The Porirua Development Framework

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1 An overview

1.1 What is the Porirua Development Framework?

The Porirua Development Framework (the Framework) is a guiding document that is intended to influence how and where the city will physically develop over time. The Framework provides a ‘picture’ of what the city may eventually look like – areas where people may live, work and play. It is also intended to guide change within the city, founded on principles of sustainable development.

The Framework is what we are planning for. The Framework reinforces the vision that has been identified by the community for the city. The Framework also clearly explains the Principles on which it has been based. It also defines the key Objectives that will be achieved, once implemented.

The Framework Map has been developed by assessing future population pressure and change, related housing needs, reviewing topography, existing infrastructure constraints, the environment and Porirua City’s potential place and role within the wider Wellington Regional community.

1.2 Why has it been prepared?

Great places don’t just happen, they need help. The Framework is intended to help Porirua City plan its future development and ensure it remains a great place. The Framework is also intended to help guide how the city should plan and provide its infrastructure for future development. The Framework, should also help the Council and local communities to identify future development priorities (such as community centre revitalisation, asset upgrades etc) and how these should be progressed.

This Framework also helps the city in reviewing its District Plan and will guide future changes to that plan.

1.3 What we will get out of it?

The Framework is a practical tool to help manage future development. It identifies where development could occur, the type of development that may be appropriate in certain areas, where Council should focus its planning efforts, and what works are necessary to ensure development can occur sustainably.

The Framework makes recommendations on actions to be completed. The final decisions on the Framework’s recommended actions, the timing of those actions, and their related costs, will be considered through the LTCCP process.

The Framework gives the community and potential investors a certainty as to how the city is likely to grow and be managed.

1.4 What exactly is in the Framework?

This document includes:

- The national and regional context within which physical development in Porirua City is considered (pages 4-7) and a snapshot of Porirua now and in its future (pages 8-10).
- The Porirua Development Framework proper, comprising:
  - Principles and Objectives that guide long-term development – see pages 12-15;
  - The Framework Map showing preferred locations for specific development forms (pages 16-19), and an associated Strategic Study Areas Map (pages 20-21), together with explanations; and
  - The Framework Action Plan, which briefly outlines the actions/projects that should be completed over the next 20 years to ensure that development occurs in a sustainable manner – see pages 22-27.

This is supported by the partner document: Porirua Development Framework Detailed Action Plan.

- A Glossary of planning terms used in this document (pages 28-29). Glossary items in the text are marked with an asterisk (*).

The partner document, the Porirua Development Framework Detailed Action Plan, specifies a set of projected actions required to implement the Development Framework. This document will be updated as required, over the lifetime of the Framework.
1.5 How does the Framework fit in with other initiatives?

The Framework is a non-statutory document, and does not contain any rules that people have to follow. It identifies how the community’s vision for the city and its future development (as articulated in the LTCCP), might be physically realised and implemented over the city over time. It also identifies any information that is required and work that needs to be completed before aspects of that physical development may be able to start.

Other key documents and plans must be considered or complied with when planning for long-term development in Porirua City. These include:

- Wellington Regional Strategy, Regional Policy Statement, and Regional Land Transportation Strategy;
- Community Planning Documents (Village Planning*);
- Porirua City District Plan.

In areas of the city where there is competition between regional strategies, local community aspirations and plans, the District Plan and the Framework, the Framework has identified the need for further detailed studies. These ‘Strategic Study Areas’ represent places where there are often significant and competing challenges facing the future planning and development of those places. The action of undertaking Strategic Studies is intended to address these tensions.

Future reviews of the District Plan are intended to be informed by outcomes of these Strategic Studies. The Framework and its Action Plan are intended to guide future programmes and projects that should be considered for funding under the LTCCP.

In addition to the strategic documents identified in Figure 1, there is a range of other strategies and documents that complement the LTCCP and Framework, such as the Porirua Transport Strategy, our Asset Management Plans, and Recreation Plans. These have long-term impacts on the direction and form of service development in the city.

