstrated. Reconsideration of site planning to avoid this effect is recommended.

The Urban Design and Landscape Effects are considered capable of being mitigated to an acceptable level by adjustment of proposed conditions. Earthworks to remove a small hill have an unacceptable negative effect and require further demonstration of necessity.

Part A Introduction

1. INTRODUCTION

1.1. Author Introduction

My full name is Robin Simpson. I am an Urban Designer and Registered Landscape Architect practicing as Robin Simpson Design Limited.

I hold a Masters Degree in Design Studies (MDes.S) specialising in urban design from the Graduate School of Design, Harvard University, Cambridge Massachusetts and a Bachelors Degree in Landscape Architecture (BLArch. Hons 1) from the University of New South Wales, Sydney Australia.

My practice covers Urban Design and Landscape Architecture with particular focus on Infrastructure Development e.g. roads, cycleways, Urban Design for Transport, Land Development, Residential Masterplanning, assessment of visual effects and network functionality and design review. I have sat on urban design review panels for Wellington City Council, Christchurch City Council and Nelson and Tasman City Councils.

I confirm that I am familiar with the Code of Conduct for expert witnesses contained in section 7 of the 2014 Environment Court Practice Note and agree to abide by the principles set out therein.

1.2. Background

Wellington Airport, operated by Wellington International Airport Limited (WIAL), is significant regional infrastructure. WIAL have issued a Notice of Requirement (NoR) to WCC for a Designation for airport purposes over the area currently used for the airport. This is referred to as the Main Site.

It is recommended that this NoR be considered at the same time as the East Side Area (ESA) NoR given continuity of the sites, shared activities and interdependent functions.

The purposes for which the NoR Main Site has been issued¹ include;

- Aircraft operations and associated activities
- Aircraft rescue/emergency services
- Runways, aprons etc
- Airport terminals, Hangars, carparking, other facilities etc
- Administration and office activities
- Vehicle parking and storage,
- Signage, billboards etc
- Hotel/visitor accommodation, conference facilities
- Retail activities, restaurants and other food and beverage facilities
- Structures to mitigate against natural hazards
- Demolition and earthworks
- Ancillary activities, and
- Service and maintenance activities.

¹ The NoR lists the activities for which it seeks the Designation on Form 18 Notice of requirement by Requiring Authority for Designation

Airport activities currently are subject to the Airport precinct Area defined in the Wellington City Plan (District Plan) with the underlying planning zones establishing parameters for activities, structures and environmental effects. This application seeks to change the planning mechanism from the current situation which is the Airport Chapter in the District Plan. WIAL's intention is to expand spatially to the east into part of the current Golf Course, expand the existing terminal and add associated buildings as required to respond to changes in the aviation industry.

A design led document², and the Airport's masterplan³, have been provided by WIAL to outline intentions and demonstrate how the above activities could be accommodated on the site. These are explanatory documents.

The location of the airport is unique as available space is constrained by topography, the coastal setting and established residential areas. The ESA designation proposes to extend into areas immediately adjacent to other airport activities. Essentially the limited available flat land is proposed to be expanded through earthworks to the east and south.

For Wellington to function well as New Zealand's capital on the global and national stage, it requires appropriate transport infrastructure to enable political, civic and economic roles to occur. Wellington Airport is a key part of this infrastructure.

It is accepted that the functioning of the airport and its ability to respond to changing economic and demand scenarios is a major positive effect for the region and for New Zealand. The challenge is, whether the adverse effects of these activities can be minimised, mitigated or avoided.

1.3. Global Context

The Main Site NoR and associated ESA NoR, are for designations to enable "flexibility to respond to future change". The Notices are submitted at notable time of change; there is a current Global Pandemic of Covid 19 with economic and cultural implications, there are national considerations of related industries such as tourism and environmental management from government and private sector⁴, there is increasing pressure to respond to climate change, it is an era of technological research and there is a current WCC District Plan Review underway.

In addition to this context of change, there are legislative requirements on a national level through the Zero Carbon Act and commitments to the Paris Accord 1995⁵. This is an issue raised by multiple submitters⁶.

The airside activities require expansion of hardstand area currently used for taxiing and parking and include additional ancillary buildings to the south. Beyond airside, there are significant efficiencies in these being located adjacent to the main airport activities.

² WIAL Designation Planning, 30th August 2018, Warren and Mahoney

³ 2030 The Master Plan, January 2010, Wellington International Airport limited

⁴ NZ Govt Draft ... in Tourism, NZ Parliamentary Commissioner Report on Environment, *ref required*

⁵ Zero Carbon Act, Paris Accord *ref required*

⁶ Submissions to NoR ESA and Main site have been summarised and a general, not complete review undertaken to identify repeated issues raised

1.4. Scope

I have been requested to prepare an urban design and landscape assessment by Wellington City Council (WCC) to respond to the NoR Main Site. This assessment will identify urban design and landscape effects. It will assess the effectiveness of any proposed conditions which are the main means of managing effects and recommend further conditions if required.

I have also been requested to prepare an urban design assessment by Wellington City Council (WCC) to respond to the NoR East Side Area.

2. PLANNING MECHANISM

2.1. Designation Mechanism

The proposed Main Site designation is largely similar to the Airport Precinct area in the District Plan. As the status quo is for airport activities, and the location of the Wellington Airport has significant citywide and regional benefits, it is not necessary to consider alternative uses of the site.

Expansion facilitated by the ESA designation would extend airport activities such as hardstand for taxiing, into an area currently that is used as a Golf Course. The golf course currently serves as a spatial and visual buffer between airport activities and residential development to the east and south east. The expansion of airport activities into this area is a significant change whose effects are discussed in the ESA Urban Design and Landscape Assessment Part B.

Designation is cited in the NoR as an appropriate planning mechanism because it provides the flexibility for WIAL to respond to changes in the aviation industry in a timely and economic framework. However, this is an indicative Masterplan and processes which enable ongoing liaison with key stakeholders are required.

2.2 Designation Area

2.2.1 Designation Area

The Kauri Street designation shares boundaries with the Broadway Precinct in the NoR Main Site. The NoR East Side Area which proposes extension into the existing Miramar Golf Course is separate to, but shares common proposed activities with, the NoR for the Main Site. These overlap as shown in Figure 1⁷.

⁷ WIAL Notices of Requirement and District Plan Airport Precinct boundaries prepared by 4Sight Consulting April 2021

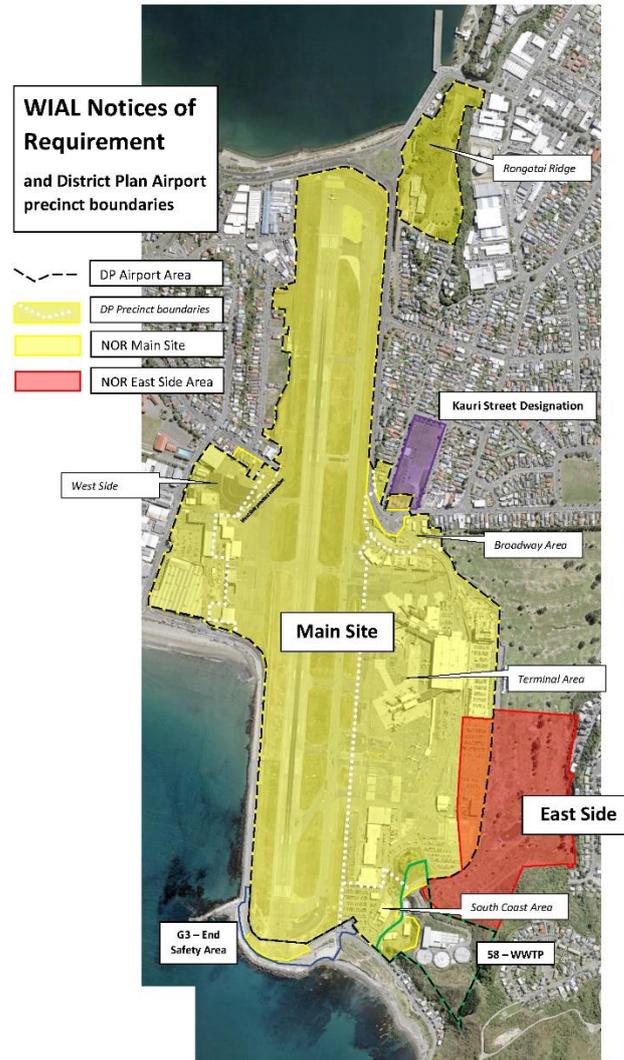


Figure 1 Proposed Designation Boundaries District Plan Airport Precinct boundaries 4Sight Consulting April 2021

From an urban design and visual effects perspective, the Main Site and East Side Areas should be considered concurrently. This is because proposed activities of hardstand and aircraft operations including taxiing are continuous in both areas. Layout in the Terminal Precinct in the Main Site also has consequences for structures and the effects of the ESA. This is particularly relevant to the dimensions of the proposed cutting into the Landside slope to the Southeast.

I consider the activities in all three areas need to be considered cumulatively. There is an overall effect of the sum of the airport activities and a cumulative effect in some areas.

