
ORDINARY MEETING

OF

TRANSPORT AND URBAN DEVELOPMENT COMMITTEE

AGENDA

Time: 9:15 am
Date: Thursday, 8 October 2015
Venue: Committee Room 1
Ground Floor, Council Offices
101 Wakefield Street
Wellington

MEMBERSHIP

Mayor Wade-Brown

Councillor Ahipene-Mercer
Councillor Coughlan
Councillor Eagle
Councillor Foster (Chair)
Councillor Free
Councillor Lee
Councillor Lester

Councillor Marsh
Councillor Pannett
Councillor Peck
Councillor Ritchie
Councillor Sparrow
Councillor Woolf
Councillor Young

NON-VOTING MEMBER

Councillor Swain

Have your say!

You can make a short presentation to the Councillors at this meeting. Please let us know by noon the working day before the meeting. You can do this either by phoning 803-8334, emailing public.participation@wcc.govt.nz or writing to Democratic Services, Wellington City Council, PO Box 2199, Wellington, giving your name, phone number and the issue you would like to talk about.

AREA OF FOCUS

The focus of the Committee is to direct growth to where the benefits are greatest and where adverse effects are minimised, and to deliver a quality compact urban environment.

The Committee will also lead and monitor a safe, efficient and sustainable transport system that supports Wellington's economy and adds to residents' quality of life with a strong focus on improving cycling and public transport and enhancing Wellington's walkability.

Quorum: 8 members

TABLE OF CONTENTS
8 OCTOBER 2015

Business	Page No.
1. Meeting Conduct	5
1.1 Apologies	5
1.2 Conflict of Interest Declarations	5
1.3 Confirmation of Minutes	5
1.4 Public Participation	5
1.5 Items not on the Agenda	5
2. General Business	7
2.1 Annual Report for Wellington Cable Car Ltd for the year ending 30 June 2015	
The report was not available at the time the agenda went to print, and will be circulated separately.	
2.2 Briefing on the Building (Earthquake-prone Buildings) Amendment Bill	7
2.3 Housing Accord Implementation - Nomination of Special Housing Areas	9
2.4 Enabling Greater Housing Choice and Supply - Draft District Plan Proposals for Medium Density Residential Areas in Tawa and Karori	21
2.5 Proposed Disposal - 114B Abel Smith Street, Te Aro	37
2.6 Car Share Policy	
The report was not available at the time the agenda went to print, and will be circulated separately.	
3. Public Excluded	43
3.1 Acquisition of Land	43

1 Meeting Conduct

1.1 Apologies

The Chairperson invites notice from members of apologies, including apologies for lateness and early departure from the meeting, where leave of absence has not previously been granted.

1.2 Conflict of Interest Declarations

Members are reminded of the need to be vigilant to stand aside from decision making when a conflict arises between their role as a member and any private or other external interest they might have.

1.3 Confirmation of Minutes

The minutes of the meeting held on 9 September 2015 will be put to the Transport and Urban Development Committee for confirmation.

1.4 Public Participation

A maximum of 60 minutes is set aside for public participation at the commencement of any meeting of the Council or committee that is open to the public. Under Standing Order 3.23.3 a written, oral or electronic application to address the meeting setting forth the subject, is required to be lodged with the Chief Executive by 12.00 noon of the working day prior to the meeting concerned, and subsequently approved by the Chairperson.

1.5 Items not on the Agenda

The Chairperson will give notice of items not on the agenda as follows:

Matters Requiring Urgent Attention as Determined by Resolution of the Transport and Urban Development Committee.

1. The reason why the item is not on the agenda; and
2. The reason why discussion of the item cannot be delayed until a subsequent meeting.

Minor Matters relating to the General Business of the Transport and Urban Development Committee.

No resolution, decision, or recommendation may be made in respect of the item except to refer it to a subsequent meeting of the Transport and Urban Development Committee for further discussion.

2. General Business

BRIEFING ON THE BUILDING (EARTHQUAKE-PRONE BUILDINGS) AMENDMENT BILL

Purpose

1. To update the Committee on the Building (Earthquake-prone Buildings) Amendment Bill as reported from the Local Government and Environment Select Committee.

Summary

2. The briefing will cover the significant changes in the Bill and the implications for the Council and Wellington City.
3. This Bill amends the Building Act 2004 in relation to earthquake-prone buildings.
4. Changes include amending both the definition of, and criteria for, an earthquake-prone building. It also introduces a range of priority buildings and sets timeframes for assessment and strengthening. The Committee states that the Bill '*would have wide-ranging effects on territorial authorities, building owners, building users, and the public.*'

Recommendations

That the Transport and Urban Development Committee:

1. Receive the information.
2. Note the implications of the legislation for the Council and Wellington city.

Background

5. The Bill arose out of the recommendations made by the Canterbury Earthquakes Royal Commission in its *Volume 4 Final Report*, released by the Government in December 2012.
6. MBIE then reviewed current practices and released a discussion document for public consultation.
7. The Bill was introduced in December 2013, and referred to the Local Government and Environment Select Committee in March 2014.
8. In June 2015 that Committee released an interim report inviting further submissions on their proposed changes to the Bill. Submissions closed on 16 July 2015.
9. The Bill was reported back on 2 September 2015. It now sits on the Order Paper awaiting its Second Reading.

Attachments

Nil

Authors	Carolyn Dick, Senior Advisor Geoff Lawson, Principal Advisor
Authoriser	John McGrath, Acting Director Strategy and External Relations

HOUSING ACCORD IMPLEMENTATION - NOMINATION OF SPECIAL HOUSING AREAS

Purpose

1. To recommend to the Minister of Building and Housing five Special Housing Areas (SHAs) in accordance with the Housing Accords and Special Housing Areas Act 2013 (HASHAA).

Summary

2. The Council entered into a Housing Accord with Government in June 2014. The Accord sets targets for the number of dwellings and sections consented across the city over the five year period of the Accord.
3. Eight sites were then nominated to the Minister of Building and Housing in August 2014 as a first tranche of Special Housing Areas, with a further tranche of 13 sites nominated in March 2015. The Council also agreed to a package of development incentives to encourage the further uptake of development opportunities provided by the Housing Accord.
4. A third tranche of five sites is now proposed for nomination to the Minister of Building and Housing as SHAs. These sites provide a mixture of development opportunities across the city, ranging from low to medium density. The proposed sites are:
 - 10 Surrey Street, Tawa – privately owned
 - 20 Glanmire Road, Newlands – privately owned
 - 48-62 Mein Street, Newtown – privately owned
 - 85 Spenmoor Street – privately owned
 - Shelly Bay – Wellington City Council/Shelly Bay Ltd
5. The recommended sites are already zoned for residential development, or are considered suitable for residential development. The sites present a range of development opportunities for greenfield development and infill development. Maps of the proposed sites are attached to this report.
6. In recommending these sites to the Minister of Building and Housing, the Committee is not approving any particular development proposal. The decision to recommend these areas is a procedural one that makes available the alternative consenting path provided by the HASHA Act. A resource consent is still required and will be assessed in accordance with the legislation, including assessment against the relevant District Plan provisions.

Recommendations

Officers recommend that the Transport and Urban Development Committee:

1. Receive the information.
2. Recommend to the Council that the Minister of Building and Housing approve the following five special housing areas and associated qualifying development criteria as identified in the Special Housing Area maps:

- a. 10 Surrey Street, Tawa, with qualifying developments criteria being 2 or more dwellings or allotments;
 - b. 20 Glanmire Road, Newlands, with qualifying developments being 2 or more dwellings or allotments;
 - c. 48-62 Mein Street, with qualifying developments being 2 or more dwellings or allotments;
 - d. 85 Spenmoor Street, Newlands, with qualifying developments being 10 or more dwellings or allotments;
 - e. Shelly Bay, with qualifying developments being 10 or more dwellings or allotments.
3. Delegate to the Chair of the Transport and Urban Development Committee and the Chief Executive the authority to approve any minor editorial changes to the Special Housing Area maps.