Through this combination of documents, the long-term development of Porirua City is to be managed and planned.
Porirua and New Zealand

In preparing this Framework, we looked closely at how it relates to what’s happening in other centres and in New Zealand as a whole. Consideration was given to a range of matters that have been constructively discussed, canvassed, and explored at a national level.

The following matters have been incorporated into the Planning Assumptions of the Framework, the Assessment Criteria used to identify potential locations for particular development forms, and the Action Plan. This is the common approach that has been adopted by Councils throughout New Zealand, in preparing and developing other growth and development management strategies.

2.1 Climate Change
• Sea-level rise;
• Carbon neutrality and carbon trading schemes;
• Emissions and the Kyoto Protocol; and
• Energy efficiency and management, and increase in energy prices.

2.2 Environment
• Indigenous biodiversity management;
• Management of waterways;
• Management of the coast and marine environment;
• Potable and urban water management as a limited resource;
• Natural hazard risk management;
• Hazardous sites; and
• Heritage management.

2.3 Integrated Planning
• Ensuring that planning of places appropriately recognises and provides for social, economic, cultural and environmental wellbeing.

2.4 Sustainability and Sustainable Development
• Population and household change projections in terms of numbers and structure;
• Affordable housing;
• Sustainable housing;
• Urban design;
• Low impact environmental design;
• Waste minimisation; and
• Economic transformation.

2.5 Transport
• Peak oil; and
• The need for decreasing dependency on motorised and private vehicles and increased use of public transport, including trains, and non-motorised transport such as walking and bicycles.

2.6 Treaty of Waitangi and Iwi Issues
• Ngati Toa are tangatawhenua of Porirua City.
Porirua and our region

How the Framework relates to what’s happening regionally has been critical to its development. Consideration was given to the role Porirua plays within the region and its relationship with its neighbours.

3.1 The Wellington Regional Strategy

In 2007, the nine local authorities of the Greater Wellington Region, collaboratively finalised the production of the Wellington Regional Strategy. The Strategy has a principal aim of making Greater Wellington internationally competitive, in terms of being a region with great lifestyle and job opportunities, supported by a strong economy. The Wellington Regional Strategy sets a context for looking at Porirua City’s place and role within the region.

The Wellington Regional Strategy identifies three focus areas for sustainable growth. They are:

- **Leadership and partnership** – Key players working together to deliver the regions sustainable growth.
- **Grow the region’s economy, especially its exports** – Export more and become less reliant on the trade within New Zealand.
- **Good regional form** – Building on the physical arrangement of our communities and how they link, and strengthening our city and town centres, matching transport decisions and land use, creating quality urban design, creating strong open spaces and recreation amenities, and providing good housing choice – essentially, making the Wellington Region a great place to live, with a good quality of life.

In accordance with these focus areas, the Wellington Regional Strategy specifies a series of actions that should be implemented over time.

3.1.1 Strong regional centres and land for business growth

The Wellington Regional Strategy recognises that the Porirua City CBD and existing industrial areas have a particular role in terms of growing the region’s economy, ensuring that there is an adequate and adaptable supply of land for commercial and industrial use.

3.1.2 Quality urban design

The Wellington Regional Strategy recognises that quality urban design is about cities and towns that look good, feel safe and are easy to get around. These are fundamental premises underpinning the Framework.

3.1.3 Integrating transport with urban and rural needs

The Wellington Regional Strategy identifies we must create more employment close to where people live. Some options for Porirua City include both supporting residential development and redevelopment near existing commercial centres and ensuring there is appropriate infrastructure to service home based businesses and in new areas of potential commercial land use.

The efficient operation and use of our transport system and consideration of the development ‘fit’ with the transport network are fundamental to creating a good regional form. This is a key element of the Framework, reflected in all assessment criteria for development location identification.
3.1.5 Rural industry growth

The Wellington Regional Strategy identifies the need to support rural industry growth. Considering Porirua City’s environment, its topography, the quality of soils in Porirua City, and the proximity of Porirua City to regional centres of employment, we do not envisage rural industry as being an area of high potential growth, or necessarily best use of the rural land resource in some parts of Porirua City.

