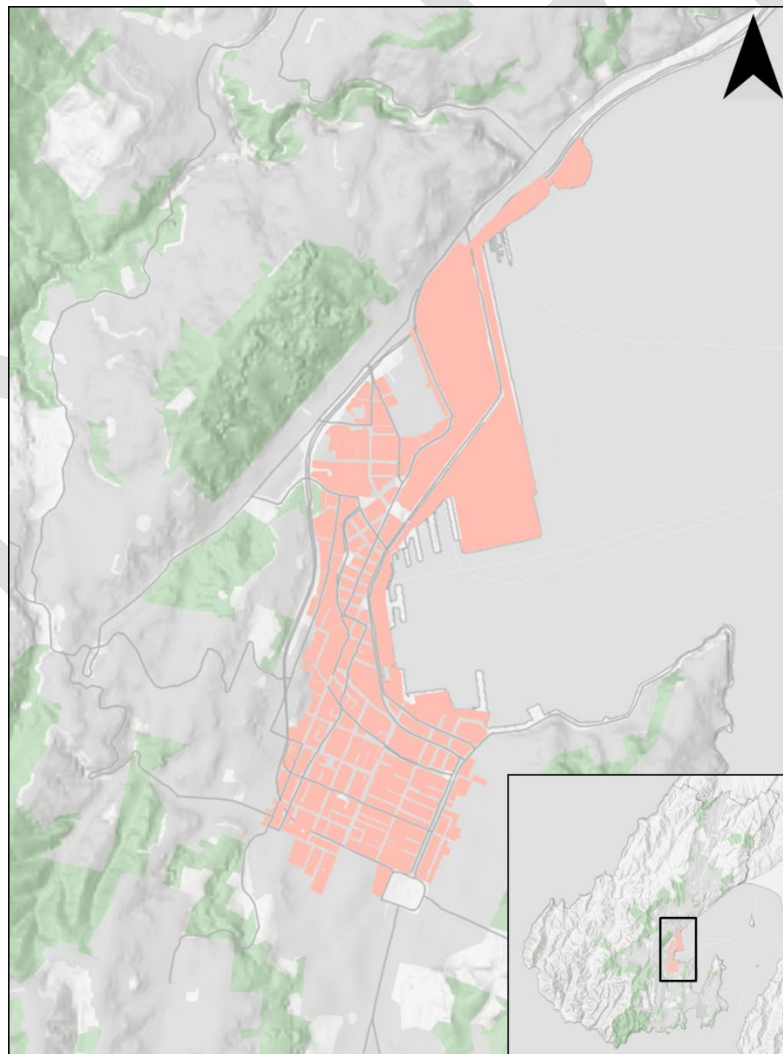


Planning for Growth

District Plan Review

Central Area

Issues & Options Report



Tō tātou taone
mō Apōpō

**E rautaki
ana mātou**

Our City
Tomorrow

**Planning
for Growth**

**Absolutely Positively
Wellington City Council**

Me Heke Ki Pōneke

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Second Draft	Anna Stevens	David Mitchell	
Final and approved			

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Acronyms

CCSV	Central City Spatial Vision
DP	District Plan
DPC48	District Plan Change 48
RMA	Resource Management Act 1991
P4G	Planning For Growth
NPS-UDC	National Policy Statement on Urban Development Capacity
LGWM	Let's Get Wellington Moving
WCC	Wellington City Council
WWL	Wellington Water Limited

Executive Summary

The Central Area section of the WCC District Plan governs the land use and development activities in Wellington's Central Body District and core commercial area. The Central Area section is essential for achieving the social, economic, cultural and environmental outcomes of the central City. Over time, different pressures and preferences have influenced the pattern of land use in the Central Area and particularly the types of activities occurring here.

This issues and options report for the Central Area Chapter builds on the concepts identified in the *Background and Monitoring Report* for the Central Area to investigate issues and to develop preferred options and further work that should be completed before/alongside the Spatial Plan and the District Plan review to support these processes.

11 issues have been identified in regard to the Central Area:

1. Wind effects
2. Apartment size and functionality
3. Current market trends (declining density)
4. Relevance of High City/ Low City today and its effect on development
5. Risks from Natural Hazards
6. Infrastructure Risks
7. Zone boundary alterations
8. Design Excellence
9. Relevance of Viewshafts
10. Heritage Areas
11. Implementing the National Planning Standards

In total 13 options are recommended with regard to the various identified issues:

- More detailed setback requirements
- Providing greater certainty regarding wind mitigation and assessment requirements
- Making Wind Design Guide a Statutory Document
- Apartment Design Guidance
- Requirement for minimum standards for apartment amenity and functions
- Require Minimum Height Controls for new buildings in the Central Area and residential components for new buildings
- Density bonuses
- Graduated Density and Inclusionary Zoning
- Waving resource consent fees or development contribution fees
- General increase of Height Controls across the Central Area
- Up-Zoning and Increased Heights along Transit Corridors
- Height Variation Control Areas
- Expanding zone boundaries to enable growth and reducing boundary effects
- Amended Design Excellence policy provision in the District Plan to provide more clarity for developers
- Reduce viewshafts to a select core essential group
- Update viewshaft provisions with a new mechanism on how to implement them

Further research or work needs to be undertaken on a wide range of topics to confidently recommend next steps:

- Engage wind and planning experts to undertake a planning and technical wind expert advice assessment on the District Plan provisions in terms of their ability to deliver quality new

developments that do not cause adverse wind effects or compromise public safety or comfort.

- Continue to develop Draft Design Guide and Draft Planning Standards.
- Undertake market analysis assessment to understand current development market trends and anticipated future trends as well as key supply and demand triggers and signals for the Central Area.
- Explore resource consent fee waivers and discounts for building owners and developers in Central Area to incentivise development.
- Examine the influence of heritage area provisions in the Central Area to determine if this influences the scale of development that is applied for.
- Initiate a study of zone boundaries and recent development trends to inform potential changes to zone boundaries.
- An updated assessment of the current stock of viewshafts in the District Plan is required to ascertain the current adequacy of viewshafts today.
- Research on current best practice for managing viewshafts and other models of viewshaft preservation.

This report concludes that there are numerous issues that will need to be worked through as part of the District Plan review for the Central Area. However, some of these issues are not limited to the Central Area and are more district wide matters that need to be addressed and general guidance provided for. The report also identified that the District Plan may not be the only reason why the Central Area is not meeting its full potential. Others considerations need to be addressed in order to meet the intended Planning For Growth (P4G) scenarios and increased densification in the Central Area.

1 Introduction

1.1 Purpose of this report

The purpose of this report is to identify issues and recommended options for further consideration with regard to Wellington’s Central Area for the impending Wellington City District Plan review.

This report furthers the outcome and findings of the earlier ‘Background and Monitoring’ Reports, developing options for recommendations based on these earlier phases of work. The relationship between these three reports and the impending Central City Spatial Plan is shown in the figure below.

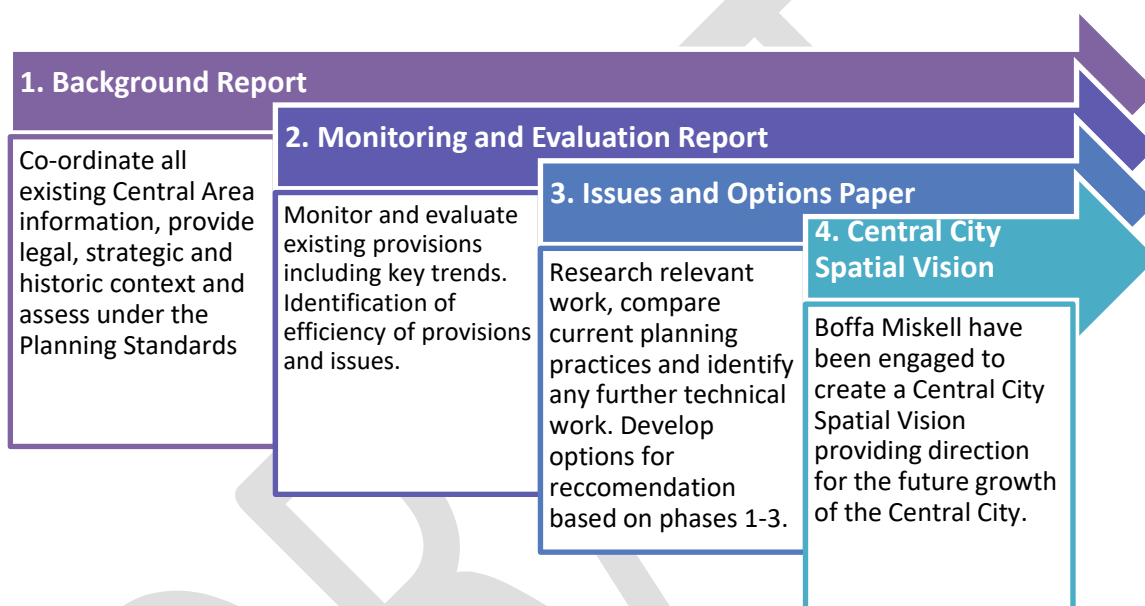


Figure 1 Central Area District Plan review process

The Issues and Options Paper develops and finalises options for recommendation based on the analysis of the first two reports and other data. The fourth component, the Central City Spatial Vision, is being concurrently undertaken and entails analysing the long-term future of the urban form and structure of the Central City and providing a basis to help inform and evaluate opportunities and options as part of the larger Spatial Plan for Wellington. This report needs to be read in conjunction with the Central City Spatial Vision.

1.2 Legislative Context

A summary of the overarching legislative and strategic context for the District Plan Review is provided in a separate document [‘Planning for Growth: District Plan Review 2019-2021 – Strategic and Legislative Context’](#).

2 Context

2.1 Background to this report

This issues and options report has been informed by the evident trends from consent data in the monitoring report, previous Wellington City Council (WCC) research on identified issues in the Central Area and from discussions with the resource consent team.

2.2 Central Area's Compact Form

The current urban form of the Central Area has been moulded by several years of varying height and development controls across numerous Planning Schemes and the implementation of the Operative District Plan (DP). From the 1960s until the 1980s Plot Ratio Controls and Podium Tower development were implemented within the Central Area, leading to the development of many large, high rise buildings.

From the late 1970's following the Capital Plan 1977, a shift away from such development and development controls was sought and a focus put on protecting the views of the harbour and hills. Building height was viewed as necessary to protect views and a focus was placed on vistas with the identification of viewshafts to be protected. A Plan Change made Operative in August 1991 made it explicit that with regard to urban form, the building height controls were designed to preserve the area's general urban form.

This introduced the 'High City/ Low City' height control concept with preservation of the high rise buildings in the CBD backed by the hills to the West and low-rise development in the Te Aro basin. This was intended to maintain the panoramic views from a fixed point, with particular focus on the fixed point at the Cable Car lookout. The District Scheme controlled the intensity that could be developed in different parts of the Central Area, with maximum volumes stipulated. Figure 1 below details the 'High City/Low City' concept.