Background

7. The Council entered into a Housing Accord with Government in June 2014 in order to increase housing supply in the city, and by extension to improve housing affordability.
8. The Accord outlines targets for the number of dwellings and sections consented across the city. The targets are as follows:

Targets – total number of sections and dwellings consented				
Year One	Year Two	Year Three	Year Four	Year Five
1000	1500	1500	1500	1500

9. The Council has subsequently nominated two tranches of SHAs to the Minister of Building and Housing in August 2014 and April 2015. The sites are a mixture of existing growth areas, redevelopment opportunities, and a range of smaller greenfield and brownfield sites.
10. The Council agreed to a range of assessment criteria under which future sites would be assessed for nomination as SHAs. The sites proposed for nomination in this tranche have been assessed against those criteria.
11. The Council also approved a series of incentives to aid in the uptake of consenting opportunities presented by the approved SHAs. These incentives spanned a range of measures from financial to process incentives, as follows:
 - **Process incentives**
 - A one-stop-shop consent function, which will use the streamlined consenting processes under the HASHA Act; and
 - Proactive engagement with the development community, infrastructure providers and key stakeholders.
 - **Financial incentives**
 - A two year period of deferred rates increases on greenfield subdivisions in excess of 30 allotments or dwellings (from the time the Council signs off the subdivision (s224(c)), or when the land is sold; and

- Waiving of pre-application resource consent fees.
- **Council targeted investment**
 - Some of the SHAs are in areas where the Wellington Urban Growth Plan has signalled growth will be encouraged through the provision of growth supporting infrastructure and public realm improvements.

Discussion

Proposed Special Housing Areas – Tranche Three

12. Five sites are proposed for nomination to the Minister of Building and Housing. Once these areas are recommended to the Minister of Building and Housing, they go through a Cabinet process for approval before being confirmed by an Order in Council.
13. Approval of these sites will bring the total number of SHAs in Wellington to 26 (as compared to 91 in Auckland).

Site	Description
10 Surrey Street, Tawa	A site of 3462m ² zoned Business 1. The site is currently vacant and has been recently created through a subdivision of the wider 'Tawa Junction' site.
20 Glanmire Road, Newlands	A site of 1757m ² containing an existing dwelling. The site is zoned Outer Residential.
48 – 62 Mein Street, Newtown	The Mary Potter Hospice site and three adjoining residential properties. The overall site comprises an area of 6300m ² and is zoned Inner Residential. Whilst the entire Mary Potter site is identified, the area in which development would occur does not impact on the existing hospice facilities.
85 Spenmoor Street, Newlands	A 3.1 hectare site of Rural zoning that is currently vacant.
Shelly Bay	An approximately 2.8 hectare site containing former air force and naval buildings, zoned Business 1.

Consistency with the Wellington Housing Accord

14. All of the sites proposed for nomination are consistent with the Housing Accord's objective of increasing housing supply. The sites would provide for a range of development opportunities within the existing urban footprint, thereby also achieving the Council's general policy aim of urban containment.

Consistency with the District Plan

15. Four of the five sites are zoned for residential development under the existing District Plan provisions, with only the proposed SHA at Spenmoor Street allowing rural residential development. This area (known at Point 360) is progressively being developed for residential and rural residential purposes, and is fully serviced to an urban standard (roading and services). The residential development of these sites is therefore consistent with the District Plan policy intent, as confirmed by their zoning.

16. Both Shelly Bay and 10 Surrey Street carry a Business 1 zoning. Whilst not expressly zoned for residential purposes, there is provision under the Business 1 zoning for the residential development of these sites.

Shelly Bay

17. The Shelly Bay proposal is to expand the existing SHA area to encompass all of the land owned by Shelly Bay Ltd and the Council. The SHA previously approved for Shelly Bay, as shown on the appended map, only identified that land zoned Business 1 from the Shelly Bay Ltd and Council landholding. The remaining land owned by Shelly Bay Ltd is zoned Open Space B. The Open Space B zoning reflects the historical use of the site for defence purposes. As a general principle, it is inappropriate to zone private land for open space purposes.
18. The identification of the entire landholding, including the Open Space B zoned area, seeks to provide for a comprehensive and integrated design solution for a future development application. Only identifying the discrete Business 1 zoned area could result in the benefits of an application process under the HASHA Act being lost should any minor portion of a future development stray outside of this area. By amending the extent of the area to the boundaries of the wider site, the Council would ensure that the design of a subsequent proposal would not be constrained by artificial zoning boundaries.

Site Specific Controls

19. Site specific controls apply to some of the sites proposed for nomination. These controls include the ridgelines and hilltops overlay (Spenmoor Street), a Maori precinct (Shelly Bay) and a pre-1930's residential area (Mein Street).
20. Recommendation of these sites as SHAs does not approve a particular development proposal. If approved as an SHA, a resource consent may then be sought under the HASHA Act. Where a site is presently subject to a particular District Plan provision (such as a ridgelines and hilltops overlay), then that particular provision will still be taken into account in considering a future resource consent application.

Infrastructure availability

21. Comments were sought from Wellington Water on the availability of three waters infrastructure for these sites.
22. There will need to be some minor upgrades to pipe infrastructure or potential on-site stormwater detention for some sites. These matters are appropriately addressed at the resource consent stage through conditions of resource consent, that can appropriately avoid, remedy or mitigate any environmental effects.
23. There are some constraints on the Spenmoor Street site in respect of traffic and stormwater. These constraints will need to be addressed before any resource consent application is approved. This is the same situation as for the SHA already approved for Spenmoor Street in March 2014.
24. Overall there are no concerns about these sites that would prevent an SHA from being approved.

Shelly Bay

25. In March of this year the TUD committee were advised that Shelly Bay requires significant infrastructure investment to enable development to occur given the age of the infrastructure servicing the area. A development feasibility study shows that a sustainable development can proceed on the site provided that the infrastructure

currently servicing the area is upgraded. No development would be approved without investment in these essential services.

26. Accordingly all of the sites proposed for nomination as SHAs are considered to be suitable from an infrastructure perspective.

Landowner and Iwi views

27. Landowners are supportive of each site proposed for nomination to the Minister of Building and Housing, with all of the sites proposed for recommendation being nominated to the Council by the landowners or their agents.
28. Shelly Bay is partly owned by Port Nicholson Block Settlement Trust through Shelly Bay Ltd. Shelly Bay Ltd is supportive of the sites nomination.

Demand for Housing

29. There is ongoing demand for housing in these areas as the city continues to experience a moderate rate of growth. The proposed sites would cater for a variety of dwellings types and therefore a wide segment of the market. The sites are also within established urban areas where strong demand for residential housing exists.

Qualifying Development Criteria

30. Qualifying development criteria relate to the minimum number of dwellings or sections required within a Special Housing Area for a development proposal to proceed under the HASHA Act. The recommended criteria for each Special Housing Area have been formulated based on consistency with the first and second tranches of Special Housing Areas, and with reference to the particular characteristics of the site (10 or more for larger greenfield or redevelopment sites; 2 or more for infill/medium density sites).

Communication and Engagement

31. Officers have consulted with the landowners of each of the sites proposed for nomination in preparing this report.
32. No consultation beyond that undertaken with landowners is proposed as part of recommending the present group of sites as SHAs to the Minister of Building and Housing. Officers have discussed the sites with staff from Greater Wellington Regional Council, the Ministry of Business, Innovation and Employment, and Wellington Water Ltd in preparing this paper.
33. A Communications Plan for the Housing Accord was prepared in 2014 following the signing of the Accord with the Crown. A press release will be issued following the nomination of the second tranche of Special Housing Areas to the Minister of Building and Housing.