3.1.6 More homes close to city centres and transport links

One of the region’s strengths is its wide range of housing and lifestyle options. A need has been identified to enable medium and higher density development close to centres and transport links, while protecting the character of the traditional low-density family-focused suburbs. The Framework supports this desire. Diversification of our housing stock is envisaged through consideration of medium density development close to suburban centres and transport nodes, and higher density development* within the Porirua City CBD.

3.1.7 Affordable housing

Affordable housing is a regional concern, both in terms of the provision of homes at a reasonable cost for those purchasing, and suitable housing for those unable to afford market costs. Affordable housing is considered by the Framework. Further work is necessary to understand the housing issues in Porirua City. This work is proposed as part of the Framework’s Action Plan.

3.1.8 Open Spaces

The provision of quality open spaces is a fundamental part of world-class cities and regions. This was a key consideration when assessing development options within the Framework, identifying areas with potential for open space, and improving links between existing open space areas.

3.1.9 Regional focus areas

The Wellington Regional Strategy has identified two Regional Focus Areas within Porirua City as being particularly important to its successful implementation: Pauatahanui, and Porirua to Linden. These areas are likely to come under significant development pressure over time.

The Pauatahanui area is important because of its proximity to the intersection of Transmission Gully Motorway and SH58. Its location at the junctions of these regional roads makes it a potentially attractive ‘node’ for future development. This area is also environmentally sensitive. Pauatahanui is seen as an area that will need proactive management, to control and manage any development to address regionally significant environmental and sustainability issues. The Pauatahanui area is therefore identified in the Framework as a ‘Strategic Study Area’.

The Wellington Regional Strategy identifies that the Porirua to Linden area is an important Regional Focus Area as it incorporates the Porirua City CBD and significant adjacent areas with strong commercial and mixed land use development opportunities. This area is also influenced by regional transport decisions including Transmission Gully Motorway and Rail Corridor upgrades. The Aotea Block and Porirua City Centre have already been subject to Structure Planning exercises. The Porirua Hospital site and the Elsdon and Kenepuru Industrial Estate areas, which are part of this Focus Area, have also been identified in the Framework as future Strategic Study Areas.

It is noted that the Wellington Regional Strategy has also identified other Regional Focus Areas outside of Porirua City that support a Northern Growth Spine linking Porirua City and Wellington cities, with development along the main transport corridor, and that promote the need for west-east links.

*See Explanation of Terms, pages 28-29
3.2 The Wellington Regional Land Transport Strategy

The Wellington Regional Land Transport Strategy (WRLTS) sets the frame and vision for the provision and management of movement and transport throughout the Wellington Region. This strategy has identified the need to construct Transmission Gully Motorway as part of the Western Corridor Plan, to facilitate a robust transport network through the Wellington Region.

The Porirua Development Framework has been developed with this outcome in mind. The location and form of potential future development areas reflects an assumption that Transmission Gully Motorway will be built.

However, it should be noted that the timing of development of Transmission Gully Motorway will have an effect on the location, form, and rate of development within these areas. This is a factor that will be taken into account within the specific Strategic Study Areas exercises proposed as part of the Porirua Development Framework Action Plan.

3.3 Overall

Porirua City has the potential to play a significant role as a great place to live, work and play in the Wellington Region because of its:
- central location in the region;
- infrastructure;
- strong access to public transport;
- social services provision; and
- beautiful environment, including views from many of its urban areas.
Our people, our city and our future...

How Porirua City has developed over the years has influenced the location and form of where we live and work, our social and utilities infrastructure, our parks, reserves and pathway network, our principal transport modes and routes, and will influence the future form and shape of our city. The Framework seeks to build on this foundation and help us develop and grow a more sustainable city.

4.1 Our environment
Porirua City has a sensitive natural environment that is a key attracting feature of the city, and needs to be considered, managed and protected when planning for future urban and rural development.

4.2 Our economy
Our economy is highly integrated with the regional economy. However, we need to increase the sustainability of our city, the number of people who are able to live, work and play within Porirua City, and the city’s resilience to economic change.

4.3 Social and utility infrastructure
We are a city that is well serviced in terms of social infrastructure, with good access to services, facilities, and public transport.