Figure 2 View from the North detailing the proposed High City/ Low City concept

The Operative District Plan continued the purpose of the Plan Change with the decision to remove the plot ratio system for managing development intensity and the focus on podium towards and instead focus on provisions to manage the effects of new buildings through various assessment matters and environmental standards. Building heights were implemented across the Central Area.

Plan Change 48 (DPC48) which was publicly notified in 2006, undertook a complete review of the Central Area. Analysis under this plan change showed that the building heights were still appropriate, and would allow sufficient capacity to accommodate growth. On that basis it was not proposed to significantly alter the height regime in the District Plan, other than in identified heritage areas.

However, DPC48 specified a maximum standard for building mass for sites in the Central Area and a consequent percentage of building mass that is appropriate in the Central Area (75% of maximum). Applicants can apply to increase to 100%, but need to demonstrate that wind, daylight, design and heritage effects could be adequately dealt-with on-site.

Whilst the Central Area is compact, it also consists of a series of distinct precincts or neighbourhoods. Identified precincts within the Central Area include Parliamentary precinct, Memorial precinct, East Te Aro precinct, Victoria/Cuba precinct, Waterfront-Central precinct and Pipitea precinct.

2.3 Current Central Area

Significant changes have occurred since the Central City 2013 Framework¹ was adopted and which need to be addressed as part of this review. Changes include:

- The population of the Central City having increased by nearly 25% between 2013 and 2019, reaching 22,000 people.
- The initiation of Let's Get Wellington Moving (LGWM) which will significantly transform the city's transport network over the next 20-30 years.
- The 2016 Kaikoura Earthquake which further enforced the Central Area and its infrastructures' vulnerability to natural hazard including ground shaking and liquefaction issues. 3D mapping has also identified the Central Area's vulnerability to sea level rise.
- Population forecasting has identified an anticipated growth in Wellington's population by 50,000 to 80, 000 more people in the next 30 years which will have a significant impact on development and urban form across the city. WCC's P4G consultation identified that 66% of respondents agreed that development in and around our existing suburban centres that is supported by inner-city growth does the best job of balancing trade-offs. The second most popular scenario, with 58% preference, was agreement that keeping Wellington compact with high density in the CBD and inner suburbs balances trade-offs well.
- The National Policy Statement on Urban Development Capacity (NPS-UDC) requires Councils to provide sufficient supply for housing and business needs for the short (3 years), medium (10 years) and long term (30 years). Capacity modelling undertaken by the Council shows that Wellington will have a shortfall of up to 12,000 dwellings over the next 30 years. In particular, there will be a shortage of terrace housing and apartments over this period.

Given the forecasted growth in Wellington's population and the favoured P4G scenarios of increasing density in the Central City (whilst maintaining compact form) and the identified shortage in supply, the Central Area could benefit from greater plan-enabled development for both commercial and residential development, without compromising the urban form and Central Area environment. In addition, the Central Area could benefit from increased vibrancy, particularly beyond business hours, to ensure the economic sustainability of the area and to ensure the Central Area is a place where the public want to 'live, work and play'.

¹ Wellington City Council. 2013. Central City Framework.

3 Key Issues & Options

3.1 Issue 1: Relevance of High City/ Low City today and its effect on development

3.1.1 Summary of Issue

High City/ Low City Urban Form

Wellington's urban form is represented by the 'High City/Low City' compact urban form where development lowers in height as the hills step down to the harbour. With anticipated growth and concerns regarding an under-supply of housing, Council must consider to what extent it is prepared to deviate from current height controls. This also requires consideration around deviating from the 'High City/ Low City' urban form, in order to plan for growth in the inner city over the next 30 years.

If Council was prepared to alter the current form then consideration is required as to what new height limits are created and what, if any, general urban form controls are in place to manage the city's urban form. This requires analysis into whether there is a more future-focused mechanism to enable changing growth and required supply in the Central Area.

Anticipated Growth and Natural Hazards

With the anticipated increase in population, feedback on the planning for growth scenario has indicated a preference for greater Central Area intensification. To do this development will need to occur in what is both the 'high city' and 'low city' to enable this development. Also required to be factored into this consideration is natural hazards. Whilst this issue is addressed in a separate chapter, it is acknowledged that this will likely have a strong influence on the form of development and location based on level of hazard risk.

3.1.2 Options

General increase of Height Controls across the Central Area

Whilst it is anticipated that there would be some form of change to the 'High City/ Low City' urban form, it is expected that height limits would be lifted across the whole of the Central Area to some degree. However, future direction on the urban form of the Central City is dependent on the outcome of the current Central City Spatial Vision (CCSV) recommendations. This gives direction for development in the Central Area over the next 30 years, and which will dictate elements like responses to identified hazards, changes in anticipated growth patterns, capacity of infrastructure and urban form.

Greater analysis of potential height limit increases across the Central Area is needed to identify what possible height limit changes could occur along each street taking into various elements such as pedestrian environment, transport, retail and hazards.

Up-Zoning and Increased Heights along Transit Corridors

Zoning is a common tool utilised to provide for greater density and height limits through various zoning methods. One common zoning method utilised in many global cities is the use of density bonus zoning along transit routes. Transit orientated development zoning allows for an increase in density limits and thus densification along key transport routes.

Vancouver is a very common example of this where development has been facilitated by up-zoning along street corridors to incentivise transit-orientated development within walkable distances of city centres and transport hubs.

Transit-orientated development and up-zoning could prove to be a useful tool for Wellington given the anticipated mass-transit outcomes to be developed in Wellington through Let's Get Wellington Moving (LGWM). The programme seeks to deliver a multi-modal transport system. The project's key drivers are to get more people moving with fewer vehicles, improved travel choice and to make Wellington more compact and sustainable. A key focus of LGWM will be on improved movement through the Golden Mile and Central City.

One option for enabling greater intensity of development to meet population projections would be to allow up-zoning along planned mass transit routes. This would entail increasing mass and height limits and incentivising mixed use development to ensure commercial and residential development. This would make Wellington accessible to more residents and make efficient use of the anticipated mass transit through ease of access.

However, significant testing of this option would be needed to ensure its efficiency and validity. This would need scoping with key stakeholders, assessment as to development absorption capabilities in these areas particularly with services availability, infrastructure etc. Possible future scenarios could see increased heights in the 'Low City' by up to 50% increase in capacity. Raised heights within 10 minutes of mass transit routes is a possible consideration, which would see increased density along the likes of Cuba Street, Taranaki Street, Kent and Cambridge Terraces, Tory Street etc.

3.1.3 Preferred Option

- Given the current stage in the District Plan review and that such options are dependent on other provisions and sections of the District Plan, as well as the outcomes of the CCSV, a preferred option cannot be given at this stage. Outcomes are related to LGWM outcomes.

3.1.4 Further work required

- **Work could be undertaken with Council's Place Planning and Urban Design team to assess the relevance of the High City/ Low City Height limits** currently in place.
- **Work could be undertaken to assess current height restrictions** across all streets in Central Wellington and assess utilising different factors and measures how height limits could be extended to enable further development. Particular focus needs to be given to potentially increasing height limits within Te Aro.
- **An assessment on the possibility of greater density development** along the Golden Mile and surrounding development should also be undertaken.

3.2 Issue 2: Current market trends (declining density)

3.2.1 Summary of Issue

Density Yields and new build and additions and alteration trends

Feedback from WCC's consent planners has noted that density yields are decreasing in the Central Area. This is evident in recent developments including The Paddington development currently under construction, which includes 152 freehold, terraced houses which are a mix

of large one-bedrooms, two-bedrooms and dual keys properties (68-76m²) being three storeys in height.

WCC Consent Planners note that this decrease in yield is due to a combination of elements and the current market. Key issues that have been identified, which may be feeding into this reduction in density include risk, high insurance rates, the cost to build and body corporate rates.

Key trends in the recent development of new buildings and conversions of existing buildings are seen in Appendix 3. Monitoring data since Plan Change 48 became operative in 2013 indicates growth in dual key apartment development. Studios are proving to be a popular apartment development and there is a strong trend that development is now being geared towards single people or couples with numerous 1-2 bedroom developments. Whilst there have been larger apartments developed recently, monitoring work has indicated a low level of 3-4 bedroom developments and development for family sizes, with very few 3 plus bedroom apartments being consented.

However, surprisingly the monitoring data identified that there are many examples where the 35% exceedance allowance in maximum height is being utilised. Similarly there is a reasonable level of mass exceedance beyond the 75% threshold, as well as many buildings building up to the 75% allowable threshold. However, variation does exist with numerous developments having mass levels of less than 50%.

These recent trends present concerns with regard to providing an adequate mix of apartment and housing typologies in the Central Area, particularly if market supply appears to be trending towards developments geared for single people or couples, as opposed to families. This also is concerning in terms of feasibility for development and NPS-UDC requirements to provide housing.

Requests to lower heights of consented developments

Another trend identified by WCC's consent planners is that developers with previous consented development plans are putting applications into WCC to lower unit count and height of the original proposal. This could potentially be linked to issues with construction practicalities, costs and other factors.

Floor Plates

Another trend identified by WCC's Consent Planners is that a lot of developers are seeking major floor plates. This represents a shift away from taller, thinner buildings, or podiums, particularly for commercial buildings.

The reasoning for this trend needs to be further investigated. However, it is assumed that this is what the market is driving, having cheaper development with greater flexibility and a move to 'open plan offices' with larger companies or shared office spaces.

Preferences for non-notification

Discussions with the resource consent team have highlighted a preference by developers to have non-notification provision in the Central Area. The Consent Planners have been informed that developers have advised that they will walk away from developments if they are required to go through a notification process. There is potential with notification for there

to be a wide scope for impacted parties and the impact on neighbouring zones also needs to be considered with regard to notification.

Planning for growth

Capacity modelling undertaken by WCC under its Housing and Business Capacity Assessment for the National Policy Statement on Urban Development Capacity (NPS-UDC) has shown a shortfall in housing of 12, 000 dwellings over the next 30 years. In particular, there is a shortage of terrace housing and apartments over this period.

WCC's P4G scenario engagement undertaken in April 2019 identified that submitters showed a clear preference for retaining a compact city with a growth pattern focused on intensifying the inner city. Given the market trends and the anticipated growth in population, significant consideration is needed for how to incentivise higher density development in the Central Area.

3.2.2 Options

Require Minimum Height Controls for new buildings in the Central Area and residential components for new buildings

This option would provide clearer direction around the configuration and development of new buildings in the Central Area. Provisions could introduce minimum building requirements of six or seven storeys (for example). This would ensure a greater scale of building and density of development than the status quo. Minimum building heights are not an uncommon practice across District Plans, with minimum height provisions being included in the Operative Plan for the Centres Area.