Next Actions

34. Following the nomination of this third tranche of sites to the Minister of Building and Housing, officers will investigate a fourth tranche of sites, liaise with the development community, and continue monitoring the implementation of the Housing Accord. The second Housing Accord monitoring report will be reported to the TUD committee in November. This will follow a second meeting of the Joint Steering Committee comprising the Minister, the Mayor and the Deputy Mayor.

35. It is important to note that given the sunset clause built into the HASHA Act, SHAs will be disestablished in September 2016. Therefore a potential fourth tranche of sites will need to be approved early in 2016 to allow for applications for qualifying developments to be lodged with the Council in advance of the termination date for Special Housing Areas.

Attachments

Attachment 1. Proposed Special Housing Area Maps

Page 16

Author	Mitch Lewandowski, Principal Advisor Planning
Authoriser	Anthony Wilson, Chief Asset Officer

SUPPORTING INFORMATION

Consultation and Engagement

Officers have consulted with the landowners (or agents) of each site proposed for nomination, along with officials from the Greater Wellington Regional Council, Ministry of Business, Innovation and Employment and Wellington Water in preparing this paper.

Treaty of Waitangi considerations

There are no known implications.

Financial implications

There are no known implications.

Policy and legislative implications

Council has signed a Housing Accord with the Crown. The six Special Housing Areas recommended for approval will need to be approved by the Minister of Building and Housing, and the Cabinet, before they are gazetted and included as a schedule to the Housing Accord and Special Housing Areas Act as Special Housing Areas.

Risks / legal

There are no known risks and legal implications from the recommendation of these sites as Special Housing Areas.

Climate Change impact and considerations

The proposed Special Housing Areas provide for a range of low and medium density development options in areas appropriately zoned for development purposes and within the overall urban footprint of the city. Promoting a compact urban form reduces the consumption of fossil fuels and harmful greenhouse gas emissions which result in negative climate change impacts.

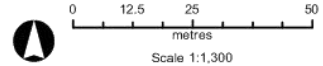
Communications Plan

A Communications Plan has been prepared for the implementation of the Housing Accord. A press-release will follow the recommendation of these sites to the Minister of Building and Housing as Special Housing Areas.



Zone: Business 1
Site size: 0.34 ha.
Site mean slope: 2.09°

In vicinity of: 10 Surrey Street, Tawa
Proposed Special Housing Area



Property boundaries, 20m Contours, road names, rail line, address & title points sourced from Land Information NZ. Crown Copyright reserved. Property boundaries accuracy: +/-1m in urban areas, +/-30m in rural areas. Census data sourced from Statistics NZ. Postcodes sourced from NZ Post. Assets, contours, water and drainage information shown is approximate and must not be used for detailed engineering design. Other data has been compiled from a variety of sources and its accuracy may vary, but is generally +/- 1m.

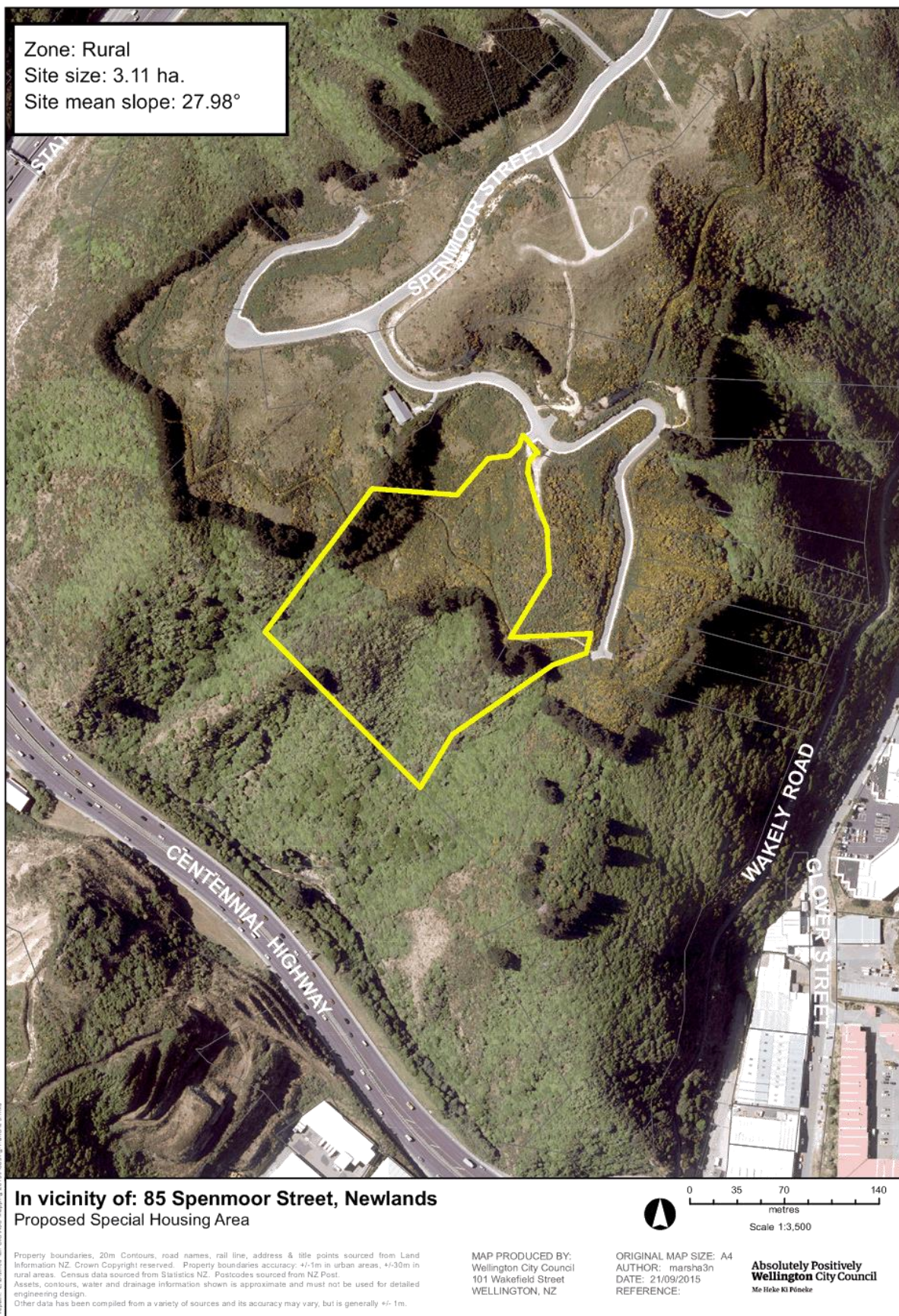
MAP PRODUCED BY:
Wellington City Council
101 Wakefield Street
WELLINGTON, NZ

ORIGINAL MAP SIZE: A4
AUTHOR: marsha3n
DATE: 21/09/2015
REFERENCE:

**Absolutely Positively
Wellington City Council**
Me Heke Ki Pōneke









ENABLING GREATER HOUSING CHOICE AND SUPPLY - DRAFT DISTRICT PLAN PROPOSALS FOR MEDIUM DENSITY RESIDENTIAL AREAS IN TAWA AND KARORI

Purpose

1. This report seeks Committee approval to consult with the Tawa and Karori communities on specific proposals for a medium density residential area zone in Tawa and Karori.

