

1 Introduction and scope of the Plan

1.1 Geographic area for this District Plan

Lower Hutt City (the City) is made up of the area bounded by the coast between Korokoro and Windy Point (Palliser Bay), by the western hills of the Hutt Valley, the ridge of the Rimutaka Ranges and ending just beyond the Taita Gorge. The Plan is for the land area above Mean High Water Springs as defined in the Resource Management Act 1991 (Act). The area totals some 37,998 hectares. The actual area is illustrated on the District Planning Maps which accompany this Plan.

The City bounds Wellington City, Porirua City, Upper Hutt City and South Wairarapa District.

1.2 The Resource Management Act 1991

This Plan has been prepared under the Act as the Plan for the City.

This Plan supersedes the Transitional District Plan which incorporated the Eastbourne, Petone, Wainuiomata, Hutt County, Western Hills and Lower Hutt District Schemes and the Proposed District Plan notified in 1995 and subsequently amended by Council decisions and decisions of the Environment Court.

The Act sets the framework for the management of land, air and water resources. It establishes the purpose and principles for that management. The Hutt City Council (Council) is essentially responsible for matters relating to land. The Wellington Regional Council is responsible for matters relating to air and water. The approach taken to meet the responsibilities placed on Council through the Act are detailed later in this Chapter.

Key sections of the Act are included in this chapter for the purpose of establishing from the outset the basis upon which this Plan has been prepared.

Section 31 identifies the responsibilities of Hutt City Council as -

31. Functions of territorial authorities under this Act- *Every territorial authority shall have the following functions for the purpose of giving effect to this Act in its district:*

- (a) *The establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:*
- (b) *The control of any actual or potential effects of the use, development, or protection of land, including for the purpose of the avoidance or mitigation of natural hazards and the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances:*
- (c) *The control of subdivision of land:*
- (d) *The control of the emission of noise and the mitigation of the effects of noise:*
- (e) *The control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes:*
- (f) *Any other functions specified in this Act.*

One of the means of meeting these responsibilities has been through the preparation of this Plan. The way in which the five functions have been addressed through the preparation and structure of this Plan are detailed later in this Chapter.

The single purpose of the Act is sustainable management which is given meaning in Section 5 of the Act.

5. Purpose -

- (1) *The purpose of this Act is to promote the sustainable management of natural and physical resources.*
- (2) *In this Act, “sustainable management” means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while-*
 - (a) *Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
 - (b) *Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
 - (c) *Avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

The principles are then given in sections 6-8.

6. Matters of national importance -

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance:

- (a) *The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development;*
- (b) *The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development;*
- (c) *The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna;*
- (d) *The maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers;*
- (e) *The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga.*

7. Other matters -

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to:

- (a) *Kaitiakitanga;*
- (b) *The efficient use and development of natural and physical resources;*
- (c) *The maintenance and enhancement of amenity values;*
- (d) *Intrinsic values of ecosystems;*
- (e) *Recognition and protection of the heritage values of sites, buildings, places, or areas;*

- (f) *Maintenance and enhancement of the quality of the environment;*
- (g) *Any finite characteristics of natural and physical resources;*
- (h) *The protection of the habitat of trout and salmon.*

8. Treaty of Waitangi -

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).

The Act envisages that natural and physical resources in the district can be used, subject to complying with environmental and ecological considerations specified in parts (a), (b) and (c). Section 5(2)(a) states that the natural and physical resources should not be used at such a rate, or adversely affected to such an extent, that people in the future are likely to find that existing resources can no longer meet their needs.

1.3 Relationship of this plan to documents prepared by central and regional government

This Plan has been prepared in the context of a wide range of other statutory and non statutory documents. Some of these have been prepared under the provisions of the Act while others are under different legislation.

The Act establishes a clear hierarchy of plans and policy statements. These are in three tiers, central, regional and district. The District Plan must not be inconsistent with a national policy statement, the New Zealand Coastal Policy Statement, a water conservation order, the regional policy statement or a regional plan on a matter of regional significance or for which the Regional Council has primary responsibility under Part IV of the Act.

(a) Central Government Documents

(i) New Zealand Coastal Policy Statement

A New Zealand Coastal Policy Statement has been prepared and is now operative. The Statement provides policies in order to achieve the purpose of the Act in relation to the coastal environment surrounding New Zealand.

(ii) National Policy Statements

Statements can be prepared on matters of national significance that are relevant to achieving the purpose of the Act. There have not been any National Policy Statements.

