# 1.10 Area Wide Issues

The essential elements of a sustainable city are the residential areas, the distribution of key activities, such as retail, recreation, community services and facilities plus the transport networks linking them together. Natural resources are important in the sustainable city.

In this section area wide issues are identified and discussed with adoption of policies and strategies.

**1.10.1 Resource Management and the Tangata Whenua of Lower Hutt**

### Issue

**It is important that the Plan recognises the relationship between tangata whenua and wider resource management issues in the City. Sections 6(e), 7(a) and 8 of the Act require the relationship of Maori and their ancestral lands to be recognised and provided for as a matter of national importance, and for those exercising functions and powers under the Act, to have particular regard to kaitiakitanga and to take into account the principles of the Treaty of Waitangi.**

**Kaitiakitanga encompasses the Maori view of guardianship, involving the spiritual dimension as well as the physical dimension. The onus on people who say they are kaitiaki is to acknowledge all the responsibilities that come with kaitiakitanga, including actively looking after and caring for their mana whenua and taonga. Kaitiaki are required to continually be part of the process of environmental decision­making.**

**Kaitiakitanga includes an obligation on people to use resources in ways that respect and preserve resources in the environment, both physically and as sources of spiritual power. The tangata whenua who have mana over resources are able to determine both the characteristics of kaitiakitanga and how it should be given expression.**

### Objective

To respond to the principles of the Treaty of Waitangi and other matters of significance to the tangata whenua as specified in the Act.

### Policy

1. To have particular regard to tangata whenua’s desire to carry out kaitiakitanga.
2. To protect waahi tapu and sites of cultural or historical significance to tangata whenua from desecration or disturbance.
3. To recognise and protect the tangata whenua desire to maintain and enhance their traditional relationship with the environment.
4. To consult with the tangata whenua when discharging functions and duties under the Act.

### Explanation and Reasons

Chapter 2 provides a more comprehensive explanation of the partnership between tangata whenua and resource management in Lower Hutt.

AMENDMENT 1 - Add new section 1.10.1A Urban Environment

**1.10.1A** **Urban Environment**

AMENDMENT 2 - Add New Issue

**Issue**

The urban environment of Lower Hutt is home to most of the city’s residents, businesses, and community services, and much of the city’s infrastructure. Ensuring that the urban environment is well-functioning is of key importance to providing for the needs of people and communities. In addition, urban development is recognized as a matter of national significance in the National Policy Statement on Urban Development. The plan will influence the future urban form of the city.

AMENDMENT 3 - Add new Objective

**Objective**

A well-functioning urban environment that enables all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.

AMENDMENT 4 - Add new Policy 1

**Policy 1**

Provide for building height and density of urban form that enables:

1. as much development capacity as possible within the Central Commercial Activity Area and Petone Commercial Activity Area 2,
2. building heights of at least 6 storeys:
3. within the Petone Commercial Activity Area 1,
4. within a walkable catchment of the Central Commercial and Petone Commercial Activity Areas,
5. within a walkable catchment of rapid transit stops,
6. within and adjacent to the suburban centres of Avalon, Eastbourne, Moera, Stokes Valley and Wainuiomata, and
7. ~~adjacent to the suburban centres of Avalon and Moera~~
8. ~~building heights of at least 4 storeys adjacent to the suburban centres of Eastbourne, Stokes Valley, and Wainuiomata, and~~
9. building heights of at least 3 storeys in the remainder of the urban environment, excluding Recreation, Hill Residential and Landscape Protection Residential Activity Areas.

AMENDMENT 5 - Add new Policy 2

**Policy 2**

The building heights and density of urban form in Policy 1 are modified only to the extent necessary to provide for the following qualifying matters:

1. recognize and provide for the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga,
2. recognize and provide for the protection of historic heritage from inappropriate subdivision, use, and development,
3. recognize and provide for the management of significant risks from natural hazards,
4. ensure the safe and efficient operation of nationally significant infrastructure,
5. protect the purpose of open space provided for public use, but only in relation to land that is open space,
6. give effect to a designation or heritage order, but only in relation to the land that is subject to the designation or heritage order.

AMENDMENT 6 - Add new Policy 3

**Policy 3**

Encourage development to achieve attractive and safe streets and public open spaces, including by providing for passive surveillance.

AMENDMENT 7 - Add new Policy 4

**Policy 4**

Enable housing to be designed to meet the day-to-day needs of residents.

AMENDMENT 8 - Add new Explanations and Reasons

**Explanations and Reasons**

Lower Hutt includes both urban and rural areas. Most residential, commercial and industrial areas are within the urban environment. The objectives, policies and rules of the District Plan play a key role in how the urban form of Lower Hutt will develop over time. The locations for future residential growth (including areas for intensification and greenfield development) are key components of the urban form of Lower Hutt. However, the urban form of Lower Hutt will also be influenced by areas that should be protected from potential effects of development or where future development should be discouraged.

The Resource Management Act 1991 and National Policy Statement on Urban Development 2020 set minimum requirements for providing for growth in urban environments. This includes requirements for identifying areas where medium and high-density development must be provided for and building heights and density requirements for these areas. The objectives and policies above respond to these requirements.

Where the building heights and densities in Policy 1 are modified in response to qualifying matters, this will be through overlays, precincts and corresponding provisions that are specific to the qualifying matter in question rather than changes to the general height limits or density controls that apply in the Activity Area chapter. This means that resource consent applications for proposals that would otherwise be provided for by Policy 1 only consider the relevant qualifying matters when the building height and density controls are exceeded. These provisions are generally located in Chapter 14 – General Rules, including:

* 14E Significant Natural, Cultural, and Archaeological Resources
* 14F Heritage Buildings and Structures
* 14H Natural Hazards

Other limits on building height and density to protect qualifying matters that apply in more limited situations are found within other general rules chapters and the activity area chapters, and typically provide for assessment criteria and matters of discretion directing assessment to cover the qualifying matter.