Summary

2. Greater housing choice and supply in our suburbs is needed to address a growing population and changing household composition. Medium density residential area zones already apply in Johnsonville and Kilbirnie. Karori and Tawa were identified in February 2015 as suburbs that can support medium density housing opportunities.
3. Consultation was undertaken in March and April 2015. The initial consultation focused on where a medium density residential area would occur in each suburb and the planning provisions that would apply.
4. Officers have continued to investigate the capacity of the suburbs infrastructure to cope with additional demand. These suburbs can support medium density housing but there are some growth related impacts on existing infrastructure that will need to be funded in the next Long-term Plan (LTP).
5. This paper sets out the proposed location of a medium density residential area within Tawa and Karori. It also summarises the District Plan provisions that should apply.
6. Consultation on the *Draft* District Plan Change is proposed for November 2015.
7. Following agreement from the Transport and Urban Development Committee (TUD) Committee in September 2015, consultation with the Newlands, Khandallah and Island Bay communities will commence in October as officers also consider there is potential for medium density housing in those suburbs.

Recommendations

That the Transport and Urban Development Committee:

1. Receive the information.
2. Agree to notify a set of Draft District Plan Change provisions that introduce a Medium Density Housing Area in Tawa and Karori.
3. Note that consultation is planned to occur during November 2015.
4. Note that funding to address growth related impacts on transport and the three waters infrastructure will need to be allocated in the 2018 – 2021 Long-term Plan.

Background

8. Housing supply is a national issue, particularly for large cities. The Wellington Urban Growth Plan highlights housing choice and supply as a key issue, noting there is a

need for approximately 21,400 more dwellings in the next 30 years. The other key driver for greater housing choice is the increasing diversity of household composition and a significant growth in one and two person households. More people are looking for new, low maintenance, energy efficient homes. The current housing stock is not diverse enough to meet these changing needs. Table 1 summarises key population and housing projections for Tawa and Karori.

9. **Table 1: Population and dwelling projections for Tawa and Karori**

	Population	Households
Tawa	<ul style="list-style-type: none"> ▪ Resident population of 14,800 people, living in 5,100 households in 2013 ▪ Projected increase of 26% over 30 years, to 19,000 people in Tawa/Grenada North/Takapu area 	<ul style="list-style-type: none"> ▪ 28% increase in households by 2043, with a new dwelling requirement of around 1,400 units. ▪ About 50% of net growth will be single person and couple households.
Karori	<ul style="list-style-type: none"> ▪ Resident population of almost 15,000 people, living in 5,800 households in 2013 ▪ Between 2013 and 2043 the population of Karori is expected to increase by about 750 people. 	<ul style="list-style-type: none"> ▪ Number of households are expected to increase by about 600 (10%).

Sources: Census 2013 and Forecast.id 2014 Projections

10. Medium density housing has been identified as a solution to expand housing choice options in our suburbs. Medium Density Residential Area (MDRA) zones already apply in Johnsonville and Kilbirnie.
11. In February 2015, the TUD Committee agreed officers should initiate consultation with the Tawa and Karori communities on options for greater housing choice in those suburbs.

Discussion

Constructive Stage One consultation with Tawa and Karori Communities

12. The Tawa and Karori communities engaged constructively on the housing and town centre upgrade projects during March and April this year.
13. Officers spent four days in each community at a 'drop-in' centre having approximately 60-70 conversations with members of the public. This was followed by a community meeting, attended by 40-50 members of the public.
14. Written feedback was also sought. Table 2 below highlights key statistics from that feedback, while Appendix One summarises the key themes.

Table 2: Submitters on Phase One consultation

	Karori	Tawa
Submissions	261 submissions, representing 412 people	171 submissions, representing 280 people
Headline statistics	<ul style="list-style-type: none"> • 64% of submitters support medium-density housing • 34% oppose it 	<ul style="list-style-type: none"> • 69% of submitters support medium density housing • 29% of submitters oppose it

15. Many submitters understood the need to provide greater housing choice due to the increasing diversity of households. Even so, concerns about whether the existing

suburban infrastructure was sufficient and could accommodate additional growth were raised. Similarly, concerns around the impact on residential amenity were also raised. Achieving good quality design was important for submitters.

16. Karori residents were firm in their views that any formal proposals for medium density residential development should not occur until issues associated with the capacity of Karori Road have been explored with solutions identified.
17. The Karori community were strongly unified in their belief that the layout and functioning of the town centre is flawed and consider changes are required.
18. In Tawa, the community was concerned with how medium density housing would affect the existing residential character. They also questioned the impact additional traffic would have on existing traffic flows along Main Road.

Further research to investigate infrastructure capacity issues

19. Submissions raised issues with the capacity of infrastructure, community services and other facilities to cope with additional demand in each suburb. These issues were researched by officers prior to the selection of Tawa and Karori as potential candidates for medium density housing. Investigations have progressed further to address specific issues raised by the community.
20. **Social infrastructure:** Concerns were expressed on the ability of schools and medical centres to cope with expanded populations. Officers discussed school rolls with the Ministry of Education and the principals of schools in Tawa and Karori. The Ministry of Education considers no changes are necessary to their current approach and the schools can accommodate the level of growth/decline predicted to occur in school aged children over the coming 30 years. Local medical centres have confirmed their ability to cope with increased demand for their services. One medical centre confirmed they have been considering options to expand their services and facilities and another centre confirmed they have capacity to grow further.
21. **Transport infrastructure:** Both Karori and Tawa residents raised concerns with local traffic issues.
22. In Karori, the replacement of two retaining wall structures (near Marsden College and between Fler and Lancaster Streets) were initiated to improve the resilience of Karori Road. As part of this work, the road has been widened to facilitate future options for public transport and cycling. The likely future response to managing traffic congestion at peak times will be to make changes to the road network which will encourage mode shift on to public transport or active modes such as cycling and walking. Specific proposals to change the road network in these areas have not yet been developed.
23. Cycle lanes servicing Karori have been signalled as part of the Cycling Master Plan, but the timing of this is still to be determined. Planning for cycle lanes layout will occur in tandem with bus priority measures.
24. Planned improvements for the Karori Town Centre will be cognisant of future transport changes along Karori Road.
25. **Three waters infrastructure:** Wellington Water provided information on the capacity of the three waters infrastructure to cope with additional growth in both suburbs. The following matters have been raised:
 - Water supply - Increased reservoir capacity will be required for the northern suburbs generally, including Tawa. No additional capacity is needed for Karori.

- Stormwater - Upgrade requirements have been identified for parts of Karori and also in Tawa to address stormwater quality issues.
 - Wastewater - \$28M has been set aside in the LTP to address capacity issues at the Porirua Treatment Plant in association with Porirua City Council. Future investment will be needed to address growth impacts in Karori.
26. The Service Plans for these three water assets and the current LTP (2015-2018) state that growth related impacts are not provided for in the current LTP. Accordingly, the next LTP (2018 – 2020) will need to allocate funding to support planned medium density housing development in these areas.
27. The plan change process is anticipated to take a minimum of 2 years to complete, but could be 4-5 years if appeals are lodged with the Environment Court. Accordingly, there is adequate time to ensure funding is allocated in the next LTP for these growth related impacts. Also, growth is predicted to occur incrementally over the coming 30 years. It is not necessary to ensure that infrastructure upgrades occur before the rezoning proposals are finalised.
28. **Open space provision:** At the September 2015 TUD meeting, it was resolved that officers would report on the provision of open space at the suburb wide level. This issue was investigated previously by officers. In brief, the 'Our Capital Spaces Framework' was adopted by the Council in 2013. It sets out targets for access to open spaces based on accessibility, not population densities. That Framework was used to provide information on whether a proposed MDRA has sufficient open space provision. Tawa has sufficient spaces to fulfil the targets set by the Framework, whereas a gap has been identified in the eastern part of Karori. The Suburban Reserves Management Plan acknowledges this and identifies an action plan.
29. The development of an MDRA area could be the catalyst for a change in the way the existing parks and recreation opportunities are used, particularly where there is a change in the population profile of an area. A review of budgets may be required, which could be as simple as increased levels of service (ie. track maintenance, mowing or rubbish bin clearance) or recreation development (ie. new seating areas, different surface treatment or drainage works in parks or on tracks or a complete redesign/repurpose of a park).