Our vehicular transport system may change over the next 20 years with the construction of Transmission Gully Motorway (TGM), and increasing use of the public transport system and use of non-motorised transport.

Our urban areas are well serviced with Council owned utilities infrastructure. Certain networks including storm water and sewerage networks will require upgrade if further development is to occur. The Rural Zone is mostly unserviced.

The city’s future development needs to plan and provide for the efficient and sustainable future use and development of this infrastructure network.

4.4 Our people
We have a wonderful mix of people in Porirua City. We have a population that is ethnically, culturally, socially, and economically diverse. This complex mix of people has influenced the city’s development, and present day identity. This diversity needs to be recognised and provided for in the future planning of our city.

*See Explanation of Terms, pages 28-29*
4.5 Our population projections

Porirua City is planning for a potential additional 9,600 people by 2031. It also anticipated that it will become more ethnically diverse over time.

Our population profile will also change. It is anticipated that there will be significantly more people over the age of 45 years, and less people under 15 years. It is also projected, that the proportion of our population over 65 will double. This will ‘age’ our communities. It is also anticipated that we will have a greater number of people with disabilities. The future planning of the city needs to accommodate these changes.

4.6 The places we live

Porirua City has developed as a great place to live for people with families and children.

Porirua City’s existing urban residential housing stock is dominated by conventional detached three-bedroom dwellings. Our rural areas are dominated by several large farm blocks interspersed with small farm ‘lifestyle’ sections (five or more hectares).

As shown in Figure 4, there are some sectors of the housing market that are not readily available in Porirua City. These include the more intensive forms of residential living including high density* (apartment blocks) living, medium density* (townhouse – generally no greater than three storeys) living, and rural residential* living (generally rural sections between 400m² and five hectares).

The city’s future development needs to recognise and provide for changing housing needs and lifestyle choices and to manage the quality of the local environment.

It is projected that we will need at least 5,000 new homes by 2021. These will be required to meet changing household needs and requirements of our changing population structure, and to support the moderate level of population growth that has been predicted.

Figure 2: Projected change in Porirua’s population by age group
(Statistics New Zealand, 2008)

Figure 3: The changing composition of our communities
(Statistics New Zealand, 2008)

Figure 4: Housing choice available in Porirua (2009)
In theory our undeveloped suburban zoned land (greenfield sites) as of 2008, where development has not yet been taken up, has capacity for approximately 1,700 new allotments under our existing development form. As shown in the table below, it is anticipated that there is between five years and 15 years of development potential remaining in our suburban zone.

<table>
<thead>
<tr>
<th>Time before existing undeveloped suburban zoned areas are fully subdivided</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>High Growth (350 homes/year)</td>
<td>5 years</td>
</tr>
<tr>
<td>Low Growth (100-120 homes/year)</td>
<td>15 years</td>
</tr>
</tbody>
</table>

Table 1: Approximation of existing Urban Greenfield capacity (Porirua City Council, 2008)

The Porirua Suburban Character Study (2005) identified that capacity for infill or intensification development exists. Further work is required to identify how many sites can accommodate additional development.

The Wellington Regional Strategy also anticipates that there may also be a future demand for more intensive rural living in the region. We consider that some of the rural areas in Porirua City would be suitable for such development.

4.7 What does this mean?

Our population composition in terms of age structure and ethnicity is changing. Our associated patterns of household occupancy are also changing to accommodate this. This means we will not only need more houses for our existing population, but also homes for further population growth.

We need to plan for an increasing demand in a greater range of housing form/choice, including town houses, retirement homes, rural lifestyle options. Our environment, social infrastructure, and access to public transport, means that we are well positioned to provide for those needs.

The timing of when and how any areas of new growth or change are released for urban use will need to be managed. The Framework proposes to do this through future strategic study exercises, structure planning, asset management planning and implementation, urban design work, and other associated programmes.

