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**Part 4:      Section 32 Evaluation**

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**1.      INTRODUCTION**

Before a Proposed District Plan change is publicly notified the Council is required under section 32 of the Resource Management Act 1991 (the Act) to carry out an evaluation of the proposed change and prepare a report. As prescribed in section 32 of the Act:

*An evaluation must examine:*

- (a) the extent to which each objective is the most appropriate way to achieve the purpose of the Act; and*
- (b) whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.*

*An evaluation must also take into account:*

- (a) the benefits and costs of policies, rules, or other methods; and*
- (b) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules or other methods.*

*Benefits and costs are defined as including benefits and costs of any kind, whether monetary or non-monetary.*

*A report must be prepared summarising the evaluation and giving reasons for the evaluation. The report must be available for public inspection at the time the proposed change is publicly notified.*

This section 32 report focuses on the appropriateness of the proposal to zone two Hutt City Council owned properties in the City of Lower Hutt District Plan (the District Plan). It does not address the issue of the sale of publicly owned land, as this is not a relevant matter for consideration under the Resource Management Act 1991.

Description of the sites:

This Proposed Plan Change would zone two areas of land owned by Hutt City Council (Council) on Poto Road in Normandale as *General Residential Activity Area* in the City of Lower Hutt District Plan (the District Plan). The site, currently vacant, is situated on the northern side of Poto Road at its intersection with Normandale Road. A plan of the site is attached at Appendix 1.

Proposed Plan Change 15 is to zone a Hutt City Council (Council) owned site on Poto Road, Normandale as *General Residential Activity Area*.

The site is made up of two parts:

- a) part of the site is a fee simple title owned by Council and legally described as Pt Sec 93 Normandale Settlement (SO33438), title ref 26B/735 (1055m<sup>2</sup>). This land currently has no zoning and is identified as road in the District Plan.

- b) the remainder of the site (2993m<sup>2</sup>) was held by Council since 1983 as legal road. The area has not used as road. After a resolution of Council and through the provisions of the Public Works Act the road has now been stopped (Gazette Notice 5/11/09, No. 161, p. 3894). This land currently has no zoning and is identified as road in the District Plan.

The current District Plan Map B3 is attached at Appendix 2.

## 2. HISTORY

It is noted that it is unusual for land to be left without a zoning in the District Plan as is the case on site (a). A search of previous district schemes and plans reveals that in the 1964 City of Lower Hutt District Scheme both the present parcels were part of a larger parcel (including the land to the north) which was zoned residential. In the 1978 First Review of the District Scheme the larger parcel had been divided in two with the land to the north now designated for Primary School. The remainder of the site (sites a. and b.) is identified as General Residential with a dotted line indicating a future road. In the planning maps from the 1983 District Scheme Review No. 2 the land to the north was designated for Education Purposes with an underlying zone of Residential General. All the remainder of the land (sites a. and b.) was identified as 'proposed road'.

The Proposed District Plan, released for consultation in December 1995, showed the land to the north partially within the General Recreation Activity Area and partially within the General Residential Area (on which the play centre is located). The rest of the land, sites a. and b., are all identified as road (even though site a. is not in legal terms 'road').

The planning history reflects the complicated ownership history of the sites under consideration and the land immediately to the north. That ownership history is not directly relevant to the proposed plan change except for the purposes for which sites a. and b. were acquired by the Council.

- Site a. was acquired by the Council in 1983 under the Public Works Act 1981 - and it is described as 'land acquired in connection with road pursuant to sections 20 and 50 Public Works Act 1981 by the Ministry of Works and Development and vested in The Lower Hutt City Council'.
- Site b. was acquired by Council at the same time and in the same manner – the purpose for which is stated as 'land acquired for road pursuant to sections 20 and 50 Public Works Act 1981 by the Ministry of Works and Development and vested in The Lower Hutt City Council'.

There is therefore a difference in the legal status of the land under consideration in this proposed plan change however both were acquired for roading related purposes. Site a. is held in fee simple by Council and Site b. is now also held in fee simple after road stopping procedures completed in November 2009.

## 3. BACKGROUND

Since 2007 Council has been undertaking a review of the land it holds in fee simple throughout the City. The objective is to ensure all Council owned land is being used for its best purpose.

The review includes an assessment of the open space contribution each site is making to the community and city along with an assessment of the development potential of each site. A Council sub-committee reviews these reports and makes a recommendation on the future of each site – to either reserve the land under the Reserves Act or consider releasing it for sale. The recommendation is publicly notified, as required under the Local Government Act, and submissions called for from the public. After consideration of these submissions the Council makes a resolution on the future of the site. The site on Poto Road is one such land holding.

As part of the investigations the Council commissioned an Urban Development and Planning Assessment of the site. That report concluded that the site has good development potential, and in order to realise that the land should be zoned as *General Residential Activity Area* to fit with the surrounding *General Residential Activity Area*, to allow subdivision and residential development appropriate to that zone to occur.

Under the current provisions of the District Plan Site a. has no zoning. The land was never legal road and it is therefore not covered by the provisions in the District Plan which allow a legal road to take on the zoning of adjoining land. Any use of the land, including residential development, would be considered non-complying.

As noted above Site b. was held as legal road however the road has recently been stopped under the provisions of the Public Works Act and is now held in fee simple. Under the District Plan it is therefore in the same position as site a. with no current zoning.

It is anticipated that if the land was zoned as part of the General Residential Activity Area a seven lot development could occur on the land, in keeping with the lot sizes anticipated by the Subdivision provisions in the District Plan. An indicative development plan has been drafted and is provided at Appendix 3. This plan includes the provision of a walking/cycle track through the adjoining reserve to north, and the provision of a picnic area within that reserve. It must be noted that this plan is indicative only as the development itself is not being applied for in this Proposed Plan Change process. Any subdivision proposal would be the subject of a separate resource consent process.

#### **4. DESCRIPTION OF THE LAND**

The site is situated on the northern side of Poto Road at its intersection with Normandale Road. The land is covered in a mixture of gorse and regenerating native vegetation. The vehicle access to the Normandale play centre runs across the site. The site is elevated above the properties on the southern side of Poto Road. A Department of Conservation (DOC) reserve (held under the provisions of the Reserves Act) and the Normandale playcentre are situated immediately north of the site. The wider surrounding properties are within the *General Residential Activity Area* and are largely used for residential purposes.

The legal description of the land is provided above.

## 5. ENVIRONMENTAL EFFECTS

It is considered that the Proposed Plan Change will not have any significant adverse effects on the environment.

The site is located within an existing *General Residential Activity Area*. Its zoning as *General Residential Activity Area* will therefore fit well within the context of the surrounding land uses and is an efficient use of the existing utilities and roading infrastructure.

Once the site is zoned *General Residential Activity Area* the resultant site development parameters will be no different to those of the surrounding *General Residential Activity Area*, including a minimum lot size of 400m<sup>2</sup> per site under the provisions of Chapter 11 (Subdivision) of the District Plan. All subdivision applications under the District Plan are considered as resource consents and subject to conditions and standards set out in the Plan. An indicative 7 lot subdivision plan has been prepared for the purposes of evaluating the proposal (Appendix 3).

### Landscape and Visual Amenity:

Council sought advice from a landscape and open space expert early on in the wider land review process for each site under consideration. The site was assessed in relation to a set of criteria established for determining the level of significance a site had. This is attached to the report in Appendix 4. A further more detailed report (Appendix 4) has also concluded that zoning the sites as *General Residential Activity Area* is appropriate in the context of the existing residential character and urban form of Poto Road, Normandale and the wider Western Hills area. This report also outlines some recommendations should a subdivision proceed in keeping with the indicative subdivision plan.

Neither this site, nor the adjoining DOC reserve to the north are used for formal recreational purposes, neither having any formal tracks or facilities. An informal track has been formed across site a. however Council does not maintain the track. The site has never been managed as a reserve in the Council's reserve management plan system. While development of the site is not the subject of this Proposed Plan Change, the Indicative Development Plan provided in Appendix 3, includes the provision of walking access through the site and a walking/biking trail through the adjoining reserve to the north along with the provision of a picnic area within that reserve.

If, subsequent to this Proposed Plan Change, the site is subdivided, some vegetation clearance of the land would be required. The site does not have any outstanding landscape features and any clearance would be in accordance with any conditions attaching to the subdivision consent.

### Geotechnical:

A preliminary geotechnical suitability assessment has been carried out on the 2 sites (see Appendix 5). Approximately 3000m<sup>2</sup> of the site was considered to suitable for NZS3640 type foundations with only minor surface preparation.

Infrastructure:

A preliminary report on a 7 lot subdivision makes provision for all stormwater, waste water and water supply services from existing infrastructure in the area (see Appendix 6).

Access to the indicative subdivision was re-evaluated as a result of the submission from the Play Centre – concerned about more vehicles using their existing access. The revised plan no longer has access from this area.

## **6. POLICY ANALYSIS**

### **6.1 Resource Management Act 1991**

Proposed Plan Change 15 is considered to be in keeping with the purpose of the Act, in that it provides for the promotion of the sustainable management of natural and physical resources. There are not considered to be any section 6 matters of national importance applicable to the Proposed Plan Change. Four of the *Other matters* that s7 directs Council to have particular regard to in achieving the purpose of the Act, are considered to be of particular relevance. These are:

*7(b) The efficient use and development of natural and physical resources*

*7(c) The maintenance and enhancement of amenity values*

*7(f) Maintenance and enhancement of the quality of the environment*

*7(g) Any finite characteristics of natural and physical resources*

The Proposed Plan Change is considered to be an efficient use of the land resource that exists within the existing urban boundaries of the City of Lower Hutt. The land is at present not being put to an efficient use as it is not being used for any particular purpose and is no longer required for roading purposes. The application of the *General Residential Activity Area* rules to the land will maintain the amenity values of the surrounding properties, and the quality of the residential environment in which the site is located.

With respect to s8, the principles of the Treaty of Waitangi have been taken into account. Local iwi were consulted on this matter early in the land review process.

### **6.2 Regional Policy Statement for the Wellington Region (Operative)**

The Regional Policy Statement for the Wellington Region (RPS) sets the regional perspective for managing the environment and providing for growth and its effects.

The Regional Policy Statement identifies the significant resource management issues for the region and outlines the policies and methods required to achieve the integrated sustainable management of the region's natural and physical resources.

The Built Environment and Transportation chapter of the RPS is considered to be most relevant to the Proposed Plan Change. The most relevant objectives and policies from that chapter are considered to be:

Objective 1	<i>Urban areas, the built environment and transportation systems are developed so that they, and their associated activities, use resources efficiently and demand for the use of finite resources is moderated.</i>
Objective 2	<i>The adverse environmental effects that result from the use of urban areas, transportation systems and infrastructure are avoided, remedied or mitigated and, in particular, any effects that result from the concentration and scale of activities in urban areas are recognised and provided for.</i>
Objective 3	<i>The environmental quality of urban areas is maintained and enhanced.</i>
Policy 2	<i>To use natural and physical resources efficiently in the development of urban areas and in use of the built environment by:</i> (1) <i>Encouraging forms of urban development that reflect efficient use of resources; and</i> (2) <i>Avoiding, where practicable, the use of new resources, particularly non-renewable resources.</i>
Policy 6	<i>To promote the provision and efficient use of infrastructure in the Region, and the reduction of adverse environmental effects from its use.</i>

The proposal is considered to give effect to the RPS. The site is within the *General Residential Activity Area* within the existing urban boundaries of the City of Lower Hutt District. Therefore its use for General Residential purposes is consistent with the efficient use of land and the infrastructure that already services the area.

### **6.3 Proposed Greater Wellington Regional Policy Statement**

Greater Wellington Regional Council has recently undertaken a review of the Regional Policy Statement, resulting in the notification in 2009 of the Proposed Regional Policy Statement 2009 (the Proposed RPS).

The Chapter of most relevance to this Proposed Plan Change is *Chapter 3.9 Regional form, design and function*. The objective of this chapter (Objective 21) seeks *a compact, well designed and sustainable regional form that has an integrated, safe and responsive transport network and: ... (d) urban development in existing urban areas, or when beyond urban areas, development that reinforces the region's existing urban form; (e) strategically planned rural development; (f) a range of housing (including affordable housing); (g) integrated public open spaces; (h) integrated land use and transportation ...and (j) efficient use of existing infrastructure (including transport network infrastructure).*

The Proposed Plan Change is considered to give effect to the Proposed RPS. The Proposed Plan Change is an efficient use of existing infrastructure, including existing utilities and roads. It also provides the opportunity for more housing development in the City.

### **6.4 The Wellington Regional Strategy**

The Wellington Regional Strategy (WRS) is a sustainable growth strategy that has been developed by greater Wellington's nine local authorities, in conjunction with central government, and the region's business, education, research and voluntary sector interests. The

WRS lists three focus areas for sustainable growth, being leadership and partnerships, growth of the region's economy and good regional form.

The WRS does not specifically address the type of rezoning that is sought by this Proposed Plan Change; however the Proposed Plan Change is not inconsistent with the WRS.

### 6.5 Consistency with surrounding District Plans

Section 74(2)(c) of the Act requires Council to consider the extent to which this Proposed Plan change needs to be consistent with the plans or proposed plans of adjacent territorial authorities.

The Proposed Plan Change covers a very small pocket on land well within the boundaries of the City of Lower Hutt. It will have no affect on the plans or proposed plans of adjacent territorial authorities and will not be inconsistent with them.

### 6.6 Other Strategies and Plans

The Hutt City Council has a number of strategies and plans that detail the priorities for the City, namely:

- Economic Development Strategy 2009
- Environmental Sustainability Strategy 2009
- Reserves Policy 2004
- Reserves Key Directions Strategy
- Reserve Land Acquisition and Disposal: Policy and Guidelines
- Long Term Council Community Plan (LTCCP) 2009

This Plan Change has taken these into consideration and is aligned with them.

### 6.7 Area-Wide Objectives of the District Plan

The zoning of this site on Poto Road as *General Residential Activity Area* is considered to be in keeping with the Area Wide Objectives at Chapter 1.10 of the District Plan.

The most relevant of the Area Wide Objectives are considered to be:

Objective 1.10.2  
Amenity Values *To identify, maintain and enhance the character and amenity values of the different activity areas.*

Objective 1.10.3  
Residential Activity *To accommodate residential growth and development through consolidation of the existing urban area but to allow some peripheral development.*

Objective 1.10.4  
Commercial Activity *To promote integrated commercial centres as community focal points.*

Objective 1.10.6  
Recreation and Open Space *To provide and maintain a diverse range of open space and recreation facilities for the enjoyment of residents and visitors which meet the needs of different sectors of the community.*

The Proposed Plan Change is considered to be the most appropriate option for achieving these objectives. It will accommodate residential growth through consolidation whilst maintaining the character and amenity values of the surrounding *General Residential Activity Area*. It is not proposed to change any objectives or policies in the District Plan. The current objectives and policies remain relevant and are considered the most appropriate means of achieving the purposes of the Act in relation to the management of the effects of development throughout the city and in particular within the Residential activity areas.