Options

Boundaries proposed for Tawa and Karori MDRAs

30. The proposed boundaries for Tawa and Karori take into account the following:
- walkability to the town centre and key public transport routes
 - topographical constraints
 - roads
 - lot layout
 - development economics
 - community feedback.
31. Appendix Two includes two maps showing both proposed MDRA boundary areas.
32. **Tawa Boundary:** Following public feedback, the boundary is proposed to be based on walkability to the Tawa Town Centre and the five railway stations (including Linden station). Community concerns about including large areas of the Western Hills for redevelopment was influential in focusing the medium density housing area along the valley floor and closer to the town centre and railway stations.

33. **Karori Boundary:** This boundary is strongly influenced by the walkability catchments and the community feedback that if medium density housing is to be located anywhere, it should be within walking distance of the main shopping areas. Topographical constraints were also influential; resulting in the focus of the area being on the valley floor of Karori.

Proposed provisions for Tawa and Karori MDRAs

34. The existing MDRA provisions for Johnsonville and Kilbirnie were examined for their applicability for Tawa and Karori. On the whole, most provisions are recommended to stay the same, however some changes are proposed in response to the feedback received from the community, to recognise the character of these suburbs, and the different development economics in these areas.
35. Of all the provisions controlling new development, building height was debated at length in both communities.
36. A building height of 10m applies in the Kilbirnie MDRA and 8m in the Johnsonville MDRA area. For Tawa and Karori, the consultation material sought feedback on the possibility of 2-3 storey development in these suburbs.
37. The adverse effects associated with building height (eg. loss of privacy and shading) has been a key concern for both communities, particularly from three storey buildings. A report prepared by Darroch on the valuation impacts of medium density housing noted that three storey development is not likely to be economically feasible in large parts of these suburbs but could work in certain areas, such as alongside key transport routes and on sites very close to the town centre.
38. An 8m height limit will not always provide developers with the flexibility to construct two storey dwellings on sites with changing levels, or where minimum building levels are imposed due to flood risk. The height provisions need to provide certainty for all parties, but it is also important to ensure scope to deviate from the standards where this will provide a better design outcome.
39. Given the economic evidence and the community feedback, it is proposed that the 8m height limit (put in place for the Johnsonville MDRA) be adopted for Karori and Tawa. However, to acknowledge there are opportunities for higher heights in some locations, or to address sloping sites, a 10.4m height is proposed as a Discretionary Restricted Activity for all parts of the proposed MDRA area. Changes to the policies are proposed to reinforce how the Council would apply their discretion to grant additional height.
40. Appendix Three summarises the remainder of the proposed provisions in more detail, including site coverage, vehicle parking, open space and minimum site dimension.
41. Appendix Four sets out a list of all the proposed changes being made to the following chapters of the District Plan. A copy of the proposed draft provisions will be tabled at Committee and made available on the Council website.
- Chapter 3: Definitions
 - Chapters 4: Residential Area Objectives and Policies
 - Chapter 5: Residential Area Rules and Standards
 - Residential Design Guide, and
 - Proposed rezoning maps.

Other tools to increase housing choice

42. Two other changes to the District Plan will help to address the need for greater housing choice. These are:

- provisions to support **housing for an aging population**, and
- **house conversions** of large homes

43. Most elderly people will live in a private home for the majority of their lives. There is a need for the District Plan to acknowledge that good house design can support 'aging in place' and accessibility. It is proposed to amend the Residential Design Guide to include 'advocacy' guidelines promoting house designs that allow residents to adapt their living arrangements as they age. Another guideline advocates for accessibility outcomes, such as wide doorways and corridors.
44. Retirement villages and other supported care facilities offer another housing choice for 10-15% of our elderly community. The District Plan does not currently provide for these residential developments in a comprehensive way. The non-residential components of these villages (eg. medical facilities and support services) create unnecessary planning constraints for retirement village providers. These activities, including the non-residential components of retirement villages, should be treated as permitted activities in all residential areas, subject to the usual activity standards controlling noise, parking and access. Council control would focus on the construction, design and appearance of these facilities instead.
45. Three and four bedroom homes dominate the housing supply in Wellington's traditional family suburbs. On average, about 10-20 homes a year across the city are converted into smaller units as permitted activities. In light of the growing need for rental properties (due to falling home ownership rates), encouraging more conversions is an appropriate way to boost housing choice, without impacting on residential amenity or character. This will be important for sites located in the MDRA areas where development economics are not always conducive to comprehensive site redevelopment. There are some constraints to this form of development, such as the requirement to provide the additional on-site parking, open space and development contributions. While the parking and development contributions are not proposed to change, the open space requirements will be reduced from 50m² to 20m² for sites located in a MDRA zone.

Tawa and Karori Town Centre Plans

46. **Karori:** A lot of feedback focused on the poor layout and functioning of the town centre. Accordingly, consultation with key land owners and businesses is occurring to identify opportunities on how to change the way the town centre currently operates. These conversations have highlighted a number of barriers; one of these being the lack of commercially zoned land in the centre, which has been a long standing issue. Officers will investigate options to extend the 'Centre' zoning to help 'unlock' the potential for redevelopment opportunities. The sale of the St John's Church site has been put on hold for a short time while investigations with business owners' progress as this prominent corner location may provide opportunities to reconfigure existing uses.
47. **Tawa:** Concepts are being developed for physical improvements around the town centre, addressing issues identified during the consultation with businesses (July) and the wider community (March-April).
48. Officers are working closely with local group Vibrant Tawa on developing a 'visual identity' or brand for Tawa and intend consulting with the community on the brand options and town centre improvement concepts shortly. Meetings are being organised with local businesses to discuss the possibility of setting up a Business Improvement District for the Tawa town centre.

49. Tawa has historically had an oversupply of commercial land due to much of it being used for retail activities. Some residents have questioned whether the centre should be reduced, to refocus it as a “village centre”. The challenges posed by competing retail locations in Tawa justify further investigation as to the role of the town centre and an adjustment of its retail offer to focus on its primary catchment.
50. Prior to a Plan Change being notified for these areas in mid-2016, officers will carry out further investigations and further consultation where necessary to identify whether zone changes are needed to address the contrasting zoning issues identified for the Tawa and Karori Town Centres.

Next Actions

51. A second phase of consultation is planned to occur in November 2015 on the draft district plan change proposals. The consultation will be similar to the earlier consultation approach, including a public mail out, drop-in centre, request for submissions and meetings with special interest groups such as residents and business associations and other key stakeholders as requested. The website pages will be substantially updated to include more information about the proposed changes and other supporting material.
52. As agreed at the September 2015 TUD, officers will combine the results of work on Tawa and Karori with initial consultation (occurring in October 2015) with the Newlands, Khandallah and Island Bay communities; working towards a combined plan change being notified in mid-2016.

Attachments

Attachment 1.	Summary of consultation feedback - key themes	Page 29
Attachment 2.	Proposed MDRA Boundary Areas	Page 30
Attachment 3.	Summary of provisions proposed to be adopted in Draft Plan Change	Page 32
Attachment 4.	List of changes proposed to the District Plan	Page 35

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Authoriser	Warren Ulusele, Manager City Planning and Design

SUPPORTING INFORMATION

Consultation and Engagement

This paper seeks agreement to carry out a community consultation exercise on the Draft Plan Change proposals. It follows on from an earlier consultation process with both communities. Engagement with internal stakeholders has occurred as part of developing the suburb profiles.