(iii) National Environmental Standards

These Standards prescribe technical standards relating to the use, development, and protection of natural and physical resources. The Standards can include matters relating to noise; contaminants; water quality, level or flow; air quality; and soil quality in relation to the discharge of contaminants. As well as prescribing technical standards, the methods of implementing such standards can be prescribed. There have not been any National Environmental Standards set.

(b) Regional Documents

(i) Regional Policy Statement

The Regional Council has prepared a Regional Policy Statement for this region. The purpose of this Statement is to provide an overview of the resource management issues in the region. The Statement includes policies and methods to achieve the integrated management of the natural and physical resources of the region.

(ii) Regional Plans

The Regional Council has prepared a number of Regional Plans. The purpose of Regional Plans is to provide a mechanism to assist the Regional Council carry out its functions in order to achieve the purpose of the Act.

(iii) Regional Coastal Plan

A Regional Coastal Plan has been prepared by the Regional Council. The Regional Coastal Plan provides for the management of the coastal marine area as defined in the Act. The Plan identifies the issues, objectives, policies and methods for this area in order to achieve the purpose of the Act.

(iv) Transport

The Regional Council produces the Regional Land Transport Strategy. The Regional Land Transport Strategy provides policy guidance on future land transport needs in the region, the roles of all transport modes and their interaction with land use and the environment. The Regional Passenger Transport Plan is the management document governing public transport policies and proposals.

(v) Regional Park Management Plans

The Wellington Regional Council has prepared the Belmont Regional Park Management Plan and the East Harbour Regional Park Management Plan. The management plans set out a policy framework for the Regional Council to manage and administer the Belmont and East Harbour Regional Parks.

The rules of the above documents may also be relevant, in addition to the rules in this Plan, to land use activities undertaken within the boundaries of the City. In some cases a resource consent may be required from the Regional Council. For further information or clarification consult these documents and/or contact the Regional Council. In cases where resource consents are required from both this Council and the Regional Council, consideration will be given to processing the consents jointly.

(vi) Hutt River Floodplain Management Plan

The Wellington Regional Council has produced the Hutt River Floodplain Management Plan. The Plan recognises the importance and influence of the river in terms of flood risk and the river's amenity values. Strategic solutions are proposed to manage the flood risk to the Hutt Valley. These solutions are of a structural (physical works) and non-structural (managing land use and development, and emergency management planning) nature together with an environmental strategy. The Plan is a framework for ongoing programmes.

1.4 Relationship of this plan to other plans prepared by Council

This Plan is one of a number of Plans prepared by the Council. There are important interrelationships between the various Plans, a number of which have statutory functions under other legislation.

(a) Strategic Plan

A Strategic Plan provides the vision and strategic direction for the City. The Strategic Plan addresses development in terms of the integration of the social, environmental and infrastructure components. It is the Strategic Plan that outlines the longer term resource allocation decisions.

(b) Annual Plan

The Annual Plan outlines the performance measures and financial allocations required to be met on a yearly basis.

(c) Reserve Management Plans

Reserve Management Plans for all reserves throughout the City have been prepared under the Reserves Act 1977.

(d) Traffic Management Plans

There are a number of local traffic management plans. These have been prepared to address specific issues occurring within a geographically defined area.

1.5 Relationship of this plan to documents of other organisations

Various documents prepared by many organisations impact on activities occurring within the City. Some of the most significant of these are -

(a) Wellington Conservancy Conservation Management Strategy

The Conservation Act requires the Department of Conservation to prepare a conservation management strategy for each conservancy. The Strategy provides objectives and policies for the integrated management of natural and historic resources managed by the Department for recreation, tourism and other conservation purposes.

(b) National Roothing Programme

Transit New Zealand is responsible for the preparation of a National Transport Plan. Through this Transit determines planning and fund allocation for roading, state highways, passenger transport, safety, construction and maintenance, and administration.

(c) National Road Safety Plan and Regional Road Safety Strategy

The National Road Safety Plan is prepared by the Land Transport Safety Authority to provide an integrated programme to improve road safety. It has a comprehensive approach to vehicle safety, driver education, enforcement and road design. The Regional Road Safety Strategy is the expression of the National Road Safety Plan focused on the Wellington Region.

(d) The New Zealand Historic Places Trust Register

The Historic Places Act 1993 requires the New Zealand Historic Places Trust to establish a register of historic places, historic areas, wahi tapu and wahi tapu areas. Relevant entries in the Historic Places Register are required to be considered by territorial authorities when preparing or changing a District Plan.