The Proposed Plan Change proposes a zoning over the land that has already established and tested rules applicable to it, and that mirrors the surrounding residential land, without adversely affecting the enjoyment of that land.

While the land could be rezoned as *General Recreation*, it is not overly amenable to this use given its topography, size and vegetation cover. The site is also situated on a significant bend on Poto Road which would also make it hazardous for children to access.

In addition, provision of further recreation space is not considered necessary in Normandale. There are several existing open space and recreation facilities nearby, including Belmont Regional Park. Other available areas within a short distance include:

- The Department of Conservation Reserve immediately to the north
- The open space and reserve lands between Panorama Grove and Normandale Rd (locally known as the Draper Reserve)
- The playing field below Martin Grove (next to the Normandale School)
- The open playing field at Banksia Grove.
- The junior playground at Pekanga Rd.

Two of these areas are less than a kilometre from the site.

It is considered therefore, that the alternative option would not significantly add to the achievement of objective 1.10.6. The land does not provide significant value as open space to the surrounding residents. Most of the residential properties on the southern side of Poto Road are situated below the site and below Poto Road and therefore do not look over the site. The only residentially zoned property that immediately adjoins the site is used by the Normandale pre-school. (Further discussion in Appendix 4).

This alternative would not be an efficient or effective means of achieving the Area Wide objectives.



## 6.8 General Residential Activity Area Objectives

The Proposed Plan Change is also considered to be in keeping with the objectives specific to the *General Residential Activity Area*, and therefore the objectives sought for the surrounding residential properties. Those of most relevance are:

Objective 4A 1.1.1      *To maintain and enhance the amenity values and residential character of the Residential Character and Amenity Values General Residential Activity Area of the City.*

Objective 4A 1.2.1      *To avoid, remedy or mitigate adverse effects caused by building height, Building Height, Scale, Intensity and Location intensity and location on the amenity values of adjacent residential sites and the residential character of the surrounding residential area.*

The Proposed Plan Change is considered to be the most appropriate option for achieving these objectives. No deviation to the District Plans rules for the *General Residential Activity Area* is sought and the amenity values and residential character of adjacent residential sites will be maintained.

The Proposed Plan Change is considered to be an effective and efficient means of achieving the Area Wide objectives and of addressing any development issues.

## 6.7 Consultation

Consultation with local groups and organisations, residents and others who may be affected by any decision to develop the land has already been undertaken. This is in addition to the statutory processes required under the RMA. In addition, discussions have taken place with the Department of Conservation, in respect of the land to the north which is held by the Department as reserve. In addition, and because they were more affected than other adjoining owners the pre-school facility to the northeast were advised and separately consulted.

In accordance with the provisions in the Local Government Act for considering the disposal of park land formal consultation was carried out over the period 6 May 2008 to 18 June 2008. This included the following actions:

- Formal advertisement in the Hutt News of 6 May 2008 regarding possible disposal of park lands.
- Article on the proposals for possible disposal or part disposal of six properties was published in the Hutt Views on 6 May 2008.
- Letter and reports sent to 14 organisations (including resident associations) identified as having a possible interest in the proposals.
- Letter sent to adjoining land owners/tenants of land identified for possible disposal.
- Information posted on the Council's website.

A total of 11 submissions were received on the proposal to dispose of the two parcels of land on the corner of Poto Road, below the Normandale Playcentre. Ten of these are opposed to the current proposal, though two referred to some development on the adjacent land, which is

classified as Recreation Reserve under the Reserves Act 1977. One submitter is ambivalent about the proposal as long as there is not an adverse effect on neighbouring properties.

Most submitters against the proposal requested that Council consider making the area into a children's play area or a park incorporating play equipment, bike and/or walking tracks, a BBQ and seating.

The neighbouring Normandale Playcentre would prefer that the land was developed into a children's recreation area. The Playcentre requested that it retain exclusive access over its existing driveway and that a buffer zone be provided between the adjoining land and its boundary to retain privacy and ensure there is no increase in traffic next to its driveway.

Issues canvassed during the consultation included recreational opportunities (raised by the residents association), safe cycling opportunities and the location and provision of picnic spots.

## **7. EVALUATION OF OPTIONS**

### **7.1 Alternatives**

This Proposed Plan Change seeks to change the District Plan by zoning of the Poto Road site as *General Residential Activity Area*. The existing *General Residential Activity Area* covers a large proportion of the City's residential areas. It is characterised by low to medium density residential development consisting of single or double storey dwelling houses, open space, gentle topography, and an absence of large scale commercial or industrial activities. It is the primary residential zoning across the valley floor and Western Hills.

Four principal options have been explored in the preparation of this Proposed Plan Change and these are discussed below:

- Status Quo, i.e. leave site un-zoned
- Zone the site General Residential Activity Area
- Zone the site General Recreation Activity Area
- Zone part of the site General Recreation and part General Residential

As noted previously the Councils decision to sell publicly owned land is not a relevant matter for consideration in terms of the Resource Management Act 1991 or the assessment undertaken in accordance with section 32 of the Act. Accordingly the specific zoning options considered below are based on the premise that it is the intention of the Council to declare the land surplus (to be used for residential development) subject to the outcome of this proposed plan change process.

OPTION	EVALUATION
<p>Option 1: Status Quo – Sites remain un-zoned</p> <p>NOT RECOMMENDED</p>	<p>Benefits:</p> <ul style="list-style-type: none"> <li>- Avoids the cost associated with a plan change process</li> <li>- Restricts the nature of activities which can take place on the two sites</li> <li>- Existing character of the sites retained</li> </ul> <p>Costs:</p> <ul style="list-style-type: none"> <li>- The site does not have any particular ecological value or contribute to the open space network in Normandale or the wider city</li> <li>- This is one of the few opportunities for the development of new residential sections in Normandale</li> <li>- Resource consents would be required for any use on the sites (currently un-zoned) as non-complying activities</li> <li>- The land is no longer needed for the purpose for which it was acquired (i.e. roading). It will remain under utilised if not zoned.</li> </ul>
<p>Option 2: Zone the two sites General Residential Activity Area</p> <p>RECOMMENDED</p>	<p>Benefits:</p> <ul style="list-style-type: none"> <li>- This option recognises that the site is in fact suitable for residential use and can be made available for that use</li> <li>- Enables the creation of up to 7 new residential allotments in Normandale within the provisions of the District Plan which would be consistent with the surrounding residential sites</li> <li>- The site is easily serviced from existing reticulated services</li> <li>- The land can revert back to its original purpose and anticipated use now that there is no need for it to be used for roading purposes for which it was acquired.</li> <li>- Provides for the use of land for which Council as the owner has no further use or alternative future plans</li> </ul> <p>Costs:</p> <ul style="list-style-type: none"> <li>- Some visual amenity impact from residential development</li> <li>- Loss of a possible future community recreational amenity</li> </ul>
<p>Option 3: Zone the two sites General Recreation Activity Area</p> <p>NOT RECOMMENDED</p>	<p>Benefits:</p> <ul style="list-style-type: none"> <li>- Retains the option for future possible recreation use</li> <li>- Retains the existing visual amenity of the site</li> </ul> <p>Costs:</p> <ul style="list-style-type: none"> <li>- All non-recreation uses would require resource consent applications including residential development for which the Council intends to sell the land (subject to the outcome of this proposed plan change process)</li> </ul>

	<ul style="list-style-type: none"> <li>- Inefficient use of land which is suitable for residential development</li> <li>- Inappropriate zoning of land for which there are no plans or demonstrated need for new recreational uses</li> </ul>
<p>Option 4: Zone part of the land General Residential Activity Area and part General Recreation Activity Area</p> <p>NOT RECOMMENDED</p>	<p>Benefits:</p> <ul style="list-style-type: none"> <li>- Retains the option for future possible recreation use</li> <li>- Retains the existing visual amenity of the site</li> <li>- Retains limited area for residential development</li> </ul> <p>Costs:</p> <ul style="list-style-type: none"> <li>- Non-recreation uses would require resource consent applications for the land zoned recreation including residential development for which the Council intends to sell the land (subject to the outcome of this proposed plan change process)</li> <li>- Inefficient use of land which is suitable for residential development</li> <li>- Inappropriate zoning of land for which there are no plans or demonstrated need for new recreational uses</li> </ul>

#### 7.4 The risk of acting or not acting

A Section 32 evaluation must take into account the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.

It is considered that Council has sufficient information about the subject matter of this Proposed Plan Change.

#### SUMMARY:

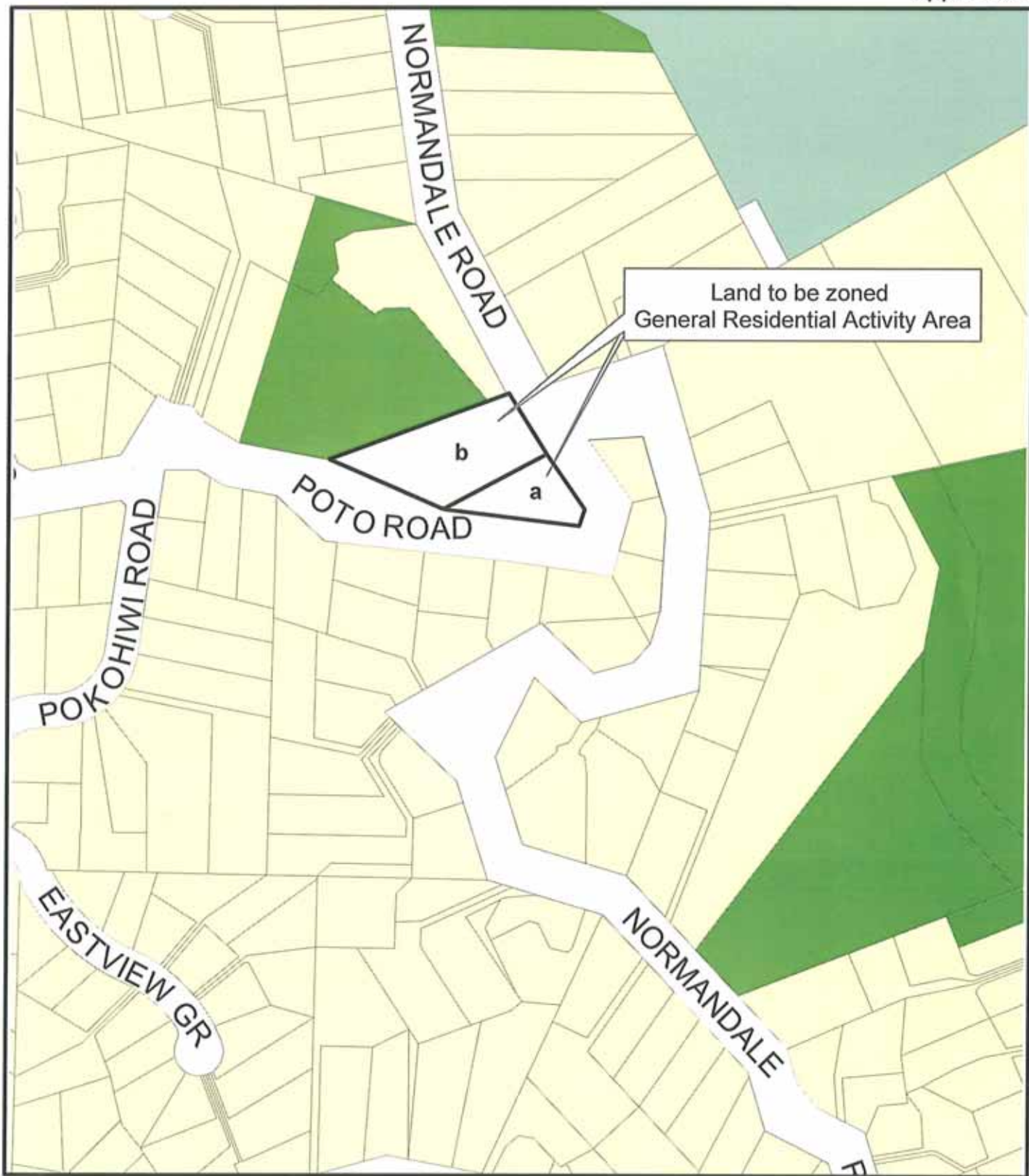
The zoning of the land in Poto Road to General Residential will allow the site to be developed in an appropriate efficient manner. The site is presently un-used and the use for which it was acquired (roading) is no longer considered necessary. With its current status under the District Plan (un-zoned) development for any purpose would be difficult. The site has been identified as suitable for residential development and not required or appropriate for open space or recreational use. The General Residential Activity Area zoning is considered appropriate given the size, character and location of the site in relation to other General Residential Activity Area land. The objectives and policies of the activity area are suitable as are the rules which will determine development on the site.