Treaty of Waitangi considerations

All District Plan work is required to take into account the principles of the Treaty of Waitangi under s8 of the Resource Management Act 1991.

Financial implications

There are no financial implications associated with the recommendations in this paper. This paper notes that funding related to growth impacts on transport and infrastructure will need to be allocated in the next LTP.

Policy and legislative implications

District Plan policy development supports the outcomes of the Wellington Urban Growth Plan.

Risks / legal

This project is only at the stage of informal public consultation and there are no legal risks associated with the project at this point.

Climate Change impact and considerations

Earlier work to identify all locations suitable for medium density residential areas did not highlight climate change related issues for Tawa or Karori. Such issues were flagged for Miramar and for this reason, that suburb has a lower priority.

Communications Plan

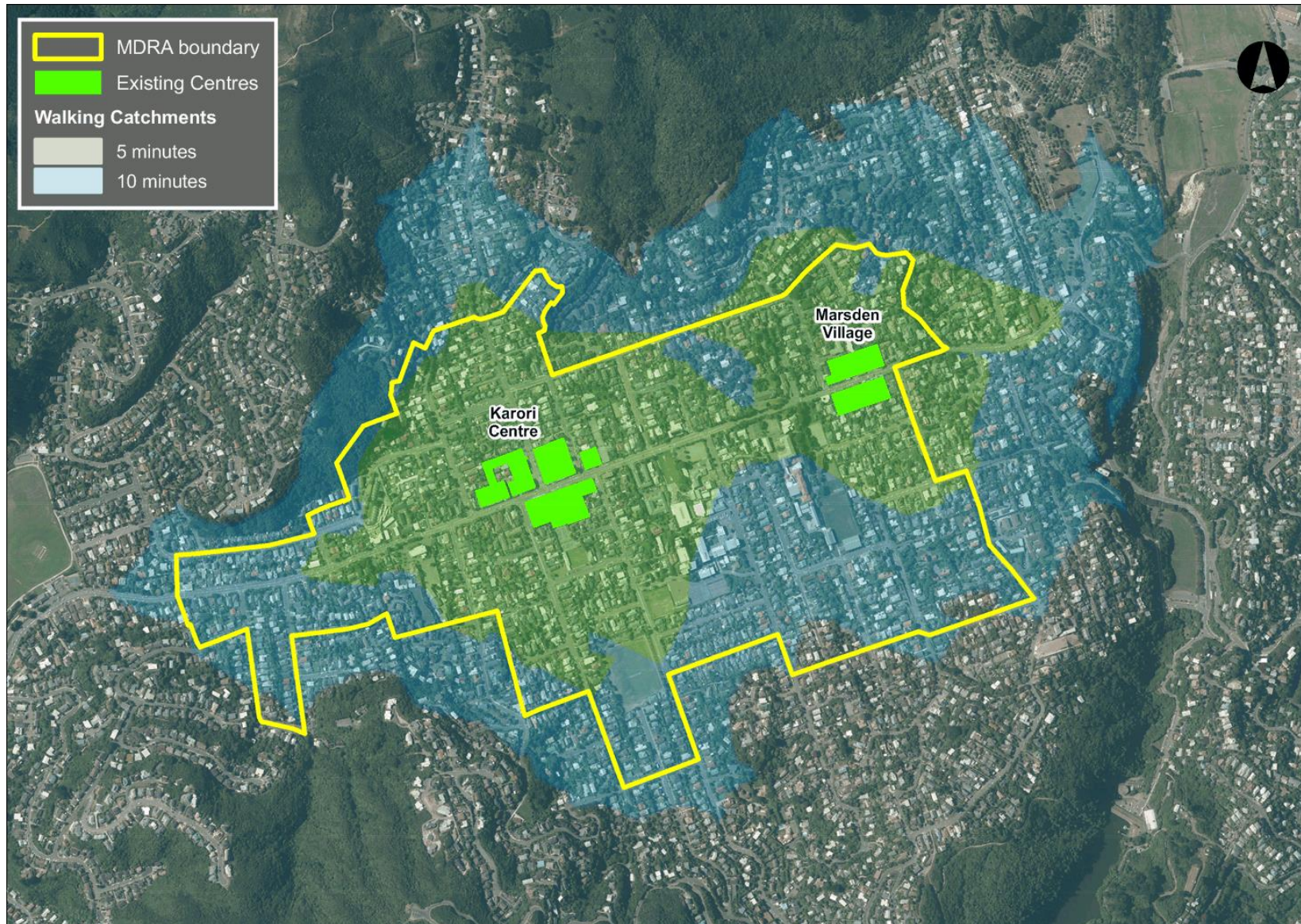
An engagement plan and a Marketing and Communications Plan has been prepared.

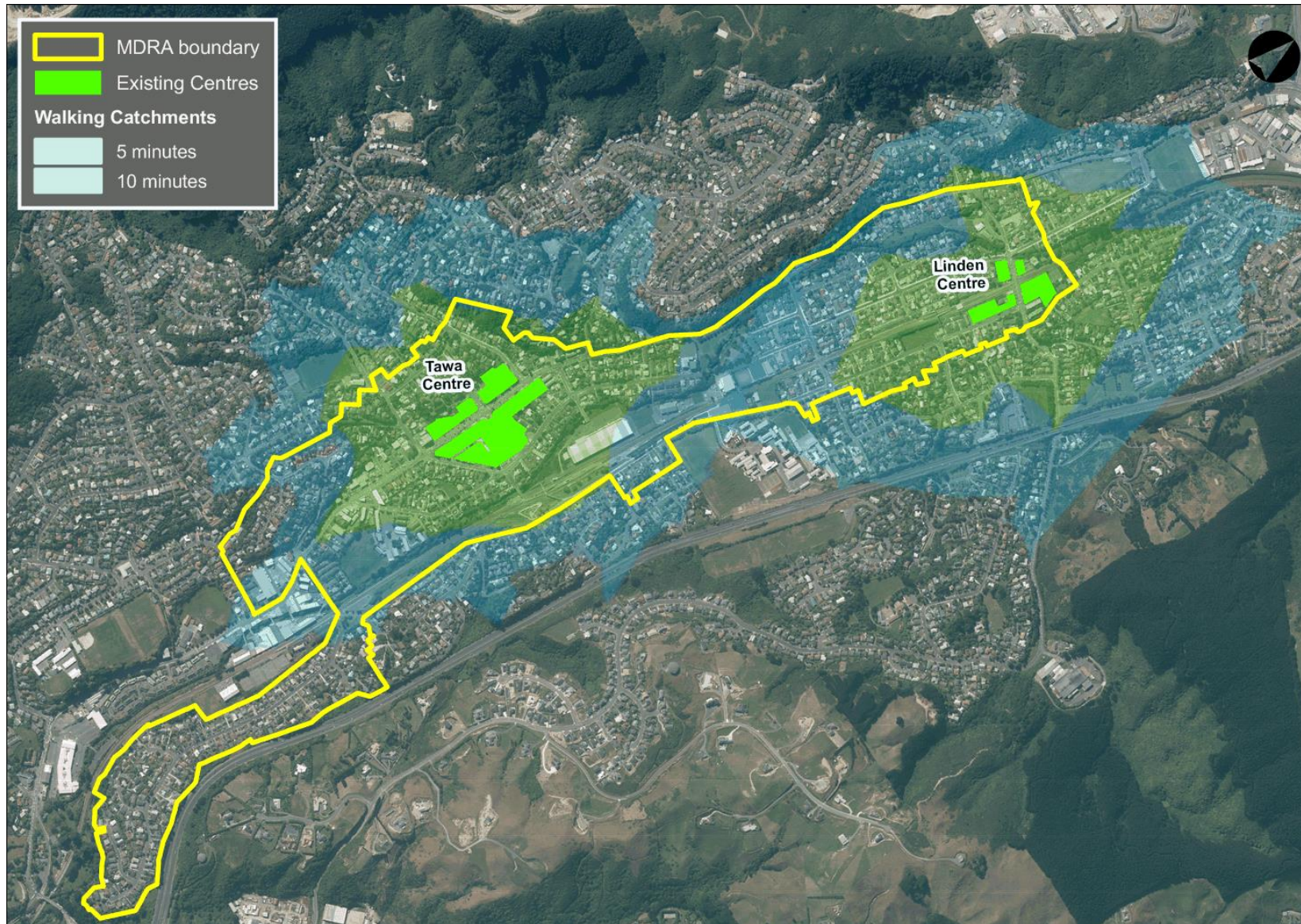
Summary of themes arising from March/April 2015 consultation