Setting minimum height requirements gives a clear direction on what WCC sees as appropriate for the Central Area. Auckland Council in its core city centre requires podium tower developments to have a minimum height of 28m. Minimum height controls would have an impact on the current 'High City/Low City' urban form, with potential to increase more uniformity in building height levels. This would also require significant consideration as to whether a baseline minimum height requirement is set for the whole of the Central Area or whether, like height maximum levels are currently dispersed geographically, minimum height levels differ across the city.

Another consideration which could be considered separately or jointly with this option is to require a residential component for new buildings in the Central Area. It would be anticipated with such an option that this would lead to a greater density in housing provision and residential development with a minimum requirement.

Density bonuses

Density bonuses are intended to enable public benefits, with greater density accompanied by amenities and public benefits that support densification. Density bonuses are an internationally used and recognised planning tool that enables municipalities to achieve public benefits while allowing increased density at supportable levels and in desirable locations. This form of incentive typically enables developers to build additional units if a project includes a certain level of affordable units. By increasing the allowable density through either site coverage or height in a certain location, density bonuses help developers enhance profits as well as improve the feasibility of underutilized sites.

A well-known example of this in practice occurred in Ontario, which in 1983 enacted Section 37, permitting developers to build beyond existing density restrictions in exchange for 'facilities, services, or matters'. The Ontario Municipal Board interpreted this as cash contributions or public goods, for example a local park. Toronto also utilises density bonuses to enable service improvements and affordable housing. In Toronto density bonuses encouraged high density development and benefited citizens by expanding public facilities and services.

Effective use of density bonuses could enhance built form and population density, enabling greater community mixing and creating cities where people can walk to work, shops and restaurants because of the proximity created by this density. Effective management of increased density can lead to better utilisation of active transport and public transport. This can also have additional benefits for healthier lifestyles and more sustainable outcomes.

Density Bonuses are used on a global scale in cities such as Auckland, Calgary, London, New York, Vancouver, Ottawa, San Francisco, Seattle, Sydney and Toronto². A study undertaken by Halifax Regional Municipality on the pre-mentioned cities (amongst others) found that almost all cities studied saw the density bonusing programme as having been successful, and key to successful and effective urban planning. ***Need to find % or levels and heights required to be effective.**

This approach could help Council to continue its affordability focus, as well as increasing housing supply. Density bonuses if utilised could either be prescribed in the District Plan or determined through consenting process which may enable a more site specific approach and means to avoid adverse effects. The purpose would be to enable greater density yield and residential activity in the Central Area and make development more financially attractive developers. This could also enable greater public good.

Graduated Density and Affordability

Inclusionary Zoning

Another planning tool which could be utilised to enhance the density yield in the Central Area is through density and inclusionary zoning. Inclusionary zoning details that new construction project must include a certain percentage of affordable units. This method of zoning helps density increases by guaranteeing that low-and middle-income individuals, who are normally pushed out of well-serviced dense urban areas – can afford to live in the central city. This avoids displacement of cities' poorer or minority populations.

Inclusionary zoning, when effectively utilised, can be an essential tool when there is a shortage of affordable housing, an anticipated strong population growth and housing supply is slow to respond³. Queenstown Lakes District utilised inclusionary zoning policies and practices that led to a supply of retained affordable homes from 2004 onwards. Examples included the agreement of stakeholder deeds between developers and Council's dedication of around 5% of the residential land for affordable housing as part of the plan change approval process of rezoning rural land to residential subdivision.

² Halifax Regional Municipality. 2015. Density Bonusing Study.

³ Sense Partners. 2017. Inclusionary Zoning: The evidence from Queenstown.

This rezoning process was then included in the District Plan through objectives, policies and rules. The process used the Queenstown Lakes Community Housing Trust (a not for profit entity) as the recipient of the contributed land, so to could deliver retention of affordability through rental or shared ownership for eligible households.

Graduated Density Zoning

Another density zoning tool is Graduated Density Zoning. Graduated Density Zoning encourages developers to build higher density buildings on large plots of land and build less dense structures on small plots of land. The intention is for the efficient use of high sought after urban land for denser yield development. This is an issue in Wellington seen through small land parcels and fractured ownership.

Waving resource consent fees or development contribution fees

Two other possible options for incentivising development and enabling greater development density in the Central Area to meet anticipated growth would be to have resource consent fee waivers or discounts and/or development contribution fees waivers. Resource consent waivers would result in 'qualifying developments' (likely to be that of higher density and/ or mixed use, ensuring residential development) in the Central Area would have their resource consent fees waived. This would be an incentive for developers, although in the grand scheme of development fees are relatively small, and would enhance the relationship between Council and developers. Building consents could also be handled in a similar manner.

Upper Hutt City Council utilised such an approach to incentivise medium and high density (residential stimulus policy adopted in 2019). Lower Hutt and other Councils have also utilised this technique. In Lower Hutt's context, the scheme proved to be so popular that a significantly higher number of subsidies were given out than anticipated and as such the policy had to be removed due to cost.

Another consideration could be to waive development contribution fees on 'qualifying developments' in the Central Area. Whilst the cost of contribution fees may not be significant in proportion to other costs borne by the developer, this could be an attractive incentive to developers. It is anticipated that through the District Plan review process, the development contributions policy has been signalled with increases to fees possible. This method could potentially act as both a 'sweetener' for developers and influence the type of development which is to occur.

3.2.3 Preferred Option

- **Further monitoring and analysis is needed** as well as consideration for other chapters in the District Plan review before a preferred option can be selected.

3.2.4 Further work required

- **Undertake market analysis assessment to understand current market trends** and anticipated future trends as well as key supply and demand triggers and signals for the Central Area. This could be enabled by both WCC and work with property specialists, building owners and developers. This could explore also any barriers restricting higher density and scale development.
- **Explore resource consent fee waivers and discounts** for building owners and developers in Central Area to incentivise development.

- **Examine the influence of heritage area provisions**
- **Link in with affordability work.**

3.3 Issue 3: Apartment Size and Functionality

3.3.1 Summary of Issue

Currently the District Plan does not include provisions or guidance for apartment amenity. Over the last 10-15 years there has been an increase in the number of apartments in the central city, with the number of high density households growing between 2006 and 2013 by 2409 dwellings.

This growth is expected to continue over the next 30 years. Alongside this population growth there will be an increase in demand for housing. Key growth forecast data shows that⁴:

- Population growth will not be limited to one age category, with significant growth anticipated for both the 0-15 and the 30-40 years age categories.
- There will be growth in all household types (couples with no children, couples with children, those living alone, and group living scenarios). Notably families in the central city will increase over this time period.
- Much of this growth is expected to be concentrated in Te Aro and Wellington Central⁵.

Over the past decade WCC has undertaken research at various stages to better understand the state of the existing apartment stock and better understand the preferences of residents in the central city. In summary the research tells us that⁵:

- While over half of all apartments built in the last decade included an area of private outdoor living space, the size and usability of this space is an issue. As expected, the smaller apartment types are less likely to have private outdoor living space.
- The review of building plans for new apartments over the last decade suggests that the size and functionality of this space is inadequate when compared to commonly accepted standards for outdoor living space in other District Plans (e.g. Auckland Unitary Plan).
- A design guide should provide guidance on what is considered to be an acceptable apartment size depending on the type of apartment.
- The provision of daylight and sunlight to dwellings was not shown to be a particular concern of residents in the survey. Daylight access in particular is largely dealt with via the Building Code.
- In terms of sunlight to dwellings, the Wellington CBD has particular constraints that necessitate a flexible approach to requiring minimum sunlight requirements.

Central Area Design Guide and Apartment Size

The Central Area Design Guide does not control for apartment sizes or room sizes. Instead the guide largely focuses on the exterior of buildings and the effects on streetscape and the public realm. The Residential Design Guide is intended to be applied in the Residential Zones rather than for residential activity in general.

⁴ Id. Community Demographic Resources, <http://forecast.idnz.co.nz/wellington>

⁵ Central Area Plan Change Scoping.

Whilst WCC's policy framework anticipates residential living in the central city, this is not explicit and there are very few mechanisms available in the current provisions to encourage a high standard of residential amenity. With no current controls for apartment and room sizes, there is concern regarding ensuring appropriate apartment and room sizes to achieve a level of liveability for future apartment tenants.

Apartment liveability and functionality

Recent resource consent applications for proposed apartment dwellings raise concerns regarding inadequate size and functionality of spaces, particularly when compared to other accepted District Plans' standards for outdoor living spaces. As noted smaller apartment types are less likely to have private outdoor living spaces, and if they do, there are no provisions to guarantee that the size and usability of these spaces is sufficient. There is also an uncertainty regarding adequacy of internal living space.

A further issue regarding apartment functionality relates to the conversion of existing non-residential buildings to apartments. With the required retrofitting of the building interior to accommodate residential use, this can result in smaller units, little or no outdoor living space, and small windows that prevent adequate access to daylight. As the buildings already exist, there is currently no trigger in the District Plan to assess the design of these units.

Diversity of Apartment Development Types and Living Arrangements

WCC Consent Planners have identified an increase in alternative living arrangements being noted in recent resource consent applications. Some recent applications include communal kitchen and living spaces for multiple residents, or apartments with no kitchens proposed at all. WCC Consent Planners have noted that this seems likely to become more of a trend going forward.

Another increasing trend in the apartment market is the rise in 'dual-key' apartment living which entails two separate apartments. A dual key apartment or property is one which often has a self-contained studio accessed by a door, inside the main apartment. These include a shared common hallway, but separate lockable doors to each home. The apartment title belongs to a single owner, being sold under a single title, but they can then rent each portion separately, jointly or choose to live in one and rent the other.

This form of development has been a popular apartment choice in numerous South East Asian countries for years but is now beginning to build momentum in the New Zealand market. Dual-key apartments are currently being developed in Wellington including the DXN apartment building off Dixon Street and the VSP under construction on Taranaki Street. No District Plan provisions give guidance or controls for Dual-Key apartments.

Apartment mix may be an issue going forward given the future growth anticipated in the residential apartment market, and the forecast increase in the number of families and shared living situations in the central city. The issue of apartment mix is a wider issue relating to wider housing supply, choice and market demand.

Monitoring data – market trends

As seen in Appendix 3 the Monitoring Report identified key trends in the recent development of new buildings and conversions of existing buildings. Monitoring data since Plan Change 48 became operative in 2013 indicates a strong pattern of small bedroom developments, where bedroom space appears quite minimal, including dual-key development. Apartment

sizes differ, as well as bedroom mix provisions, but appear to be 60m² on average. Monitoring data also indicates that barely any private outdoor living spaces are being developed, and where private outdoor living space is recorded it is often in the form of a very small balcony (2-5m² approximately).

This raises concerns with regard the amenity value being provided in new buildings or conversions particularly around functionality and liveability given the restricted apartment, bedroom and balcony space and minimal provision of outdoor living space.