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## Appendices

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<b>Appendix One:</b>	Plan of area proposed to be zoned <i>General Residential Activity Area</i>
<b>Appendix Two:</b>	Operative District Plan Map B3
<b>Appendix Three:</b>	Indicative Development Plan
<b>Appendix Four:</b>	Assessment of Open Space and Visual Amenity
<b>Appendix Five:</b>	Preliminary Geotechnical Suitability Assessment
<b>Appendix Six:</b>	Capacity of Existing Services



Proposed Plan Change 15  
Land to be zoned General Residential Activity Area  
Poto Road, Normandale

- a. Pt Sec 93 Normandale Settlement
- b. Closed Road (Gaz 2009 p 3894)

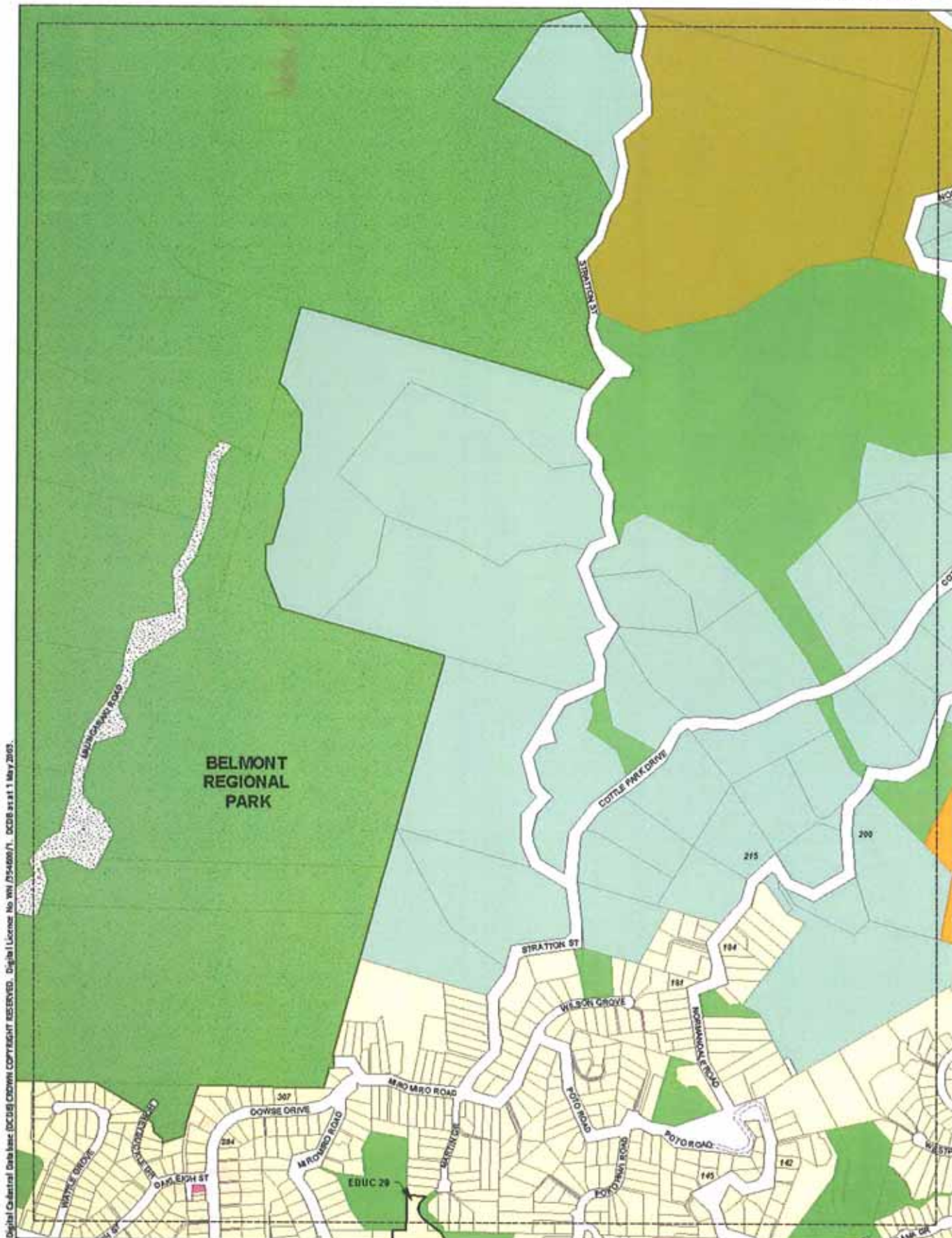


Scale 1:2500









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**ACTIVITY AREAS**

General Residential	Central Commercial	Education
Special Residential	Petrol Commercial	General Recreation
Historic Residential	Suburban Commercial	Special Recreation
Hill Residential	Special Commercial	River Recreation
Landscape Protection	General Business	Passive Recreation
Rural Residential	Special Business	Community Health
General Rural	Avalon Business	Community Use

**ANNOTATIONS**

City Boundary	Regional Forest Park
Designation	Heritage Area
Higher Density Residential	Flood Protection Bank
Wellington Faultline	Railway Line
Special Study Area	Notable Tree
Hydraulic Line	Historic Place



		C3
A4	B4	C4





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**LEGEND**

- Sewer (existing)
- Sewer (proposed)
- Stormwater (existing)
- Stormwater (proposed)
- Water (existing)
- Water (proposed)
- Site Boundary
- Proposed Property Boundaries (Existing Property Boundaries)
- Sewer Appurtenant
- Stormwater Appurtenant
- Stormwater Runoff
- Wave
- Fire Hydrant

REVISIONS	
NO.	DESCRIPTION
1	ISSUED FOR CONSTRUCTION
2	GENERAL REVISION
3	SCHEMATIC REVISION
4	FINAL ISSUE

DATE:	08/20/09
DRAWN BY:	WVS
CHECKED BY:	WVS
SCALE:	1:500
PROJECT:	84909_003-01
CLIENT:	HUTT CITY COUNCIL
LOCATION:	POTO ROAD SUBDIVISION
DATE:	08/20/09
DRAWN BY:	WVS
CHECKED BY:	WVS
SCALE:	1:500
PROJECT:	84909_003-01
CLIENT:	HUTT CITY COUNCIL
LOCATION:	POTO ROAD SUBDIVISION

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**DRAWING STATUS: PRELIMINARY DRAFT**

**HUTT CITY COUNCIL**  
POTO ROAD SUBDIVISION  
INDICATIVE DEVELOPMENT PLAN  
Scale: 1:500  
Date: 8/20/09

# **Proposed Plan Change Poto Road, Normandale**

## **Assessment of Open Space and Visual Amenity**

**PREPARED FOR:**

Hutt City Council

**PREPARED BY:**

PAOS Ltd

DECEMBER 2009

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# 1. Introduction and Background

## 1.1. INTRODUCTION

Parks and Open Spaces Ltd (PAOS) has been engaged by Hutt City Council to assess the potential effects on open space and visual amenity values of the proposed zoning of land on the corner of Poto Road, Normandale to General Residential Activity Area. We assessed the potential effects on:

- Open space and reserve provision
- Informal recreation
- Natural features and vegetation
- Existing urban form
- The visual landscape.

The assessment is based on available information and includes recommendations and possible mitigation.

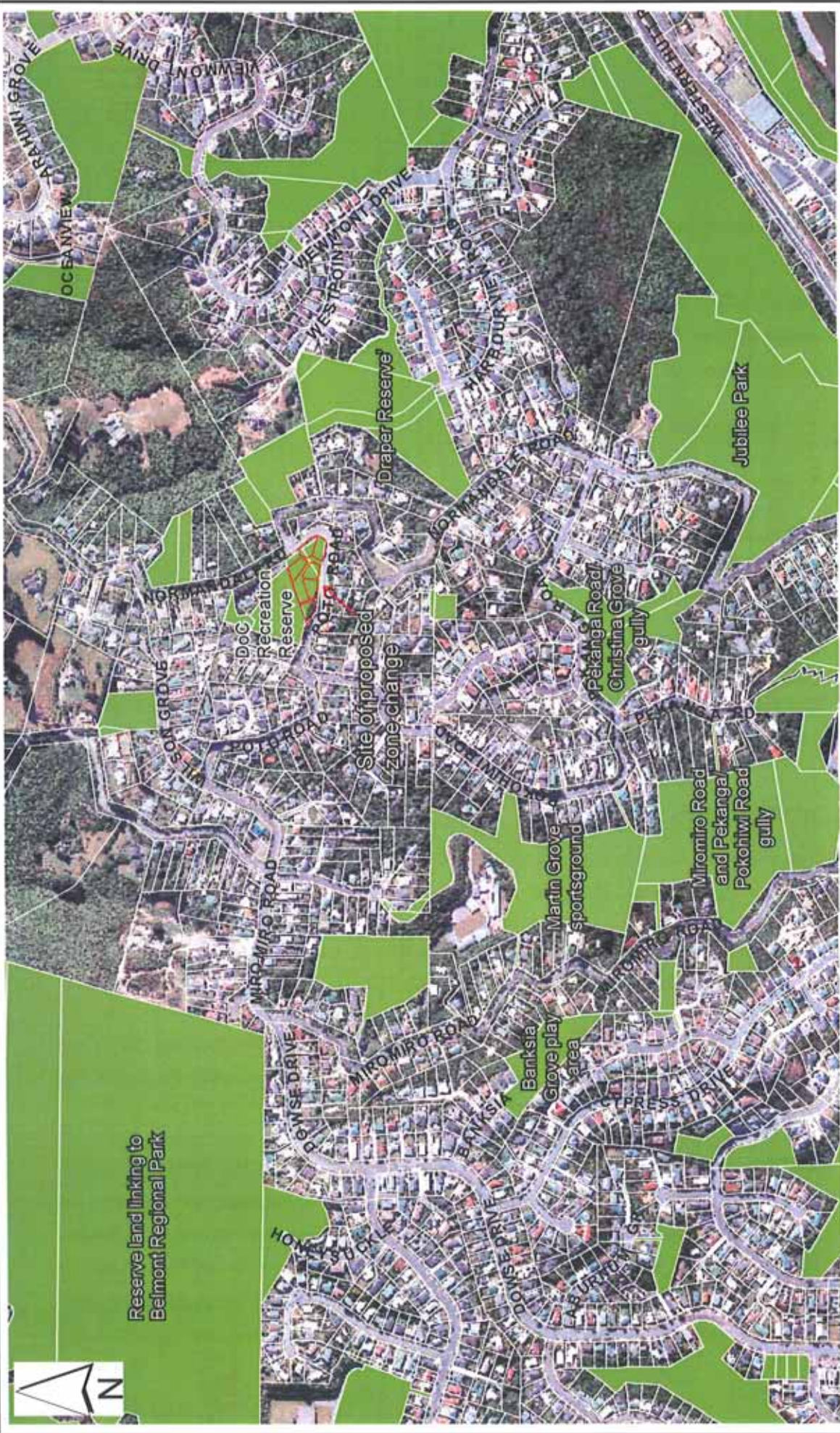
## 1.2. BACKGROUND

This assessment concerns two areas of Council-owned land on Poto Road in Normandale (see Map 1 for their location). These areas are:

- Site held by the Council in Fee Simple with a frontage immediately off Poto Road – Pt Sec 93 Normandale Settlement SO 33438 (CT 26B/735)
- Site to the north of this also described as Pt Sec 93 Normandale Settlement, which was formerly held as legal road. The area has never been used as road, and a Fee Simple title will be issued in the future.

The Hutt City Council (the Council) proposes to rezone these areas General Residential Activity Area under the District Plan which would allow residential development on the sites. An indicative development plan proposes subdivision of the sites into seven lots with two driveways off Poto Road for vehicle access, pedestrian access between Normandale and Poto Roads and from Poto Road to the neighbouring Recreation Reserve, provision for Normandale Playcentre carparking off Normandale Road and development of the adjacent Recreation Reserve with a





Reserve land linking to Belmont Regional Park

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**Legend**

- Parcel boundaries
- Reserves

**Map 1 Overview Map**  
 Area of proposed Zone change in relation to lands managed as reserve by Hutt City Council

200 100 0 200 400  
 Meters

Compiled : Matthew O'Riley  
 Investigated : Emma Corbett  
 Job Ref : 4112  
 Date : 07/12/2009

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walking and biking track leading to a picnic area at the highest point of the reserve (see Appendix 2 for details).

PAOS is familiar with the sites and the wider landscape within which the sites sit. From 2006 to 2008 we carried out a review of all lands held by the Council in Fee Simple and managed as reserve using criteria we developed as part of the Council's *Reserves Acquisition and Disposal Policy and Guidelines*. As part of the review we assessed the two sites for their open space values and contribution to the reserve network. Initially only one area was assessed – the corner site of Pt Sec 93 SO 33438. We assessed this site as having low values in the context of the open space network of Normandale. Later in the process, once the further area of Pt Sec 93 had been identified as owned by Hutt City Council as road, this second area was also assessed.

This assessment found the sites to have a low to low-medium level of significance over the five criteria they were assessed against – Landscape Visual, Open Space, Natural Site Features, Ecological and Informal Recreation. The overall value of the sites was considered to be low. Reasons were that the sites do not meet any of the Key Directions in *Hutt City Council Reserves Strategic Directions*, they are small, have no significant physical features as identified in the 'Western Hills Landscape Identity Area' which emphasises connections to walkways and ecological corridors to Belmont Regional Park<sup>1</sup> and are separated from the neighbouring gully area and wider connections by Poto and Normandale Roads and residential properties. In addition, they are not visually prominent and are viewed from the neighbourhood and from parts of the suburb rather than from main arterial routes. However, the assessment found the sites do provide some level of visual coherence and contain some elements of the adjacent gully area in the form of regenerating bush.

For a copy of these assessments please see Appendix 1.

### 1.2.1. Site Description

The sites are a sloping bush covered area located on a sharp bend in Poto Road, opposite the intersection of Poto Road with Normandale Road. The surrounding area to the south is residential in nature, with residential properties at Nos 1-15 on the opposite side of Poto Road the most immediate neighbours. To the north of the two sites is an area of Crown-owned Recreation Reserve, and the Normandale Playcentre. Vehicle access to the playcentre runs along the eastern side of the sites (see Map 2 for detailed location of these sites).

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<sup>1</sup> *Hutt City Council Reserves Strategic Directions*, October 2003, page 17.



The sites form part of a ridgeline running from near the end of Wilson Grove to the beginning of Panorama Grove. This ridgeline has been developed for residential purposes as the suburb of Normandale has grown and an open green ridgeline no longer remains. The accompanying gully to the east of the ridgeline is undeveloped - this is the area between Panorama Grove and Normandale Road known locally as Draper Reserve. Formerly the sites would have been viewed as part of the ridgeline of this gully, but the area is now isolated from this larger bush clad gully by Poto Road and residential properties at 1 Poto Road and 154 & 162 Normandale Road, which separate the sites further from the gully.

The sites are located within the Normandale area which according to the 2006 Census has a population of 2,085. Normandale can generally be described as a family orientated area and couples with children make up 47.2 percent of all families in Normandale, compared with 42.4 percent in the Wellington Region, and 42 percent in the whole of New Zealand.<sup>2</sup> This is significant when assessing reserve provision in the suburb, particularly open space for formal and informal recreation.

In the wider context the sites are located within the 'Western Hills Landscape Identity Area' as identified in the *Hutt City Council's Reserves Strategic Directions*, where "steep bush clad gullies, prominent hilltops and escarpments"<sup>3</sup> are a key feature.

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<sup>2</sup><http://www.stats.govt.nz/Census/2006CensusHomePage/QuickStats/AboutAPlace/SnapShot.aspx?id=3569301&tab=&ParentID=1000009&type=au> Accessed 9.12.2009.

<sup>3</sup>*Hutt City Council Reserves Strategic Directions*, October 2003, page 17.