Item 2.4 Attachment 1

Medium Density Housing Key Themes	
Karori	Tawa
<ul style="list-style-type: none"> • Acceptance that Karori is suitable for medium-density housing; although the capacity of infrastructure (especially Karori Road) is a key concern. • The most accepted location for medium-density is around the town centre. • Submitters question the impact medium-density housing would have over time on Karori, specifically the local character. • Existing features of homes are important; such as setbacks, heights, open space provisions and sunlight and noise controls. • Two storeys is the preferred height for medium-density housing. • High-quality design and materials are necessary to ensure new housing is appropriate in the local context. • Car parking on streets is currently an issue, and new development should not exacerbate this. 	<ul style="list-style-type: none"> • General acceptance that Tawa is suitable for medium-density housing; but the impact on existing residential dwellings is a key concern. • Most accepted locations for medium-density housing are around the town centre and along public transport routes. • Demand for medium-density housing in Tawa was questioned, given the slow population growth in recent years • Design controls are very important and the Council should encourage diversity of design and use of high-quality materials. • Two storeys is the preferred maximum height. • Neighbours approval is desired where medium-density housing goes next to them.
Town Centre Key Themes	
Karori	Tawa
<ul style="list-style-type: none"> • Town centre does not function well due to traffic and built-form issues. • Community would support a redevelopment of Karori Mall and Mobil petrol station. • Community would support a more diverse town centre, given size of the Karori suburb. • The number and diversity of shops available is good for basic needs and services. • Access to the centre is good including walking and public transport. However car parking is an issue • Good existing community atmosphere. • Infrastructure, specifically roading and traffic, are a concern. Improvements to Karori Road, additional car parking and alternative transport methods and routes are required 	<ul style="list-style-type: none"> • There is a good existing community atmosphere • Improvements are welcome, including more seating, hanging flower baskets, trees and plants • There is a good range of shops, facilities and services, however there is a need to attract new businesses to the area and a wider variety of them. There is concern about vacant shops • Open space needs to be retained and even expanded upon. • Access to town centre is good, but walking, cycling and public transport (buses) can be improved • Traffic congestion, safety and the amount of heavy vehicles that pass through the town centre are all issues that need to be resolved.

Item 2.4 Attachment 2





Summary of standards being proposed for the Tawa and Karori MDRAs

Table summarising key provisions

Building Standard	Current Outer Residential development standard	Proposed development standard
Building Height Maximum	8m (plus 1m if a pitch roof used in house design)	8m (plus 1m if a pitch roof used in house design) 10.4m as a Restricted Discretionary activity
Site coverage	35%	50%
Front yards – minimum depth	3m or 10 metres less half the width of the road, whichever is the lesser	3m
Side and rear yards	Minimum 1m access to the rear	No Change
Vehicle parking	1 space per unit, plus visitor car parking	No change
Recession planes	An incline of 45 degrees on all boundaries, above 2.5m	An incline of 56° or 63° for side and rear boundaries, above 2.5m (at the boundary), depending on lot orientation
Ground level open space	50m ² per unit	20m ² per unit.
Minimum site dimension	None. Johnsonville MDRA has 11m radius requirement (i.e. minimum site width of 22m).	No change

Building Height

An 8m building height is proposed, with scope to go to 10.4m with a more detailed effects assessment. Policy amended to send stronger signals that additional height may be more appropriate along Principle Roads (eg Karori Road and Main Road, Tawa) and within close proximity to the town centres.

Fuller analysis set out in main report.

Front Yards

The width of some roads means that the current provision enables development very close to the front boundary, which is not compatible with the goal of supporting greater density, but managing the effects of this on streetscape character. The provision is simplified to ensure a 3m setback off the front boundary is provided.

Site coverage

As building height is proposed to remain at 8m, site coverage needs to increase to support increased density. 50% site coverage is proposed to replicate the other MDRA site coverage provisions. Achieving 50% site coverage can be difficult once open space and parking requirements have been met, however this can be possible on larger sites. Applying a 50% site coverage sends a clear message that higher densities are anticipated.

Vehicle Parking

Removing the visitor parking requirement for all MDRA areas is one way to increase opportunities to achieve higher density developments. However, this would place more pressure on kerbside parking, which is already at a premium on streets surrounding many suburban centres due to commuter and shopper parking demand. The Council has committed to a review of road space allocation in the Wellington Urban Growth in Years 1-3 of that Plan. Any changes to the District Plan vehicle parking requirements will be a part of that review.

Open Space

Both Tawa and Karori communities expressed strong support for all developments to have open space provided on site. Accordingly, the 20m² applied in the Johnsonville MDRA 2 area is proposed for Tawa and Karori. This space can either be shared or provided at an individual unit level. The Residential Design Guide process will ensure the space provided is high quality and useable.

Minimum site dimension

The District Plan currently requires a minimum site dimension¹ for properties located within the Johnsonville 2 Medium Density Residential Area (MDRA)². This provision was adopted to prevent 'ad-hoc' infill development from occurring, making it difficult to amalgamate sites for comprehensive development. As two medium density areas were introduced in Johnsonville it was considered appropriate to include the site dimension requirement for the Johnsonville MDRA 2 area as Johnsonville 1 encouraged development to occur immediately.

Only one MDRA is being proposed for Tawa and Karori. Research shows that Tawa and Karori have a number of constraints to economically viable development³. Based on the results of the valuation impact study, the current site dimension approach in the Johnsonville 2 MDRA is not considered appropriate for the Tawa and Karori areas as this will not sufficient flexibility in the plan to enable development.

Approach to notification/non-notification of applications in the MDRA zone

Providing for consideration of consents as non-notified applications is one of the key tools available to the Council to encourage redevelopment within the existing MRDAs. It is proposed that this provision also apply to Karori and Tawa.

Capacity of infrastructure a consideration at landuse stage

Increasingly, multi-unit developments proceed through the resource consent approvals process first as landuse consents, with subdivision applications proceeding at a later stage. The District Plan currently only assesses the capacity of the infrastructure network to cope with additional demand at the subdivision stage. This means there is an information gap and

¹ Sites proposed for development must be able to accommodate a 22 metre diameter circle within the site.

² Johnsonville 1 and Kilbirnie MDRAs do not require a minimum site dimension, this was to enable development immediately (Plan Change 72 – Residential Review).

³ Valuation Impact Study completed by Darroch's Ltd. Highlighted issues associated with the feasibility of amalgamating sites due to land acquisition costs versus the cost of development and what it can be on sold for.