3.3.2 Options

Apartment Design Guidance

Due to the identified lack of plan provisions and guidance around apartment amenity and functionality in the central city, past work has been undertaken looking into the feasibility of a Central Area Apartment Design Guide. Previously a plan change was going to be undertaken to address this issue, however in light of the District Plan review this was tabled. Despite the plan change not proceeding, a Draft Central Area Apartment Design Guide was drafted.

Having a Design Guide and including design guidance on apartment size, amenity and functionality, could be an effective method of addressing the identified issues. This option provides developers with a degree of flexibility, whilst setting out WCC's preferred design minimums for assessment. See Appendix 1 for the Draft Apartment Design Guide.

The Draft Apartment Design Guide (last amended in September 2017) provides guidance on a range of matters to be considered when designing a new apartment development, converting a non-residential building to apartments, or incorporating a residential component in a mixed use development. This includes: apartment size and layout, outdoor living space, privacy and outlook, daylight, sunlight, natural ventilation, storage, common areas, apartment mix and service areas and parking. The apartment design guide has undergone amendments based on consultation with technical experts, developers and the Inner City Wellington group. The overarching objective of the design guide is:

Healthy, comfortable, sustainable and functional apartments that support the ongoing health and wellbeing of residents of all ages and tenure

The guide is only applicable in the Central, Centres, and Business Areas of the District Plan and does not apply to terraced or town houses, semi-detached houses or standalone dwellings. This guidance forms the basis of the design review of resource consent applications for apartment developments.

Providing apartment design guidance appears to be a reasonably common practice across the world, although is not as wide spread in New Zealand. Auckland Council and Hamilton City Council both provide non-statutory Apartment Design Guidance through their respective Auckland Design Manual and Hamilton's Apartment Design Guide. Whilst not to the same degree, Christchurch City Council has a 'Building Multi-unit Housing (In Living 3 zone)' urban design guide for Christchurch. Living 3 zones are intended to provide for medium density

housing (generally townhouse and apartment style development up to four storeys in height) and are located within the Inner City and around some commercial centres⁶.

Apartment Design Guide and associated District Plan Provisions are proven to be common practice on a global scale as an effective means in ensuring minimum levels of apartment amenity and functionality.

International examples of providing apartment or higher density design guidance include Bristol City Council, New South Wales Government, Ireland's Department of Housing, Planning and Local Government and Victoria State Government. Table 3 in Appendix 2 lists the applicable pre-mentioned design guidance and the matters which they provide guidance on.

As can be seen in the table some guidelines are specifically apartment design guides whilst others are noted to be for guidance on higher density development or multi-unit housing. The Draft WCC Apartment Design Guide appears to cover a significant proportion of matters which are reflected in other city and authorities' design guides. However, some matters appear to not have been addressed, which could also be considered for inclusion:

- Site access
- Building façade
- Building sustainability (building performance)
- Relationship to street and public spaces
- Site amenity
- Noise
- Waste management
- Safety design (CPTED)
- Communal facilities.

Bristol and New South Wales' Design Guide Appendices provide further guidance to users around matters such as: measuring density, open space and play space, assessing sunlight/daylight, undertaking visual impact assessments and understanding pedestrian level wind effects. New South Wales' guidance also includes checklist and tools which include: site analysis checklist, pre-development application checklist and sunlight access analysis tool. Within its Design Guide, WCC could also consider providing similar checklists and tools to aid developers in meeting the necessary design criteria requirements, which would have positive effects both for the applicant and Council during the application process; as well as for future occupants of these apartments.

Requirement for minimum standards for apartment amenity and functions

Draft District Plan provisions to incorporate assessment against the Apartment Design Guide have been created. These draft provisions include associated objectives, policies, rules and standards. Provisions give regard to apartment amenity and functionality. These provisions are only draft provisions and will need to be tested with stakeholders. Bristol, New South Wales, Victoria and Hamilton all make reference to applicable standards in their respective local plans with regard to apartment design.

⁶ Christchurch City Council. Building Multi-unit Housing (In Living 3 zones) An Urban Design Guide for Christchurch.

Plan Change 48's Section 32 report considered the possible option going forward of minimum standards for apartment sizes. It acknowledged the risks of minimum standards, particularly focusing on apartment size. These risks included: the potential to restrict the apartment market, increase costs and affordability of apartments and potentially longer resource consent processes. At the time it was deemed that the general approach is effective, but it was not regarded as efficient because research at the time suggested that apartment size was not the crucial resource management issues that needed a strong regulatory response in the District Plan.

Whilst this was the case six years ago, issues with apartment functionality, size and amenity have since grown in importance and scale and this is now an important resource management issue to discuss. The use of design guidance and apartment amenity standards will ensure adequate amenity into residential buildings in the Central Area. Placing minimum standards on apartment amenity will provide many benefits including:

- Being able to utilise district plan regulations to enhance the liveability and functionality of apartments in Wellington
- Being able to give clear requirements for developers to provide ongoing amenity for residents
- Providing greater requirements for sunlight access into apartment units, which will in turn reduce unnecessary energy consumption
- Providing certainty for apartment owners or renters that minimum standards have been achieved that meet basic social living standards for wellbeing
- Enhancing the perception of the Central City as a vibrant, functional and comfortable place to both live and work.

3.3.3 Further work required

- **Continue to develop Draft Design Guide and Draft Planning Standards.** Domestic and International examples, such as those identified in Table 3 should be researched for their pros, cons and applicability to further inform and enhance the guidance and standards.

3.4 Issue 4: Risk from Natural Hazards

3.4.1 Summary of Issue

Natural Hazard Risks

The 2016 Kaikoura Earthquakes demonstrated Wellington's vulnerability to natural hazards, the effects of which were particularly evident in the Central Area. This was witnessed by damage to Central Area buildings, and extensive damage to the Port from liquefaction and ground shaking. The Central Area is vulnerable to numerous natural hazards including ground shaking, liquefaction, sea level rise and flooding.

As part of the District Plan review, careful consideration needs to be given as to how natural hazard management guidance is given and provisions enforced around new development and additions and alterations to existing development in the Central Area Chapter provisions. The Operative District Plan currently has very few provisions that manage natural hazards, with only fault and flood hazards managed.

Hazards are addressed more fully in the Natural Hazards issues and options paper. With specific regards to the Central Area, ground shaking is identified in Thorndon and Te Aro. There is no threshold within the District Plan with regards to additional requirements for sites within the ground shaking area. Hence resource consents can be granted and plans approved without any implications for being in the ground shaking area that are then required to be amended at building consent stage.

If these changes have effects on land use (e.g., height) the building may then not meet its approved resource consent plans and require amendment. The resource consents team makes applicants aware of the need to talk to building consents early about how natural hazards could affect a building consent, but this does not mean they do.

The Central City is vulnerable to the future effects of sea-level rise and going forward decisions will need to be made about response to sea level rise as part of the District Plan guidance and provisions. However, this can be detailed in this section as this sits with the Natural Hazard Chapter and is also subject to any outcomes of the CCSV.

3.4.2 Options

Options for addressing natural hazards are not fully detailed in this issues and options report, rather this is referred to the Issues and Options report for the Natural Hazard section. Hazards are considered in this report in terms of their implications within the Central Area in achieving the preferred Planning for Growth scenarios.

GNS have been engaged to examine the extent of natural hazards in Wellington, considering hazards and potential management solutions going forward, considering a range of hazards. There is scope and strong case (where necessary and appropriate) to manage a range of natural hazards through the District Plan given recent RMA direction with concern to natural hazards. In particular subdivision consent can be refused or subject to conditions under section 106(a) of the RMA 'if the consent authority considers there a significant risks from natural hazards'. Additionally 'the management of significant risk from natural hazards' is now a matter of national importance under section 6(h).

Porirua's Draft District Plan focuses on adaptive management and a risk-based approach for hazard management. Draft provisions include likelihood ratings and natural hazard overlays with provisions to avoid hazard sensitive activity in hazard areas and limiting subdivision and multi-unit in coastal hazards. This could help with direction for how WCC's approaches hazard management.

An alternative is to continue to rely on the Building Act and continue to focusing on engineering solutions.

3.5 Issue 5: Infrastructure Risks

3.5.1 Summary of Issue

Our existing and future infrastructure supply will face growing strains from both greater intensification and potential natural hazard events. Careful consideration has to be given to how we maintain and safe-guard our infrastructure in the face of both on-going pressures.

Natural Hazard infrastructure Risks

Natural hazards have the potential to place significant pressure on our infrastructure and its ability to cope in the face of such events. The Central Area is the economic hub of the city and the wider Wellington Region. It contains numerous facilities critical to the ongoing operation of services in the city such as the Port, ferry terminals, Parliament, City Council buildings etc., which are vulnerable to the effects of natural hazards.

In an earthquake significant strain may also be placed upon Wellington's Three Waters infrastructure and its ability to continue to function in the face of such pressure. However, this matter sits with Wellington Water and is best addressed in the Natural Hazards Issues and Options Paper.

Infrastructure constraints in the Central Area

With the expected population increase forecasted for the next 30 years, the preference for inner city living from the P4G scenarios and anticipated increased development potential in the Central Area, additional pressure will be placed on the Central Area's infrastructure, particularly three waters infrastructure.

As part of the P4G work, Wellington Water Limited (WWL) undertook a WCC Spatial Plan – preferred growth scenario three waters assessment. The report aimed to assist with understanding long-term growth demands for the P4G preferred scenario and the potential impacts to three waters. Enabling urban growth will require investment in existing infrastructure as well a new infrastructure required specifically for growth. The study assessed the preferred growth scenario and population distribution across suburbs against the three waters infrastructure.

Proposed works needed include but are not limited to: upgrades to each of the three existing wastewater trunk network including treatment plants, upgrade of wastewater pipes and water supply mains to cater for additional population, new wastewater storage tanks and provision of stormwater runoff treatment especially in medium and high density growth areas. The study gives general costing of upgrades necessary to meet population growth. These costs are significant.

The study strongly recommends that further detailed investigations would be needed to determine viable options, feasibility, and design of any potential upgrades. Indicative costings relative to Central Area suburbs are included in Table 1 below. These figures will be imperative in deciding on Central Area infrastructure investment.