2.2.2 Proposed Designation Extent

The Airbiz Report⁸ accompanying the Notice says the extended Terminal and expanded airside area are to respond to new technology especially wider Code E aircraft and a projected increase in business (ref to Airbiz 24

⁸ Airbiz final report September 2020

September 2020). This will result in landscape change, visual effects, earthworks effects, and draw aircraft noise and lighting closer to the residential area of Strathmore Park. Noise impact, geotechnical effects and lighting are technically assessed by others. These effects are relevant here in terms of how they affect residential amenity.

Comparing the Airport Activities Zone in Wellington City Council's District Plan (the District Plan) with the area covered by proposed Designations reveals a general similarity. There are minor increases at Coutts St to accommodate a consented Fire Station, the End Safety Area to the south and a reduction in area in the South Coast Precinct which in the DP overlaps the Wellington Water Treatment Plant (WWTP) designation.

There is a smaller overlap of designation boundaries with the WWTP designation to the south. At the time of writing, discussions between WIAL and WW are ongoing. Any future development in this area is unresolved.

2.2.3 Shape of Designation line

The shape is not a straight line in some locations such as the runway western edge precinct at Bridge Street where it traces title boundaries and the south coast precinct where it traces particular building curtilages. The urban design implications of this shape include potential isolation of excluded areas and amplification of any effects e.g. for properties surrounded on 2 sides as in Coutts Street and Bridge Road. Figure 4 shows this effect on Bridge Street.

The NoR does not include all property in which WIAL has an interest and/or ownership e.g. the area on Tirangi Street between McGregor and Kingsford Smith Streets, properties on Calabar Rd and some residential properties on the south coast.

Maintaining an effective and workable management zone, puts a particular focus on the question of whether all or part of the proposed designation area meets the criteria of "reasonable necessity".

2.3 Exclusions to Proposed Extent

2.3.1 Rongotai Ridge

Rongotai Ridge is isolated from the bulk of the Main Site NoR. It is physically separated from other Airport activities by Calabar Road and the Calabar Road/Cobham Drive intersection and sculpture walk. I consider the Rongotai Ridge an area best managed through the District Plan given its public visibility.

Although it is in ownership of WIAL it also has a high visual profile and;

- makes a significant contribution to urban structure as a gateway to eastern suburbs
- has visual prominence forming the east side of Evans Bay
- is visible from Melrose, Hataitai, Mount Victoria, Cobham Drive and the Taitahi walk and cycle path
- is visible as an unbuilt strip from north on both sides of Miramar Cutting,
- more information on cultural significance will be required prior to any development, and
- the NoR does not demonstrate a "reasonable necessity" for a designation over the area.



Figure 2 Rongotai Ridge Gateway w Miramar in background

Source Creative Commons

2.3.2 Broadway

The area between the Main Site NoR Broadway Precinct which crosses the intersection between Broadway and Calabar Road, and the Kauri St site as a whole, together have a role in urban structure and form. The area plays a dual gateway role as a residential Gateway to South Miramar, Strathmore and Seatoun and as a gateway to the airport.

I consider that the gateway area presents an important opportunity for the airport to participate in a quality cohesive design. Buildings and structures on both the south part of the Broadway Precinct and separated across the road will have an impact on the reading of this gateway. The best urban design outcomes will be achieved by a cohesive design with a collaborative approach taken between WCC, transport authorities, and WIAL.

2.4 Process

2.4.1 Outline Plan Process

The designation seeks to undertake the listed activities modified by conditions.⁹ Where activities are not covered by this list and specified criteria in conditions are not met, an Outline Plan is required to be prepared. The Outline Plan Process is the main mechanism and opportunity for WCC to have input. The outline plan process is an important mechanism that provides WCC with ongoing opportunities for dialogue on development within the designation. However, its value as a dialogue mechanism is limited as WIAL is not obliged to accommodate the Council's input, although WCC does have the right to appeal to the Environment Court.

⁹ Land within the Designated Area may be used for the activities for the operation of Wellington Airport listed in Part 1 Form 18

Of note amongst the exclusions from requirement of Outline Plan are that effects that are minor or less than minor.¹⁰

There are issues of note which require ongoing liaison in order to achieve successful outcomes in the wider realm of urban design. These include:

- LGWM is the current regional and citywide transport strategy in which WIAL, WCC and WRC are active or interested parties. Success of strategies for mass transit and individual vehicular travel will be influenced by facilities and strategies of the airport as it is a key destination
- WIAL's strategies for car parking and individual car travel have an impact on car use citywide. WCC has a commitment to reducing individual vehicular trips in order to achieve Carbon Zero commitments. Therefore it is important to have "supportive" strategies which assist achieving these commitments

2.4.2 Submissions Process

As part of the application process the Notices of Requirement were publicly notified. This attracted significant public interest reflected in the number of submissions. Whilst submissions covered multiple issues, the following were identified as submitting on specific landscape and urban design issues;

1	A Gibson
23	G and A Rota
72	D and B Dahya
92/93	Lynn Cadenhead (WCC Environmental Reference Group)
107	GOTB (Guardians of the Bays)
118	Heritage NZ
136	Jeffrey Weir
242	Robyn Moriarty
253	Sarah Free (WCC Councillor)
280	Tim Jones

In addition particular submissions noted the effects on residential amenity and adjacent communities;

20	A Thomas
36	A Koning
107	GOTB (Guardians of the Bays)
267	Strathmore Park Community Centre Trust

Mention has been made of some of the issues raised throughout this assessment.

3 ASSESSMENT REFERENCES

¹⁰ Reference in NoR

Best practice urban design as illustrated in the NZ Urban Design Protocol, and the Policies, Objectives and Guides of WCC District Plan, will form the basis for assessment. These references are;

Best Practice Urban Design

- This forms the main methodology for assessment of potential airport activities on the receiving urban environment
- Urban qualities assessed are; Context, Urban Structure, Urban Form, Connectivity, Environment, Resilience
- The NZ UD Protocol identifies qualities of well-designed urban environments as; Context, Character, Choice, Connections, Creativity, Custodianship and Collaboration.

The District Plan (WCC)

- Under a designation the requirements of the District Plan are no longer the mechanism with which to assess environmental effects (except where development falls outside the parameters provided for by the designation conditions)
- Objectives and Policies of the *WCC District Plan* and *WCC Residential Design Guide* indicate the values and expectations for residential environments. Therefore, these form a “benchmark” from which to discuss urban effects, especially along the margins of the Airport designation.
- WCC Suburban Centres Guide and the Kilbirnie Town Centre Plan indicate values and expectations for nearby activity centres and can usefully be used to assess effects.

The Wellington Regional Policy Statement (RPS)

- Provides guidance on the airport, regional infrastructure and environment.
- LGWM provides an outline for future transportation planning which the WIAL needs to consider, complement and enable.

NZ Govt Zero Carbon Act 2019¹¹

- Extent of current legislation – excludes aviation and shipping until 2024. Needs to be addressed by then and has the potential to effect aviation practice in NZ

WCC Te Atakura – First to Zero 2019¹²

- In June 2019, Wellington City Council adopted Te Atakura – First to Zero, which is a blueprint to manage effects of carbon economy.

NZTA / Aurecon / Kensington Swan, Guidelines for Landscape and Visual Assessment¹³

- A guideline prepared to explain terms of visual and landscape effects is used to establish magnitude and significance.

¹¹ Climate Change Response (Zero Carbon) Amendment Act 2019

¹² Te Atakura – First to Zero In June 2019, Wellington City Council adopted Te Atakura – First to Zero, which is a blueprint to make Wellington City a zero carbon capital (net zero emissions) by 2050.

¹³ Guideline for Landscape and Visual Effects used in part by NZILA as best practice guideline and provided by WCC

Part B

Assessment against Urban Design Principles & Landscape Effects

*The Updated Wellington 2040 Masterplan (2020)*¹⁴ of 2010 and *WIAL Designation Planning*¹⁵ of 2018, demonstrate how airport activities and growth could physically fit on the site and spatially fit in with the landuse and community context. These documents provide potential layouts, approximate areas for activities and a methodology for managing the bulk, height and arrangement of buildings in the Main terminal extension area. As these are not fixed proposals but indicate intentions and are used in this assessment to assess urban design and landscape effects.

4 URBAN STRUCTURE

4.1 City Structure

Wellington Airport is part of the key infrastructure of the Greater Wellington City and region. The central business area, Civic Centre and Parliamentary Precinct form the central core of Wellington City. The key transport infrastructure of the railway station and the port are immediately adjacent while the airport is to the southeast. These are all connected by major road and rail networks, State Highway 1, and major bus routes. North of the central city, transport routes connect to Hutt Valley, the northern corridor of Wellington and the remainder of the North Island. Collector roads link surrounding town centres and residential areas to the central city and this major transport corridor.

As does the port and railway station, the airport plays a key role in connecting to other parts of New Zealand. It is the main connection for people with the rest of the world.

The Airport shares transport connections between the central city with multiple other destinations including Kilbirnie town centre, Miramar, Strathmore and Seatoun Villages, Sporting Venues, Miramar Film Industry Hub, South Coast Recreation areas, residential and Industrial employment areas.

The isthmus on which Wellington Airport is located is also occupied by Kilbirnie and Lyall Bay residential areas to the west and Miramar South to the east. Kilbirnie is the largest town centre to the west, with smaller suburban centres at Lyall Bay and Rongotai. Miramar is the largest town centre to the east with the smaller suburban centre of South Miramar and Strathmore close to the airport. Existing airport activities have “cohabited” with the network of town and village centres and recreational amenities.