**1.10.2** **Amenity Values**

### Issue

**The different character and amenity values of areas contribute significantly to the environment of the City. The Act recognises the importance of people’s environment (which is defined to include amenity values) and it is necessary to recognise these as essential elements in the Plan.**

AMENDMENT 9 - Add new Objective 1

**Objective 1**

The amenity values within the urban environment develop and change over time to support a well-functioning urban environment and meet the diverse and changing needs of people, communities, and future generations.

AMENDMENT 10 - Amend and number Objective 2

**Objective 2**

To identify, maintain and enhance the character and amenity values of the different activity areas outside the urban environment.

AMENDMENT 11 - Amend Policy

**Policy**

To identify within all activity areas the general character and amenity values ~~of~~ planned for that activity area.

### Explanation and Reasons

#### Residential Activity Areas

AMENDMENT 12 - Delete Explanation and Reasons – General Residential Activity Areas

**~~General Residential Activity Area:~~**

~~This Activity Area accounts for much of the residential development in the City. It is dominated by single dwellings on fee simple subdivisions, but also contains a variety of other housing styles including cross lease developments, semi detached housing, and a limited number of multi­unit developments. Semi detached and multi­unit developments are more common in some locations than others. Generally sites within the Activity Area have a flat topography, this being a natural feature or being a result of earthworks during the development stages. Sites in most locations have been well developed with maturing domestic scale landscaping and planting. While small scale businesses, which can be classed as home occupations, are common there are few larger commercial or industrial activities.~~

Amendment 13 - Amend Explanation and Reasons – Medium Density Residential Activity Area

**Medium Density Residential Activity Area**

~~The Medium Density Activity Area is typically located around local shops and with good access to public transport. It provides for medium density residential development and a variety of housing types.~~

The Medium Density Residential Activity Area includes areas in the Hutt Valley floor, Western Hills, Stokes Valley, Wainuiomata and Eastern Bays. The Activity Area typically covers areas that have a lower level of access to commercial centres, community facilities and rapid transit services than the High Density Residential Activity Area.

Currently, one to two storey, standalone house are the predominant dwelling type within the Activity Area, with the occasional multi-unit development. However, the District Plan anticipates that the scale and form of residential development will change in this area in response to housing demand. A range of low to medium density development is provided for within the Medium Density Residential Activity Area, including standalone houses, detached dwellings, terraced housing and low rise apartments.

The objectives, policies and rules of the Medium Density Residential Activity Area recognize that amenity values across this area vary and will develop and change over time in response to the diverse and changing needs of people, communities and future generations. This will include changes to the amenity of residential sites as well as amenity provided through public spaces and community/commercial centres.

AMENDMENT 14 - Delete Explanation and Reasons – Special Residential Activity Area

**~~Special Residential Activity Area:~~**

~~Three locations, Woburn, the Military Road area, and Lowry Bay, have been identified where sites are characterised by lower density development on larger sites often with mature landscaping and planting.~~

AMENDMENT 15 - Delete Explanation and Reasons – Historic Residential Activity Area

**~~Historic Residential Activity Area:~~**

~~Patrick Street, Petone: This historic area was largely developed at the time of the 1905 Workers Dwellings Act when the first state housing schemes were built. A variety of designs were used, comprising both single and two storey dwellings. Appendix Historic Residential 1 details the specific elements that contribute to the character and amenity values of this historic area.~~

~~Riddlers Crescent: This historic area was largely developed between 1906 and 1910 and consists of both villa designs and semi­detached workers’ dwellings. Appendix Historic Residential 1 details the specific elements that contribute to the character and amenity values of this historic area.~~

##### Hill Residential Activity Area:

This Activity Area consists of significant amounts of land in the hillier parts of the City. The topography of these areas is such that individual sites have characteristics of slope, are often above or below road level, have a different relationship with neighbouring sites to those on the flat, and have views.

##### Landscape Protection Residential Activity Area:

This Activity Area is characterised by particularly steep sites with large land areas. The amenity values are influenced by this topography, vegetation cover and the potential impact of development including the creation of driveways and building platforms.

AMENDMENT 16 - Add new Explanation and Reasons – High Density Residential Activity Area

**High Density Residential Activity Area**

The High Density Residential Activity Area covers residential areas with a higher level of access to commercial activities and community facilities. This includes areas surrounding train stations, the Lower Hutt city centre, Petone metropolitan centre and other centres with similar levels of access to commercial activities and community services.

Currently, development in neighbourhoods in the High Density Residential Activity Area is predominantly standalone housing with some multi-unit developments. However, the District Plan anticipates that the scale and form of residential development will change in this area in response to demand for housing in close proximity to employment, public transport, and other key services. As a result, low to high density development, including a mix of standalone houses, detached dwellings, terraced housing and low rise apartments of at least six storeys are provided for.

As with the Medium Density Residential Activity Area, amenity values within the High Density Residential Activity Area vary and will develop and change over time in response to the diverse and changing needs of people, communities and future generations. This will include changes to the amenity of residential sites as well as amenity provided through public spaces and community/commercial centres.

#### Commercial Activity Areas

##### Central Commercial Activity Area:

This Activity Area is the central focal point of the city as the main area of commercial, community and civic activities. Further diversity in the activity mix is anticipated, with increased levels of residential activities and service industries. The environment is characterised by a number of complementary activities of different size and scale. Buildings are of a mix of heights and ages, are constructed in a variety of styles and with a diverse range of materials. The relationship of buildings to the public realm (streets and open space areas) significantly contributes to the amenity values of the Central Area. Large surface areas of carparking and car sales could detract from the amenity values in this area. Improvements to the amenity values in the central area are planned, including improving the building quality and public realm. New private development or significant redevelopments are expected to contribute to such amenity values, while still remaining commercially workable or viable.