Item 2.4 Attachment 3

the consent planners are limited in their ability to provide 'advice notes' on consents to remind applicants that issues of servicing still need to be addressed. It is important to ensure that any possible significant issues with respect to capacity of infrastructure systems are raised and addressed early for a given development proposal, regardless of whether a proposal proceeds as a landuse consent or a subdivision consent. This change has not been drafted as part of this draft plan change as the Council is continuing to investigate the best way to approach a change in practice.

List of changes proposed to the District Plan as a result of introducing Medium Density Residential Area zones in Tawa and Karori and supporting greater housing choice.

Chapter 3, Section 3.10 Definitions

- New definition for retirement village
- New definition for supported care facility

Chapter 4: Residential Area Objectives and Policies

- Amend Section 4.1 Introduction to include references to housing choice and supply and Karori and Tawa as additional MDRAs.
- New policy 4.2.1.1A relating to encouraging greater housing choice and supply, and associated explanatory text.
- Amend existing policy 4.2.1.4 and amend explanatory text relating to policies 4.2.1.2-4.2.1.4 to include references to Karori and Tawa as appropriate.
- Amend explanatory text for Policy 4.2.3.2 to include references to Tawa and Karori and clarify approach to assessment of open space provision.
- New policy 4.2.3.4A regarding retirement villages and supported care facilities
- Amend explanatory text for Policy 4.2.3.5 (regarding provision of ground level open space) to remove references to 'amenity' considerations.
- Amend explanatory text for Policy 4.2.4.1 to include references to Karori and Tawa
- Amend explanatory text for Policy 4.2.7.6A to include reference to retirement villages and supported care facilities

Chapter 5: Residential Area Rules and Standards

- New permitted activity rule 5.1.2E relating to retirement villages and supported care facilities
- Amend Rule 5.3.1 to provide a default mechanism for retirement villages and supported care facilities that do not meet the permitted activity requirements.
- New restricted discretionary rule 5.3.10C to provide for the construction, alternation and addition of retirement villages and supported care facilities.

- Amend Standard 5.6.1.3 (vehicle parking) to provide a parking standard for retirement villages and supported care facilities.
- Amend Standard 5.6.2.3 (open space) to include a reference to Tawa and Karori MDRAs
- Amend Standard 5.6.2.5 (building height) to include a reference to Tawa and Karori

Residential Design Guide

- Amend Introduction to clarify how this Residential Design Guide applies to developments in the MDRA zone, specify to limit the application of the 'Character based guidelines'.
- New Guideline G3.7A under the Building Design section, relating to adaptable unit design.
- Amend existing guideline G3.11 to introduce concept of accessibility
- Amend title of Section 4 relating to Open Space design to clarify that this section relates to "Amenity open space". This provides clear cross referencing back to the District Plan objections and will clarify when the RDG is to be applied.
- New objective O4.5 relating to provision of shared open space.
- Amend G4.1 and G4.5 to provide more clarity around assessment of open space areas.

Rezoning maps

- Two rezoning maps prepared to show extent of MDRA zone in Tawa and Karori.

PROPOSED DISPOSAL - 114B ABEL SMITH STREET, TE ARO

Purpose

1. The purpose of this report is to seek a Council resolution to declare 10m² situated at 114B Abel Smith Street, Te Aro (the **Land**) surplus to requirements and authorise its disposal.
2. The Land is shown shaded red in Attachment 1: Site Aerial Plan.

Summary

3. The Land had previously formed part of the title for 311 Willis Street (the **Property**).
4. In 1924, when Council consented to a garage being built on 311 Willis Street, approval was conditional on the Land being vested to it for 'street purposes'.
5. The intention at the time was to vest the land as legal road, at some point in the future, when it was needed for roading purposes.
6. The Council allowed part of the garage to be built on the Land at the owner's risk.
7. For the last twenty five years the Property has been held by the Crown for 'motorway purposes'.
8. The Property was recently sold into private ownership and the new owners are interested in acquiring the Land.
9. Relevant Council business units have confirmed that the Land does not need to be retained for current or future operational requirements.

Recommendations

That the Transport and Urban Development Committee:

1. Receive the information.
2. Recommend to Council that it:
 - a. Declares the property at 114B Abel Smith Street, Te Aro being 10 m² (subject to survey) described as part Section 117 Town of Wellington (the Land) surplus to requirements.
 - b. Approves the disposal of the Land.
 - c. Delegates to the Chief Executive Officer the power to conclude all matters necessary to dispose of the Land including offerback investigations and negotiations.

Background

10. The Property is situated on the corner of Willis and Abel Smith Streets.
11. In 1924 the (then) owners applied to Council to build a garage on the Abel Smith Street frontage.
12. Council restrictions prevented building within 33 feet (approximately 10 metres) from the centreline of the road.

13. Council approved the garage being built, conditional on the Land (which was within 10 metres of the centreline) being vested in the Council.
14. This garage remained on the Land as an encroachment without an annual charge.
15. The transfer to Council was documented by Transfer 159849 but the Land was not vested as road.
16. An illustration of the Land (and approximate area of the garage) in relation to the Property is included below (source: Google).



Discussion

17. Due to the small size, it does not constitute a separately saleable lot. Therefore it would be exempt from offerback to the former owner under s40(2)(a) Public Works Act 1981 (PWA).
18. In terms of s40(5) PWA, successor includes the successor in title where part of a person's land was taken. The sale of the Land for amalgamation with the Property therefore meets this provision.
19. Given the small size and location Officers limited internal consultation to City Planning and Design and Transport. Neither team has identified a future use for the Land.
20. Once amalgamated, the Land would be governed by the Central Area and Te Aro Corridor District Plan zoning rules and any existing interests registered on the title.

Next Actions

21. If a decision is made to dispose of the Land the next steps would be:
 - Consult with service authorities
 - Conclude offerback investigations
 - Engage surveyor and prepare survey plan as required
 - Obtain a current market valuation
 - Prepare sale and purchase
 - Settlement and transfer

Conclusion

22. Given the circumstances officers recommend the Land is sold to the owners of 311 Willis Street for amalgamation with the Property.

Attachments

Attachment 1. Site Aerial Plan

Page 41

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Authoriser	Peter Brennan, Manager Property

SUPPORTING INFORMATION

Consultation and Engagement

Consultation has been undertaken with relevant Council business units who have confirmed that the Land is not required for future operational requirements.

Treaty of Waitangi considerations

There are no known Treaty of Waitangi considerations.

Financial implications

If Council retained the Land no future 'holding' costs are expected. If it was sold into private ownership a slight increase in 311 Willis Street's annual rates may be expected.

Policy and legislative implications

The recommendations of this report are consistent with Council's financial principles: assets that are declared surplus to strategic or operational requirements are sold.

Risks / legal

There are no known risks or issues associated with the site. Sale and purchase documentation will be prepared by the Council's Solicitors.

Climate Change impact and considerations

The proposed disposal will have no impacts on any climate change considerations.

Communications Plan

No further consultation is considered to be required.

Site Aerial Plan



3. Public Excluded

Resolution to Exclude the Public:

THAT the Transport and Urban Development Committee :

Pursuant to the provisions of the Local Government Official Information and Meetings Act 1987, exclude the public from the following part of the proceedings of this meeting namely:

General subject of the matter to be considered	Reasons for passing this resolution in relation to each matter	Ground(s) under section 48(1) for the passing of this resolution
3.1 Acquisition of Land	7(2)(i) The withholding of the information is necessary to enable the local authority to carry on, without prejudice or disadvantage, negotiations (including commercial and industrial negotiations).	s48(1)(a) That the public conduct of this item would be likely to result in the disclosure of information for which good reason for withholding would exist under Section 7.