¹⁴ 2030 The Masterplan Plan prepared for Wellington Airport in January 2010

¹⁵ WIAL Designation Planning prepared by Warren and Mahoney 30 August 2018,

The designations would have negligible effect on the ability of Strathmore and Miramar Villages to service their local communities due to the distance from the airport. There could be some negative impact on the ability of the small Broadway centre to serve its local community due to reduced amenity through noise and visual effects to residents in Raukawa St, Bunker Way and Kekerenga St (see street map in Appendix E for information)¹⁶. This area and the Broadway edge of South Miramar have already been affected by the activities of the airport to the south and west, and airport visitors. This is evidenced by the presence of large format fast food outlets, parking and a petrol service station occurring on its edge. All have a larger scale than occurs in the residential area. Housing closest to the airport activities appears in poor condition and businesses appear to be limited in range and not flourishing. Successful mitigation of the adverse effects of noise and traffic (assessed by others) would minimise this urban effect.

4.2 Town Centre Plan for Kilbirnie

WCC adopted a Centres Policy in 2008 which identified a hierarchy of centres. This identified Kilbirnie as a sub-regional centre serving the southern and eastern suburbs. There is a current town centre plan in place for Kilbirnie¹⁷. The long-term vision includes retail, entertainment and other activities in common with, and allowed in the expanded Terminal. Further information would be required in order to indicate whether growth and development at the Airport would be a benefit or disadvantage to the success of the future sub-regional centre.

If the range and scale of activities at the Airport expands to a point where it resembles the activities of a sub-regional centre, this may have an adverse effect on Council achieving the vision for Kilbirnie. This is because the Airport and Kilbirnie are closer geographically than other sub-regional centres at approximately 3.4km by road. I accept the condition that retail activities, service retail, restaurants and other food and beverage facilities etc are provisional on being located within the Terminal Precinct, most of which is currently only accessible after passing through the barrier arms.

The Kilbirnie Revitalisation Plan acknowledged the challenge and importance of good traffic management to the success of the Plan. The effect of increased traffic to an expanded airport, needs to be well managed to avoid negative effects on Kilbirnie as a sub-regional centre. In addition, smaller centres of Miramar and other eastern suburbs would be negatively affected should there be an increase in congestion (traffic assessment by others).

Urban Effect	Scale of Effect	Condition or Criteria	Comment	Additional UD Condition
City Structure	Positive High		Key Regional and City Infrastructure	Submission of an Integrated Urban Design Plan with WCC and Stakeholder liaison
Village Centres	Neutral		Little change from existing structure of village centres & hubs	
Town Centre Kilbirnie	Negative Low to Positive Low	List of Activities: Retail activities, service retail, restaurants and other food and beverage facilities including takeaway food facilities & commercial activities, provided they are located within the Terminal Precinct;	Accepted Provision to be in terminal Precinct contains these activities and limits potential competition with Kilbirnie Town Centre amenities	Further information would be required to assess impact on Kilbirnie Town Centre

Table 1 Response to Conditions – Urban Structure

¹⁶ Appendix E Street Map

¹⁷ Kilbirnie Town Centre Revitalisation Plan, WCC, 2018

4.3 Gateways

There are two areas which are of significant public worth as gateways to residential areas. These are Rongotai Ridge as part of the Miramar Gateway and the intersection of Broadway and Calabar Road as a gateway to the east and to the airport itself.

4.3.1 Rongotai Ridge / Miramar Cutting

The Rongotai Ridge Precinct includes one side of an existing visual gateway and passageway to Miramar, the eastern suburbs and recreational areas on the Miramar Peninsula. The gateway is formed by dramatic two-sided topography from a cutting through Rongotai Ridge. Any development on one side, such as the Airport owned land, needs to consider the effect on character of the whole gateway. No proposal is indicated in the NoR so effects cannot be assessed.

To minimise negative effects and to maximise possible positive effects, any future development in this area would require a process which builds in engagement with multiple parties such as Council, WIAL, Miramar residents and other stakeholders. The Designation does not require this to occur.

Site visits to Melrose, Hataitai and Roseneath¹⁸ indicate the ridge and cutting form a visually prominent landform in distant views from the west side of the Evans Bay waterway. There are closer views from Cobham Drive, though these become increasingly oblique, closing the glimpses through to Miramar. It forms a backdrop to the Sculpture Walk, and WCC's cycle and pathway, Tahitai¹⁹ currently under construction.

In my opinion, the importance of the Rongotai Ridge gateway, and the necessity of wider public input into any development, makes it an area more suitable to be managed under the District Plan.

4.3.2 Broadway / Calabar Road Intersection

Another more minor gateway occurs at the intersection of Broadway and Calabar Road and serves as a gateway into the airport itself. In addition this intersection is the start of Broadway and has the structural role of being a gateway to Miramar South, Strathmore and Seatoun.

The Designation for Kauri St²⁰ immediately to the north, allows development to 10m high and the proposed designation for the Main Site proposes buildings to 12m high. The area is currently characterised by a mix of degraded former residential fabric on the Broadway frontage, large footprint service station and fast-food buildings, Airport boundary fences, large scale advertising and an arrival sculpture in the roundabout. The Kauri Street Designation requires submission and signoff by WCC of a coordinated Outline Plan of this area in response to anticipated traffic changes. Conditions 1 and 37 of the Kauri Street designation require development

¹⁸ Site visit undertaken and images taken by R Simpson *date* 2018

¹⁹ Tahitai (one tide, one journey) will form part of Te Aranui o Pōneke/the Great Harbour Way – which intends a walking and cycling path around Wellington Harbour to Sinclair Head on the south coast

²⁰ Kauri Street NoR by WIAL adopted 2020

an Integrated Design Management Plan which is subject certification by WCC that it achieves specific objectives. I recommend that the same approach is adopted for the NoR Main Site Broadway precinct (and integrated with the Kauri Street design planning) as together they comprise two sides of the same gateway.

This is an area which I consider can accommodate the scale of buildings proposed to create a quality well-functioning gateway that accommodates interests of all stakeholders. The best urban design outcomes will be achieved through an integrated design approach.

Urban Effect	Condition	Comment	Additional UD Condition
Visual and structural significance of Rongotai Ridge as gateway		Inclusion in Designation not supported as appropriate development mechanism given high public visibility and role in urban structure as an important gateway to eastern suburbs	Exclude from Designation area and retain under District Plan Submission of an Integrated Urban Design Plan with WCC and Stakeholder input
		Integrated approach will get best urban design outcome	Accommodate transport facilities as available information allows
Visual and structural significance of Broadway intersection as gateway	Submission of a Traffic Management Plan for signoff 3 months prior to Outline Plan is required for Kauri St	Important shared gateway to airport Strathmore, Seatoun etc Additional information required. Coordination required between WIAL Kauri St, Main Site, NZTA, WCC and Stakeholders	Submission of an Integrated Urban Design Plan with WCC, NZTA and Stakeholder liaison. Coordinate with Outline Plan required for Kauri St
		Additional consideration recommended	Accommodate new mass transit facilities as available information allows
			Support rationalisation of designation overlaps
	1C Buildings or structures shall not exceed a height limit of 12m;	Supported as appropriate adjoining intersection Calabar Rd and Broadway	

Table 2 Response to Conditions - Gateways

5 BUILT FORM

5.1 Existing Residential Built Form

The built fabric of the residential areas which adjoin the proposed Main Site designation boundary at Rongotai and South Miramar are mainly single storey houses. These areas have a fine urban grain with few interruptions in the immediate vicinity of the site. WCC's Residential Design Guide establishes parameters for effects on the built fabric.

The expanded apron on the West Side proposes aircraft hangers and potentially other large bulk industrial type buildings. An existing Hangar opposite Rongotai College on Tirangi Road demonstrates the negative visual impact of a building which is out of scale with its surroundings, being of a significantly greater mass and bulk than surrounding houses and having long lengths of unarticulated walls occurring at the boundary.

The Terminal Precinct requires preparation and submission of a "design statement". This is to cover techniques to avoid or mitigate the negative effects i.e. conditions to limit height, articulate surfaces, provide setbacks and

screening. However, there is no mechanism to ensure these are carried through to execution to give WCC confidence.

Where the west side precinct adjoins larger scale commercial buildings, this contrast would be less adverse. However quality functional design which contributes positively to the streetscape of Tirangi Road including establishing street trees through relocation and new planting, would be a better outcome.

5.2 Terminal Extension

Terminal extension

- Scale of buildings already exists
- Views are less impacted due to distance
- Additional height – need for this not demonstrated
- Strong horizontality existing – retained for better integration with overall airport landscape
- Needs a design guide to ensure quality for highly visible complex

5.3 Ancillary Buildings

Although the effect of multiple ancillary buildings is most relevant to the West Side and South Coast Precincts. Conditions in the NoR seek a height limit of 15m.

The proposed conditions require a Design Statement indicating how ancillary buildings will be designed to integrate, is supported. This is recommended to be developed as part of a Design Guide for the Airport. This could incorporate intentions of the requirement for a Design Statement and include buildings for Terminal Area as well as ancillary buildings and background studies by Warren and Mahoney on managing mass and bulk. (See Appendix A)

Ancillary buildings;

- Also have visual impact
- Edge locations make these visible from local roads
- Interface with different edge conditions
- Conditions on height required for siting.