##### Petone Commercial Activity Area:

Area 1 – Jackson Street between Victoria and Cuba Streets: This part of Jackson Street is dominated by one and two storey buildings built between 1926 and 1940. The subdivision pattern is of small allotments with narrow frontages. Retail and commercial activities occur at ground level and commercial and residential uses above ground level. The close proximity of a residential activity area immediately behind the narrow band of commercial properties contributes to the character and amenity values. The character and amenity values of this area are strongly influenced by the heritage values of the buildings. Appendix Petone Commercial 1 details the specific elements that contribute to the character and amenity values of this historic area.

Area 2 – Area generally bounded by Hutt Road, Petone Avenue, Campbell Terrace, Victoria Street, Sydney Street and The Esplanade: This part of Petone is currently characterised by a range of retail, commercial and industrial activities. It is intended that this area is to be transformed into an attractive and vibrant mixed use area, with higher amenity levels than present. This area is intended to accommodate a wide mix of activities including residential, commercial, large format retail, community and some light industrial and service activities.

The future character of the area is of attractive entrance gateway routes into the City and buildings, structures and associated areas which are functional, attractive and contribute to the quality of the environment.

The character and amenity values in this area are influenced by the more open nature of sites, a diversity of building scale, the coastal environment for those sites fronting The Esplanade, and mixed land uses.

AMENDMENT 17 - Delete Explanation and Reasons – Suburban Commercial Activity Area

**~~Suburban Commercial Activity Area:~~**

~~The character and amenity values of this activity area do vary with the specific locations. The factors influencing this generally include small allotment sizes, small scale buildings with residential development at second storey level, close proximity to residential activity areas which are usually abutting, busy short term parking areas, and a mix of retail and service areas.~~

AMENDMENT 18 - Delete Explanation and Reasons – Special Commercial Activity Area

**~~Special Commercial Activity Area:~~**

~~Area 1 – Station Village: The influence of the historical character of the buildings that make up this activity area, including the Railway Station Building, contributes strongly to the character and amenity values. The proximity to the busy intersection of Hutt Road and Railway Avenue is also an important influence. The focus on leisure activities has created an identity which is different from other retail areas.~~

~~Area 2 – Boulcott Village: This small activity area is abutted by a residential activity area and this strongly influences the character and amenity values. The buildings are of a residential rather than commercial scale and character and the land uses are compatible with residential neighbours.~~

AMENDMENT 19 - Amend Explanation and Reasons – Suburban Mixed Use Activity Area

**Suburban Mixed Use Activity Area**

The Suburban Mixed Use Activity Area provides for commercial activities including retail as well as residential activities above ground floor in a medium density environment. It caters for the local convenience needs of surrounding residential areas.

Larger Suburban Mixed Use centres will likely have a local identity and provide for a vibrant mix of activities. Some smaller centres or individual sites provide for very local needs or primarily reflect the setting surrounding them, particularly when surrounded by a residential area.

#### Business Activity Areas

##### General Business Activity Area:

The character and amenity values of this activity area do vary with the specific locations. The factors influencing this generally include a low scale built environment, a diversity of land uses, signage, busy street environments with kerbside parking and frequent vehicle movements, and proximity to residential activity areas. These areas tend to have different character during the week than at weekends when the areas are often empty of activity and people.

A number of the locations are identified as main entrance routes and the character and amenity values of these locations are important to the overall environment of the City.

##### Special Business Activity Area:

This activity area is characterised by larger allotments, buildings and land uses. Together with wider road reserves, these features tend to create a more open character. In some parts of the activity area character and amenity values are dominated by technological park developments, while in other areas the influence comes from the “tank farm” environment. The presence of the Waiwhetu Stream through this activity area and the coastal boundary along Port Road strongly influences the character and amenity values of sites in close proximity to these features. The hillier topography along the back of Gracefield Road gives a sense of enclosure to the area.

##### Avalon Business Activity Area:

This activity area falls into two distinct physical locations, one at Fairway Drive and the other at Percy Cameron Street. Both areas comprise buildings and structures in an open setting, adjoining both residential activity areas and recreation activity areas associated with the Hutt River. Within the site, large areas of open space exist which include formal landscaping, mature planting and grassed areas and contribute to the general amenity values of the vicinity. The building, and in particular the tower block at Percy Cameron Drive, are the dominant visual elements. There is a marked contrast between the business activities occurring on these sites and the neighbouring residential activities.

##### Extraction Activity Area:

The physical characteristics of the land significantly contribute to the character and amenity values of these sites. The sites are located on the Western Hills escarpment and can be seen from considerable distances. The stark contrast between excavated areas and regenerating native bush is a strong visual feature.

#### Recreation Activity Areas

##### General Recreation Activity Area:

The character and amenity values of this activity area do vary with specific locations. The factors influencing this generally include vastly different scales from small neighbourhood reserves to regional parks, generally close proximity to residential activity areas, the presence of built facilities including children’s play equipment, sports facilities and halls, proximity to natural features such as rivers, the extent of vegetation, and the sense of enclosure depending on street frontage.

##### Special Recreation Activity Area:

Area 1 – Petone Foreshore: The character and amenity values of this activity area are dominated by the presence of the coastal foreshore. Other contributing factors are the separation of the activity area from other activity areas by The Esplanade, the presence in some parts of buildings and car parking areas, coastal planting, and the open space character of the area in general.

Area 2 – Seaview Marina: The nature of this facility strongly influences character and amenity values. The close proximity of the coastal escarpment at the base of Point Howard and the adjacent business activity area also contribute to the character and amenity values of the marina. Existing facilities such as the boat ramp, and yacht club all contribute to the overall character and amenity values of the area.

Area 3 ­ Hutt Park Visitor Accommodation: This facility is situated within an area of open space with the associated amenity values which include the Waiwhetu Stream. It is important that future building on the site recognises these amenity values and the open space character.