(e) Iwi Resource Management Plans

These plans are produced by Iwi Authorities of Tribal Runanga who are the recognised tangata whenua of this area. They set out issues of significance to the tangata whenua and policies agreed by their representative bodies.

1.6 Process adopted in preparing this plan

A comprehensive approach has been taken in the preparation of the first Plan prepared under the provisions of the Act. A five phase programme, each built on former phases, has allowed for continual refining. A brief summary of the phases is-

(a) Phase 1 - Initial Data Collection

A number of specific studies have been carried out, together with more general studies on all the resource management issues expected to be addressed in the Plan. Section 1.5 - Significant Studies - gives greater detail on some of the specific studies.

The data collected, together with some preliminary analysis were used as the basis for the preparation of the Discussion Document "Future Resource Management for Lower Hutt". The Discussion Document was prepared with three objectives in mind -

- (i) to familiarise readers with the concepts in the Act and their potential application to this City,
- (ii) to identify some of the resource management issues facing the City,
- (iii) to provide every interested person with the opportunity to become involved in the preparation of new policies and rules leading to a District Plan.

(b) Phase 2 - Public Consultation and Participation Programme

Utilising the Discussion Document and a range of other material prepared to assist the public, a comprehensive public consultation and participation programme was carried out. This involved extensive use of the local community newspapers, target group meetings with identified interest groups, a series of public meetings, displays in a range of locations, and the opportunity for both oral and written submissions to be made.

(c) Phase 3 - Preparation of Policy Direction

Papers were prepared on some thirty resource management issues, detailing area wide, local area and site development issues. These papers were the basis of consideration and determination by the Council (through the District Plan Subcommittee) of the preferred direction of policy development. The papers included reference to the submissions made during Phase 2.

(d) Phase 4 - Preparation of a Working Draft

Within the policy direction determined by the Council, a Working Draft of the District Plan was prepared. This was the first opportunity for the relationships between the various aspects of the District Plan to be considered. It gave interested parties the opportunity to comment on specific matters rather than more general issues and options. The means of implementation was also developed.

(e) Phase 5 - Preparation of the Proposed District Plan

Feedback and submissions on the Working Draft, and further consideration by the Council, was the basis of work undertaken to prepare the Proposed District Plan.

(f) Notification and Processing of the Proposed District Plan

The Proposed District Plan was publicly notified on 5 December 1995. Subsequent to the receipt of submissions and further submissions, the Council heard all submissioners wishing to be heard and considered background reports and specific recommendations on each point raised from Council Officers. The Council released decisions progressively. A limited number of matters were referred by submissioners to the Environment Court. The majority of these were resolved through consent orders.

1.7 Significant Studies

A number of specific studies have been undertaken to assist with the knowledge held on resource management issues in the City. Outcomes from the studies have been used in the preparation of the Plan.

(a) Retailing in the Lower Valley (1989)

A detailed study of the retail patterns, which included the areas of Wainuiomata, Eastbourne, Petone and Lower Hutt. The published study includes a review of theories on planning, issues related to retail facilities, a review of relevant Planning Tribunal decisions and a review of the position taken in the various District Schemes.

Extensive catchment area studies were undertaken to identify the catchment areas for thirteen shopping centres. Pavement and telephone surveys were used to establish customer satisfaction with the retail structure. A number of major retail developers were also surveyed.

(b) Coastal Management Study

Extensive resource studies have been carried out for the Petone and Pencarrow coastal areas. These studies included public consultation.

(c) **Satisfaction with Multi-Unit Developments (1990)**

This study questioned residents living in, adjacent to or near multi unit developments. Respondents expressed their opinions on the quality of life offered by these developments. This included assessment of matters such as open space, parking, traffic, visual/aural privacy, landscaping, design and density.

(d) **Risk Assessment in the Industrial Heavy Zone (1991)**

This study addressed the risk associated with the location of non-industrial activities in close proximity to hazardous industries. It identified six possible non-industrial activities and determined the level of risk that would be associated with each if they were to be sited within a hazardous area. The assessment was based on the population density of each activity, separation distance from a hazardous industry and different hazardous incidents which could occur. The research confirmed that those activities which generate a large public attraction have an unacceptable level of risk, even at a separation distance of 100 metres. Those activities with a low density and safe separation distances were acceptable.

(e) **Implementation of the Hazardous Facilities Screening Procedure into the Lower Hutt District Plan (1995)**

This study established how the Hazardous Facilities Screening Procedure (HFSP) could be incorporated into the District Plan to address the risk associated with facilities using or storing hazardous substances. These substances may cause adverse effects on human health or the environment through accidental discharge or poor management.