Urban Effect	Condition	Comment	Additional UD Condition
Building height	3 a) A maximum building/structure height of 30 metres (above existing ground level) in the Terminal Precinct, and 18 metres (above existing ground level) in other Precincts, except that: i. Buildings or structures used for hangars shall not exceed a height of 20 m. ii. Buildings or structures located within 8m of the Golf Course Recreation Area shall not exceed a height limit of 15m. iii. Buildings or	30m height not demonstrated to be required and increases magnitude of visual effects 4m height within 5m residential accepted	Retain 25m maximum height in terminal area Single 20m high hangar with all other Buildings or structures used for hangars shall not exceed a height limit of 15m;

	structures within 5m of any adjoining Residential zone shall not exceed a height limit of 4m.		
		18m height high negative impact at west side area, ESA, South Coast Precinct and Lyall by Parade	Achieve heights allowable under District Plan of 12m outside terminal area & within 20m of boundaries adjacent to residential areas, Lyall Bay & South Coast.
Setback	None proposed	Not accepted Additional mitigation required	A minimum building setback of 3 metres from the site boundary. Not accepted Additional mitigation required CI 5m Setback for all buildings over 10 m
Built Form and Siting	C All Precincts with the exception of the Terminal Precinct Buildings or structures shall not exceed a height limit of 12m above existing ground level;	Acceptable in Broadway Precinct with High Quality design with co-ordinated urban design approach Inappropriate for Rongotai Ridge Precinct Inappropriate scale for South Coast Precinct	Co-ordinated signed off integrated plan for gateway Design Excluded from Rongotai ridge precinct 9m height limit within 20m coastal road
Built Form and Building height	3) ii Buildings or structures located within 8 m of the Golf Course Recreation Area shall not exceed a height of 15 m.	15m height to accommodate GSE building enables other buildings of this height	
Building Integration and Design	3 b), c), d), f),	Accepted considerations to consider form, colour and texture, visually break up building mass, include planting where appropriate, integrate lighting are all supported	Written design statement needs to be accompanied by drawings or models depicting design. Recommend preparation of a Design Guide including these conditions and incorporating methods of managing mass and bulk through proportions. Include guidelines for both Terminal Area and Ancillary buildings
Bulk and Form	None proposed	Not Accepted without conditions	Ensuring variation in bulk, form, scale of buildings; Ensuring that buildings do not have continuous walls longer than 10 m without a step in profile of the wall or other architectural device or change in materials or colour.

Table 3 Response to Conditions - Built Form

6 URBAN CHARACTER

The area in the NoR Main Site and NoR ESA have a wide range of urban conditions at their edges. The Main Site NoR document usefully discusses the 6 precincts. The characteristics of these precincts range from residential to Recreational to Industrial and commercial. Therefore, urban design and landscape effects will be discussed in relation to the precincts to cover different issues in different locations.

These terms will be used in this assessment to discuss the existing urban character and the effects on urban character of each precinct. The ESA precinct will also be discussed to gain an overall picture of effects. (See Appendix C Proposed Designation Form and Conditions and Image below).



Figure 3

Airport Precincts

Source NoR

To see an overall picture of Effects on Character of the proposal, refer to the Effects on Character for the East Side Nor (Refer Urban Design Assessment Wellington International Airport, Notice of Requirement for Designation, East Side Area, R Simpson April 2021²¹).

6.1 Description of Character

The District Plan recognises the importance of maintaining character (Residential Area objective 4.2.2 and associated policies) and is concerned with protecting amenity values for nearby residents and character (Residential Area objective 4.2.3 and associated policies). Each boundary of the proposed designation area has a different context so sensitivity to effects varies across the boundaries.

Adjoining residential areas are considered sensitive as are recreational areas of Lyall Bay Beach and the South Coast eastern part of Moa Road.

6.2 Effects on Character by Precinct

6.2.1 Terminal Area

Existing urban character

The existing character is typical of airport architecture with shape and scale determined by function.

²¹ Urban Design Assessment Wellington International Airport, Notice of Requirement for Designation, East Side Area, R Simpson April 2021

The Terminal precinct also extends south including taxiing areas. A small hill opposite the council's Wastewater Treatment Plant (WWTP) terminates the precinct visually, although parking and some service buildings extend further south to the west of the hill.

Effects on Character

The proposal would add more buildings which expands what exists already without likely change of character. Heights of buildings are proposed to increase allowable height to 25m. No reason is given for the additional height requirement. Distant views, see (VS 3A, VS 5A) demonstrate the horizontality of the existing collection of terminal buildings which assist to integrate it into the flatter topography. Increased height will limit integration of future buildings and, without further information on reasoning, is not supported.

VS 3A *View from Townsend Road, Strathmore - Panorama (Existing and Proposed Views)*

VS 5A *View from Maranui Surf Club, Lyall Bay - Panorama (Existing and Proposed Views)*

VS N4A *View from Wilberforce St, Seatoun Heights²²*

The OSL serves to limit height. In addition to this, techniques for proportional management of building bulk are proposed in the Designation Planning document (Warren and Mahony 2018). This technique is supported and recommended to be a component of the Design Guide.

In order to achieve high quality buildings fitting for a Capital airport, and to give Council some certainty over quality, I consider that further guidance is needed. Development of a Design Guide or Design Manual for buildings and public areas is recommended.

Assessment

- Moderate neutral effect
- Preparation of Design Guide to ensure design quality

The small hill at the south end is proposed to be removed in its entirety to create a flat taxiing area. This would have a high negative effect given the permanence of the change and the erasure of a characteristic landscape. While the requirement for expanded area is understood, the effect of removal of the hill is of a magnitude that further information to ascertain its full significance is required. I recommend;

- Cultural assessment
- Archeological assessment
- Tangata whenua engagement.

To demonstrate necessity for the hill removal, further design inquiry into site planning and spatial allocation of the proposed terminal buildings needs to be undertaken, to see if this effect can be avoided. This could include;

- Increasing some building to the north instead of the south

²² Wellington International Airport Visual Effects of Designation outcome prepared for Wellington International Airport Ltd by Frank Boffa in association with Boffa Miskell, November 2020

- Adjustment of extension to the west
- Evaluation of carparking and transport futures.

While I understand the aspirations that “*provision of the designation provides certainty to both WIAL and the public as to the use of the land into the future...*”²³, the current context is one of change.

<u>Assessment</u>	High- Very high negative effect, of geographical magnitude and permanent change
<u>Recommendation</u>	Further information required

6.2.2 Broadway Area

Existing urban character

This is an area in transition with an Airport designation over the former South Miramar school site to the north and the character of some residential areas in decline. The nearest residential zoning then, is on the opposite side of Kauri Street. The maximum height allowable in the designation is 10m. The precinct centres around the intersection of Calabar Road and Broadway. (See earlier discussion on the role as a gateway).

At Broadway, structures and buildings already have a larger “Airport” scale including a Service station and fast-food outlets near the intersection of Broadway and Calabar Road. The scale contrasts with the modest residential houses to the north and west where the residential fabric is largely intact.

A Centres Zone occurs across Kauri Road occupies the north edge to Broadway between Kauri and Hobart Streets and a row of cafes/restaurants opposite Hobart Street on the south edge of Broadway. While the centres zone allows higher buildings and more intense commercial activities, this is a small-scale local centre which appears to have a low level of activity. Buildings are predominantly single storey although some two storey buildings occur including a two-storey motel and utilities building.

Effects on Character

This area is already in transition and the designation could escalate that change toward a larger scaled, more institutional or industrial character. The precinct could successfully highlight the gateway function which serves the eastern suburbs Strathmore, Seatoun and the airport itself. This would require a co-ordinated design approach.

This precinct can accommodate higher and more intense development without negatively contrasting the lower, quieter, residential zones. The buildings could form part of a built edge of larger scaled elements of infrastructural character. The built edge could be part of a new purpose designed gateway to the airport and integrate mass transit, vehicular, pedestrian and cycle movements.

²³ NoR Main Site, p37

Assessment

- Moderate effect of change as area has already changed
- Potentially positive effect given local and regional role.

Recommendation

- Coordinated design required for good urban design outcome
- Require an Outline plan with WCC, NZTA, major stakeholder's signoff.

6.2.3 South Coast Area

Existing urban character

This is an area of mixed character. The airport part of the south coast area is largely parking with some industrial buildings for both the airport and the WWTP which sits above on the hill. Although the small hill is included in the terminal area, it forms a key visual element in the south coast precinct. The adjoining coast is a rocky coastal edge with the south coast journey via Moa Point Road between the airport and the coast. A small narrow strip of residential development adjoins to the south east with development naturally contained by steep slope up to the plateau behind. The elevated views over the coast and sea were used historically for defence lookouts and currently for favourable views.

Effects on Character

This is an area which already has a mix of recreational, industrial and residential characters. There is a need to manage bulk, scale and character of new industrial buildings. Quality and integrity are needed to avoid negative effects.

Viewpoint 9 *VS 9A View looking north from Stewart Duff Drive²⁴*

Assessment

- High/Very high negative effect of removal of Hill because; geographical magnitude and permanent change
- Moderate – High negative effect because; excessive height, potential visual domination
- Effect of extension of hardstand to south has high negative effect; may require consideration of site planning to reduce effect.