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**Map 2 Poto Road and Normandale Road Viewpoints 1-6**

Compiled : Mathew O'Rley  
 Insigated : Emma Corbett  
 Job Ref : 4112  
 Date : 07/12/2009

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## 2. Conclusions

- Zoning the sites as General Residential Activity Area is appropriate in the context of the existing residential character and urban form of Poto Road, Normandale and the wider Western Hills area
- The proposed indicative development plan is generally in keeping with the existing residential character and urban form of the surrounding Normandale area
- While zoning the sites General Recreation would allow for recreational development of the sites, there is already adequate open space and recreational provision in the Normandale area. Furthermore, the existing neighbouring Recreation Reserve allows for future development for informal recreation such as a picnicking area and natural adventure playground
- While the native vegetation on the sites would most likely continue to regenerate and eventually cover the site, the area is small even when considered alongside the neighbouring Recreation Reserve, and would not be of a size that sustains ecological integrity. Although an ecological assessment of the vegetation has not been carried out, it would appear that the vegetation is not significant. In addition, there is adequate open space provision in Normandale which allows for the protection of vegetation, including Draper Reserve, therefore the value of zoning the sites General Recreation to maintain this vegetation cover for its visual amenity values is not considered necessary
- The zoning of the sites as General Residential will result in the loss of regenerating vegetation. However, this would be unlikely to detract from the existing ecological corridor to Belmont Regional Park in the immediate neighbourhood along Draper Reserve, or any other existing significant ecological corridors within the Normandale area
- The visual effects of the proposed zone change from a broad scale will be viewed in the context of existing residential development located on ridgelines between gully areas of green open space. Loss of green open space due to a zone change experienced at this scale would not be significant
- From within Normandale, the sites are viewed from some residential properties higher in the hills and on neighbouring ridges. From properties to the south of the sites, any new development due to the zone change would be viewed in the context of existing residential development. While the view would change it would be a continuation of existing patterns

of development on ridgelines between protected vegetated gullies. From the north, the sites would be viewed with the green open space of Draper Reserve in the foreground and the developed ridges of the Western Hills in the background. Thus although the impact on visual amenity values for these viewers is higher, the sites are viewed in the context of a background of developed ridges and any residential development on the site would not be out of place in this context

- Existing residential properties on the southern side of Poto Road are largely positioned below the road level with views south towards the harbour and their views are blocked or obscured by vegetation between the houses and the road. Some properties have a view of the sites, therefore the visual impact of development allowed by a zone change would be greater due to their position and orientation, and visual mitigation is recommended. Were the sites to be developed, the view from the Poto Road/Normandale Road intersection would change, although approximately half of the view would be protected as open space because of the adjacent Recreation Reserve
- The greatest visual impact of a zoning change to General Residential Area and the proposed indicative development plan would be from 7 Poto Road because the proposed driveway to Lots 2-7 lies opposite 7 Poto Road.

### 3. Recommendations (Mitigation)

- Consider carefully the design treatment of the escarpment face on the northern side of Poto Road across from Nos 1-15 Poto Road, should it need stabilizing or retaining. This area is currently a 'green' cut face created when Poto Road was widened. This is typical of cut faces along roads in the Western Hills and this visual appearance should remain, separating residential properties from the road by areas of vegetation interrupted by driveway access. Spray on concrete is not recommended as it would reduce visual amenity when viewed from Poto Road and from neighbouring properties on Poto Road. Hydroseeding or retaining that allows for vegetation would be more appropriate in this setting
- Should pedestrian access from Poto Road near proposed Lot 1 to the Recreation Reserve be developed, consider developing the accessway on the reserve side of Lot 1 rather than between Lots 1 and 3 as proposed in the Indicative Development Plan. In this way, access would follow the contours of the land making it more accessible for a wider range of recreational users and avoid steps and additional retaining between Lots 1 and 3

- To mitigate potential views of the residential development from the existing Recreation Reserve, should the Recreation Reserve be developed as a picnic/natural adventure play area as proposed, the picnic area should be designed to view south towards the harbour. This could be achieved by retaining vegetation on the Recreation Reserve side of the boundary with Lots 1, 2 and 4, blocking views towards the development and directing views southwards to the harbour
- Alternatively the Recreation Reserve area could be retained as undeveloped green open space, and the emerging native vegetation allowed to develop further
- To mitigate views of any development from 7 Poto Road, taller planting between the driveway and Poto Road could be established to obscure views.

### 3.1. PROPOSED ZONE CHANGE

The Council proposes to zone the two sites General Residential Activity Area. At present the two sites are not zoned in the District Plan. Both areas appear as road on planning maps.

#### General Residential Activity Area

A key objective of the General Residential Activity Area under the District Plan is to “maintain and enhance the amenity values and residential character of the General Residential Activity Area of the City”. In this context “amenity values” and “residential character” mean “residential dwelling houses and activities, open space, existing subdivision patterns and a general absence of large scale commercial and industrial activities all contribute to the residential character and amenity values associated with the General Residential Activity Area”<sup>4</sup>.

The plan goes on to state that “non-residential, commercial or industrial activities and inappropriate subdivision have the potential to alter the character of the residential environment, and affect adversely amenity values associated with a particular area. The adverse effects of these activities will be managed through the use of lists of activities and rules.” Furthermore the plan states that commercial and industrial activities will be discouraged and the clearance of vegetation controlled to protect visual amenity values and the intrinsic values of ecosystems<sup>5</sup>.

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<sup>4</sup> Hutt City Council. *District Plan – City of Lower Hutt* p4A 1-2.

### General Recreation Activity Area

An alternative is to zone the land General Recreation Activity Area. Two key objectives of land zoned General Recreation are:

- To ensure that recreation activities have adverse effects which are no more than minor on adjoining residential activity areas.
- To ensure that recreation activities carried out are compatible with the physical characteristics of the land.

The plan goes on to state that “formal and active recreation activities should be encouraged in those areas where visual and amenity values will not be affected...and topography is suitable. It is considered that those areas of high visual amenity values, such as bush-clad areas, should be protected from inappropriate use and development”<sup>6</sup>.

Refer to Section 4 Assessment of Potential Effects of Proposed Zone Change, for discussion on how the proposed and alternative zoning types relate to open space, reserves’ provision and formal and informal recreation, and the impact of zone changes on the visual landscape and urban form, from broad to local scales.

### 3.2. DRAFT DEVELOPMENT PROPOSAL

The preliminary draft of the Indicative Development Plan drawn by Tonkin and Taylor in September 2009 shows a seven-lot residential development consistent with lot sizes allowed under subdivision provisions in the District Plan (refer Appendix 2).

The development proposes vehicle access to Lots 2-7 opposite the driveway to number 7 Poto Road, with vehicle access to Lot 1 opposite 17 Poto Road. Public pedestrian access to the Recreation Reserve from Poto Road is proposed between Lots 1 and 3 opposite 11 Poto Road. Further public pedestrian access is proposed through the residential area between the existing driveway to the Normandale Playcentre, thus reinstating a pedestrian short cut between Normandale and Poto Roads that existed prior to the widening of Poto Road. The indicative plan also proposes additional carparking for the playcentre off the existing access and a walking/cycle track with a picnic area to the north of Lot 2 on the existing Recreation Reserve land.

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<sup>5</sup> Hutt City Council. *District Plan – City of Lower Hutt* p 4A 1-2.

<sup>6</sup> Hutt City Council. *District Plan – City of Lower Hutt* p 7A 1-2.

## 4. Assessment of Potential Effects of Proposed Zone Change

The assessment considers the effects of the proposed zone change on open space and reserve provision, informal recreation, natural features and vegetation, existing urban form and visual amenity.

### 4.1. METHODOLOGY

A site assessment was carried out on foot. The site was assessed in the context of the immediate neighbourhood and the wider context of the 'Western Hills Landscape Identity Area' as identified in the Council's *Reserves Strategic Directions*.

The prime assessment tool was the criteria set out in the Council's *Reserve Land Acquisition/Disposal Policy and Guidelines*. In using the criteria to assess the sites, good judgment and common sense were applied. As the lands have long term values that may improve in importance as an area develops, the impact of a zone change to General Residential Activity Area zoning was considered carefully.

### 4.2. EFFECTS ON OPEN SPACE/RESERVE PROVISION

The sites are part of the 'Western Hills Landscape Identity Area' as identified in the Council's *Reserves Strategic Directions*. The Strategic Directions identifies key features of the Western Hills as "steep bush clad gullies, prominent hilltops and escarpments"<sup>7</sup>.

A key Strategic Direction in relation to open space and reserve provision in the Western Hills is:

- *Protecting regenerating bush gullies and developing ecological corridors to link with Belmont Regional Park*  
(Key Direction 4)

In the 'Western Hills Identity Area' residential properties are generally situated on ridgelines, with regenerating gullies and escarpments maintained as reserve land. Zoning the sites as General Residential would fit with this existing pattern of development as the sites are situated on a ridgeline which has been largely covered by residential development as the suburb of Normandale has grown. The original pattern of green ridgeline and gully no longer remains, and extending the residential zone further up the ridgeline would fit with the existing pattern of development.

The sites do not meet any Reserves Key Directions. As part of the reserve review, their reserve significance was assessed as low. The sites do have some of the characteristics of reserve land in

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<sup>7</sup> Hutt City Council. *Reserves Strategic Directions*. p.17.

the Western Hills, being vegetation covered open space, and this could be maintained by zoning the sites General Recreation. However, there is already adequate provision of vegetation covered open space in Normandale and the surrounding area which connect to Belmont Regional Park.

Existing open space of this nature includes the regenerating gully between Miromiro Road and Pekanga/Pokohiwi Road, the open space and reserve lands between Panorama Grove and Normandale Road (known locally as Draper Reserve) and another regenerating gully between Pekanga Road and Christina Grove (see Map 1 for location of these areas). Due to the small size of the sites and the fact that open space needs in Normandale are provided by other existing reserve areas, the loss of the sites as open space provides a low level of threat to the existing character of the area, and the value of zoning the sites Outer Residential for the purpose of maintaining this open space is low.

#### 4.3. EFFECTS ON INFORMAL RECREATION

A number of different areas provide a range of recreation opportunities in and around the Normandale suburb including: (see Map 1 for locations)

- The Department of Conservation Recreation Reserve immediately to the north of the sites. This land is not currently developed as reserve, but access to this land could be developed if the sites were to be zoned residential
- The open space and reserve lands between Panorma Grove and Normandale Road (known locally as Draper Reserve). This area provides recreational access in the form of a walking track between Harbourview Road/Panorama Grove and Normadale Road
- A playing field area below Martin Grove (next to Normandale School). This area provides an open grassed area suitable for both formal and informal recreation, as well as pedestrian access to Normandale School from Pokohiwi Rd and a connection from Pokohiwi Rd to Martin Grove
- An open grassed area with a playground on Banksia Grove. This area provides for informal recreation with kick-a-ball space and play equipment
- A small playground on Pekanga Road
- Jubilee Park on Normandale Road is also located within a short distance of the site. This reserve provides recreational access between Normandale and Harbourview and open grassed areas among historic garden sites suitable for informal and passive recreation.



The sites in their current state do not offer any recreational opportunities. There is potential to develop the sites for informal recreational purposes and zoning of the sites as General Recreation Activity Area would allow for the development of appropriate informal recreation activities. A General Recreation Activity Area zoning states that “formal and active recreation activities should be encouraged in those areas where visual and amenity values will not be affected...and topography is suitable”<sup>8</sup>.

Currently the areas described above give adequate provision of open space for informal and formal recreation in the Normandale area. In the future it is theoretically possible that growth in the number of families living in Normandale (currently at 47.2% of the local population) could provide further demand for playground or kick-a-ball spaces, and zoning as General Recreation and clearance of vegetation on the sites would allow for this type of recreational development. Developing the two sites for kick-a-ball/playground space in this way is not recommended, because the sites lie above the road on two sides, with a steep drop to the road below, making a play space for young children potentially unsafe.

The existing Recreation Reserve would provide a more appropriate space for an adventure playground if required, as the land is wider and further separated from the road by level changes. Because of its topography, it would not be suitable for development as a kick-a-ball type space without level changes and earthworks. It is of sufficient size to allow for development as an adventure playground while maintaining some vegetative cover over the balance of the reserve. Because the use of the two sites for this type of recreational development is limited, and because the neighbouring Recreation Reserve could potentially be developed for this type of recreation should a need be identified in the future, the value of zoning the two sites as General Recreation for this purpose is low.

Tracks within the current sites could be developed, although these would be limited due to the small size of the sites. A General Recreation zoning would also allow for this. The Reserves Key Directions identifies developing a track network reaching up to Belmont Regional Park as a Key Direction in relation to the Western Hills that aims to link

*...existing bush gullies and providing walking access from the Hutt River to Belmont Regional Park and developing access to the Western Hills open space to provide pedestrian and cycle recreation opportunities (Key Direction 5).*

Currently there is no pedestrian access through the sites. In the past, a walkway existed from Normandale Road to Poto Road, but this access ceased when Poto Road was realigned, creating a

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<sup>8</sup> Hutt City Council. *District Plan – City of Lower Hutt* p 7A 1-2.

greater level difference between the southern side of the sites and Poto Road. Redeveloping this track on the site in its current state and zoning the land General Recreation is an option, but would not contribute greatly to the wider track network of the Western Hills as the track only provides a shortcut across this area of land, and does not link with the wider track network.

Redeveloping this track in conjunction with the neighbouring Recreation Reserve site which is currently zoned as General Recreation, would allow greater scope for development, but this would also be limited as the Recreation Reserve does not connect to any further land areas in the reserve network.

Zoning the land General Residential would not prevent pedestrian access from being developed through the sites. The Indicative Development Plan proposes to reinstate pedestrian access between Normandale Road and Poto Road.

Proposed access to the existing Recreation Reserve above Lot 2 would further contribute to pedestrian opportunities. Access would be somewhat restricted by being only stepped access between Lots 1 and 3, and require earthworks and retaining on Poto Road. Alternative access could be developed along the natural contour of the land, with the entrance further to the west, the site of the former pedestrian accessway. This would have the added benefit of making the accessway more accessible for a wider range of recreational users and fitting in with the style of existing tracks in the surrounding area. Alternatively, the Recreation Reserve area could be retained as green vegetated open space.

Overall, the impact made on the provision of informal recreation by zoning the sites General Residential is likely to be low. In fact, the proposed Indicative Development Plan would improve recreational access by creating a shortcut through the sites and opening up access to the neighbouring Recreation Reserve. Development of the sites on their own as recreational space by zoning the sites General Recreation is undesirable due to their small size, topography and proximity to the road. Any further recreational development that may be required in the future could be catered for on the neighbouring Recreation Reserve, or other reserve lands in the Normandale area.