##### River Recreation Activity Area:

The physical characteristics of the rivers and streams dominate the character and amenity values of this activity area. This includes the scale of the watercourse, water levels and fluctuations, and the bank environment. Other important influences are the nature of neighbouring land uses.

##### Passive Recreation Activity Area:

This activity area consists of large areas of open space, essentially free of built structures. The activity area provides important visual amenity values from both the urban and rural environments of open space, rugged topography, and vegetation cover. The presence of the fire breaks is a dominant visual feature.

#### Rural Activity Areas

Many elements contribute to rural amenity values including topography; the coast; significant natural, cultural and archaeological resources; land uses including farming and forestry, rural lifestyle development; recreation uses and opportunities; water catchment and treatment facilities; existing subdivision patterns; and built structures. In the rural areas the amenity values are made up of components that include physical features, land use patterns, planting patterns, built features (including roading formations), views and vistas, subdivisional patterns, colours, and accessibility.

##### Rural Residential Activity Area:

There are a number of relatively small areas falling into the Rural Residential Activity Areas. These include locations on the western hills of the Hutt Valley; Upper Fitzherbert Road, Wainuiomata; Moores Valley; and Coast Road just beyond the urban area of Wainuiomata. Generally these rural residential areas derive their amenity values from factors which include property size and subdivisional pattern, the physical environment, and their accessibility to urban areas. Rural based industries including boarding facilities for domestic pets and plant nurseries are located in rural residential areas. The various locations do have different amenity values which contribute to their uniqueness. Rural residential areas on the western hills are located between Normandale and Belmont, and fronting Liverton Road. These areas are easily accessible from the urban areas of the Hutt Valley and from the State Highway. Generally the properties are small in size, the majority having land areas between 2ha and 10ha. The eastern side of Moores Valley Road is characterised by steeper land, many existing dwellings being sited above the road level. Properties on the western side of the road are generally flat for approximately half their depth. This area is also characterised by its valley nature. In Upper Fitzherbert Road lot sizes vary from 4ha up to 38ha, many with large frontages. Much of the land is flat, with land rising towards the back of several properties.

##### General Rural Activity Area:

This activity area contains a vast land area with a relatively small amount of it located on the western hills of the Hutt Valley, but the vast majority is beyond the urban area of Wainuiomata. The activity area is dominated by diverse topography. From Eastbourne around to the City’s boundary with the South Wairarapa District an extensive area is influenced by the coast. Two major river valley’s, the Wainuiomata and Orongorongo, dominate the physical environment together with many other river and stream networks. From flat river terraces land rises to dominant and often steep hill areas. Within the hilly areas are isolated locations of more gentle topography. On the western hills of the Hutt Valley, the topography is characterised by the steep escarpment bordering the Hutt River and more gentle hill country leading back into the Belmont Regional Park. The influence of the coast on the character and amenity values of some parts of the rural environment is very significant. The original character of the coastal environment has been modified over time but retains a natural character. Throughout the coastal environment topographical features such as the beaches, the sea cliffs, the sloping marine terraces, the higher eroded terraces and the hills retain their natural character.

Within this coastline a number of distinct areas can be identified.

1. South of Camp Bay to Pencarrow Coast: It is considered that this stretch of the coast is one of the most natural and undeveloped edges with the Wellington Harbour. The area is appealing when viewed from a distance with a series of bays of varying sizes with attractive beaches.
2. Pencarrow Head: A significant landform within the Wellington Region as viewed from land, sea and air. The cliffs and two white lighthouses are considered to be of high visual quality. The associated beach, extending from the sea level lighthouse southwards along the Bay to the northern side of Bluff Point, is also of high visual quality. This headland offers outstanding views extending from Baring Head to the Wellington Harbour and to the west harbour headland and beyond.
3. Fitzroy Bay: The seaward margin is rugged and exposed to the elements. The visual character of the area is degraded by past and current mining operations. However, towards the Baring Head end of the coastline the area is of higher visual quality as it is less disturbed by mining activities. The twin lakes and immediate perimeter are of high landscape value. The hills are lower than other areas on the coast but they are highly visible as they form an important backdrop to the Wellington Harbour and can be seen from many Wellington suburbs.
4. Baring Head: The headland, including the area extending well back from the spectacular Baring Head coastal cliffs and approximately two kilometres of relatively undisturbed sand dunes and other mature attractive vegetation at the southern end of Fitzroy Bay, forms one of the most outstanding landform features on this stretch of the coastline and within the Wellington Harbour and Heads. This is especially the case when viewed from a distance such as Pencarrow Head and beyond. The marine terraces are highly visible from a distance due to their sloping nature, smooth horizontal texture and the pale colour of the pasture which contrasts strongly with the darker and rugged hills behind. Not only is Baring Head highly visible, it is also an area of considerable visual sensitivity. This sensitivity arises from its role as a meeting place between the land, sea and sky and the terminus of the eastern backdrop to the Wellington Harbour. The headland offers outstanding views extending from Turakirae Head to the Wellington Harbour entrance and beyond.
5. From Baring Head to Turakirae Head/Scientific Reserve: Turakirae Head is a very high impact landscape with its dramatic boulder fields, raised beaches, rocky land/ sea interface and its headland providing an important backdrop to the reserve. The vegetation in the reserve is by far the most visually appealing within this part of the Wellington coastline. It is considered that Turakirae Head forms the physical division between the coastline oriented towards Wellington and the coastline oriented towards the Wairarapa.

The presence of a number of strong land uses influences the character and amenity values of the activity area. These include pastoral farming, forestry, recreation, water catchment and lifestyle farming.

**1.10.3 Residential Activity**

### Issue

**The manner in which an urban area is arranged can have an important effect on resource use, social and economic well being and environmental quality.**

### Objective

To accommodate residential growth and development through consolidation of the existing urban area but to allow some peripheral development.