Recommendation

- Further information required for earthworks
- Add condition - Limit height of buildings within 30m of coastal road
- Add condition – Prepare and submit Design Guide including ancillary building. (See Table 3)

6.2.4 Rongotai Ridge

(See discussion on Gateway's)

²⁴ As above

Existing character

The gateway is formed by dramatic two-sided topography from a cutting through Rongotai Ridge. The continuous vegetation across both sides is visually prominent. Any development on one side, such as the Airport owned land, needs to consider the effect on character of the whole gateway. The precinct has industrial character to the east and small scale residential to the south.

To minimise negative effects and to maximise possible positive effects, this area would require a process which builds engagement with multiple parties such as Council, WIAL, Miramar residents and other stakeholders. The Designation does not require this to occur.

Assessment

- No proposal is indicated in the NoR so effects cannot be assessed
- Negative effect 45 deg earthworks
- Moderate negative effect building height 12m because; visually prominent, characteristic vegetation strip extending to Maupuia, effect occurs at distant, midrange and close range views

Recommendation

- Requires cohesive design acknowledging gateway role
- Requires coordination with multiple parties
- Designation not appropriate mechanism. Recommend management under District Plan
- Modify earthwork slopes condition to meet Plan provision.

6.2.5 West Side

Existing urban character

The residential area which adjoins the proposed boundary at Rongotai is zoned Outer Residential in the District Plan. The built fabric is characterised by predominantly single storey, pitched roofed, detached dwellings which are oriented to the street. The built fabric is already interrupted at the edges to the airport with gaps that exist where houses have been removed from WIAL owned land on the Airport side. The side farthest from the Airport in Tirangi Road and Bridge Street is more intact leading to a one-sided character.

The airport is already a prominent neighbour. The street pattern remains intact.

The southern end of Tirangi Road has large format commercial and industrial buildings, including in the Tirangi Road Retail Park which is located within the airport's West Side precinct. Older style industrial buildings again tend to remain on the farthest side from the Airport. These are a mix of styles and conditions, but largely the equivalent of two storied.



Figure 4 Bridge St Rongotai showing loss of residences on Airport side of street Source AP



Figure 5 Tirangi Street with Execujet Hangar on left showing impact of out of scale building on west side of street Source AP

Effects on Character

The area could accommodate more airport related buildings. These would be suitable in areas where commercial industrial buildings face the airport such as the commercial part of Tirangi Road, opposite the Tirangi Road Retail Park. The increased height sought to 12m would represent a scale change which I consider does not respect the smaller scale of existing residential buildings or older commercial buildings. A lesser height at the street edge of 9m would enable increased capacity while avoid negative effects of overshadowing and being out of scale. Higher buildings to 12m could occur where a second row of buildings is possible ie not at the street edge.

Assessment

- Moderate negative effect of excessive height at boundary because; out of scale with single storey house on west side, alienating negative effect on intact residential community.
- Gaps between houses indicate negative effect through loss of community residences.
- High negative impact of buildings on street edge because; adjacent to residential parts of street, overshadowing, out of scale, not articulation of façade, no setback

Recommendation

- Limit height to 9m at street frontage
- Setback any building of 12m height
- Setback proposed 20m hangar building
- Improve building quality by developing Design Guide for ancillary buildings covering articulation of walls, breaking up expanses, height, materials, sustainability.

6.2.6 Airside

This area comprises the runway, taxiway and airside aprons. There is little character change proposed. Effects of increases in air movements and associated noise are assessed by others.

6.2.7 East Side Area

Existing urban character

(see UD Assessment NoR ESA for further discussion).

This currently adjoins a residential area on west facing slopes with the golf course forming a buffer between the presence of airport activities and the residences. A vegetated slope terminates the golf course to the south and forms a ridge which together with the small hill, flanks the current Airport Road (Stewart Duff Drive).

Effects on Character

The change from the green undulating landscape and trees of a golf course to industrial hardstand of a taxiway is a major character change. I assess this change as having a moderate to high negative effect particularly to Bunker Way, Raukawa Street and at a higher level Kekerenga Street in Strathmore Park. While the terminal and some hardstand currently exist in their view, this change from a recreational to an industrial landscape with airport activities and a relocated airport road is considered to dominate. I assess this change as high negative impact.

A proposed Ground Services Engineering (GSE) building up to 15m high introduces a scale and type of building alien to the precinct.

Extension of the hardstand and increased area of flat ground are proposed in the Masterplan and enabled by the designation conditions. This creates a cutting up to 30m high and xxxxm long. What appears to be a natural landform will change to a constructed edge.

Assessment

Significant negative effect of change of activities
 High negative effect, of permanent landform change to southern hillslope
 Moderate negative effect of 15m GSE building as substantially larger than any other buildings

Recommendation

Further design inquiry to reduce height of wall, provide a mix of growing and constructed elements, provide construction of permanent enduring, low maintenance materials.

Demonstration of reasonable need

7 STREETScape

7.1 Existing Street Patterns

Surrounding the Broadway precinct is an intact street pattern of South Miramar with established street trees characteristic of the era and suburb. The street pattern enables integration of WIAL activities into a largely intact residential area. The trees, mostly Pohutukawa, also provide a visual screen to WIAL's cargo facility proposed at Kauri Street and a low-level screen to aircraft movements on the runway. Street trees on Miro, Kedah and Calabar Roads will continue to provide positive benefits to screen any increased aircraft movements proposed in WIAL's future planning. (See Appendix E)

7.2 Calabar Road

Calabar Road is the main entry and exit route for vehicles. It is flanked to the west by the runway and to the east by a variable vegetated edge to housing beyond. Calabar Road could change to accommodate mass transit. This could be an opportunity for street improvement and better accommodation of multi modal travel. The existing trees to the east side form an important visual buffer between the residential and industrial land.

Recommendation Retain existing trees to the east side and reinforce with new planting where possible

7.3 Broadway Intersection /Gateway

The intersection of Calabar Road and Broadway is an entry to the eastern suburbs of Seatoun, Strathmore, and Strathmore Park to some degree Karaka Bay as well as to the airport itself. This is busier and generally wider than the quiet local streets.

The intersection would experience changes in traffic demand, type and movements within the designation. There is current opportunity for specific design to respond to these and any regional transport changes. Integrated road design could support the role of a gateway, accommodate the envisaged increase in airport demand and any mass transit which may occur in the future and avoid piecemeal design.

Recommendation Obtain specific integrated design for gateway

7.4 Airport Road

The Masterplan proposes a new Airport Road (Stewart Duff Drive) closer to Strathmore Park. Continued public access is anticipated by Council. It is an opportunity for a well-designed roadway with good pedestrian and cycle facilities.

Assessment

- Low neutral effect of new road because; it is a change, has potential to be positive
- Low-Moderate neutral effects of traffic noise and movement due to diminished residential amenity. Low-Mod because; road already exists, airport and aircraft activity already occur, is an increase of existing activities
- Low negative effect of light spill from streetlights because; it can be mitigated to minor level.

Recommendation

- Consider road design as a cohesive whole from end to end
- Design road with good pedestrian and cycle facilities
- Mitigate visual effects of road with tree planting to east side to screen lights
- Support existing condition to avoid glare and minimise light spill
- Add condition to limit height of any streetlights to 8m
- Add condition to demonstrate consideration of visual effect of airside wall.

7.5 Coastal Roads

Moa Point Road runs along the southern Coastal Edge and is used as part of a scenic route as well as access to communities along the coastal edge. Airport activities currently add a level of interest to this road. Mitigating measures are recommended to new ancillary buildings to avoid overshadowing and out of scale structures. (See South Coast Precinct above). The small hill and landform to the north of the WWTP are part of the coastal experience. The proposed removal of the hill for hardstand extension would be a significant negative effect that requires further design inquiry to avoid these effects.

The west part of Moa Point Road is a dramatic road with Lyall Bay on one side and the runway on the other. The listing of activities of “structures to mitigate against the impact of natural hazards” (NoR, Point 3) is acceptable. This is an opportunity for design of any structure to be a “public Face” of the airport.

Lyall Bay is an important local, citywide and regional destination for surfing, dog walking, swimming and beach activities. New ancillary buildings require a height limit near the boundary to avoid shading and overshadowing. An ancillary buildings design code is also recommended.

Assessment

- Low/moderate negative effect. Lower effect because; industrial buildings and activities already exist
- Low/moderate negative effect because effect of increased number of buildings is capable of being mitigated.

Recommendation

- Limit height to 9m at street frontage

- Add condition to repair and submit ancillary building design Guide to cover height at boundary, articulation of walls, breakup expanses of wall
- Add condition to retain orientation to street alignment
- Add condition of minimum setback from boundary for all 15m high hangars
- Reconsider locating 20m hangar adjacent to execujet to avoid cumulative effect of extensive overscale buildings at street edge.

8 CONNECTIVITY

8.1 Transport

As a major regional facility, WIAL's carparking strategy can impact car use citywide. A strategy which has a high level of provision and encourages private vehicle use can undermine WCC Zero Carbon Goals and LGWM goals to more multimodal transport systems. The annual reporting of carparking facility is supported. There is no further accountability for the effect of car strategies built into the NoR.

While inclusion of mass transit and public transport is noted in the NoR (xxx), any planning requires ongoing liaison with LGWM and to achieve an integrated approach. To be acceptable, the traffic design needs to be managed with an integrated urban design approach.