#### **4.4. EFFECTS ON NATURAL FEATURES AND VEGETATION**

Vegetation on the sites covers the whole area and is in the early stages of regeneration. It should be noted that an ecological assessment of the sites has not been carried out. Native species on the sites include tree ferns, mahoe and pittosporum species, along with rangiora, some flax and groundcover ferns. Exotic species include sycamore, prunus and pines. The sites are not part of any Significant Natural Resource Areas identified in the District Plan, nor are any trees on the site

identified as significant in the District Plan. The potential for increasing the ecological sustainability of the sites as part of the wider area is low, as the sites, even when assessed in conjunction with the neighbouring Recreation Reserve, are separated from the wider contiguous gully area of Draper Reserve by roads and residential properties to the north and east of the sites.

Zoning the sites General Recreation would allow the bush on the sites, if left alone, to regenerate further, with a further range of native species developing on the sites. General Recreation Activity Area zoning states that “those areas of high visual amenity values, such as bush-clad areas, should be protected from inappropriate use and development”.<sup>9</sup>

However as discussed above in Section 4.1, open space and vegetation corridors in this area are already adequately provided for, so it is unlikely that the loss of this small area of vegetation would have an impact on the biodiversity of the Normandale area or detract from any existing ecological corridors leading to Belmont Regional Park due to their isolation from the original gully and ridgeline pattern.

Zoning of the sites as General Residential would not be inappropriate in this context. Under a General Residential zoning the District Plan states that the clearance of vegetation will be controlled to protect intrinsic values of ecosystems<sup>10</sup>, but given that the value of the sites in relation to the wider gully and ridgeline ecosystem is low, this would not be necessary.

#### 4.5. EFFECTS ON EXISTING URBAN FORM

Zoning the sites General Residential Activity Area would allow for the development of “amenity values” and “residential character” including “residential dwelling houses and activities, open space [and] existing subdivision patterns”<sup>11</sup>. The type of development allowable under a General Residential zoning is appropriate in the context of the existing residential character and urban form of Poto Road, Normandale and the wider Western Hills area, as discussed below:

##### 4.5.1. In the context of the Western Hills

Existing urban form in the Normandale and Western Hills area is made up of residential areas, often on ridgelines, separated by regenerating areas of gullies and escarpment faces. Houses appear from a distance to be nestled into the surrounding bush. The photograph on the following page (Figure 1) taken of lands managed as reserve in Normandale as part of the Council’s Land Review, show this urban form pattern. The proposed zoning of the land as

<sup>9</sup> Hutt City Council. *District Plan – City of Lower Hutt* p 7A 1-2.

<sup>10</sup> Hutt City Council. *District Plan – City of Lower Hutt* p 4A 1-2.

<sup>11</sup> Hutt City Council. *District Plan – City of Lower Hutt* p 4A 1.

General Residential would be consistent with this existing urban form, creating a further area of residential development while maintaining the neighbouring reserve open space.

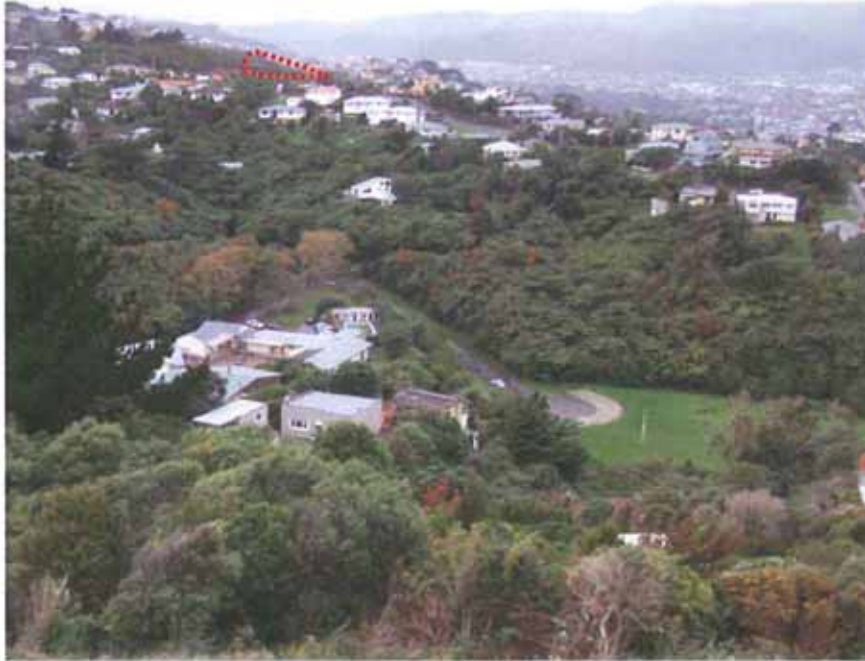


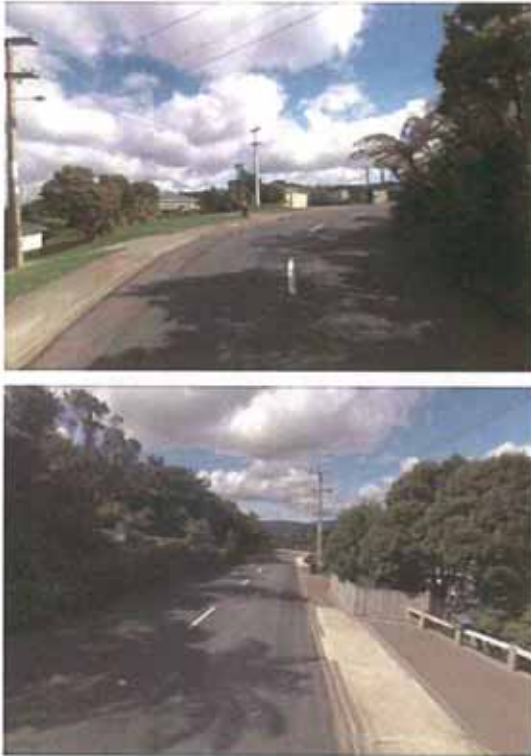
Figure 1 – View of Normandale from Miromiro Road showing residential properties on ridgelines and gullies/escarpments as open space. The site of the proposed zone change is outlined in red and would be viewed in the context of this existing built form.

#### 4.5.2. In the context of the immediate neighbourhood

The general urban form of properties along the eastern end of Poto Road can be seen in Figure 2, where residential properties on the southern side of the road sit below road level, and are separated from the road edge by vegetation.

Residential properties on the higher northern side are separated by escarpment or cut areas formed when the road was developed. They are mostly vegetated with driveways cut into the escarpment. Were the sites to be zoned General Residential and developed, they would be viewed in the context of the existing residential development along Poto Road.





**Figure 2 – Views of typical urban form of residential properties at the eastern end of Poto Road, with houses on the southern side sitting below road level, some separated visually from the road by a small area of vegetation.**

The sites on the sharp corner of Poto Road create a green band of vegetation along this side of the road. At the Poto Road/Normandale Road intersection this green band continues on both sides of the road, with the existing Department of Conservation Recreation Reserve on the western side and the green bush covered edge of residential properties to the east (see Figure 3). The site of proposed zone change looking south on Normandale Road would be viewed in the context of this green band. The development of residential properties on the right hand side of the road would be echoed by the existing built elements such as fences on the left hand side of the road. The green band of vegetation along the road would still exist in the form of the Recreation Reserve.



Figure 3 – View of sites from Normandale Road looking south. Residential development on the left hand side is broken up by roadside vegetation. Residential development of the sites (approximate area outlined in red) would be viewed in this context.

#### 4.6. EFFECTS ON VISUAL AMENITY

##### 4.6.1. Broad scale views

Broad scale views onto the sites from properties further away in the Western Hills or from the Hutt Valley floor or Eastern Hills, are viewed in the wider context of the Western Hills. Zoning the sites General Residential would mean that any development on the sites would be viewed as an integral part of the existing pattern of development in the Western Hills where residential properties on ridgelines are separated by bush clad gullies and escarpments. An objective of General Residential zoning is to control the clearance of vegetation and to protect visual amenity values<sup>12</sup>. In the context of broad scale views, the visual amenity values of the sites are low due to their small size when viewed in the context of the wider landscape, and therefore the visual impact of the loss of this vegetation at this scale is also low. See Figures 4-6 on the following pages for examples of the impact of the proposed zone change on broad scale views of the sites.

<sup>12</sup> Hutt City Council. *District Plan – City of Lower Hutt* p 4A 1-2.

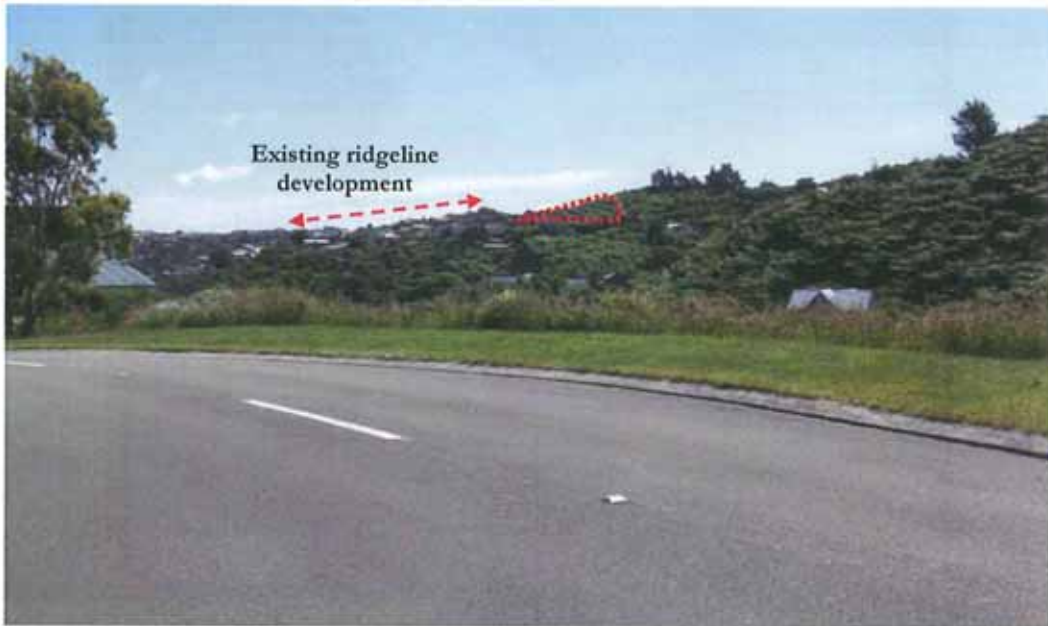


Figure 4 – Broad scale view of Western Hills from Viewmont Drive looking towards the site, (approximate location outlined in red), with the site of the proposed zone change shown within the red dotted line. From this distance the site would be viewed as an extension of the existing residential development along the ridgeline.

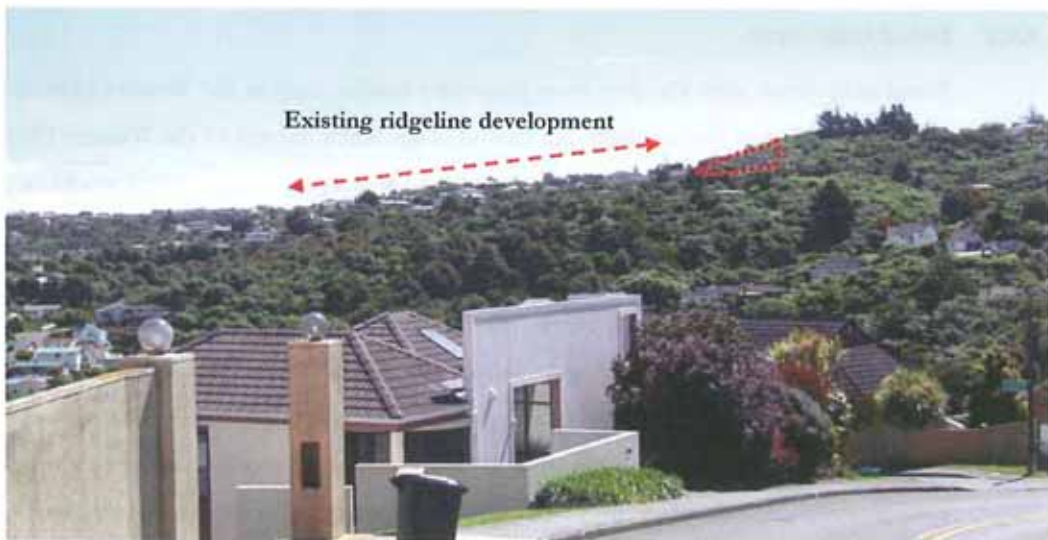


Figure 5 – Approximate view of the sites from a lower point on Viewmont Drive. The area of the proposed zone change will extend the existing residential area up the ridgeline, leaving the neighbouring Recreation Reserve as open space.



Figure 6 – Approximate view of the site from Oceanview Terrace. From this point the proposed zone change will be viewed in the context of the residential backdrop to the south.

#### 4.6.2. Middle scale views

From Normandale the sites would be viewed from some residential properties higher in the hills or on neighbouring ridges.

From the south, these properties would view any new development in the context of the existing residential development and the loss of green open space from the viewpoint of these neighbours is likely to be minor. The visual amenity values<sup>13</sup> of vegetation on the sites at this scale differs depending on the position of the viewer. From the south, the impact is low due to the sites being viewed in the context of the existing residential area. See Figures 1 and 7 for views of the proposed plan change from the south.

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<sup>13</sup> Hutt City Council. *District Plan – City of Lower Hutt* p 4A 1-2.





Figure 8 – View of proposed zone change (outlined in red) from Eastview Grove. The proposed zone change would be viewed in the context of the existing residential areas in the foreground, and in the background the existing pattern of residential development on the ridgeline is extended further up the ridgeline.

Views from properties to the immediate north would view the development in the context of the green open space of Draper Reserve, thus the impact on visual amenity values for these viewers is higher. The proposed zoning to General Residential Area means that the built area would extend further up the ridgeline when seen from this viewpoint. The houses along Normandale Road below the sites are nestled amongst vegetation when viewed from the north, although this has the potential to change as it is privately-owned land.

There are only a small number of properties who would experience this view, and the sites would be seen as part of the wider view over the Western Hills and beyond (see Figure 8 below for a view in the middle scale context from the northern side of the sites).



Figure 8 –View of sites (red outline) looking south from driveway of residential property off Normandale Road. From this viewpoint the sites are viewed in the context of the green open space of Draper Reserve. However the number of properties which will experience this view is small. Residential properties along Poto Road can be seen on the left; the development will extend this built edge up the ridgeline and will be seen in the context of a much wider view over the Western Hills and beyond.

#### 4.6.3. Immediate views

The sites are not currently visible from the DoC Recreation Reserve due to the height and thickness of existing vegetation. Should the proposed zone change be approved and the highest part of the Recreation Reserve developed as a picnic area as shown in the Indicative Development Plan, the sites would most likely be visible from the picnic area. To mitigate potential views of the residential development from the reserve, the picnic area could be designed to view south towards the harbour. This could be achieved by retaining vegetation on the Recreation Reserve side of the boundary with Lots 1, 2 and 4, blocking views towards the development and directing views southwards to the harbour.