Table 1 Indicative costing for Central Area suburbs Three Water requirements

Growth Area	Population Growth	Investment Cost Band	Cost range
Pipitea	2,100	E	\$100 to \$200M
Thorndon	1,300	E	\$100 to \$200M
Wellington Central	2,900	E	\$100 to \$200M

The report identified that Te Aro requires multiple infrastructure upgrades for each of the three waters. Table 2 below details existing constraints and needed infrastructure for the three waters across Central Area suburbs as prescribed in their report. The report has identified that a CBD Three Waters Infrastructure Plan is currently progressing

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Table 2 Three Water identified existing constraints and needed infrastructure for Central Area suburbs

Three Waters: Existing Constraints and Needed Infrastructure						
	Water		Wastewater		Stormwater	
	Existing Constraints	Needed Infrastructure	Existing Constraints	Needed Infrastructure	Existing Constraints	Needed Infrastructure
Pipitea	Potential supply issues.	Mains upgrades and 14ML additional storage has been prorated to the Berhampore, Mount Victoria, Newtown, Pipitea, Te Aro, Wellington Central, Mount Cook and Thorndon growth zones	Under capacity and poor condition pipes and wet weather overflows.	0.4 km of renewal and upgrade of pipes, storage (1.21 ML) and contribution to WWTP upgrades	Flooding in major storm events and water quality.	Stormwater main upgrade (3.6 km), future flood water pump station and stormwater treatment devices.
Te Aro	Potential supply issues	Mains upgrades and 14 ML additional storage prorated to the Berhampore, Mount Victoria, Newtown, Pipitea, Te Aro, Wellington Central, Mount Cook and Thorndon growth zones	Under capacity and poor condition pipes, pumping capacity and increased wet weather overflows	Pipe renewal and upgrades (3.5 km), pump station and rising main upgrades, a new pump station and storage (10 ML) and contributions to WWTP upgrades	Existing flooding and lack of protected overland flow paths	A new stormwater main and/or open channel along Kent Terrace with coastal outlet, stormwater treatment devices and a pump station to service low lying areas affected by sea level
Thorndon	Potential supply issues	Mains upgrades and 14 ML additional storage prorated to the Berhampore, Mount Victoria, Newtown, Pipitea, Te Aro, Wellington Central, Mount Cook and Thorndon growth zones	Pipe capacity and wet weather overflows.	Minor pipe upgrade (300 m) and storage (0.75 ML) and contributions to WWTP upgrades	Existing flooding and under capacity stormwater pipe	Upgrade of around 1.8 km of stormwater pipe and stormwater treatment devices
Wellington Central	Potential supply issues	Mains upgrades and 14ML additional storage prorated to the Berhampore, Mount Victoria, Newtown, Pipitea, Te Aro, Wellington Central, Mount Cook and Thorndon growth zones	Capacity of pipes, pump stations and rising main and wet weather overflows	3.7 km of pipe upgrades and storage (1.7 ML) to manage wet weather overflows and contributions to WWTP upgrades	Flooding due to lack of network capacity and low-lying areas	Stormwater pump station together with pipe upgrades and stormwater treatment devices

WCC also commissioned WWL to prepare a report with regard to the NPS-UDC Three water infrastructure enabled development capacity. This report reviewed the current capacity of the city's three waters infrastructure against short, medium and long term population growth figures as required by the NPS-UDC. The report concluded that the adequacy of existing or planned water supply is limited in 76 percent of the water supply catchments in the city due to either inadequate pressure or reservoir storage.

For wastewater, findings were similar in that insufficient capacities at pumping stations and undersized main trunk diameters, combined with flooding and infiltrations events will lead to untreated overflows at several locations across the city. For stormwater, the main risks arise from overland flow paths and flooding events. The network only has limited ability to control flooding events as it was deigned to carry away surface water for low to medium rainfall events. Assuming all new development achieves hydraulic neutrality stormwater risks would not be increased by projected population growth.

Wellington Water's study strongly recommends that further detailed investigations would be needed to determine viable options, feasibility, and design of any potential upgrades.

3.6 Issue 6: Climate Resilience (Water Sensitive Urban Design and Sustainable Buildings)

3.6.1 Summary of Issue

WCC commissioned a report from the New Zealand centre for Sustainable Cities on Green Space in Wellington's Central City. The report highlighted that green space is needed in central city areas amongst other reasons to provide ecosystem and resilience benefits that will help mitigate and adapt the city to climate change and other environmental shock.

Climate change, particularly sea level rise, will cause major impacts on the central city, as well as increased vulnerability to flood and storm damage from increased storm magnitude and/or frequency.

3.6.2 Options

Green spaces and associated water sensitive urban design requirements

Green spaces and associated water sensitive urban design are two methods of increasing ecosystem services into urban design and increasing human health, biodiversity and resiliency to climate change in urban areas. This will also help WCC progress its Zero Carbon emission target.

Green-star rating requirements for buildings

Another method of reducing Wellington's carbon emission is through requiring green star ratings for new and existing buildings, through building better buildings and retrofitting existing buildings so they use significantly less energy. Constructing and operating buildings makes up a fifth of NZ's carbon emissions.

3.6.3 Preferred Option

Water sensitive urban design is addressed in a separate chapter. But greater guidance and requirements could be implemented in the Central Area, similarly for green spaces and buildings.

3.6.4 Further Work Required

- Link in with Onur and wider WCC team re Water Sensitive Urban design and green spaces and green buildings.
- Best practice analysis of how other councils have incorporated this in their District Plans.

3.7 Issue 7: Zone boundary alterations

3.7.1 Summary of Issue

Increasing development along Central Area boundaries

Recent development indicates growth in and along the Central Area fringes. This is occurring along all boundaries and greater growth is being seen in terms of higher density near the zone boundaries. On the western boundary along Thorndon, development is occurring within the Inner Residential Zoning boundary line, including the Tinakori and Park

development on Tinakori Street which comprises 11 villas and cottages built in traditional Thorndon character. Also along this boundary the Montreaux apartments have been developed on The Terrace containing 108 apartments with mixed bedroom provision.

On the eastern boundary with Mount Victoria recent development includes the Elizabeth Street Apartments containing 26 apartments. Recent development along the Southern boundary includes the Arlington apartments redevelopment which sits on the boundary and is zoned Inner Residential. This includes 301 Unit being developed on the site under HASHAA.

Feedback from WCC's Consent Team has identified issues between the Central Area and adjacent residential areas, with one issue being that it is difficult apply amenity policies on sites situated on the boundary of two different zones. Often the amenity considerations of the applicable zone is then applied to the impacts the Central Area building will have. Design and amenity have to be given particular consideration given the Central Area bounds residential areas.

3.7.2 Options

Expanding zone boundaries to enable growth and reducing boundary effects

Given the increasing trend of higher density development occurring along the Central Area Zone boundaries, consideration needs to be given as part of the District Plan review to rationalising zone boundaries where consent processes have changed the use of parcels and where the Central Area could be expanded. Zone changes could be made to parcels both within and adjacent to the Central Area to enable change in land use and urban form to reflect recent development.

An assessment needs to be undertaken of the Central Area Zone boundaries and recent development trends. This could include reviewing recent resource consent trends to see where consents have fundamentally changed the use of parcels and where the Central Area could be developed based on emerging market trends and other factors like LGWM and new services. This would include a review of all height controls in the Central Area and potential for increasing these where appropriate.

Greater consideration is also needed as how to manage the interface between zone boundaries which could include greater guidance around development amenity and ensuring adequate design outcomes for surrounding environments.

Changing height limits along the boundary lines

The consent team has also suggested changing height limits along this boundary given recent development.

3.7.3 Further work required

- **Initiate a study of zone boundaries and recent development trends** to inform potential changes to zone boundaries. This would need to be consistent with the Zone Framework under the National Planning Standards.

3.8 Issue 8: Relevance of Viewshafts

3.8.1 Summary of Issue

Rules relating to viewshafts seek to restrict the height of new buildings within the viewshaft so the view is retained. WCC's Consent Team has highlighted viewshafts as problematic, identifying that they need to be reconsidered, particularly of the importance of the actual view. Specific concerns from the Consent Team include that views down streets are problematic, provisions are hard to understand and that often surveys are needed. Under the pre-mentioned draft plan change, which was not notified, there was a proposed change to the viewshafts to remove Viewshaft 21: Carillon to Waterfront.

Viewshaft 21 recognises the view from the Carillon through to the Wellington waterfront and is one of several viewshafts identified across the city in the District Plan. However, the view of the inner harbour is now blocked due to development within the viewshaft. Its retention in the Plan means that the effects of any development within the viewshaft must still be considered in a resource consent application. This is inefficient and serves little purpose.

Viewshaft 21 is not the only viewshaft which has been altered over time. Viewshaft assessments were undertaken in 2016 and 2017. The 2016 review was a high level review which assessed whether the viewshafts had been maintained. A more in-depth review was undertaken in 2017. Current viewshaft conditions were assessed against existing conditions. Plan Change 48's Section 32 report recommended that four operative viewshafts (viewshafts 9, 11, 13 and 21) need to undergo further assessment as more complicated issues were recognized.

The 2017 assessment of existing viewshafts found that out of the 23 viewshafts, eight (viewshafts 1, 4a, 5, 6, 11, 14, 15, and 16) were found to have minor issues and would require amendments to their Appendix 11 Viewshaft description. The assessment noted that these viewshafts would qualify for Clause 20A amendments per Schedule 1 of the RMA. Additionally, the report noted that out of all the operative viewshafts, four (viewshafts 9, 11, 13, 21) should undergo further staff assessment or review as more complicated issues were recognized and would not be applicable under Clause 20A criteria.

Of the four viewshafts identified for further detailed consideration the following concerns were raised:

- Viewshaft 9 (View above Grey Street looking toward Harbour): *'Further review and assessment recommended. Clarify margins and amend viewpoint location.'*
- Viewshaft 11 (Willeston Street looking toward Waterfront/Harbour): *'Minor Amendments to Focal and Context Elements in Appendix 11 to align with current elements. + Further review and assessment recommended – viewshaft slightly obstructed + unclear margins.'*
- Viewshaft 13 (Michael Fowler Centre looking toward Waterfront and Somes (Matiu) Island): *'Further review and assessment recommended. Potential to move viewpoint location to public space.'*
- Viewshaft 21 (Massey University and National War Memorial looking toward Harbour/Waterfront): *'Further review and assessment recommended – viewshaft obstructed.'*

3.8.2 Options

Reduce viewshafts to a select core essential group

Further consideration is needed about the importance of each of the viewshafts today and how compromised they are, as well as their relevance. One option to address the current concerns with viewshafts could be to reduce the list substantially down to approximately five to eight key viewshafts that WCC and other stakeholders believe should be retained.

This could be assessed in a collaborative manner and would ensure that essential viewshafts to Wellington, that have not already been compromised, for example the viewshaft from the Cable Car, are preserved. Part of this preservation would ensure ensuring current viewshaft provisions are sufficient to restrict development within these viewshafts and require appropriate protection and maintenance of the viewshafts. This would require further assessments of the viewshafts and a prioritisation system, as well as a review of the efficiency of the current District Plan and Appendix 11 provisions.

Update provisions with a new mechanism on how to implement them

One method for enhanced management of the current WCC viewshafts would be to find a more efficient manner of preserving the viewshafts, whilst also enabling development of a scale and form appropriate to these viewshafts. A best practice comparison of other New Zealand and international Council's approaches was undertaken.