AMENDMENT 20 - Delete policy of section 1.10.3

**~~Policy~~**

1. ~~To provide opportunities for gradual intensification of residential densities by:~~
2. ~~Enabling higher densities in targeted areas around suburban centres and close to public transport hubs,~~
3. ~~Providing for infill development throughout the established residential areas to appropriate minimum standards, and~~
4. ~~Managing the rate at which land at the periphery of the urban area is developed for residential purposes.~~

AMENDMENT 21 - Add new Policy 1 – Residential Activity

**Policy 1**

Except in circumstances where a qualifying matter is relevant:

1. Apply the Medium Density Residential Standards, or more enabling standards, across the Medium Density Residential and High Density Residential Activity Areas,
2. ~~For the areas of Eastbourne, Stokes Valley and Wainuiomata in the High Density Residential Activity Area, enable buildings of at least four storeys,~~
3. ~~In all other areas in the High Density Residential Activity Area, enable buildings of at least six storeys.~~
4. Apply the High Density Residential Activity Area in areas covered by Policy 1.10.1A.1(b) to provide for buildings of at least 6 storeys
5. Apply the Hill Residential and Landscape Protection Residential Activity Areas to areas with significant topographic constraints or amenity landscape values
6. Apply the Medium Density Residential Activity Area in other urban residential areas

AMENDMENT 22 - Add new Policy 2 – Residential Activity

**Policy 2**

Manage the rate at which land at the periphery of the urban area is developed for residential purposes.

AMENDMENT 23 - Amend Explanation and Reasons

**Explanation and Reasons**

A policy of generally consolidating existing residential development while allowing some limited greenfield development to occur is adopted in the Plan. This is achieved by:

1. Preventing rural areas from being urbanised (see also 1.10.7),
2. Limiting the amount of land at the periphery that can be developed for urban residential purposes, and
3. ~~Encouraging infill housing in areas where amenity values are not likely to be affected adversely, and increasing permitted densities in areas adjoining transport nodes such as the railway corridor, district distributor roads and commercial areas.~~
4. Implementing the intensification provisions of the National Policy Statement on Urban Development, including the Medium Density Residential Standards set out in the Act.

This approach ensures that the District Plan enables an increase in housing supply to provide for sufficient residential development capacity through intensification in the existing urban environment. This approach also provides for a range of housing types and densities throughout Lower Hutt. It is important that the Plan not only enables an increase in the quantity of housing but also enables and supports the provision of a range of housing types. This ensures that there is housing choice for residents of Lower Hutt. Addressing the issues of housing supply and choice can support the provision of more affordable housing in Lower Hutt.

In some areas, intensification may be modified or limited by the need to accommodate qualifying matters. This is generally applied through provisions in Chapter 14 – General Rules, but sometimes through activity area provisions as well or instead.

By adopting this strategy savings in physical, social and transport infrastructure can be achieved. Substantial savings are achievable through residential consolidation in areas where services, such as stormwater, waste water and water reticulation systems, are in place already and there is spare capacity. There are also savings as better use can be made of existing social and recreational facilities such as schools, churches, community facilities, commercial centres and reserves.

With regard to transport it is considered that reduced travel time due to shorter journeys to social facilities, recreational facilities, commercial centres and employment areas will result in a more efficient use of non­renewable energy. It is also considered that urban consolidation can help to increase or support the viability of the public transport system.

Some greenfield residential development is permitted to provide housing choice ~~and to ensure that existing residential areas are not developed at a level where amenity values will be adversely affected~~. The approach adopted in the Plan is that greenfield or new residential areas are located close to or adjacent to existing urban development. This is to ensure that urban growth is not dispersed or detached. Such an urban form of development will ensure that the benefits of urban consolidation can still be achieved.

**1.10.3A Housing Bottom Lines**

### Issue

**Policy 7 of the National Policy Statement on Urban Development requires local authorities to set housing bottom lines in their district plans, which are sufficient to meet expected housing demand as determined periodically in the Housing and Business Development Capacity Assessment.**

### Objective

The district plan provides sufficient development capacity for at least the number of residential units necessary to meet expected housing demand, including the required competitiveness margin, as shown in the table below:

|  |  |  |
| --- | --- | --- |
| **Short­medium term (2021­2031)** | **Long term (2031­2051)** | **Total** |
| 9,709 dwellings | 15,064 dwellings | 24,773 dwellings |

AMENDMENT 24 - Delete paragraph – Explanation and Reasons

**Explanation and Reasons**

The National Policy Statement on Urban Development 2020 (NPS-UD) requires Tier 1 local authorities to set housing bottom lines over the short-medium (next 10 years) and long term (10 to 30 years). The Wellington Tier 1 urban environment is described in the Appendix of the NPS-UD and includes the entire urban area of the City of Lower Hutt.

Housing bottom lines must be set in both regional policy statements and district plans. Objective 23a of the Regional Policy Statement for the Wellington Region provides housing bottom lines for the region as a whole. The figures in this district plan are the proportion of those housing bottom lines that are attributable to the City of Lower Hutt.

The housing bottom lines refer to the development capacity that must be provided for by Hutt City Council within the given timeframes, rather than the amount of housing that is to be built in in that time. Under other provisions of the NPS-UD, Tier 1 local authorities must provide at least sufficient development capacity to meet expected housing demand over the short, medium, and long term, including by ensuring housing development is plan-enabled and infrastructure-ready.

~~This Plan does not yet give effect to this objective. The shortfall in capacity is set out in the Housing and Business Development Capacity Assessment Residential Update 2021. The Act requires Hutt City Council to progress an intensification planning instrument to implement the National Policy Statement on Urban Development and the Medium Density Residential Standards. Council expects that the changes introduced by that instrument will implement this objective.~~

**1.10.4 Commercial Activity**

### Issue

**The wide dispersal of commercial activity has the potential to have adverse effects on developing integrated commercial centres which meet community needs.**

### Objective

To promote an integrated and hierarchical approach to commercial centres as community focal points.