The existing residential properties on the southern side of Poto Road are largely positioned with views southwards towards the harbour. In addition, many of the properties sit below the road level, and any windows facing towards the site look onto a garden or vegetated area between the house and the road. Therefore the impact on visual amenity values resulting from the loss of vegetation on the sites is low in the context of these properties. Properties at 1, 5, 9 and 11 Poto Road all face out towards the harbour and have vegetation along their boundary with Poto Road,

largely blocking views of any development on the sites (see viewpoints 1-6 below for further discussion, and Map 2 for location of individual viewpoints).



**Viewpoint 1. Left: View of 1 Poto Road from driveway showing house facing away from Poto Road with trees and shrubs along the road edge between the house and the road. Right: View of sites from the footpath at the top of the driveway of 1 Poto Road.**



**Viewpoint 2. Left: View from driveway towards the house at 5 Poto Road from the top of the driveway. The house is positioned down the driveway at a lower level than the road and views towards the proposed zone change sites are blocked by vegetation. The fence to the left is that of 151 and 149 Normandale Road which also sit below the level of Poto Road. Views from these properties are out towards the harbour and views towards Poto Road are blocked by the fence. Right: View from the footpath at the top of the driveway entrance to 5 Poto Road.**

The residential property which will experience the greatest change in view is that of 7 Poto Road, due to the fact that this property has large windows with views onto Poto Road. This view could be mitigated by further planting along the driveway area which would grow high enough to obscure some of the view. In turn the treatment of the escarpment face opposite requires consideration. This area is currently a 'green' covered slope created when Poto road was widened. Should this cut require retaining, the design should consider its visual impact.





**Viewpoint 3. Left: View of 7 Poto Road from top of the driveway showing windows that look onto Poto Road. Right: View of sites from the top of the driveway of 7 Poto Road.**



**Viewpoint 4. Left: View down driveway of 9 Poto Road. The house is to the left of the driveway, below the level of the road and looks out towards the harbour. The vegetation on the right of the driveway blocks any views towards the road. Right: View of sites from the top of the driveway of 9 Poto Road.**



**Viewpoint 5. Left: View of 11 Poto Road below road level and facing out towards the harbour. Views from the upper story and garden will be obscured by vegetation along the boundary as this continues to grow. Right: View of sites from the footpath in front of 11 Poto Road.**



**Viewpoint 6. Left: View of 15 Poto Road situated below road level and facing out towards the harbour as well as towards Poto Road. Right: View of sites from the footpath above 15 Poto Road.**



#### 4.6.4. Poto Road/Normandale Road Intersection

The view from the Poto Road/Normandale Road intersection would change. When driving up Normandale Road to this intersection, the viewer would see residential properties. This would however, be viewed in the context of the open space of the Recreation Reserve (see Figure 9 below).



Figure 9 – View of sites approaching from Normandale Road the Normandale/Poto Road intersection. The area outlined in red shows approximately the area proposed to be rezoned General Residential.





HCC Parcel Number/Area: 3012722 /4080m <sup>2</sup>	Legal Description : Pt Sec 93 SO 33438
Classification: Undefined	District Plan: Road
Overall Level of Significance: Low	



CRITERIA	RATING
Landscape - Visual	Low-Medium
Landscape - Open Space	Low
Landscape - Natural Site Features	Low
Ecological	Low-Medium

Recreation - Informal	Low
<p><b>Comments:</b></p> <p>This small lot is located at the end of a regenerating bush covered knoll.</p> <ul style="list-style-type: none"> <li>▪ Not related to character of Landscape Identity Area</li> <li>▪ Not visually prominent and does not provide continuity – land is separated from adjacent gully/ridge areas by subdivision and Poto Road</li> <li>▪ Medium level of visual coherence – contains some elements of the adjacent area – e.g. regenerating bush</li> <li>▪ Does not meet any of the Reserves Key Directions</li> <li>▪ Given time, this bush would re-establish itself, contains some gorse through which natives will continue to re-emerge.</li> </ul>	



HCC Parcel Number/Area: 0	Legal Description : unknown – road reserve
Classification: Undefined	District Plan: Road
Overall Level of Significance: Low -	
	
	
CRITERIA	RATING
Landscape - Visual	Low-Medium
Landscape - Open Space	Low
Landscape - Natural Site Features	Low-Medium
Ecological	Low-Medium
Recreation - Informal	Low
<b>Comments:</b> This land is located near the end of a regenerating bush knoll, next to a recreation reserve and an early	



childhood centre.

- Not related to character of Landscape Identity Area
- Not visually prominent and does not provide continuity –land is separated from adjacent gully/ridge areas by subdivision
- Medium level of visual coherence – contains some elements of the adjacent area – e.g. regenerating bush
- Does not meet any of the Reserves Key Directions
- Given time, this bush would re-establish itself, contains some gorse through which natives will continue to reemerge



**LEGEND**

Red line	Sewer (existing)
Blue line	Sewer (proposed)
Green line	Stormwater (existing)
Yellow line	Stormwater (proposed)
Orange line	Water (existing)
Purple line	Water (proposed)
Black line	Site boundary
Blue dashed line	Proposed Property Boundaries
Red dashed line	Existing Property Boundaries
Green circle	Sewer manhole
Blue circle	Stormwater manhole
Orange circle	Water
Purple circle	Water
Black square	Fire Hydrant

DRAWING STATUS: PRELIMINARY DRAFT

HUTT CITY COUNCIL  
POTO ROAD SUBDIVISION

Trentham & Taylor  
Subsidiaries &  
Engineering Consultants  
180-180  
PO Box 100  
Hutt City 5040

**Appendix 2 - Indicative Development Plan**

Site Plan  
Scale 1:500

DATE	18/03/2014
SCALE	1:500
PROJECT	POTO ROAD SUBDIVISION
DRAWING NO.	84909.003-01
REV.	3

REVISIONS:

NO.	DATE	DESCRIPTION
1	18/03/2014	ISSUED FOR CONSTRUCTION

APPROVED:

DATE	18/03/2014
SCALE	1:500
PROJECT	POTO ROAD SUBDIVISION
DRAWING NO.	84909.003-01
REV.	3



# **REPORT**

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**HUTT CITY COUNCIL**

**Preliminary Geotechnical  
Suitability Assessment**

**Poto Road, Normandale**

**Report prepared for:**  
HUTT CITY COUNCIL

**Report prepared by:**  
TONKIN & TAYLOR LTD

**Distribution:**  
HUTT CITY COUNCIL  
TONKIN & TAYLOR LTD (FILE)

3 copies

1 copy

**February 2009**

**T&T Ref: 84009.004**



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2.3	Geotechnical Considerations	3
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Appendix A: Scala Penetrometer Logs

## Executive summary

Tonkin and Taylor Ltd (T&T) has been engaged by Hutt City Council (HCC) to undertake an Urban Development and Planning Assessment for strategic sites in Hutt City. T&T has included a geotechnical assessment at each of these proposed sites to determine geotechnical constraints to residential development.

The table below summarises the findings of our geotechnical assessment for Poto Road, Normandale.

### Geotechnical Summary Information

Site reference	*Potential areas of land suitable for residential development (m <sup>2</sup> )	Typical soil profile	Foundation preparation required	Additional foundation preparation cost per lot**
Poto Road (Site 1)	3,000 (refer A Fig 1)	1-3m stiff soil over rock	Undercut minor unsuitables	Nil

\* This is the most suitable land for residential development at each site, refer Table 1 for full breakdown of available areas.

\*\* Foundation preparation costs for a 10x15m building platform on each lot. These are costs over and above the costs of standard NZS3604 type shallow foundations.

## **1 Introduction**

### **1.1 General**

Tonkin and Taylor Ltd (T&T) has been engaged by Hutt City Council (HCC) to undertake an Urban Development and Planning Assessment for strategic sites in Hutt City.

A key development consideration in this assessment is the potential geotechnical constraints on each site. T&T has undertaken an initial geotechnical investigation at each of the proposed sites.

This report summarises the findings of our geotechnical investigation for Poto Road, Normandale (Site 1). The conditions of our engagement are detailed in our proposal dated October 2008.

### **1.2 Scope of Work**

The scope of work for the geotechnical assessment includes:

#### **Desk top study**

- Review of 1:50,000 geological map of the area and HCC historic aerial photographs.
- Liaison with service providers to determine if any services extend through the site.
- Liaison with greater Wellington Regional Council to check historic contamination records (SLUR register)

#### **Site Investigation (refer figure 1 for investigation locations)**

- Scala penetrometer probes
- Geological mapping

#### **Analysis and reporting**

- Review of all subsurface investigation results
- Preparation of factual summary report and zoning maps of foundation suitability.

## **2 Geotechnical Assessment, Poto Road (Site 1)**

The soil profile and depth to rock is inferred from limited Scala penetrometer investigations. It must be appreciated that the subsurface conditions could vary away from the test locations.

### **2.1 Site Description**

Site 1 is on the south eastern side of a gently sloping (10 to 25 degree) hill crest. The southern boundary of the site comprises steep (65 to 70 degree) un-retained cut slopes between 2 and 6m in height extending down to Poto Road.

The site is currently covered in regenerating bush of approximately 2 to 3m in height.

The extent of the proposed site (Site 1) is shown on Figure 1 attached.

## **2.2 Site Geology and Soil Profile**

The geotechnical investigation at Site 1 comprised 4 Scala penetrometer probes and logging of exposed cuts on the southern boundary. Scala probes SC 5 to SC 8 are presented in Appendix A and their locations can be seen on Figure 1

It is envisaged that the site generally comprises varying depths (1 to 3m) of loess and residual soil over highly-moderately weathered greywacke rock. Naturally in-filled fossil gullies up to 5m deep can be seen in the cut slopes on the southern site boundary. The fossil gullies are in-filled with very stiff gravelly silt.

On the southern boundary of the site the slopes have been cut to form Poto Road. The cut slopes are steep (60-70 degrees). An approximately 30m section of the slope has already failed. Residual soil and completely weathered rock is sliding (slabbing) on 45 degree rock joints orientated out of the cut face.

There is no evidence to suggest the presence of any uncontrolled filling on the site.

## **2.3 Geotechnical Considerations**

There is a high likelihood of continuing land instability along the southern boundary of Site A. Figure 1 indicates the likely extent of the slope regression over a 50 year period (the area designated as geotechnical suitability Class C).

We would recommend that any residential development is set back from the top of the slope. Any development along the top of the cut slope would require construction of a suitable retaining wall along the southern boundary, (a crib wall or sprayed concrete and anchors are two possible solutions).

Over the general site, buildings are likely to be founded in very stiff soils. These sites would generally be suitable for NZS3604 type foundations subject to some minor surface preparation. We do not expect any significant settlement issues for residential type development.

These foundation recommendations are inferred from limited Scala penetrometer testing it must be appreciated that ground conditions could vary away from these investigation locations.



## 2.4 Site Geotechnical Summary Information

**Table 1: Summary information for Site 1, Poto Road**

Geotechnical suitability classification (refer figure 1)	Approximate total area available (m <sup>2</sup> )	Typical soil profile	Most appropriate remedial solution	Additional foundation preparation cost per lot*
A	3000	1-3m Stiff loess/residual soil over highly weathered rock	Excavate and replace local areas of unsuitable surface material.	nil
C	800	Unsupported 60 degree cut face. 5m regression of slope expected over 50 year period	Construct 4 to 6m high anchored concrete facing. Min 15m length of slope to be retained for each lot.	\$40,000

\*Foundation preparation costs for a 10x15m building platform on each lot. These are costs over and above the costs of standard NZS3604 type shallow foundations.

## 3 Applicability

This report has been prepared for the benefit of Hutt City Council with respect to the particular brief given to us and it may not be relied upon in other contexts or for any other purpose without our prior review and agreement.

TONKIN & TAYLOR LTD

Environmental and Engineering Consultants

Report prepared by:

Authorised for Tonkin & Taylor by:



Andrew Kennedy  
Geotechnical Engineer



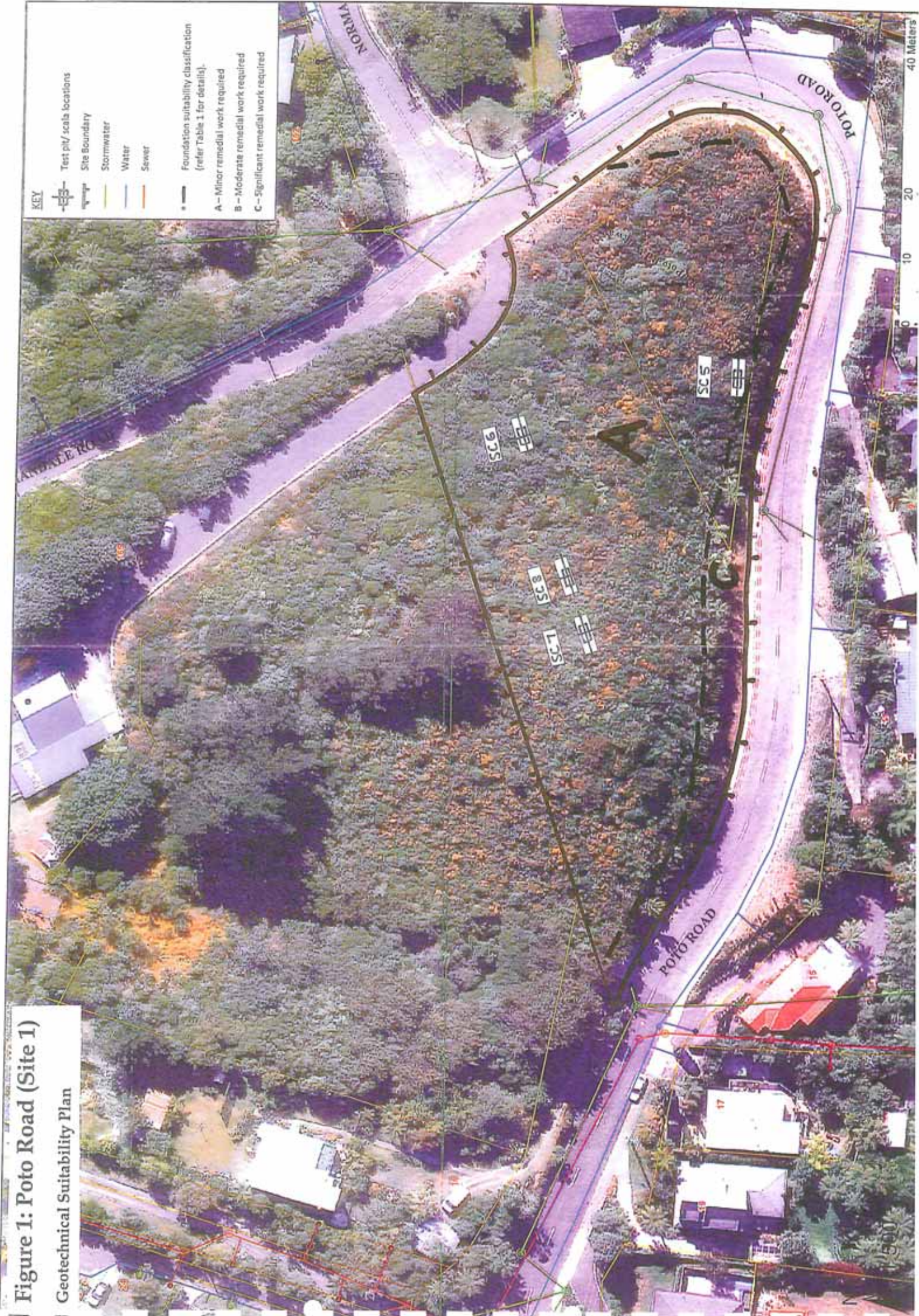
Bruce Symmans  
Senior Geotechnical Engineer