Auckland Council has their Volcanic Viewshafts and Height Sensitive Overlays which they utilise to protect key viewshafts of their volcanic forms. Protection includes objectives, policies and rule provision, similar to WCC. Tauranga, Brisbane, Sydney, Oxford and Vancouver all discuss viewshafts or protection of views to a certain degree. Each Council provides policy direction, however no rule provision is given.

3.8.3 Further work required

- **An updated assessment of the current stock of viewshafts** in the District Plan is required to ascertain the current adequacy of viewshafts today. Consequently research needs to be undertaken of current best practice for managing viewshafts and other models of viewshaft preservation to enable consideration of alternatives. Workshops should also be undertaken with design professionals and interested parties to discuss the next steps.

3.9 Issue 9: Design Excellence

3.9.1 Summary of Issue

The District Plan requires that any building that is higher than the height standard in the Central Area must achieve 'design excellence'. This was implemented under the District Plan with the intention that exceptionally tall buildings should be constructed to a high standard of urban design and amenity.

As the policy has been implemented over time it has become apparent that there is a need for greater clarity as to how developers can achieve 'design excellence'. This has been reinforced by the outcomes of recent Environment Court appeals in relation to Design Excellence provisions. Feedback from Consent Planners has reinforced that the Design Excellence provisions are lack clarity with regard to criteria and process, and need to be defined and easily assessable.

Further feedback from the Consent Planners has identified Design Excellence as a city-scape issue in terms of creating varied heights, with Design Excellence being brought in during a period of time where everyone wanted apply for consent at the Discretionary Restricted level. In some cases design excellence has acted as a deterrent for higher density development. For example a proposed development at 104 Dixon Street decreased in height from 24 storeys to eight storeys due to design excellence being an issue.

An analysis of best practice was undertaken across New Zealand and Australian case studies. Out of all the other Councils assessed, only Sydney's Local Environmental Plan refers to Design Excellence. Sydney's Plan provides effective guidance on Design Excellence including providing objectives, policies and policy notes. This could be compared to the WCC draft policy amendment to provide further clarity and guidance. Other Councils compared relate to different 'bonuses' with regard to additional development.

Auckland's Unitary Plan refers to bonus floor area ratio, Hamilton's City Council refers to bonuses, Brisbane City Council utilises sustainable development criteria and Melbourne Floor Area Uplift. As previously detailed in this report, density bonuses also provide similar benefits as Design Excellence.

3.9.2 Options

Amended policy provision in the District Plan to provide more clarity for developers

Following recent decisions in the Environment Court, recent work has been undertaken by the Place Planning team, in conjunction with the urban design and planning professionals, to provide greater clarity for developers about what 'Design Excellence' means and how they can achieve it. This work was to become part of a new plan change to amend the District Plan. However, it was decided instead to incorporate this as part of the District Plan review.

The proposed amendments are based on the case law that emerged from the appeals to the Environment Court. The amendment policy has been developed with the acknowledgement that there was a need to simply clarify what the plan required in relation to achieving design excellence, rather than changing the policy to require lower or higher standard than is currently required. See Appendix 4 for the proposed policy amendments.

Remove Design Excellence use in the District Plan

Change Design Excellence use include other matters

3.9.3 Recommended Option

- Amended policy provision in the District Plan to provide more clarity for developers.
- Change to another mechanism

3.9.4 Further Work

WCC has drafted policy amendment to provide greater clarity and guidance around design excellence. Policy and standards on design excellence are in accordance with best practice.

3.10 Issue 10: Green Network Development and Public Realm improvements

3.10.1 Summary of Issue

WCC's commissioned report Green Space in Wellington's Central City focused on three census area units in central Wellington. The study found that more than half of the central city's public green space is not located in City parks and gardens but road reserves or other non-council areas.

It also found that some of these spaces were relatively low quality and poorly accessible. There is significant lack of greenspace within and near Willis Street – Cambridge terrace unit. Consideration is needed in the face of growing population, with the report noting that green space amount per capita in central Wellington declines substantially (approximately half) when projected population growth to 2043 is considered.

3.10.2 Options

- A plan is needed to increase the total amount, accessibility and quality of green space in the central city.
- A central city green space policy that achieves the maximum possible protection and optimal use of current green space, enabled by purchase of land in population growth areas, is noted as most likely to meet the needs of residents and visitors, now and in the future.

3.10.3 Preferred Option

Discussion is needed on the future direction of the Central Area with a wide range of WCC stakeholders, particularly Place Planning, Strategy and Parks teams. This also ties into many other elements i.e. water sensitive design, open space etc.

3.10.4 Further Work Required

- Conversations will need to be had around how such options will be addressed and greater green space (and enhanced existing space) will be created.
- This has cross-over with the Open Space, Water Sensitive Design and other chapters.

3.11 Issue 11: Wind Effects

3.11.1 Summary of Issue

Wind effects from new buildings have been identified as a reoccurring issue for proposed development in the Central Area. When the District Plan became operative it included provisions relating to wind with the intention to ensure buildings did not adversely affect the public environment. It was intended that in some cases the application of these rules could require a building to be built to less than the permitted height, or less than one hundred percent site coverage, in order to mitigate potential adverse effects relating to wind, daylight, heritage etc.

Following the District Plan becoming operative, issues arose with regard to wind provisions and building mass including with regard to the 'permitted baseline' test and the 100% site coverage allowance. Plan Change 48 identified that new building work can have adverse environmental effects, such as adverse wind effects or on compromising access to daylight.

PC48 introduced changes to the District Plan that addressed wind effects including:

- Introducing a new Port redevelopment precinct to ensure new buildings are controlled for wind effects and urban design.
- Introducing a new building mass standard which set building mass at 75% to control the management of adverse wind effects on the public environment.
- Some technical changes to improve the workability of rules that control the effect of new buildings on the pedestrian wind environment.
- Clearer policy and methods for controlling wind effects of new buildings with regard to cumulative effects of new buildings or building alterations on the pedestrian wind environment.
- A wind design guide.

Feedback from consent planners and industry experts, as well as from monitoring has shown that wind effects continue to be an issue for applications for new buildings or building alterations and additions. Identified issues are explored below.

Uncertainty with regard to what form of wind assessment is required per application

External wind advice given has highlighted a 'grey area' in terms of identifying what scale and form of wind report or assessment is required for each applicable resource consent application. This has been acknowledged by WCC's consent planners who note that there is confusion as to when a Wind Tunnel Test or Wind Assessment is required. Discretion for this sits with WCC's processing planner and only some guidance is articulated in sections 3.2.2.15A-C of the District Plan.

Both WCC and external experts have identified that the threshold for when a Wind Tunnel Test is needed compared to a reduced wind response is needed, could be made more explicit under the District Plan.

Maximum heights and wind assessment thresholds

Under the District Plan Wind Standard 13.6.3.5.2 new buildings, structures, or additions above 18.6m in height must be designed to comply with safety, cumulative and comfort criteria. The provisions currently place greater wind assessment requirements on taller buildings applications, particularly those above the 18.6 metre threshold. However, both WCC consent planners and wind experts have identified that there can be wind effects from shorter buildings and from other causes that are not currently considered.

This has been reinforced by wind expert advice which notes that the use of restricted maximum heights in the Central Area has resulted in the development of squat buildings. Wind effects of low buildings, particularly those next to high buildings are deemed to be significant. However, under the District Plan standards low building are not subject to wind assessments. Other developments which should be considered for wind assessments include applications to remove a building and creating vacant land, or under-developing a site, both could potentially also lead to wind effects. These scenarios, similar to low buildings, do not trigger detailed wind assessment requirements such as Wind Tunnel Testing.

WCC consent planners have identified that wind assessments are difficult to interpret and there is a difference in approach between the technical spot-based approach in the wind

tunnel test reports and the effects based approaches that are needed to apply. A greater ability to look at wind effects in a qualitative manner could be of benefit.

Limited supply of wind professionals in Wellington

Currently there are only two wind experts in Wellington, Michael Donn (Victoria University) and Neil Jamieson (WSP). This very limited market places pressure with regard to both the time and monetary requirements of undertaking wind assessments and ultimately total resource consent application processing timeframes due to the limited capacity in the market. This places undue strain and vulnerability upon applicants in terms of requiring wind expert advice for their applications, as well as upon WCC in terms of requiring expert peer-review advice.

Uncertainty regarding wind assessments in private spaces and wind assessments on the fringe of the Central Area

Private versus Public Space

Wind effects primarily deal with effects to public space, also sometimes referred to as ground level or pedestrian level. WCC consent planners have raised that wind could potentially degrade the amenity of a private outdoor space or public space other than those which have been mentioned in the District Plan, reducing the utility of that space. Effects on amenity with regard to wind are not given the same consideration as for example a loss of sunlight on amenity.

Wind experts regularly engaged by either applicants or Council to assess and peer review wind effects of development proposals (Neil Jamieson and Michael Donn) have queried, in the wake of recent development, what constitutes public space terms of consideration of wind effects arisen. In particular, it has been queried as how the current provisions should be applied to assessing wind effects in the Central Area in relation to public and private spaces.

This question has been posed due to lack of clarity in definition and detail as to what constitutes public space and what constitutes private space. Wind experts have queried as to when wind modelling is required for private spaces (e.g. balconies of apartment buildings). The experts have advised that if private spaces do need to be assessed than this would incur significant additional time and cost for resource consent applications.

WCC's Place Planning and legal team assessed this and noted that wind effects on private spaces created by the construction, alteration of and addition to buildings in the Central Area will only be a relevant consideration in limited situations, namely where:

- Either height standards under 13.3.8.4.A or mass standards under 13.3.8.5, at which point wind effects on private spaces will only be a relevant consideration in the Residential Area (i.e. at a Central Area – Residential Area boundary); or
- Construction, alteration of and addition to buildings in the Central Area will be a discretionary or non-complying activity.

This assessment noted that objectives and policies of the District Plan relating to building mass and wind effects are clearly focused on the public realm, in particular the safety of pedestrians and comfort levels of important public spaces. The assessment advised that the current practice of not requiring applicants to provide wind assessment for private spaces,

such as balconies, in the Central Area in the first instance is considered the correct approach.

However, if a consenting office is concerned regarding the severity of wind effects on private spaces it may be appropriate for the officer to request further modelling be done. The assessment furthered that under the Central Area rules, assessment of wind effects on private spaces created by the construction, alteration and addition to buildings will be required under Rule 13.3.78 where the height standards and mass standards were not met and the assessment of wind effects would be limited to adjacent Residential Areas and where the activity status is either discretionary or non-complying. However, there is still uncertainty in definitions and guidance regarding the space delineation.

Another concern raised by WCC consent planners is that is unclear within the District Plan regarding how to deal with wind effects on publicly used spaces such as pocket parks that are privately owned.