AMENDMENT 25 - Amend Policy (c)

### Policy

1. Identify the existing commercial centres and recognise the different roles and functions each centre has in the hierarchy.
2. Recognise the Central Area and Petone Area commercial centres as the primary areas in the hierarchy, being of a large scale with a great diversity of activities servicing the whole city and wider region.
3. Recognise the Suburban Mixed Use~~, Suburban commercial and Special commercial centres~~ as the secondary areas in the hierarchy, being small scale with a limited number of activities servicing local area needs.
4. Manage the nature and scale of activities in the commercial centres based on the integrated and hierarchical approach.
5. Manage and restrict commercial and other activities located outside the identified commercial centres that have the potential to undermine or detract from the vitality and vibrancy of the commercial centres.

AMENDMENT 26 - Amend Explanation and Reasons

**Explanation and Reasons**

Lower Hutt City has a number of established commercial centres which service the needs of local residents and visitors. Each of the commercial centres has a different role and function in meeting these needs, and it is important the Plan recognises these roles and functions.

The existing commercial centres have an established hierarchy which is recognised in the Plan. The hierarchy reflects the location, size, history, role and function of the commercial centres, with the Central Area and Petone Area as the two primary centres, and with suburban centres ~~and special areas~~ as secondary centres.

It is important the Plan recognises and provides for the respective roles and functions of each centre in the hierarchy, to ensure these roles and functions are complementary and do not conflict. Therefore, activities within the commercial areas will be managed based on the hierarchy to ensure the continued vitality and vibrancy of the existing areas. In addition, certain commercial activities located outside the identified commercial centres may undermine the role and function of an integrated approach to commercial centres. Therefore, it is important the management framework for other Activity Areas recognise and manage these types of activities and development to protect the vitality and vibrancy of the Commercial Activity Areas. It is also important that the urban design and amenity goals for the commercial centres and the Central Area are consistent with the goal of encouraging economic activity in those areas.

**1.10.5 Aggregate Mineral Resources**

### Issue

**There are naturally occurring hard rock mineral resources of regional significance located on the Western Hills escarpment area of the City. It is important the Region’s needs for such aggregate material can continue to be met by providing reasonable access and availability to these resources. However, the extraction of minerals has the potential to cause adverse effects which need to be managed, such as noise, dust, vibration and impacts on visual appearance through vegetation clearance and earthworks and matters of reverse sensitivity need to be taken into account.**

### Objective

To ensure the Region’s needs for aggregate material can continue to be met, while managing the adverse effects of hard rock extraction activities on the receiving environment and amenity values of the area and surrounding areas.

### Policy

1. That the naturally occurring aggregate resources in the City are able to continue to meet the Region’s demand for such material by maintaining reasonable accessibility and availability to the resource.
2. That adverse effects of hard rock extraction activities on the receiving environment are avoided or mitigated by the provisions of the Extraction Activity Area.
3. That adverse effects generated by hard rock extraction activities be managed to enhance the amenity values of the area by the provisions of the Extraction Activity Area.
4. That reverse sensitivity is taken into account in managing land­use in the area surrounding hard rock quarries.

**Explanation and Reasons**

Minerals such as aggregate rock are found in fixed locations and it is important these resources do not become “locked­up” in terms of future availability of the resource. In the district plan, two areas have been set aside to accommodate the extraction of greywacke from the Escarpment, being the area of the Belmont Quarry and the area of the Dry Creek Quarry. These two areas make up the Extraction Activity Area. These areas comprise sufficient land to meet the foreseeable demand for aggregate material for at least the life of the Plan.

However, the nature of extraction activities is such that they are likely to produce adverse effects. These include noise, vibration, dust, disturbance to native vegetation and landscape features including earthworks. These matters are to be dealt with by specific conditions to be laid out in a quarry management plan, including the provision of buffer strips and Areas of Special Amenity. These matters are laid out in the provisions of the Extraction Activity Area. Taking reverse sensitivity matters into account, the nature of surrounding activities at the present time is such that adjacent land­use is not intensive and should not impose unreasonable restraints on the operations of the extraction activities providing these provisions are complied with.

**1.10.6 Recreation and Open Space**

### Issue

**Areas of open space and recreation facilities are of crucial importance to the overall environment of the City and to the health and well being of residents. People need a diverse range of open space and recreational opportunities and it is important that these are provided within the City.**

### Objective

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.

### Policy

1. To ensure the adequate provision of open space for the passive recreational needs of the community.
2. To ensure adequate provision of larger open space areas for active and passive recreation.
3. To ensure the protection and enhancement of areas of special recreation amenity.
4. To ensure the conservation of natural and heritage features and landscapes.
5. To restrict the development of buildings and structures to ensure the open space characteristics and amenity values of land within the Recreation and Open Space Activity Areas are maintained and enhanced.

### Explanation and Reasons

The Plan seeks to encourage that open space and recreational facilities are conveniently located and equitably distributed. This is achieved in the Plan by ensuring an appropriate financial contribution is obtained when land is subdivided or developed.

The Plan also seeks to ensure that those areas which enhance the amenity values of the City are protected from inappropriate use, development or subdivision. In this respect the Plan seeks to restrict the development of buildings and structures in the River Recreation Activity Area, the Eastern Hills, Stokes Valley and Wainuiomata Hills.

**1.10.7 Rural Activity**

### Issue

**A diverse range of activities occur in the rural area, including farming, forestry, other land based activities, rural lifestyle holdings, recreation activities, water catchment and treatment facilities. Activities occurring in the rural area, or which seek to locate in the rural area, can have adverse effects on the rural character, landscape qualities and amenity values.**

### Objective

To protect and enhance the rural character, landscape and amenity values of the rural activity area.