The HFSP provides a mechanism to ensure that hazardous facilities or activities are safely located, designed, built and managed. This is achieved by screening each activity involving the use or storage of hazardous substances to determine whether the site is appropriate or whether additional merit based assessment is required. The trigger levels set for the HFSP are based on the sensitivity of each activity area in this Plan.

(f) **Approaches to Hutt City: A Strategy for Accentuating Main Entrance Routes (1994)**

This research identified important entrance/exit points of the City as well as significant routes within the City. Through use of rules the research identified the means by which the amenity of the City can be enhanced.

(g) **Hutt City Proposed District Plan - Noise Ordinance Recommendations (1995)**

This study investigated the appropriateness of “Noise Zones” for all activity areas and recommended appropriate noise levels for these.

The National Census (1991) has also be a key data base for the preparation of this District Plan.

1.8 Structure of District Plan

Section 75 of the Act identifies the contents of a District Plan, but it does not detail the way in which the information must be presented.

Chapters 1 and 2 provide the overall context of the Plan. Chapters 4 to 10 are on a range of activity areas. Chapters 11 to 18 are on matters which may be of relevance to two or more of the activity areas. These last chapters should be referred to when considering any activity. Cross referencing has been provided to assist in the use of this Plan.

Within each activity area the general style of presentation is to identify the significant resource management issue(s), and list a number of objectives and policies. The explanation and reasons for the objectives and policies are detailed, as are the anticipated environmental results.

In many of the chapters there are a number of activity areas. These chapters are generally introduced with overall issues, objectives and policies and followed by the specific activity areas.

1.9 The approach adopted

(a) Significant Resource Management Issues

The Act requires significant resource management issues in the district to be identified. This identification of resource management issues is important as they provide the basis for deriving objectives, policies and methods of implementation to promote sustainable management of the natural and physical resources of the district.

In order to identify significant resource management issues and to facilitate analysis, issues are identified at three levels:

(i) Area Wide Issues

These are significant issues which apply throughout the City rather than to each specific activity area. They form the basis and the overall direction that the Council intends to take in the management of natural and physical resources in the City.

(ii) Local Area Issues

These are issues that apply to each activity area. Specific issues relating to each activity area are identified and appropriate objectives, policies and rules are adopted. Activities considered to be appropriate are identified and conditions or standards are set to ensure that adverse effects are managed, avoided or mitigated.

(iii) Site Development Issues

Here issues relating to the development of the site and their likely effects are identified and addressed. For example matters relating to the height and external appearance of buildings, site coverage and yard requirements are specified.

(b) Activity Area Approach

Taking area wide, local area and site development issues into account a number of distinct activity areas are identified. It is also considered that development will have different effects in these activity areas. It is important that there are appropriate objectives, policies and rules to manage development and control adverse effects.

(c) Other Methods

It is recognised that not all resource management issues can be dealt through rules in the Plan. Besides rules a wide range of methods can be used to address identified issues, objectives and policies. These include the following:

- (i) Reserve management plans
- (ii) Traffic management plans
- (iii) Emergency management plans
- (iv) New Zealand Building Act and Code
- (v) Publications which provide information to the public
- (vi) Main Street programmes
- (vii) Council work programmes.

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 decision-making.

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.

Policies

- (a) To have particular regard to tangata whenua's desire to carry out kaitiakitanga.
- (b) To protect waahi tapu and sites of cultural or historical significance to tangata whenua from desecration or disturbance.
- (c) To recognise and protect the tangata whenua desire to maintain and enhance their traditional relationship with the environment.
- (d) 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.

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.

Objective

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

Policy

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

Explanation and Reasons

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 multi-unit developments. Semi detached and multi-unit 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.

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.

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 semi-detached 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.

Commercial Activity Areas

Central Commercial Activity Area:

This Activity Area provides for a variety of retail and commercial functions in an environment characterised by purpose built retail, office and service space. Buildings are of a variety of heights and ages, are constructed in a variety of styles and with a diverse range of materials. Buildings built to the front boundary and incorporating verandahs enhance amenity values in some locations. In parts the open space character of vehicle sales yards strongly influences the environment. Visual amenity values are influenced by the vehicle and pedestrian environments, these varying with the functions of adjacent land uses.