Assessing Wind Effects on the Central Area fringes

In addition, wind experts have advised that they have been undertaking wind assessments on the fringes of the Central Area with regard to effects from the Central Area and development not zoned Central Area. Both wind experts and consent planners have noted that wind provisions could also be relevant to particularly tall buildings elsewhere in the city for example Inner Residential Areas, which includes a series of taller buildings on the fringe of the Central Area such as the Arlington Redevelopment. This is an important consideration given the forecasted increase in population density and associated requirement for greater development intensity needed to meet this population increase.

Cumulative wind effects and criteria

Advice from WCC Consent Planners noted that in practice wind effects are largely only looked at only as a safety concern for example 20m/sec as in the District Plan or comfort level for important public spaces only. The provisions also aim to consider comfort and degradation of the pedestrian environment which is not strongly reinforced in the plan or in practice. Advice from consent planners has noted that if the focus is in regards to cumulative effects concerns, than provisions need to be strengthened.

It has also been noted that Policy 12.2.5.6 requires a development to avoid, remedy or mitigate adverse wind effects they create, and only improve as far as practical existing dangerous wind conditions. However this is not always achievable. WCC consent planners suggest that the practicality test apply also to adverse wind effects the building creates and extend to cumulative effects also.

Another consideration that may need to be addressed under the District Plan review is the consideration given to future cumulative effects and that future development will likely lower the wind effects of currently considered development proposals.

Concerns around the level of acceptability of wind conditions

Both wind experts and WCC Consent Planners have noted that more clarity and guidance is required in regards to what are 'unacceptable' wind effects. WCC consent planners generally aim to keep wind below 20m/s. However, on multiple occasions they have approved wind effects above this and note that it is unclear when WCC would consider a wind effect unacceptable despite evidence suggesting wind gusts at 210m/s could cause a light framed

person to fall over. WCC consent planner further that not all instances of wind at 20m/s would be unacceptable.

Guidance is needed to enable consideration of the consequences and probability of the effect including the level of pedestrian activity and whether a wind gust would likely cause an unsafe situation, for example a gust next to a busy road could cause someone to fall into oncoming traffic. Wind experts have also suggested that guidance is required in terms of levels of mitigation required for certain designs and whether thresholds of mitigation requirements could be implemented. WCC consent planners have noted that wind effects in outdoor seating areas can remove the ability for existing cafes to use these areas.

Given Wellington is a 'windy' city, consideration needs to be given to whether there needs to be some level of 'deemed to comply' application for proposed development, where wind effects can be easily mitigated or are rather small in nature of effects. This links into certainty of scale of assessment required for wind experts and applicants and scale of mitigation needed.

Wind Design Guidance

Feedback from WCC consent planners has noted that within consent processing practice and applications, an assessment or consideration of the WCC non-statutory Design Guidelines for Wind is rarely carried out. It has been suggested that the design guideline either be removed or improved and made a statutory guideline.

3.11.2 Options

More detailed setback requirements

One option for reducing wind effects from new development would be to regulate and require greater setbacks. Many cities require setbacks from boundaries to encourage quality design on all building facades. Towers being built in close proximity to each other and to side and rear property lines can create a number of issues, with adverse wind conditions being one of these. Tall buildings built to the street alignment can create unpleasant environmental conditions, wind and shadowing. Setting back higher elements of buildings helps minimise wind problems, create comfortable street environments and preserving reasonable levels of daylight to the street level and other buildings.

Sydney's City Plan requires a 10m frontage setback of a tower at a height of 45m. This doubles the amount of sky seen on the average 20m street and reduces wind impacts. Whilst Wellington has a smaller and more varied street width and smaller buildings scales, a reduced setback compared to Sydney's 10m could prove a viable means of minimising adverse wind conditions of new developments.

Auckland Council in their Unitary Plan research paper regarding the City Centre Zone⁷, discuss this Sydney Plan example and note that in Auckland there is a wide range of street widths (10-20m+) and smaller building scales. Taking this into account, Auckland Council note that a 6m side and rear setback of a tower above 28m in height is considered to have

⁷ Auckland Council. 2013. Unitary Plan research paper: City centre zone: Urban form, height, site intensity and built form

numerous benefits including reducing adverse wind effects, increased privacy, view sharing, daylight access and allowing ventilation.

Similar to the Wellington Central Area context, Auckland Council acknowledges that in Auckland's city centre there is a mixture of residential and office buildings and as such planning provisions must cater for differing needs of these activities. To enable the flexibility of future use of buildings, acknowledging commercial buildings are regularly converted to residential and other uses, side and rear setbacks should apply to all tall buildings regardless of use.

The prescribed measures are also necessary for sunlight control due to Wellington's location being further south than the pre-mentioned case studies. Thus we would need tighter controls to allow sunlight access to the street.

Another setback option which is now commonly seen in city plans is the enforced setback of upper floors of buildings. An upper storey setback is often greater than the minimum required building setback. This is seen in Vancouver, where the city council has adopted a policy to unlock the height limit for new buildings on specific buildings in the downtown area. This approach entails a 20-30 storey mixed-use building where a setback tower sits behind a 3-4 story podium which faces the street. Melbourne, Toronto and San Francisco also utilise setbacks and other configurations of shapes and design features amongst other measures to reduce wind effects.

There are numerous examples where 'corner softening', tapering and setback design principles have been utilised in the development of high-rise buildings to reduce wind canyoning effects and to alter existing wind patterns. Examples of this include Kuala Lumpur's Petronus Towers and London's The Shard where this technique reduces the effect that high winds have on their structures. Similarly this was seen in New York with setback ordinances brought in in 1916.

Providing greater certainty regarding mitigation and wind assessment requirements

Providing greater certainty around appropriate mitigation measures and greater certainty with regard to what level of wind assessment is required will provide a much more streamlined wind assessment process as well as potentially decreasing costs and delays due to uncertainty. It is expected that clarifying rules and requirements will lead to better decision-making and wind environment outcomes.

Explicit guidance could be provided as to what wind effect scenarios and wind level thresholds trigger an associated level of wind assessment. Greater guidance is needed regarding anticipated wind environment level triggers and what correlating assessments are needed, i.e. a wind tunnel test or desktop study. More consideration is also required with regard to assessment criteria and cumulative wind effects.

Policy 12.2.5.6 requires a development to avoid, remedy or mitigate adverse wind effects they create, and only improve as far as practical existing dangerous wind conditions. However this is not always achievable. A practicality test could apply also to adverse wind effects the building creates and extend to cumulative effects also. Some criteria around what is practical should also apply.

As part of providing greater direction and certainty for wind provision, a 'deemed to comply' solution for wind could be used. This could apply to certain heights, with the proposed use of a canopy or upstand, potential use of shelters of known windy corners, with such mitigation provision or development quality outputs, a 'deemed to comply' approval could be provided. This acknowledges that Wellington is a 'windy' city.

As previously noted, greater direction and guidance is needed as to what constitutes an 'unacceptable' and 'acceptable' wind effect. This could include clear guidance, definitions and thresholds. Based on feedback from WCC consent planners, such thresholds could be multi-faceted and extend beyond just the wind speed generated from the development, to also include the physical design of the surrounding environment and other factors which may provide a difference between making an effect 'unacceptable' and 'acceptable'.

Melbourne City within their City Plan have defined 'safe wind conditions' and 'unsafe wind conditions' and as a consequence restrict development over 40m that does not meet comfortable wind conditions or causes unsafe wind conditions. Melbourne also has strict wind analysis report requirements including detailing the exploitation effect on public access spaces, at minimum model effects, identification of principal role of each portion of public access areas and not being able to rely on public areas for mitigation.

Feedback from WCC Consent Planners has identified a disconnect between wind rules in 7.3.7.1 and the relevant policy where wind discretion only applies when height standards are exceeded, but policy relates to heights over 3 storeys. WCC planners note that there are many scenarios whereby you can achieve more than 3 metres and still comply with height scenarios.

A review is needed of discrepancies between rules and policies to ensure alignment and give certainty to consent planners as when wind can be considered. A suggestion has been made for use of a permitted baseline or anticipated model, not currently allowed under the policies.

Making Wind Design Guide a Statutory Document

WCC's Wind Design Guidelines are not a statutory document and as such appear to not be commonly utilised in assessments. Greater emphasis is needed to require developers to meet basic wind design thresholds, as a means of reducing negative wind effects on the surrounding environment. Making a design guidance document statutory would enable better wind design controls and design outcomes.

Whilst the document is not a statutory document, the City of London provide a range of planning advice which they believe should be used by applicants and architects to promote good design. The City of London released 'Wind Microclimate Guidelines for Developments in the City of London' guidance in August 2019. This is the United Kingdom's first wind

microclimate guidelines for new development, placing a benchmark for acceptable wind conditions in the city and focusing on the comfort and safety levels of pedestrians and cyclists. The guidelines provide a robust framework for assessing the impact of planning applications on wind conditions and are the first instance where effects on cycling comfort and safety arising from wind microclimate are considered. The design includes early-stage wind studies in the design phase and requires both wind tunnel testing (micro-level assessments) and Computational Fluid Dynamic testing, requiring two separate experts.

3.11.3 Preferred Option

Wind is a multi-zone effect and should be progressed in its own chapter under the Planning Standards. Other areas to consider include Centres, Medium Density Areas and the South Coast. Wind impacts change have an impact on urban form outcomes and will shape the future growth of the Central Area.

WSP have been engaged to undertake a planning and technical assessment on the current District Plan provisions in terms of their ability to deliver quality new developments that do not cause adverse wind effects or compromise public safety or comfort. A workshop has been undertaken between Council resource consent planners, WSP and Michael Donn to identify issues with the wind provisions in practice. WSP will provide WCC with high level options as to how to address the provisions as part of the review.

3.12 Issue 12: Heritage Areas

3.12.1 Summary of Issue

Heritage Areas and Buildings

The Central Area has a significant provision of heritage listed buildings, objects and Heritage Areas. Each heritage item requires consideration in context when considering development applications, particularly regarding height and retention of building façades. Multiple heritage areas and precincts are located in the Central Area including but not limited to: the Railway Station, Parliamentary Precinct Heritage Area, Stout Street Precinct Heritage Area, Civic Centre Heritage Area, Cuba Street Heritage Area and the Courtenay Place Heritage Area.

DPC48 led to the creation of nine heritage areas to cover the Central Area's significant and unique neighbourhoods and associated controls i.e. building height. Feedback from WCC's consent planners has identified that design sympathy to heritage buildings is seen as overly restrictive. Consideration is needed in terms of providing greater policy direction particularly with regard to properties 'adjacent' to heritage buildings.

3.12.1 Options

Heritage is addressed more fully in the Heritage Chapter Issues and Options paper. Options for addressing heritage are not covered in this issue and options report, as such decisions are required to be made when the heritage provisions are being considered in association with this topic. However, future guidance or greater policy direction could be considered with regard to resource consent application processing when developments are proposed adjacent or adjoining to heritage buildings.