Figure 5: Population and House Change projections (Statistics New Zealand, 2008)
The Porirua Development Framework
The Framework guides the future development of Porirua City in a way that achieves the LTCCP vision and our community outcomes. The Framework also seeks to create communities that are founded on principles of sustainable development and good urban design. Those outcomes will both reflect and achieve the City Vision.

In support of the City Vision, there are nine overarching principles for the Framework. These principles are a mixture of ethical considerations and practical applications derived from:

- local issues;
- Central Government policy (including things like the New Zealand Urban Design Protocol);
- regional agreements, such as the Wellington Regional Strategy; and
- standard practice in strategic planning throughout New Zealand.

5.1 Sustainable development

- The Framework must achieve a vision where future development and growth in Porirua City is economically, environmentally, socially and culturally sustainable.
- The Framework addresses today’s needs, while also addressing the needs of future generations.

5.2 Outward looking

- The Framework must be developed in a manner that not only reflects our local needs and aspirations, but also reflects our place and role in the region and the nation.

5.3 Community involvement

- The Framework’s development must be transparent.
- The Framework’s development must ensure that interested people, organisations and other parties can become involved at stages where their input can provide greatest benefit.
- The Framework’s development must make it clear that its purpose is to deliver an agreed framework that will guide future work and actions, including the planning for the future use and development of the city.

Figure 6: Porirua Development Framework Principles
(Source: Porirua City Council)

Porirua’s ‘Successful City’ Vision Statement, from its Long Term Council Community Plan 2006-2016

“Porirua City is an exciting place full of life, colour and fun. It has energy and a heart.

“Porirua City is a vibrant and diverse City with pride in its people and cultures, its clean environment and community facilities.

“It is a City of opportunity where freedom and fairness are expanding. People enjoy life in harmony and understanding.

“The City is a strong, dynamic, regional centre, built on sound infrastructure and with a vigorous and sustainable economy.”


5.4 **Preservation of our diversity and character**

5.4.1 • The Framework recognises that our community is changing, in terms of age structure, and cultural diversity.
5.4.2 • We want people to be able to live in our communities with a good quality of life, irrespective of age, mobility, or family lifestyle, with good and easy access to a variety of public facilities.
5.4.3 • We need to support and plan for our diversity and character, of both people and places.

5.5 **Manage change from:**

5.5.1 • We want the city to grow sustainably, with a strong Growth Protocol. All these issues must be addressed under the principle of sustainable development.
5.5.2 • The Framework recognises that our community is character, of both people and places.
5.5.3 • We need to ensure that Porirua, Harbour, and its catchments have good water quality and are managed and appropriately located arterials, public transport facilities and interchanges. These include the needs of pedestrians of all ages; cyclists; people with prams and young children; people with wheelchairs or other aids; public transport; and private vehicles.

5.5.4 • We want people to be able to live in our communities with a good quality of life, irrespective of age, mobility, or family lifestyle, with good and easy access to a variety of public facilities.
5.5.5 • We want our suburban communities to grow and prosper in a sustainable manner, and provide for a greater housing choice within those communities.
5.5.6 • Our challenge is to strategically decide (a) the best places to support change within communities, and (b) how we will manage and plan for that change in an integrated and sustainable way, that considers people, place, infrastructure, economy, natural hazards, social effects such as community cohesion, heritage values, and access to services and the environment, and reflects principles of good urban design.

5.6 **Environmentally sustainable**

5.6.1 • We need to manage our natural and built environment in a sustainable manner.
5.6.2 • We need to ensure that Porirua Harbour, and its Onepoto and Pauatahanui Inlet arms and their catchments have good water quality and are managed appropriately and effectively.
5.6.3 • Adverse effects from future growth and development on the natural and built environment must be assessed, mitigated and managed.
5.6.4 • Indigenous biodiversity must be protected, through ensuring natural waterways, wetlands, indigenous vegetation and ecosites are appropriately managed.
5.6.5 • Significant and defining landscapes must be identified and managed.
5.6.6 • Risk from natural hazards must be considered at all levels of decision making. Risk avoidance shall be the priority for greenfield urban growth areas.
5.6.7 • Likely impacts of climate change must be considered at all levels of decision making.