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 Te Puni Street, Hutt Road, Petone Avenue and Victoria Street: This part of Petone is characterised by large sites which accommodate vehicle orientated retailing and larger commercial activities. 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.

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.

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.

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.

- (i) 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.
- (ii) 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.
- (iii) 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.
- (iv) 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.

- (v) 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.

Policy

- (a) To provide opportunities for gradual intensification of residential densities by:
 - (i) Enabling higher densities along major transport routes and near suburban focal points,
 - (ii) Providing for infill development throughout the established residential areas to appropriate minimum standards, and
 - (iii) Managing the rate at which land at the periphery of the urban area is developed for residential purposes.

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:

- (a) Preventing rural areas from being urbanised (see also 1.10.7),
- (b) Limiting the amount of land at the periphery that can be developed for urban residential purposes, and
- (c) 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.

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 non-renewable 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.

1.10.4 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 integrated commercial centres as community focal points.

Policies

- (a) Commercial activities should be located in a manner that enables integrated commercial centres to be developed.
- (b) To maintain and enhance the amenity values within commercial activity areas.
- (c) To minimise vehicle generation and to promote safe and efficient movement.
- (d) To promote the efficient use of land in commercial activity areas.

Explanation and Reasons

Commercial areas tend to be the focus for the community providing places where people can meet in familiar surroundings. Integrated commercial centres also enable a sense of place and belonging to be developed. Attractions, such as retail activities, cultural and entertainment facilities, offices, business and personal services are important for the development of integrated commercial centres. The most important of the attractions is the retail component. Other non-retail activities are closely linked and dependent on the retail sector.

For integrated commercial centres to be developed it is important that unrestricted retailing is concentrated in certain areas to ensure that a critical mass is maintained. A proliferation of stand-alone retail activities or a scattering of retail activities has the potential to undermine the development of integrated commercial centres to meet community needs.

Taking reverse sensitivity issues into account it is undesirable for there to be unrestricted mix of commercial and industrial activities. Such a mix would not enable the concept of integrated commercial areas to be developed and amenity values would be adversely affected.

Integrated commercial centres will enable public transport to be provided to such centres and this will result in a more efficient use of non-renewable energy and reduce travelling time.

There is significant public investment in existing commercial areas and it is important that they are utilised fully. In many commercial areas there are also a wide range of community facilities such as libraries, community centres, and in some cases recreational centres. If there were no policies guiding or co-ordinating commercial activities, many centres would decline to the point of not being viable, causing under-utilisation of such existing public and community investment. At the same time the local authority would come under increasing pressure to provide similar services elsewhere.

Changes that have occurred in the retail and other commercial sectors have been taken into account in determining the location and size of commercial activity areas. The Central Commercial and Petone Commercial Activity Areas have been expanded to take into account the changes that have occurred.

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.

Policies

- (a) 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.
- (b) That adverse effects of hard rock extraction activities on the receiving environment are avoided or mitigated by the provisions of the Extraction Activity Area.
- (c) 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.
- (d) That reverse sensitivity is taken into account in managing land-use 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 “locked-up” 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 land-use 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.

Policies

- (a) To ensure the adequate provision of open space for the passive recreational needs of the community.
- (b) To ensure adequate provision of larger open space areas for active and passive recreation.
- (c) To ensure the protection and enhancement of areas of special recreation amenity.
- (d) To ensure the conservation of natural and heritage features and landscapes.
- (e) 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.

Policies

- (a) 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.
- (b) To manage activities to ensure that the adverse effects are no more than minor on open space character, landscape and amenity values.
- (c) 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 non-human 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.

Policies

- (a) To identify resources that are considered to be of significance.
- (b) 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.

Policies

- (a) To protect the heritage values of the City through ensuring that any alterations, repairs or modifications to the exterior of heritage buildings are managed.
- (b) 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.

Explanations 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.

Objective

To avoid or mitigate the vulnerability and risk of people and development to natural hazards.

Policies

- (a) To manage the siting of buildings and structures within the Wellington Fault Special Study Area.
- (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.
- (d) To manage areas susceptible to coastal hazards such as coastal erosion and sea level rise.

Explanation and Reasons

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

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. This area has been identified as the Wellington Fault Special Study Area 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.

Flood Hazard

The Hutt River, Wainuiomata River and local streams have the potential to overflow their banks during long continuous periods of rainfall. 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.

Coastal Hazard

Coasts are dynamic areas which are susceptible to such threats as sea level rise, storm waves and erosion. 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 frequency of occurrence, the likely economic impacts on property owners and the effectiveness of mitigation measures.