aik P:\84009\84009.004\IssuedDocuments\3 09 Geotech Prelim report (POTO).doc



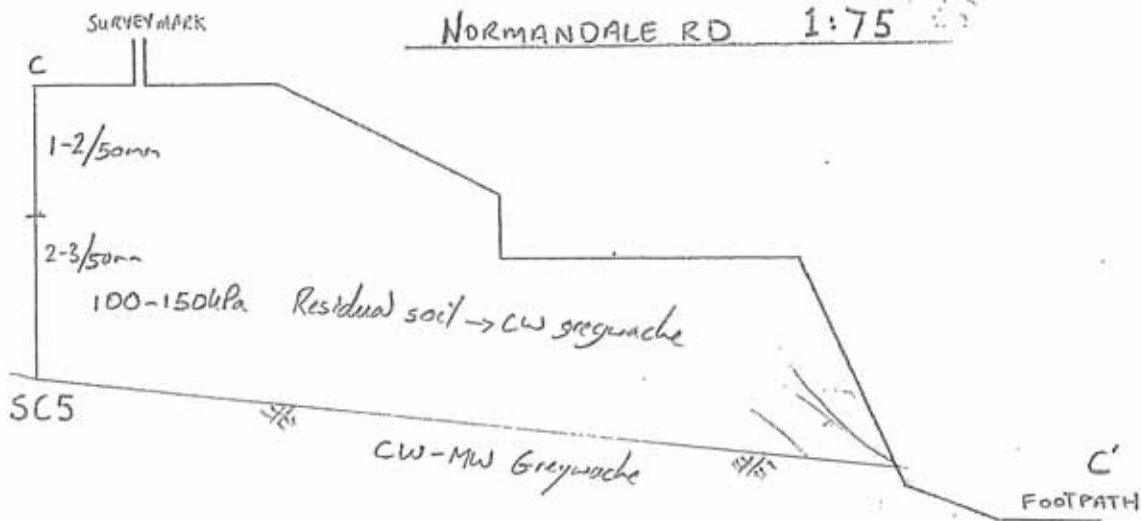
Figure 1: Poto Road (Site 1)

Geotechnical Suitability Plan



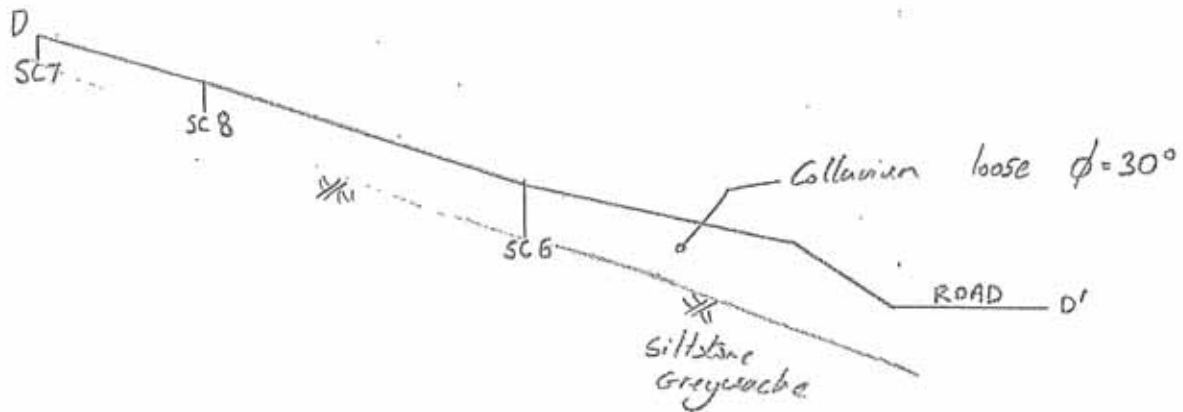


## **Appendix A: Scala Penetrometer Logs**



N.B Possible fossil gully

NORMANDALE RD 1:200







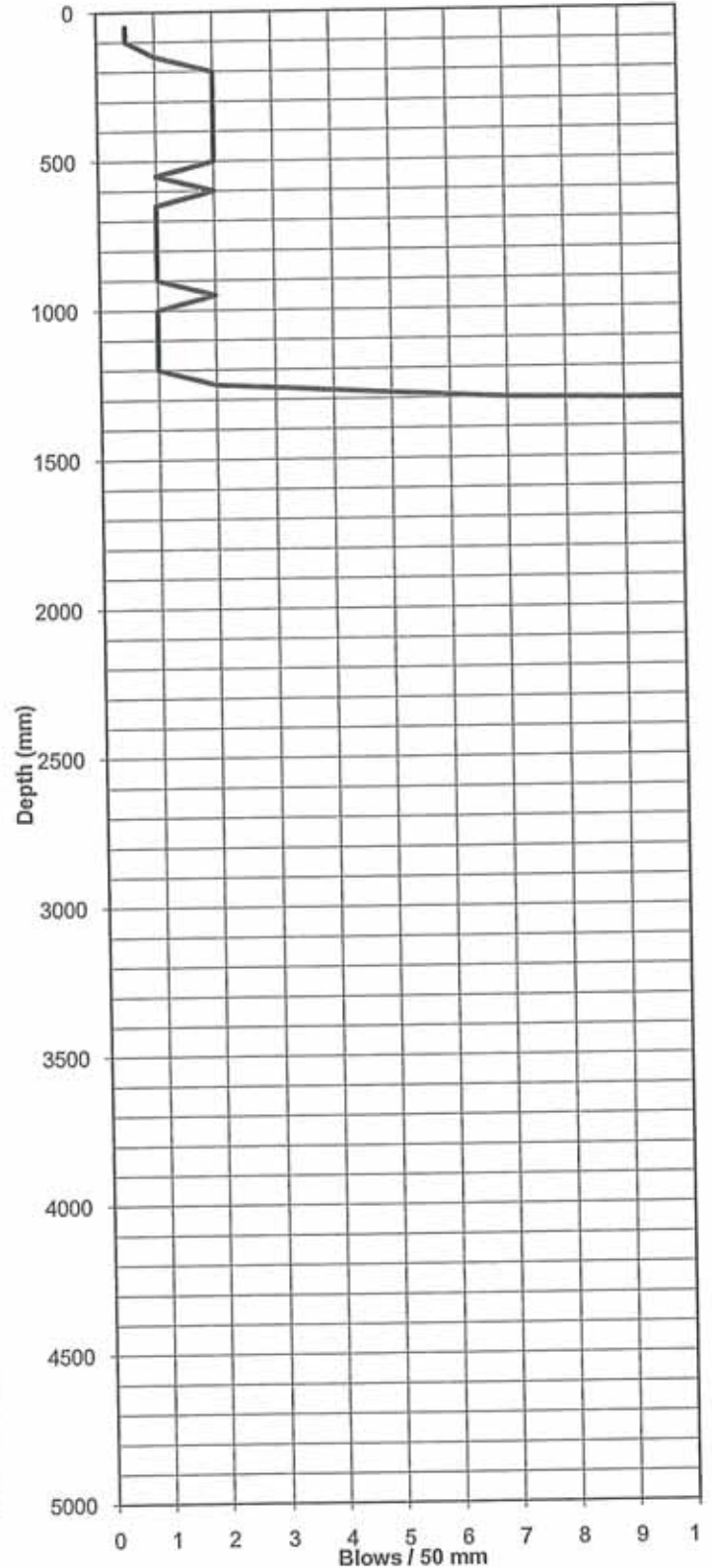
**TONKIN & TAYLOR**  
**SCALA PENETROMETER LOG**

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 Project: HCC.PlanAssess.Geotech  
 Location: Normandale Rd, Normandale  
 Hutt Valley.

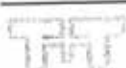
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 Logged by: TJMD  
 Checked by:

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200	2	2700	
250	2	2750	
300	2	2800	
350	2	2850	
400	2	2900	
450	2	2950	
500	2	3000	
550	1	3050	
600	2	3100	
650	1	3150	
700	1	3200	
750	1	3250	
800	1	3300	
850	1	3350	
900	1	3400	
950	2	3450	
1000	1	3500	
1050	1	3550	
1100	1	3600	
1150	1	3650	
1200	1	3700	
1250	2	3750	
1300	7	3800	
1350	21	3850	
1400	Refusal	3900	
1450		3950	
1500		4000	
1550		4050	
1600		4100	
1650		4150	
1700		4200	
1750		4250	
1800		4300	
1850		4350	
1900		4400	
1950		4450	
2000		4500	
2050		4550	
2100		4600	
2150		4650	
2200		4700	
2250		4750	
2300		4800	
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Test Method Used: NZS 4402:1988 Test 6.5.2 Dynamic Cone Penetrometer





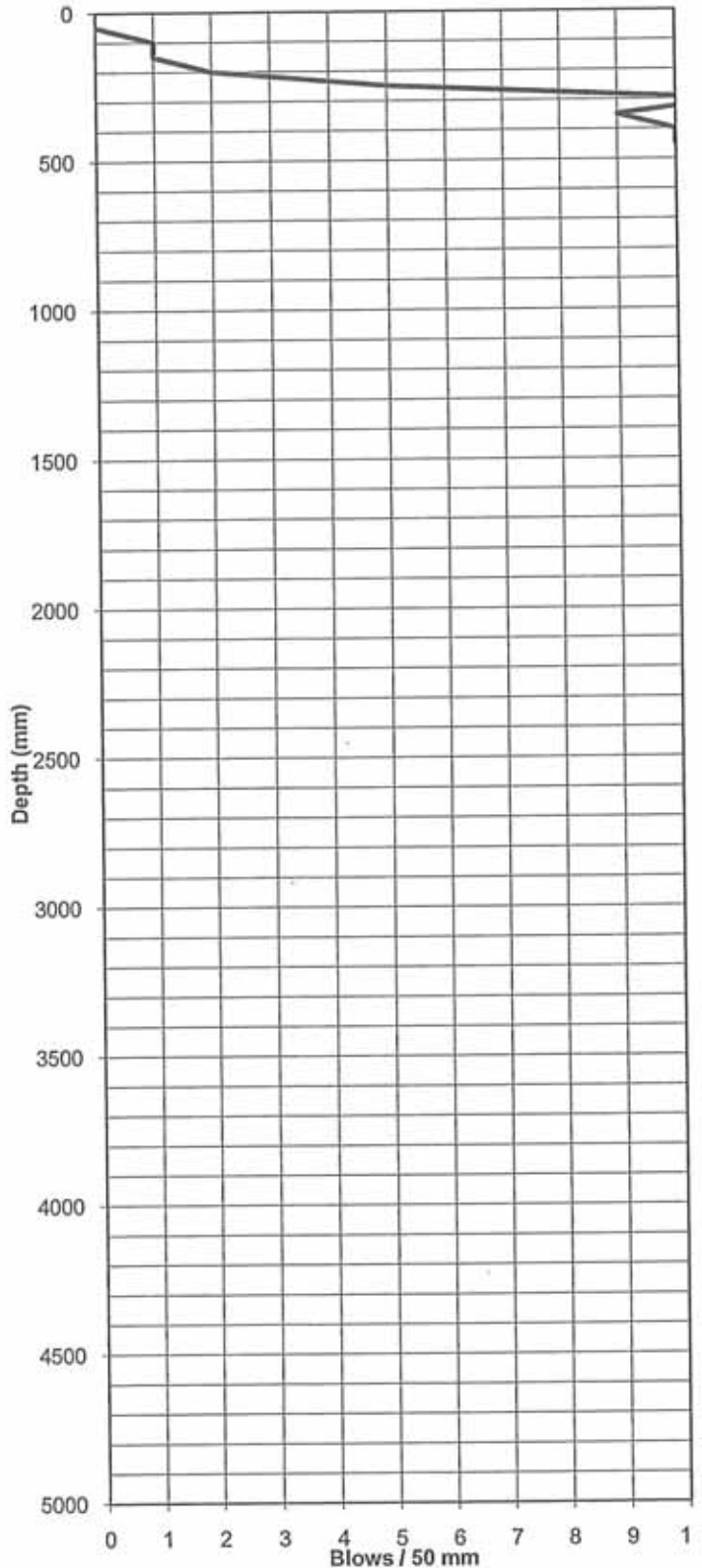
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**SCALA PENETROMETER LOG**

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 Location: Normandale Rd, Normandale  
 Hutt Valley.