<u>Recommendation</u>	Add requirement	Provide information on how car parking facilities assist meeting local and national Carbon Zero commitments
	Add requirement	Ongoing liaison with LGWM and relevant parties

Urban Effect	Condition or Criteria	Comment	Additional UD Condition
Effective and efficient transport strategy		Traffic assessment by others	Require coordination with and signoff by WCC, NZTA to ensure WIAL activities enable LGWM to successfully achieve targets
			Add condition for walk and cycle amenity to new Airport Road
		Integrated design for Calabar/Broadway gateway	
Gateway to Airport	Kauri St. Submission of a Traffic Management Plan for signoff 3 months prior to Outline Plan.	Additional information required	Submission of an Integrated Traffic Management and Urban Design Plan for signoff 3 months prior to Outline Plan is required
		Additional consideration recommended	Accommodate new mass transit facilities as available information allows

Table 4 Response to Conditions – Connectivity

8.2 Regional Connectivity

Wellington Airport connects to the Central City, Port and rest of north Island through restricted access currently of mount Victoria tunnel with secondary routes across Newtown or around the Bays. This is shared with the residents and employees of Kilbirnie Miramar and All of eastern suburbs.

Therefore, to maintain the current benefits of proximity of the Airport to the central city, the degree of connectivity needs to be maintained and improved. Integrated planning with LGWM is necessary to mitigate adverse effects of increased vehicular activity and passenger movement of an expanded airport.

8.3 Future Transport Management

The intersection of Broadway and Calabar Road already performs complex gateway functions. It accommodates; national arrival and departure, and regional arrival and departure to Airport, area wide access to nearby suburbs Strathmore, Strathmore Park and Seatoun and locally, an entry to Miramar., the traffic design needs to be managed with an integrated urban design approach.

8.4 Walking and Cycling

The Walkway across the hillside to the east is a positive contribution. Cycle and footpath Amenity is anticipated associated with any new Airport Road.

A pedestrian/cycle tunnel which connects under the runways has an exit/entry at Miro St. The degree of access is not changed by the designation and needs to be maintained and improved with good visibility and maintainable environments at both ends in any future development.

9 COMMUNITY

This urban design assessment considers whether adverse effects on the residential amenity e.g. to character and urban structure, noise and visual effects, can be adequately managed. Maintaining the residential amenity of the suburb is considered important in the District Plan (Residential Area objective 4.2.4). The effects on visual amenity, noise environment and connectivity have been addressed under separate headings.

Issues

WIAL Being a good neighbour – opportunities

Erosion of Community of South Miramar

Loss of amenity of Strathmore Park community

- Mitigate effect of noise
- Mitigate effect of lighting
- Extend remediation of individual houses (name)?
- Continue requirement of an altered noise sensitive activities to require acoustic insulation
- Curb intensification of further residential development within ANB?
- Expand “Quieter Homes” program to houses affected by increase noise

Noise effects are assessed by others and mentioned here in the effect on residential amenity. Expansion to the east side increases noise effect on Strathmore Park western most streets, significantly. Any increase in hours of

operation, including through exclusions of holidays from the conditions, will increase the negative effect on residential amenity. In addition, architectural remedies through extended and expanded application of the “Quieter Homes” program are recommended.

9.1 Adjacent Communities

The residential areas in close proximity or immediately adjacent to the airport are the most sensitive to environmental effects. These include the airport shared boundaries with communities at Miramar South and Rongotai and a small area on the South Coast.

The Airport itself is a multifaceted, transient community.

An increase in the number of aircraft movements is proposed over time. In my opinion the effect on the communities of Rongotai and South Miramar that are adjacent to the northern part of the runway will be minor, as the range of proposed activities already occurs.

The negative effects will mostly be regarding noise from increased aircraft movements (see assessments by others) and on the East side Area the source of noise being much closer to the community.

The communities which will be most affected are parts of Strathmore Park to the east and Southeast of the proposed expansion to the east and southeast in NoR ESA. Effects are considered to result from proposed change from golf course to hardstand, change of activity from passive recreation to taxiing aircraft and the loss of residential amenity. Diminishing quality of residential amenity through increased noise and light has a negative effect on the resilience of the community,

Recommendation

- Avoid isolating individual or groups of houses. This has a negative effect on resilience of communities.

9.2 Recreation Areas

Recreation areas adjoin the airport currently.

Lyllall Bay Beach

Lyllall Bay is an important local, citywide and regional destination for surfing, dog walking, swimming and beach activities. New ancillary buildings require a height limit near the boundary to avoid shading and overshadowing. An ancillary buildings design code is also recommended.

Lyllall Bay Beach is already a neighbour of the airport and experiences the visual and noise effects of aircraft take offs, landing and taxiing.

Assessment

- Low-moderate negative effect of increased industrialization through increased air movements and noise
- Low-moderate neutral effect as industrial/commercial buildings already exist
- Low/moderate negative effect because; effects of increased number of buildings is capable of being mitigated
- Low neutral visual effect of terminal during day and night as view of terminal already exists
- Low visual effect in distant views though increases closer to east end of beach. View of hills behind, and key components of view retained
- Low - Moderate effect at night though increases closer to east end of beach. Effect of aircraft movement lights assessed by others.

Recommendation

- Limit height of ancillary buildings in the block nearest Lyall Bay Beach to 9m
- Add condition to prepare and submit ancillary building Design Guide to cover height at boundary, articulation of walls, breakup expanses
- Add condition to retain orientation to street alignment
- Add condition for minimum setback from boundary for 15m high hangars.

Viewpoint 5	<i>VS5-A: View from Maranui Surf Club, Lyall Bay</i>	c.1500m
Viewpoint 5	<i>VS N5-A: View from Maranui Surf Club, Lyall Bay</i>	c.1500m
Viewpoint 5	<i>VS N5B Night Views from Maranui Surf Club</i>	c.1500m
Viewpoint 10	<i>VS N10A Day Views from Lyall Bay Beach East</i>	c.700m
Viewpoint 10	<i>VS N10B Night Views from Lyall Bay Beach East</i>	c.700m

South Coast and Moa Point Rd West

The south coast and Moa Point Road are mainly but not exclusive recreation areas accessed or enjoyed by car. The highest level of negative effects is likely to be from noise which is not assessed here.

VS 9A View looking North from Stewart Duff Drive

Assessment

- High, significant negative effect of removal of small hill because; removes characteristic South coast landform, replaces natural landform with industrial character, permanent, removes an element which is part of south coast route experience
- Industrial character already exists and can continue to be incorporated with appropriate design of structures and streetscape
- Proposed height increases for ancillary buildings adjacent to South Coast and Lyall Bay
- has moderate/high negative impact diminishing recreational amenity further than currently
- Limit height of proposed buildings within 20m south coast boundary to 9m.

Recommendation

- Limit height to 9m at street frontage
- Conditions required for form and bulk of ancillary buildings within 20m of Moa Point Road
- Structures and airside walls are proposed to be allowable. This is supported.
- Condition added to demonstrate consideration of effect on streetscape of above in outline plan.

Evans Bay

Negligible visual change except potential for high level of change in Rongotai Ridge Precinct. This has potential to be positive or negative so cannot be assessed. See discussion Gateways for effect of potential change.

Assessment

- Neutral effects on Evans Bay coastal edge are considered to focus on noise & aircraft movement

Recommendation:

- Remove Rongotai Ridge from Designation and manage under District Plan.

10 REGIONAL POLICY STATEMENT

The Assessment against urban Design Principles is based on a broad interpretation of the areas raised in the NZ Urban Design Protocol of principles which make up good urban design and communities. *The Regional Policy Statement in Policy 53: Achieving the region's urban design principles – consideration* also refer to the seven design qualities described in the New Zealand Urban Design Protocol and notes that particular regard be given to these in consideration of Notices of Requirement and selected other applications.

10.1 RPS Urban Design Principles

The assessments are discussed more fully under headings in this report, and can be summarised as below;

UD Principal	Topics of Particular Relevance	General Assessment against RPS
Context	Planning in time of change Regional Infrastructure Constrained flat land Adjacent communities	Further information needed Positive contribution as key infrastructure Significant negative effect loss of small hill to south Low negative effect ancillary buildings Bridge St Moderate negative effect ancillary buildings Tirangi Street Low -moderate negative effect ancillary Lyall Bay
Character	Industrial character of Airport Building Quality Scale Signage	Neutral, negative effect as character exists already Positive Terminal Expansion, Design Guide Required Neutral ancillary buildings Design Guide Required Neutral Terminal Expansion 30m height low negative Negative effect ancillary buildings – overshadow residential scale Negative effect large, moving, commercial signs

Choice	Residential amenity to adjacent communities Coordinating LGWM for transport choices Expansion providing employment choices	Low negative effect west side suburbs as effect exists Further information needed. Opportunity for positive effect Low-Moderative positive effect
Connections	Regional Infrastructure Integrated Transport Strategy Airport Road Walking and Cycling Facilities	Positive effect. Coordination LGWM needed Coordination LGWM needed Potential for positive connections to south and north Potential positive effect with coordinated design
Creativity	Built Form Expanded Terminal Building Gateway Design Quality streetscape design Airside wall design	Ancillary buildings negative but can be mitigated Design Guide Required Positive Terminal Expansion, Design Guide Required Opportunity for coordinated design positive effect Opportunity for positive effect Opportunity for positive effect
Custodianship	Earthworks Natural landform Stormwater management Resilience	Significant negative loss small hill, Rongotai Ridge has constraints Significant negative permanent effect loss small hill Less than minor effect capable of being exemplary Neutral
Collaboration	Gateways Rongotai, & Broadway/Calabar Road Residential Adjacent edges Transport Systems	Opportunity for positive effect with multiple parties Low Negative effect West side communities as effect exist Further information needed. Opportunity for positive effect with multiple stakeholders

Table 5 Assessment of Main Site against Regional Urban Design Principles

11 VISUAL EFFECTS

11.1 Visual simulations

Boffa Miskell visual simulations^{25 26} provide material with which to assess the visual impact.