### Policy

1. To manage the minimum size of allotments and the minimum net site area for dwellings to ensure that the adverse effects are no more than minor.
2. To manage activities to ensure that the adverse effects are no more than minor on open space character, landscape and amenity values.
3. To ensure that rural character and amenity values are not compromised through intensive development or fragmentation.

### Explanation and Reasons

The rural areas of the City contain a diverse range of activities including farming, forestry, other land based activities, rural lifestyle holdings, recreation opportunities, water catchment and treatment facilities.

While it is acknowledged that soils in the rural area are generally not of a high quality, the area has an open space character and amenity values which are of benefit to all residents in the City. It is considered that these qualities are an important feature or element of the overall character of the City which should be protected.

As rural areas are in close proximity to the urban area and the coastal environment they provide recreational opportunities for residents in the City. The rural area provides a habitat for those non­human life forms which choose to inhabit it.

Taking the above matters into account rural land should be prevented from being developed intensively and not be fragmented. Major factors in maintaining this rural character include controls over the number of buildings, especially residential dwellings, and endeavours to ensure that sites are large.

The Plan also seeks to discourage activities which are incompatible or are likely to have an adverse effect on the rural environment and rural amenity values.

**1.10.8 Hazardous Facilities and Activities**

### Issue

**The Plan seeks to control hazardous substances by focusing on the effects generated by hazardous facilities and activities rather than on the intrinsic properties of the hazardous substances alone.**

### Objective

To control the effects generated by hazardous facilities and activities rather than the intrinsic properties of hazardous substances.

### Policy

To protect the environment from the adverse effects of hazardous facilities and activities through the use of the Dow Index and the Hazardous Facility Screening Procedure.

### Explanation and Reasons

In the past the control of hazardous substances concentrated on the intrinsic properties of hazardous substances and a list based approach was adopted. In the Plan the controls focus on the facilities or activities generating the effects. This is achieved by the use of the Dow Index for the Special Business Activity Area and the Hazardous Facility Screening Procedure (HFSP) for all other activity areas.

**1.10.9 Significant Natural, Cultural and Archaeological Resources**

### Issue

**It is important to recognise the City’s significant natural, cultural and archaeological resources. Such resources include flora and fauna, habitats, wetlands, lakes, the coastal environment, geological features, waahi tapu sites, and archaeological sites. Inappropriate use, development and subdivision can have adverse effects on these resources.**

### Objective

To protect significant natural, cultural and archaeological resources from inappropriate subdivision, use and development.

### Policy

1. To identify resources that are considered to be of significance.
2. To protect identified areas of significance from inappropriate subdivision, use and development by ensuring activities in these areas are managed.

### Explanation and Reasons

The Resource Management Act 1991, New Zealand Coastal Policy Statement and Regional Policy Statement require that significant natural, cultural and archaeological resources be protected and, where appropriate, preserved from inappropriate subdivision, use and development.

The City’s significant natural, cultural and archaeological resources have been recognised and scheduled. Additional resources may be added to the schedule following statutory procedures. To manage these areas, works associated with the preservation of the area is a Permitted Activity and all other activities are Restricted Discretionary Activities.

Additional to the scheduling of significant sites, a number of other methods are used to recognise natural resources. These methods include:

* Restrictions on vegetation clearance;
* Controls on earthworks;
* Minimum setbacks of buildings including setbacks from water courses;
* Maximum site coverage;
* Minimum lot size;
* Subdivision performance standards for earthworks; and
* Subdivision performance standards for allotment design.

**1.10.10 Heritage**

### Issue

**There are a variety of buildings and structures that contribute to the heritage values of the City through the visual impact of their style, architectural detail and cladding materials. Generally these features are found on the facades of heritage buildings therefore it is necessary to ensure that any works to the exterior of identified heritage buildings are managed. As the majority of identified heritage buildings and structures in the City are held under private ownership, it is also necessary to balance protecting property rights and maintaining heritage values.**

### Objective

To retain the heritage values of buildings and structures while ensuring that the rights of property owners to use identified heritage buildings and structures in an economically viable way are not compromised.

AMENDMENT 27 - Add Policy (c)

### Policy

1. To protect the heritage values of the City through ensuring that any alterations, repairs or modifications to the exterior of heritage buildings are managed.
2. To allow a wider range of activities to operate in identified heritage buildings, provided that the character and amenity values of neighbouring properties are not affected adversely by the activity.
3. To limit building heights and densities in areas where intensification is required by the National Policy Statement on Urban Development, but are identified as having significant historic heritage value, in order to discourage incompatible development.

### Explanation and Reasons

The Plan seeks to encourage owners of heritage buildings and structures to retain the heritage values of their buildings. It is for this reason that it is appropriate to make provisions for a wider range of activities in identified heritage buildings. Through making this provision, the property owner is not restricted in terms of the use of the heritage building. The protection of heritage values can also be achieved through managing any alterations, repairs or modifications to the exterior of heritage buildings. The focus on the exterior of heritage buildings is recognition that it is generally the facade of a building that contributes towards the historic value of a place.

**1.10.11 Lessening Natural Hazards**

### Issue

**Lower Hutt is susceptible to a number of natural hazards due to its location and wide variety of physical features such as steep hills, coastal areas and faults. Four main types of natural hazards are present and provided for in the Plan. These are seismic induced hazards, landslide hazards, flood hazards and coastal hazards. The presence of human settlement close to an active fault, steep hills, coastal areas and rivers has increased the potential impacts of these hazards. It is necessary to reduce the risk and vulnerability of people and their property to natural hazards.**

AMENDMENT 28 - Amend Objective

### Objective

### 

To avoid or ~~mitigate the vulnerability and risk of people and development to natural hazards.~~ reduce the risk to people, property and infrastructure from natural and coastal hazards.

AMENDMENT 29 - Delete Policies (a), (c) and (d) and add new Policies (aa), (ca), (cb), (cc), (da) and (db)

### Policy

~~(a)~~ ~~To manage the siting of buildings and structures within the Wellington Fault Special Study Area.~~

(aa) To ~~manage~~limit subdivision, use and development ~~that results in buildings~~ 20m either side of the Wellington Fault.