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 Operated by: TJMD  
 Logged by: ABB  
 Checked by:

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400	10	2900	
450	10	2950	
500	11	3000	
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Test Method Used: NZS 4402:1988 Test 6.5.2 Dynamic Cone Penetrometer





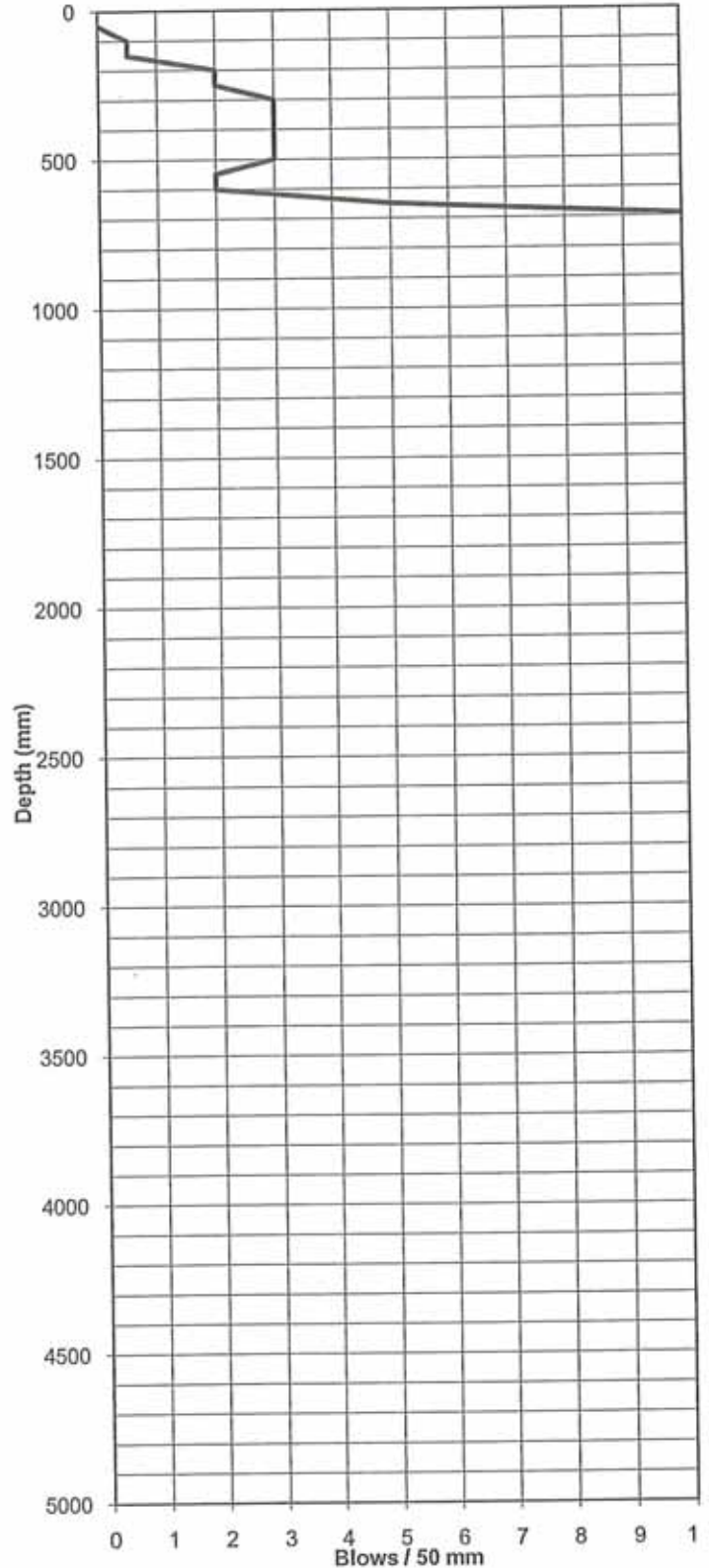
**TONKIN & TAYLOR**  
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 Hutt Valley.

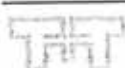
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250	2	2750	
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400	3	2900	
450	3	2950	
500	3	3000	
550	2	3050	
600	2	3100	
650	5	3150	
700	11	3200	
750	15	3250	
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Test Method Used: NZS 4402:1988 Test 6.5.2 Dynamic Cone Penetrometer







# TONKIN & TAYLOR

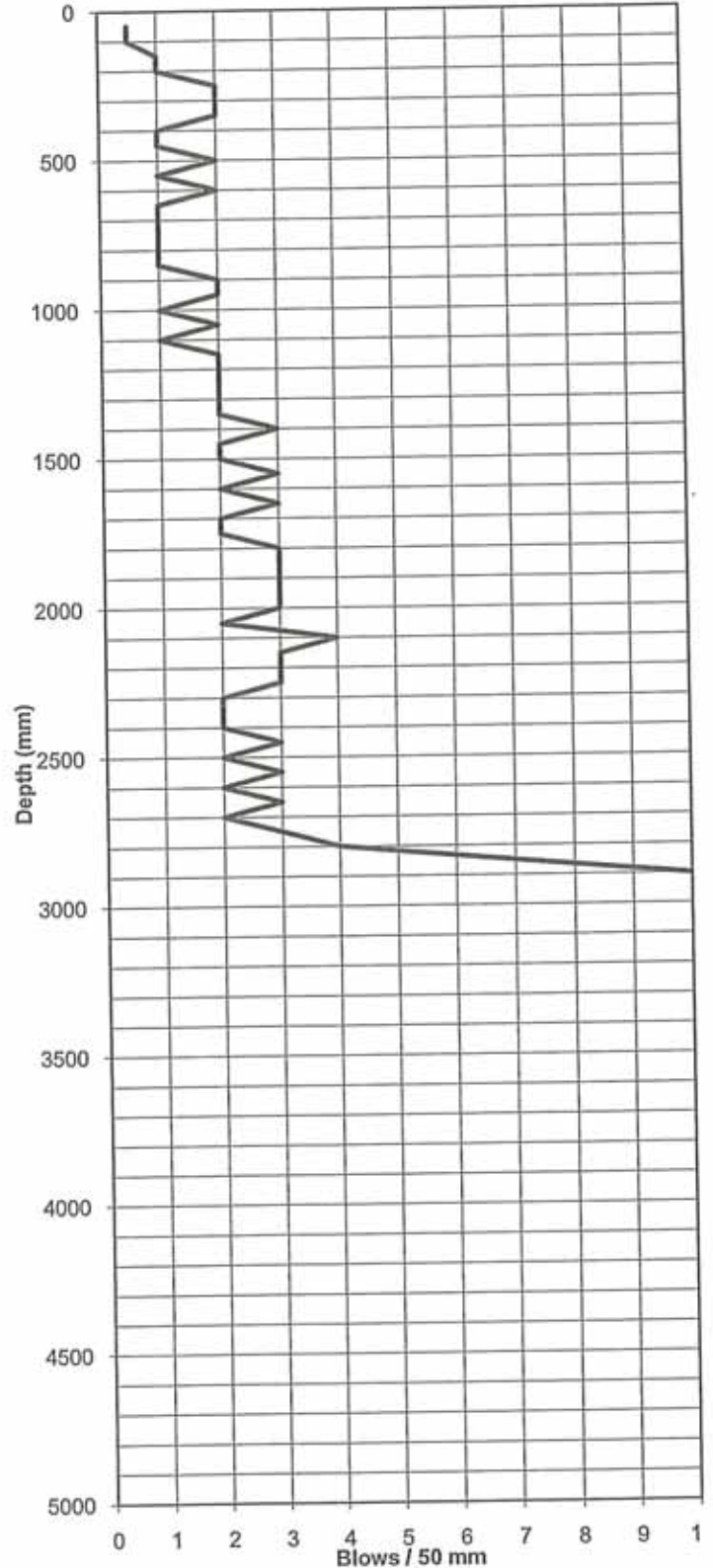
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 Project: HCC.PlanAssess.Geotech  
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 Hutt Valley.

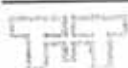
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300	2	2800	4
350	2	2850	7
400	1	2900	10
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2200	3	4700	
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2500	2	5000	



Test Method Used: NZS 4402:1988 Test 6.5.2 Dynamic Cone Penetrometer







2 December 2009

Capacity Infrastructure Services Limited  
Private Bag 39-804  
Wellington Mail Centre 5045

Our ref: 51/28015//091202 LTR Capacity  
Re Poto Road Services.doc

Attn: Gary O'Meara

Dear Gary

### **Proposed Poto Road Subdivision - Capacity of Existing Services**

As requested in your email dated 27 November 2009, GHD have undertaken an assessment of the impact of the proposed subdivision on the existing services in Poto Road, Normandale.

The assessment is based on a subdivision of 7 lots, as per the report "Further Appraisal of Proposed Development – Poto Road, Normandale" by Tonkin and Taylor.

Please find attached a GIS plan showing the council infrastructure adjacent to the subdivision

#### **Water**

The subdivision plan provided in the Tonkin and Taylor report indicates that it is proposed to connect to the existing water main in Poto Road. Council GIS records indicate this main is a 200 mm Asbestos Cement pipe.

The proposed subdivision site is on the outer edge of the Maungaraki Reservoir supply zone. The pipe in Poto Road is the pumped link main between Normandale Pump Station and Maungaraki Reservoir.

The pipe into which the proposed subdivision will connect is a large diameter link between reservoirs; a small subdivision of 7 lots will not affect the levels of service to existing properties.

#### **Waste Water**

The subdivision plan provided in the Tonkin and Taylor report indicates that a new sewer pipe from the subdivision will be laid along Normandale Road, from the Poto Road intersection. It is not clear from the plan where the new pipe will connect to the existing network. It is assumed that the new pipe work will connect into an existing manhole in number 156 Normandale Road. Council GIS records indicate this main is a 150 mm diameter reinforced concrete gravity pipeline. This pipeline runs down Normandale Road and connects into a 225 mm diameter gravity sewer main in SH2.

GHD are unaware of any existing capacity problems with this main and do not expect that the additional flow contribution from a small subdivision of 7 lots will adversely affect existing properties.

#### **Stormwater**

The subdivision plan provided in the Tonkin and Taylor report indicates that the new stormwater pipe from the proposed subdivision connects into the existing stormwater pipe at the intersection of Poto



Road and Normandale Road. Council GIS records indicate that this existing stormwater pipe is either a 225 mm or 300 mm diameter concrete pipe. This pipe appears to discharge into a gully at the Northern edge of number 162 Normandale Road.

GHD have not completed a detailed catchment analysis of stormwater runoff from the proposed subdivision. However, the existing runoff from the proposed subdivision site already runs to this pipe through overland flow. The additional runoff associated with the development of the site will not contribute significantly to the flows currently carried by the pipe.

#### **Other Considerations**

It is understood that Council have recently let a contract for the reconstruction of Normandale Road, from the Poto Road intersection and downhill towards Lower Hutt. It is expected that works will start on this road reconstruction in January 2010. Hutt City Council may place restrictions on works that will affect this section of Normandal Road.

The subdivision proposal indicates that a new sewer main will be laid in the section of road to be reconstructed in Normandale Road. Liaison with Hutt City Council Utility Services (Ron Muir) will be required to ensure the pipe line is laid prior to or at the same time as the road is to be reconstructed. This is to avoid any subsequent damage associated with construction of the main in a recently reconstructed road.

If you have any queries please do not hesitate to contact the undersigned.

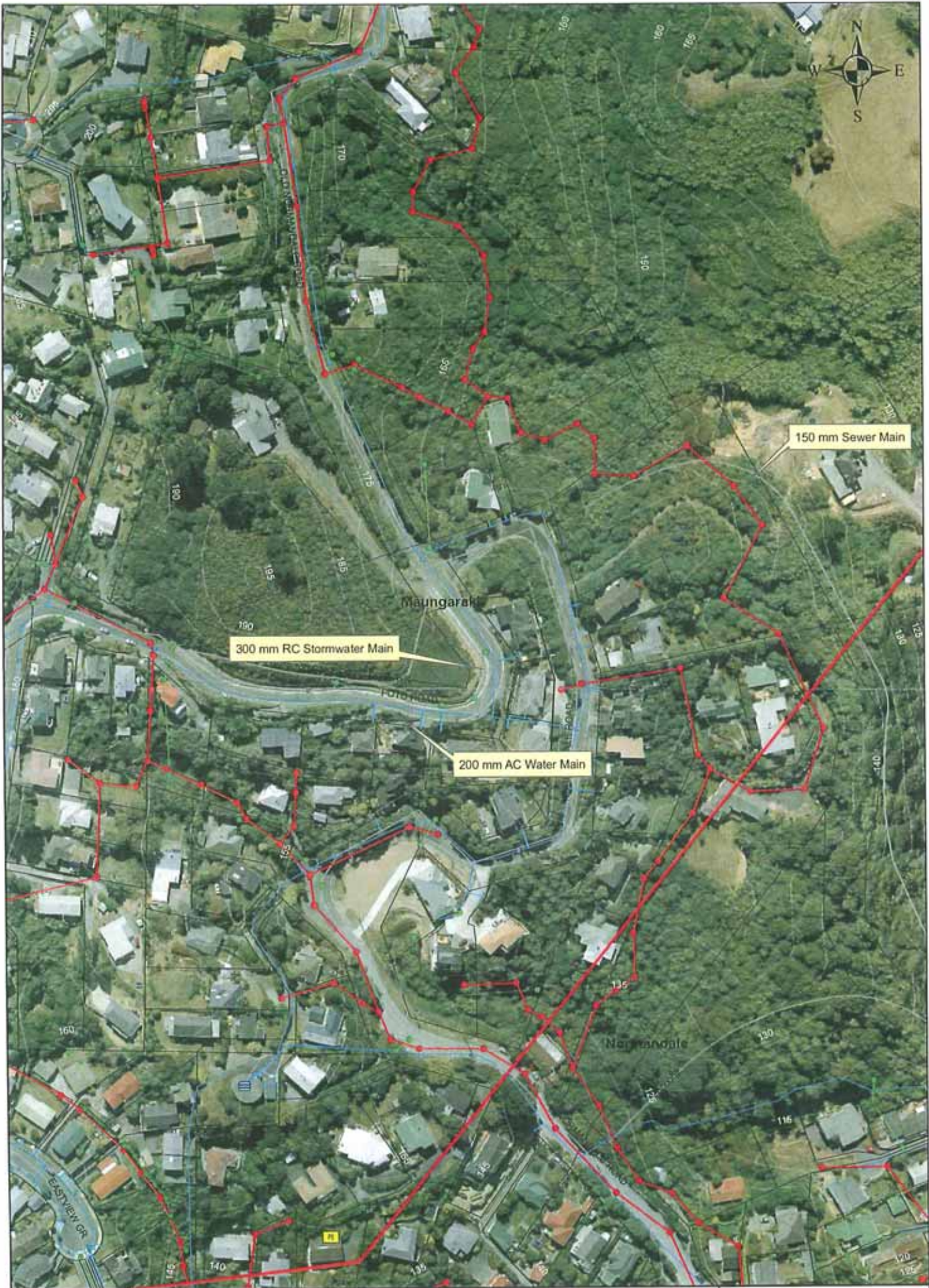
Yours faithfully  
GHD Limited



**Clive Welling**

Service Group Manager - Lower Hutt  
(04) 570 0420





**capacity**

**GHD**

Level 1, 18 Pirovella Street, Lower Hutt  
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Project: **Proposed Poto Road Subdivision Existing Council Infrastructure**

Designed:	Name:	Date:
Drawn:		
Checked:		
Approved:		
NOT TO SCALE		
Coordinate System: NZGD 2000 with NZTM projection		

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Designed:	Name:	Date:
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Approved:		
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