The series of photomontages does not separate the Main Site and ESA applications, depicting both proposals together. The Viewpoints are depicted on Figure 6 Viewport Location Map (*December 2019*)²⁷ and Figure 1 Viewport Location Map *Additional material (October 2020)*. (See Appendices 2, 3). Approximate distances from the elements under discussion are read from these figures. These are approximate only and included for information only.

11.2 Views

11.2.1 Distant Views

The topography means any overlooking is from some distance e.g. approximately xxxm to Wexford Drive to the North and approximately xxxm to the more populated eastern hillslopes. Effects would be the visual effects of extending industrial activities into new parts of Strathmore Park.

²⁵ Additional Material: Visual Effects of Designation Outcomes for Wellington International Airport, Boffa Miskell November 2020

²⁶ See above

²⁷ See *Additional Material* above

The range of Hills to the west forms the edge of the visual catchment. Residences from Melrose, Hataitai and Roseneath look east to the Airport. Rongotai Ridge is visible from distant and midrange views looking east from these areas (See Figure 2). This topographical element is the southern continuation of a ridge which forms the north western part of the Miramar Peninsular hills. It is divided by the Miramar Cutting. Maupuia is on the northern side of the cutting and Rongotai Ridge Precinct is on the southern side and included in the NoR. The NoR and background documentation is silent on proposed development here. Any building is already limited in height due to the OSL. The Ridge precinct has some capacity for buildings and structures. These are an opportunity to play a role in visual effect of gateway. Management under District Plan is recommended to achieve a better result than under a Designation.

From East

Viewpoint 4 *VS N4A View from Wilberforce St, Seatoun Heights* c.1500m

From West

Viewpoint 6 *VS 6A View from Hornsey Rd, Melrose* c.2000m

Assessment

- Low -moderate, neutral effect when viewed from a distance; because of overall view of terminal extension and key elements of the view remain
- Low, neutral effect of terminal expansion due to distance from viewers

11.2.2 Midrange Views

The range of Hills to the East edges the visual catchment to the east. The slopes facing the airport accommodate parts of Strathmore and Strathmore Park. These are considered outer residential areas in the District Plan. Residences in Strathmore Park are considered to be affected negatively by the effects of aircraft taxiing and other airport activities as these become much closer.

Viewpoint 5 *VS N5-A: View from Maranui Surf Club, Lyall Bay* c.1500m

Assessment

- Moderate Negative effect - Due extended view of industrial character and permanent loss of natural form.

11.2.3 Close Range Views

There will be some residents on the hillslopes of Strathmore Park who would see a significant visual change from fine texture to coarse texture on the site. However, these are from some distance away as is typified in *VS4A View from Wilberforce Street, Strathmore*. Site visits indicate similar effect from elevated sites near Wexford Road. The effect of these is considered minor due to their distance.

The close range and midrange views from some residences on the hillslopes of Strathmore Park would see a significant visual change from the green golf course to industrial hardstand of taxiway. While the terminal and some hardstand currently exist in their view, this visual change to an industrial landscape is considered to dominate the view rather than be included within in it. I assess this change as high negative impact.

The proposed retaining wall needs particular consideration due to the permanence and magnitude of the negative effects.

Refer to photomontages²⁸

Viewpoint 1

VS 1-1A: View looking west from Walkway, Kekerenga St - Panorama (Existing & Proposed Views) c 700m

VS 1-2A: View looking northeast from Walkway, Kekerenga St - Panorama (Existing & Proposed Views) c 700m

Viewpoint 2 VS 2-1A: View looking south from 17 Bunker Way, Strathmore (Existing & Proposed Views) within 500m

Viewpoint 7 VS 7A View looking south from 17 Bunker Way - Level 2 Deck (Existing and Proposed Views) within 500m

VS 7B: View looking north from 17 Bunker Way - Level 2 Deck (Existing and Proposed Views) within 500m

Viewpoint 8 VS 8A: View looking south from 50c Raukawa St - Deck (Existing and Proposed Views) c.500m

VS 8B: View looking north from 50c Raukawa St - Deck (Existing and Proposed Views) c.500m

Assessment

- High Negative effect - Because; to change from grass and trees recreational landscape to industrial and loss of visual buffer

Recommendation

- Staging to reduce risk of high negative impact being unnecessary
- Retaining wall needs further mitigation to integrate into landscape and reduce magnitude of effect by reducing height of excavation.

11.3 Visual Amenity

The RMA 7(c) in “other matters” notes that particular regard must be given to amenity values. Visual amenity is discussed here as people’s enjoyment and appreciation of pleasantness and coherence of a place, area, outlook or view.

The key visual effects are identified as;

- Visibility of and increased number of large-scale buildings at residential edges and Tirangi Street,
- Appearance and scale of industrial buildings adjacent to boundaries e.g. West Side edge
- Effects of industrial scale buildings on distinctive South Coast character
- Effects of loss of characteristic small hill in South Coast Precinct.

²⁸ As above

Conditions recommended in the NoR are for lux level of no more than 8 lux at residence's windows. This is accepted. I also recommended that a limitation of 9m be put on the height of luminaires on buildings and poles within 20m distance from boundaries. This enables the amount of light to be achieved for purpose, while minimising the negative effects on the residential area through both reduced light levels and reduced visual prominence of light sources.

The impact of lighting from midrange views are moderated by distance and assessed as minor. Tall lights would be visible at night in midrange views at e.g., Wilberforce Road and Wexford Place.

Viewpoint 5	VS N5B View from Maranui Surf Club (Night)	c.1500m
Viewpoint 4	VS N4B View from Wilberforce St, Seatoun Heights (Night)	within 1500m
Viewpoint 10	VS N10B View from Lyall Bay Beach East (Night)	c.700m
Viewpoint 2	VS N2B: View from Bunker Way, Strathmore (Night) within 500m	within 500m

Recommendation

- Accept condition proposed to limit light level to 8lux at residential windows
- Accept condition proposed lighting to extended hardstand to east - to avoid glare and light spill
- Lighting of ancillary buildings at residential edges and South Coast – to be managed through ancillary buildings design guide
- Luminaires on buildings and poles limited in height to 9m within 20m distance of residential and South Coast boundaries
- Streetlighting on new Airport Road – to be limited in height to 9m and meet District Plan requirements.

Urban Effect	Condition or Criteria	Comment	Additional UD Condition
External Lighting	20. AS 4282 Control of Obtrusive Effects of Outdoor Lighting which restricts to 2 lux during curfew hours	Accepted	
	21. The lighting of publicly accessible pedestrian and vehicle movement areas shall comply with: AS/NZS 1158.3.1:2005 Part 3.1 Pedestrian Area (Category P) Lighting	More reduction of negative effect required	
	District Plan requirements i.e., max 8 lux,	Accepted	Achieve District Plan and AS 4282 during curfew hours
		Further condition required to limit height of edge of apron lighting in ESA	Limit height of pole lights to 9m within 20m of residential and coastal edges
			Consider reflectivity of walls through colour & material palette to reduce glare of building walls. Include in Design Guide. Restrict height of building walls in north part of site to 8m identified in the D.P.

Table 6 Response to Conditions - Lighting

11.5 Signage

The designation would allow any sign to do with directing pedestrians, vehicle traffic and safety and airport operations on the site in Criteria (b). This is accepted in order to have effective wayfinding and functional

management of vehicles and visitors. Size and location limits are recommended for advertising and commercial signs visible to the residential area. Flashing or fast changing signs I also consider to be alien to the residential environment and unacceptable. The proposed condition on flashing signs is agreed and recommended to extend to changeable signs with fast turnover.

Signage is listed as an allowable activity under Designation and managed through conditions. These conditions go a good way to suitably qualifying the allowable activity and are accepted. Large and prominent signs characteristic of commercial areas have potential for negative visual effects when visible to smaller scaled residential areas. I consider that further conditions are needed to fill gaps in conditions proposed.

The issue of large-scale signs is significant. The additional height of buildings sought in the main terminal and ancillary buildings makes high signs more prominent.

Additional conditions required for;

- LED signs – required to be changeable with a period of adjustment for brightness
- Changeable signs – rotational change can command attention like flashing and requires restriction on use

Recommendation

- Limit large billboards within 20m of residential boundaries
 - Accept Condition H Signage in Terminal Precinct
 - Add further conditions H(f)ii add 20m South Coast Road
 - H(e) wording is unclear and needs to be improved
- Limit large billboards within 20m of residential boundaries
 - Accept Condition H Signage in Terminal Precinct
 - Add further conditions H(f)ii add 20m South Coast Road
 - H(e) wording is unclear and needs to be improved

Urban Effect	Condition	Comment	Additional UD Condition
On site Signage	Signs associated with airport operations	Accepted	
	District Plan requirements i.e., max 8 lux at residential windows	Accepted	
Off-site signage	District Plan requirements	Accepted with additional restrictions	Restriction of and moving (changing) signs as well as flashing
			Condition on height of signs above ground needs tighter wording

Table 7 Response to Conditions - Signage

12 ENVIRONMENT

12.1 Environmental Quality

12.1.1 Carbon Economy

NZ has commitments to Zero Carbon through the Zero Carbon Act and Paris Accord. Carbon Zero legislation has current and future relevance to WIAL activities.