3.12.1 Further work required

- **Examine the influence of heritage area provisions in the Central Area**, including whether this influences the scale of development that is applied for or eventuates and the difficulty in apply for resource consents.

3.13 Issue 13: Implementing the National Planning Standards

3.13.1 Summary of Issue

The Proposed District Plan must be in accordance with and implement the full suite of national planning standards which were gazetted and finalised in April 2019. This includes the Zone Framework Standard which sets out the range of zones a district plan can contain. This framework will result in zones in the operative District Plan being changed.

3.13.1 Options

Implementation for the Central Area

Under the Zone Standard Framework the Central Area in the Wellington City District Plan would be consistent with expectations under the Planning Standards. The Central Area under the framework would require a change of name to being the 'City Centre Zone' to reflect the Central Area's equivalent zoning in the Planning Standards.

The Central Area readily fits into the City Centre Zone with both the title of the zone and description being implicitly connected with the Central Area, including the activities.

The current Port Development Precinct could be rehoused within the Standards zone structure through use of the Special Purpose Zone, the Port Zone. This zone is explicitly related to activities under taken in the current Port Development Precinct. Alternatively, the Port Redevelopment Precinct could continue as a Precinct. This is the same outcome for the current Stadium Area which could be rehoused into the Standards zone structure through the Stadium Zone, also a Special Purpose Zone explicit to such activities.

The current Pipitea Precinct would be expected to continue as a precinct under the Standards Structure. The current Lambton Harbour Area could be incorporated into the Standards structure as a Precinct and become the Lambton Harbour Precinct. The specific provisions which currently relate to the Lambton Harbour Area could be incorporated or amended under specific precinct provisions.

When rehoused as the Centre City Zone, the Central Area will fall under the commercial and mixed use zones chapter of the Plan. It is assumed that any precinct i.e. Pipitea Precinct would fall under the specific Precincts (Multi-Zone) chapter of the Plan. If a Port Zone and a Stadium Zone were implemented these zones would fall under the Special Purpose Zone chapter of the Plan.

4 Conclusion

This issues and options report for the Central Area has explored numerous identified issues being presented for the Central Area based on monitoring data and feedback from Consent Planners and other experts. The report provides options that should be pursued in the upcoming district plan review in relation to Wellington's Central Area. Some of these issues and options identified have cross-over and relevance with other District Plan provisions and

chapters. To confidently recommend options for issues identified in this paper, further research and assessment is needed across a range of topics.

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Appendix 1 Apartment Design Guide Draft

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Appendix 2 Apartment District Plan Standards

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Table 3 Best Practice Apartment Design Guide Design Guide Matters Comparison

Councils/ Authorities	Auckland Council	Hamilton City Council	Christchurch City Council	New South Wales Government	Victoria State Government	Bristol City Council	Ireland's Department of Housing, Planning and Local Government
Documents	Auckland Design Manual - Apartment Building Design	Apartment Design Guide	Building Multi-unit Housing (In Living 3 zones) An Urban Design Guide for Christchurch	Apartment Design Guide: Tools for improving the design of residential apartment development	Apartment Design Guidelines for Victoria	Urban Living SPD: Making successful places at higher densities	Sustainable Urban Housing: Design Standards for New Apartments Guidelines for Planning Authorities
Design Guide Matters	<p>Site Design:</p> <ul style="list-style-type: none"> - Site ecology and habitats - Design for the topography - Built environment <p>Placing the building:</p> <ul style="list-style-type: none"> - Building placement - Building separation and outlook - Designing for privacy - Designing for light and sun - Site access <p>Street to front door:</p> <ul style="list-style-type: none"> - Relating the Building to the Street - Boundary treatments - Safety, activity and overlooking <p>Outdoor Spaces:</p> <ul style="list-style-type: none"> - Communal outdoor spaces - Balconies & private outdoor spaces - Service areas - Landscape design and biodiversity 	<p>Site layout:</p> <ul style="list-style-type: none"> - Orientation - Setback - Public frontage <p>Addressing the street</p> <p>Addressing areas of open space</p> <p>Building design:</p> <ul style="list-style-type: none"> - Outlook, fences and walls - Streetscape - Building design - Bulk and massing - Building height - Elevations - Windows and visual privacy <p>Designing for vehicles:</p> <ul style="list-style-type: none"> - Parking and manoeuvring 	<p>Site & Context:</p> <ul style="list-style-type: none"> - Respond to context - Respect heritage - Make the connections - Adapt existing buildings - Retain existing trees - Provide views <p>Relationship to street and public spaces:</p> <ul style="list-style-type: none"> - Face the street - Highlight pedestrian entrances - Enable views of the street - Avoid high solid fencing - Use quality materials for fencing <p>Corner Sites:</p> <ul style="list-style-type: none"> - Express corners - Locate main pedestrian access along principal street <p>Building Form and articulation:</p> <ul style="list-style-type: none"> - Respect existing subdivision patterns - Design to a domestic scale - Provide variety and visual interest - Use high quality materials <p>Access and car parking:</p> <ul style="list-style-type: none"> - Provide safe access 	<p>Identifying the context</p> <ul style="list-style-type: none"> - Apartment building types - Local character and context (desired future character, common settings, the range of scales) - Precincts and individual sites <p>Developing the controls</p> <ul style="list-style-type: none"> - Primary controls - Building envelopes - Building height - Floor space ratio - Building depth - Building separation - Street setbacks - Side and rear setbacks <p>Siting the development</p> <ul style="list-style-type: none"> - Site analysis - Orientation - Public domain interface - Communal and public open space - Deep soil zones - Visual privacy - Pedestrian access and entries - Vehicle access - Bicycle and car parking 	<p>Siting and building arrangement</p> <ul style="list-style-type: none"> - Building setback - Communal open space - Solar access to communal outdoor open space - Landscaping - Building entry and circulation <p>Building Performance</p> <ul style="list-style-type: none"> - Noise impacts - Energy efficiency - Waste and recycling - Integrated water and stormwater management <p>Dwelling Amenities</p> <ul style="list-style-type: none"> - Functional layout - Room depth 	<p>Guidance for all major development</p> <ul style="list-style-type: none"> - Has the scheme adopted an approach to urban intensification which is broadly consistent with its setting? - Neighbourhood: <ul style="list-style-type: none"> - Does the scheme contribute towards creating a vibrant and equitable neighbourhood? - Does the scheme respond positively to either the existing context, or in areas undergoing significant change, an emerging context - Block and Street: <ul style="list-style-type: none"> - Does the scheme provide people-friendly streets and spaces? - Does the scheme deliver a comfortable micro-climate for its occupants, neighbours and passers by? - Has access, car parking and servicing been efficiently and creatively integrated into the scheme? <p>Guidance for all major residential development</p> <ul style="list-style-type: none"> - Shared access and internal spaces: <ul style="list-style-type: none"> - Does the scheme make building entrances welcoming, attractive and easy to use? - Private outdoor space: <ul style="list-style-type: none"> - Does the scheme provide sufficient outdoor space? - Does the scheme create attractive, well designed and maintained outdoor spaces? 	<p>Apartments and Statutory Development Plans</p> <ul style="list-style-type: none"> - Location - Future Housing Need - Housing Mix <p>Apartment Design Standards</p> <ul style="list-style-type: none"> - Apartment Floor Area - Safeguarding Higher Standards - Dual Aspect Ratios - Floor to Ceiling Height - Lift and Stair Cores - Internal Storage

<ul style="list-style-type: none"> - Stormwater management Accommodating Cars: <ul style="list-style-type: none"> - Vehicle access - Car Parking - Surface Parking - Alternative parking solutions The Building: <ul style="list-style-type: none"> - Integrated facades - Universal design and Lifemark standards – accessible and adaptable apartments - Apartment Layout (Mix and designing for families, apartment space, storage and utility space) - Sustainable design (Energy efficiency, material selection, water conservation) 	<ul style="list-style-type: none"> - Terrace/Row apartments - Midrise Apartments Landscaping 	<ul style="list-style-type: none"> - Reduce the visual impact of cars - Consider underground or communal parking Landscaping and site amenity: <ul style="list-style-type: none"> - Use planting to improve outlook - Reduce opportunities for crime - Provide larger vegetation - Use appropriate plants Outdoor Living Spaces: <ul style="list-style-type: none"> - Choose the best location - Consider communal spaces Service Areas & Utilities: <ul style="list-style-type: none"> - Provide adequate storage and service space - Integrate building services Residential Amenity: <ul style="list-style-type: none"> - Let the sun in - Protect privacy - Provide housing choice Environmental Efficiency: <ul style="list-style-type: none"> - Capture the sun - Save energy - Consider the environmental impacts of building materials Manage storm water run-off 	<p>Designing the building</p> <ul style="list-style-type: none"> • Amenity <ul style="list-style-type: none"> - Solar and daylight access - Natural ventilation - Ceiling heights - Apartment size and layout - Private open space and balconies - Common circulation and spaces - Storage <ul style="list-style-type: none"> - Acoustic privacy - Noise and pollution • Configuration <ul style="list-style-type: none"> - Apartment mix - Ground floor apartments - Facades - Roof design - Landscape design - Planting on structures - Universal design - Adaptive reuse - Mixed use - Awnings and signage • Performance <ul style="list-style-type: none"> - Energy efficiency - Water management and conservation - Waste management - Building maintenance 	<ul style="list-style-type: none"> - Windows - Storage - Natural ventilation - Private open space - Accessibility 	<ul style="list-style-type: none"> - Does the scheme creatively integrate children’s play? - Individual homes: <ul style="list-style-type: none"> - Are internal layouts ergonomic and adaptable? - Does the scheme safeguard privacy and minimise noise transfer between homes? - Does the scheme maximise opportunities for natural illumination of internal spaces; avoiding single aspect homes? Guidance for tall buildings <ul style="list-style-type: none"> - Visual quality: <ul style="list-style-type: none"> - Is the tall building well located? - Tall Buildings -visual quality - Does the scheme make a positive contribution to the long-range, mid-range and immediate views to it? - Does the scheme demonstrate design excellence? - Functional quality: <ul style="list-style-type: none"> - Does the scheme ensure the safety of occupants and passers-by? - Does the scheme interfere with aviation, navigation or telecommunication, and how will it affect the solar energy generation on adjoining buildings? - Has the scheme’s future servicing, maintenance and management been well considered? - Environmental quality: <ul style="list-style-type: none"> - Does the scheme create a pleasant, healthy environment for future occupants? - Is the scheme sustainably designed? - Will the scheme be neighbourly, both at the construction phase and following occupation? 	<ul style="list-style-type: none"> - Private Amenity Space - Security Considerations Communal Facilities in Apartments <ul style="list-style-type: none"> - Access and Services - Communal Facilities - Refuse Storage - Communal Amenity Space - Children’s Play - Car Parking - Bicycle Parking
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Appendix 3 Monitoring Report

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Appendix 4 Proposed Design Excellence Policy

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