5.6.8 • The long term development of the city must be designed in a way that maximises energy efficiency wherever possible.

5.7 **Holistic transport system**

5.7.1 • We need to have a safe and efficient land transport network, based around nodes, being places where several different transport forms intersect and stop.
5.7.2 • We need to have a land transport network with good connectivity throughout the city and with the surrounding region, with practical, accessible links.
5.7.3 • We need to have a strong land transport network that caters for all transport needs with efficient and appropriately located arterials, public transport facilities and interchanges. These include the needs of pedestrians of all ages; cyclists; people with prams and young children; people with wheelchairs or other aids; public transport; and private vehicles.

5.7.4 • We need to have a strong land transport network that caters for all transport needs with efficient and appropriately located arterials, public transport facilities and interchanges. These include the needs of pedestrians of all ages; cyclists; people with prams and young children; people with wheelchairs or other aids; public transport; and private vehicles.

5.8 **Safe/accessible public places**

5.8.1 • We must ensure we have safe, legible, public spaces and places that are accessible to all and are universally appropriate.
5.8.2 • The design of all new public spaces and redesign of existing public spaces, including street layout, must reflect principles of “Crime Prevention through Environmental Design” (CEPTED).

5.9 **Treaty of Waitangi**

5.9.1 • All planning for future development in the city must take into account the principles of the Treaty of Waitangi.
5.9.2 • Ngati Toa is Tangata Whenua for Porirua City, and their responsibility of Kaitiakitanga must be recognised and provided for in long-term decision making for the city.
The Framework sets a series of objectives, to be achieved if it is to be effective. In part, these objectives reflect wider community aspirations for Porirua City, as conveyed to Council through the ‘My Place Our Future’ forums in 2005. The Framework’s objectives are grouped to reflect the different management areas for physical development in Porirua City.

The objectives identify our aims, and what we must consider and weigh-up when making recommendations on future development options.

## Business and Employment

**OBJECTIVE 1:** Increase economic activity and employment growth, through diversification and support of locally based businesses in commercial and industrial areas.

**OBJECTIVE 2:** Ensure there is sufficient land available of a suitable quality, to cater for future business needs.

**OBJECTIVE 3:** Maximise business opportunities created by Transmission Gully or other large infrastructural developments through and around the city, thus supporting economic development and employment growth.

## Housing

**OBJECTIVE 4:** Improve housing choice, by enabling a variety of housing types and form to be built, catering for differing levels of affordability and need.

**OBJECTIVE 5:** Improve housing quality, by promoting sustainable housing and good urban design outcomes that integrate with existing communities.

## Social Infrastructure

**OBJECTIVE 6:** Advocate to ensure education facilities meet the needs of the local population and businesses, and are located in easily accessible areas.

**OBJECTIVE 7:** Ensure that each community is provided with universally appropriate, accessible, safe public services and facilities that meet the needs of all sectors of society.

## Culture and History

**OBJECTIVE 8:** Recognise and provide for cultural and historical associations with the natural and built environment.

**OBJECTIVE 9:** Ensure the Principles of the Treaty of Waitangi as set out in the Charter of Understanding between Ngati Toa Rangatira and Porirua City Council, are taken into account when planning for future growth and development.

## Transport and Infrastructure

**OBJECTIVE 10:** Improve and better understand the balance between development, and the provision of infrastructure capacity.

**OBJECTIVE 11:** Ensure new development is supported by the provision of appropriate and efficient infrastructure.

**OBJECTIVE 12:** Improve the transport system, by strengthening the links between communities while ensuring they are safe for all users; focusing on the creation of transport nodes; widening the choice of transport modes; future proofing the physical infrastructure; and focusing on the use and provision of public transport and walking/cycling.

**OBJECTIVE 13:** Ensure the city develops an appropriate regulatory framework and infrastructure to become a city where taking part in new technologies is open to all.
6.6 **Recreation**

**OBJECTIVE 14:** Ensure recreational facilities are located in easily accessible areas; are an appropriate form to cater for community needs; and are safe environments for leisure and recreation activities to occur.