- Effect on Business of Airport
- Effect on Built works of Airport
- How is WIAL preparing for end of exemption of Airport and Port activities to National Zero Carbon Act?
- Carparking strategy has effects on citywide Zero Carbon goals

P11 of the Main Site NoR discusses the International Airport Transport Association (IATA) commitment to reduce Carbon levels by 50% by 2050 relative to 2005 levels. It notes how WIAL will be required to “adopt energy efficient and sustainable construction into future development.”²⁹ This could have positive effects such as on co-enabling LGWM, sustainable building practices, changes to requirements, but more information is required to assess any effects.

Expansion of aprons to the south and southeast by extending the available flat area, is proposed. These are assessed as having significant negative effects. I consider it possible to reduce negative effects of expansion of hardstand by;

- Relocating some of the Terminal increased footprint further north associated with domestic travel amenities
- Exploring flexibility to continue agreement of non-compliance with CAA for aircraft wingtip clearances
- Limiting retail provision
- Staging of works to respond to context of change.

12.1.2 Land resource

Landform and Earthworks

Overall earthworks propose broad estimate of 600,000m³³⁰. The effects of this are assessed by others but are included as having a significant landscape effect. I accept the benefits of certainty for both WIAL and the public as justification for the application. However the permanence and magnitude of the negative effects of earthworks for the loss of the South Coast Hill together with the ESA retaining wall (see assessment ESA) are such that staging is recommended to ensure public works with high negative impact are not undertaken prior to being a necessity.

Small Hill in Main Site

- Removal of Hill to south for taxiing has significant landscape change – needs to be subject to further information. Unsuitable to be an “allowable’ activity
- Loss of characteristic natural landform of small hill.

Viewpoint 9 *VS9A View Looking north from Stewart Duff Drive*³¹

²⁹ NoR p11 para 2

³⁰ Geotech Report accompanying NoR

³¹ As above

Assessment

- Moderate - High, negative effect of hill removal - because; high magnitude of permanent change from apparent natural to constructed elements
- High – Very High, negative effect on South Coast - because; high magnitude of permanent change, loss of natural element, interrupts characteristic landform
- Further information required on culture, history, geology and tangata whenua interest prior to any earthworks planning.

Recommendation

- Listing of “all earthworks”³² as an allowable activity be removed from list
- Allowable slope of 45 degrees reduced to 32 degrees as sought by WCC
- Explore solutions with increase of planting as a component to cutting
- Explore adjustment of site plan to reduce height and volume of cutting required
- Explore Staging to ensure certainty for necessity of potentially significant cutting/retaining
- Proposed conditions inadequate to manage effects successfully
- Support condition requiring Submission of an Earthworks and Construction Management Plan.

Cutting in ESA

- Significant visual effects of earthworks cutting into south east hillside (ESA) requiring a 30m high retaining wall which extends into the Main Site
- Proposal to mitigate through built screen – negative effects of short lifespan screen proposed
- Current proposal unacceptable and lacks information on levels etc in order to be assessed
- I consider this capable of being reduced and mitigated but the current proposal does not satisfactorily demonstrate this.

Assessment

- Visual effect high negative and of permanent nature

Recommendation

- Listing of “all earthworks”³³ as an allowable activity to be removed from list of allowed activities
- Explore solutions with increase of planting as a component to of retaining structure
- Explore adjustment of site plan to reduce height and volume of excavation required
- Proposed conditions are inadequate to manage effects successfully.

12.1.3 Water

Stormwater

The increase of hardstand in the ESA has the greatest effect. It has the greatest degree of surface change, with golf green sward converted to hardstand.

³² As above

³³ Part A Form 18 Notice

A substantial increase in hardstand is proposed for manoeuvring aircraft. This will have the effect of reducing permeability and increasing volume and speed of surface runoff which is a substantial negative landscape effect. Stormwater neutrality is proposed in Kauri St designation and is recommended to extend to the ESA and Main Site works.

This is a good Opportunity for leading edge management such as applied in Melbourne Airport extensions.

Urban Effect	Condition	Comment	Additional UD Condition
Surface runoff/ Detention		Stormwater neutrality should be achieved in ESA and construction areas of Main Site	Example of condition used in Kauri Street is recommended: 22. To avoid impact on the downstream network, capacity storm water neutrality is required for all events up to the 10% AEP event (1 in 10-year event). The site may therefore require a storm water detention system or systems; to be confirmed in detailed design.
		As a tool to achieve stormwater neutrality, apply Low impact stormwater technology	Implement low impact stormwater methodology

Table 8 Response to Conditions - Environmental Quality- Water

12.1.4 Vegetation

The most significant changes to vegetation occur on the East Side Area where are the loss of greensward and trees of the golf course and the loss of vegetated on the southeast hillside and eastern edge with a 500m long retaining wall. However there is significant vegetation on the Main Site along Calabar Road and on Rongotai Ridge.

Vegetation also plays a significant role in mitigation of effects of Airport activities on the West side adjoining residential edges such as Bridge Road and Tirangi Street.

Points of note;

- Existing street trees to be retained where possible
- Pohutukawa in Golf course to be relocated if possible
- Retention of street trees on Miro, Kedah and Calabar Road is important to retain low level screening.
- Support relocation condition for Tirangi St
- Restoration planting to east slopes
- Visual screen to selected buildings in West Side Precinct.

Assessment

- Loss of vegetation of Golf Course trees in grass in ESA has moderate negative effect
- Loss of local vegetation on Strathmore Park Hillside has moderate negative effect but is mitigated by proposed buffer planting
- Change to overall vegetated appearance of Rongotai Ridge needs to be carefully considered for effect on gateway. Potential for positive outcome or high negative effect. Some building potential

Recommendation

- Avoid extent of cutting into ESA hillslope

- Relocate Pohutukawa in good condition from Golf Course if possible
- Undertake further inquiry into the role of vegetation on Rongotai Ridge before changes in this area
- Manage the Ridge and Miramar Gateway under DP not Designation given high public visibility

13 TRAFFIC

Wellington Airport is key infrastructure in the regional and national transport network. Integration with land transport networks is critical through WIAL co-ordinating with LGWM regarding;

- Public Transport Strategy citywide, and
- Individual vehicle use strategy citywide.
- Public Transport/mass transit identified as contributing to achieving national Carbon Zero goals
- Carparking and individual vehicle use strategy identified as relevant to environmental improvement in State of Environment Report
- Vehicle parking and storage strategy at the Airport has citywide effect.

The key effects of traffic on urban environments I consider to be;

- Increased volume of traffic if car parking and storage are increased,
- Noise effects of traffic movements,
- Increased congestion at entry points to Isthmus and the two gateways identified
- Reduction of quality experience for cyclists and walkers on roads, and
- Potential congestion effect could have negative effect on Kilbirnie Town Centre vision without suitable transport strategies.

It can be reasonably anticipated that there will be increased traffic movements between Kauri Street which is proposed to accommodate aviation catering, storage and car rental facilities, and other parts of the airport. Local streets on the West Side area are observed to be used for Airport activities.

14 RESILIENCE

The resilience of Wellington Airport is contingent on a successful and liveable Wellington City. In turn, the resilience of Wellington City relies on a successful and liveable Wellington Airport. This applies to both resilience of business and the community. This means that each need to proactively assist liveability and robustness and fulfillment of requirements for all parties. This can be achieved through good urban design.

Recommendation

- Consider resilience of communities by managing any negative effects such as;
- Diminishing residential amenity through increased noise and light
- Isolating individual or groups of houses.

Erection of structures to protect the Airport from natural hazards is listed as an allowed activity. This is accepted as reasonable. Consolidation of the Lyall Bay seawall is accepted as a necessity and can be in keeping with the existing character of the constructed coastal edge. Design of any such structures is a good opportunity for WIAL to be a good neighbour and contribute positively to quality streetscape and edge area design.

Recommendation

- Design Guide Manual covering both Terminal and ancillary buildings prepared to promote sustainable materials and construction
- Proposed seawall requires an Outline Plan, including demonstration of consideration of streetscape and recreational environments.

-----End----

LIST of APPENDICES

Note Appendices are relevant to both the Main Site NoR and the East Side Area Nor.

Appendix A

WIAL Designation Planning prepared by Warren and Mahoney 30 August 2018.

Appendix B

Figure 6 Viewport Location Map from *Wellington International Airport: Visual Effects of Designation Outcomes*, prepared by Frank Boffa in Association with Boffa Miskell Ltd, December 2019.

Appendix C

Figure 1 Viewport Location Map *Additional material* prepared by Frank Boffa in Association with Boffa Miskell Ltd, October 2020.

Appendix D

Urban Structure, RSDL 2021.

Appendix E

Street Map for Street Pattern and Identification, Wellington Maps, April 2021.