(b) To limit the scale and intensity of development in areas susceptible to the landslide hazard.

~~(c)~~ ~~To limit the scale and density of development in areas where the risk of flooding is medium to high.~~

(ca) To avoid subdivision, use, and development ~~and use~~ in high flood hazard areas

(cb) To manage subdivision, use and development ~~and use~~ in medium flood hazard areas

(cc) To require mitigation for new development in low flood hazard areas.

~~(d)~~ ~~To manage areas susceptible to coastal hazards such as coastal erosion and sea level rise.~~

(da) To ~~manage~~limit subdivision, use and development ~~and use~~ in ~~medium and~~ high coastal hazard areas.

(db) To ~~limit~~manage subdivision, use and development ~~the density of development~~ in medium ~~and high~~ coastal hazard areas.

(dc) To require mitigation for subdivision, use and development in low coastal hazard areas.

### Explanation and Reasons

The Plan seeks to identify four main types of natural hazards in the City. These are as follows -

AMENDMENT 30 - Amend Explanation and Reasons – Seismic Induced Hazards

**Seismic Induced Hazards**

The Wellington Region is located on the boundary of two crustal plates and is cut by four major active faults. Consequently the Region is frequently shaken by moderate to large earthquakes. Ground deformation along active faults, liquefaction, landslides and tsunamis are other effects caused by earthquakes. Within the boundaries of the City, the Wellington Fault runs along the western side of the Hutt Valley from Petone to the Taita Gorge. In this area it is expected that there would be permanent ground deformation following the next Wellington Fault rupture event. During such an event, accompanied by a very large earthquake, the ground on the west side of the Wellington Fault is predicted to move horizontally up to 4m relative to the east side, and there will be up to 0.5m vertical movement. This movement would be concentrated at discrete breaks at the ground surface, such as along the mapped fault traces, but will also be distributed across the immediate vicinity. Further fault rupture has a moderate to high probability of taking place within the next 100 years. The fault trace ~~This area~~ has been identified ~~as the Wellington Fault Special Study Area~~ through the Wellington Fault Overlay and there are special controls on the siting of buildings and structures with respect to the location of the Wellington Fault. With regard to liquefaction and ground shaking there are adequate performance standards in the Building Act 1991.

##### Landslide Hazard

Landslides can be triggered by a large earthquake in the region or by excessive rainfall. The potential for landslides is increased by the removal of vegetation, excavation work and where cut and fill occurs. In those areas susceptible to landslide hazards, such as the Hill Residential, Landscape Protection and Passive Recreation Activity Areas, the scale and intensity of development is limited. There are also appropriate standards in the Plan managing slope stability as part of the subdivision or development process.

AMENDMENT 31 - Amend Explanation and Reasons – Flood Hazard

**Flood Hazard**

The Hutt River, Wainuiomata River and local streams have the potential to overflow their banks during long continuous periods of rainfall. Three flood hazard overlays have been identified to inform areas at risk to flooding. These are Stream Corridor, Overland Flowpath and Inundation Areas.

* The Inundation Area Overlay identifies the modelled extent of inundation expected in a 1:100 year flood event. In these areas it may be necessary to mitigate the impacts of flooding.
* The Overland Flowpath Overlay identifies the modelled path followed by rainwater during a 1:100 year storm event. In these areas it is necessary to manage development to ensure overland flowpaths are not impeded.
* The Stream Corridor Overlay identifies the modelled extent of rivers and streams during a 1:100 year storm event. It is necessary to avoid development in these areas due to the risks associated with the velocity and volume of water flow during the storm event.

The overlays applied incorporate the anticipated effects of climate change such as sea level rise and increased rainfall intensity.

~~In areas where the risk of flooding is medium to high the scale of density and development is limited, being set aside as rural and open space.~~

AMENDMENT 32 - Amend Explanation and Reasons – Coastal Hazard

**Coastal Hazard**

Coasts are dynamic areas which are susceptible to such threats as tsunami, sea level rise, storm waves and erosion. Coastal hazard overlays have been identified to inform areas at risk to tsunami and coastal inundation.

The Tsunami Coastal Hazard Overlays include Low, Medium and High hazard areas and incorporate the anticipated effects of climate change by including 1m sea level rise. These represent the modelled extent of the following:

|  |  |
| --- | --- |
| Low Coastal Hazard Area Overlay | 1:1000 year tsunami event |
| Medium Coastal Hazard Overlay | 1:500 year tsunami event |
| High Coastal Hazard Overlay | 1:100 year tsunami event |

The Coastal Inundation Overlays include Medium and High hazard areas. These represent the modelled extent of the following:

|  |  |
| --- | --- |
| Medium Coastal Hazard Overlay | 1.5m Relative Sea Level Rise in addition to inundation from a 1:100 year storm tide and wave setup (average raised elevation of sea level at the shore caused by breaking waves). |
| High Coastal Hazard Overlay | Inundation from a 1:100 year storm tide and wave setup. |

It is necessary to manage development in Medium and High Coastal Hazard Areas to ensure that the risk to people and property from coastal hazards is not increased and that occupants can safely evacuate from the coastal hazard.

Coastal erosion is a natural part of beach behaviour and becomes a problem where development has occurred within the zone of natural beach movements.

Not all hazards are present in the City and it is unrealistic and not practicable for the Plan to provide protection from all of them. The type of protection afforded to seismic induced hazards, landslide hazards, flood hazards and coastal hazards can be partially achieved through controlling subdivision and development in identified hazard prone areas. The level of control used is based on the type or nature of the natural hazard, the degree of risk in terms of the severity of the impact, the risk to people, the frequency of occurrence, the likely economic impacts on property owners and the effectiveness of mitigation measures.