6.7 **Environment**

**OBJECTIVE 15:** Ensure the natural environment is sustainably managed, which includes:

- Indigenous biodiversity is protected through effective management, which includes the protection of indigenous vegetation, important ecosites and habitats for indigenous fauna.
- Strengthen the city's green and leafy appearance.
- Improve water quality in the Pauatahanui Inlet, Porirua Harbour and waterways, by ensuring effective management of sediment discharges, pollutants, excess nutrients and other contaminants. This may be achieved through explicit management and advocacy.
- Managing development in the coastal environment through explicit management and advocacy.
- Identify significant landscapes, and ensure they are appropriately managed and protected.

**OBJECTIVE 16:** Ensure new urban development is not exposed to unacceptable risk from natural hazards and impacts of climate change. Further development in existing communities may occur in areas potentially affected by climate change or subject to natural hazards, where appropriate mitigation is achievable.

6.8 **Planning Places**

**OBJECTIVE 17:** Retain and support the character of existing communities and villages, while promoting good urban design.

**OBJECTIVE 18:** Ensure links through and to communities respect, retain and reinforce those communities’ sense of place, and are designed with flexibility to meet changing future needs.

**OBJECTIVE 19:** Ensure there is sufficient urban zoned land available for both residential and non-residential purposes, to cater for future demand.

**OBJECTIVE 20:** Maintain the open and natural countryside of the rural area, where appropriate.

**OBJECTIVE 21:** Improve the quality of development, in regard to the ‘layout’ of our neighbourhoods, and the design, energy efficiency, location and materials used in our houses and buildings.

**OBJECTIVE 22:** To promote the efficient use of existing urban zoned land, networks and infrastructure.

*Note: There will be conflict between certain objectives and outcomes recommended within this Framework. This trade-off is inevitable and is part of the difficult balance when planning for sustainable development within a city.*
The Framework Map

**The Framework Map is the heart of the Porirua Development Framework.**

*It shows the preferred locations for residential, business and industrial growth.*

The Porirua Development Framework Map, is made up of a number of primary elements:

- **Urban Growth** – where new urban residential greenfield growth* (urban growth) should occur both in the medium and long term.
- **Intensification** – where diversification and potential intensification* of urban housing should occur in the short to medium/long term.
- **Rural Residential Growth** – where rural residential development* should be considered in the medium to long term.
- **Industrial/Business Growth** – where new industrial/business growth areas including mixed use, should occur in the medium to long term.
- **Green Networks** – where large existing reserves are located and potential future green spaces could be planned.
- **Transport** – where transport network upgrades should be planned in the medium to long term.
- **Landscapes** – areas where further specific landscape sensitivity work and related actions, should be considered in the short term.

The areas defined within the Framework were identified in accordance with a set of assessment criteria. A description of the assessment criteria is provided in the Porirua Development Framework Background Document 2008.

Several further areas that are classified as Strategic Study Areas, where further intensive planning work is required, are shown on The Framework Strategic Study Areas map on pages 20-21.

### 7.1 Potential Urban Growth and Intensification Areas

#### 7.1.1 POTENTIAL URBAN GROWTH AREAS

These are areas where it would be appropriate to extend the suburban zone, once most of the existing suburban zone greenfield areas (such as Aotea, Silverwoods etc) have been developed.

The only potential urban growth area identified is:

- **North of Camborne** – however, this area has a range of constraints and limitations that would require further detailed investigation before Council could consider a specific change to its District Plan.

Long-term potential urban growth areas are areas where it might be possible to extend the suburban zone in the very long term. This area extends from the potential urban growth area north of Camborne, and traverses up towards Pukerua Bay.

#### 7.1.2 POTENTIAL INTENSIFICATION AREAS

These are areas where it would potentially be appropriate to encourage or promote further diversification in housing to provide a greater range in housing choice and meet a greater range of housing needs. This may include enabling residential intensification. These areas are generally located in proximity to existing Village Centres (such as the Whitby, Mana and Titahi Bay shops), railway stations, in proximity to public bus routes and public open spaces.

*See Explanation of Terms, pages 28-29*
THE PORIRUA
DEVELOPMENT FRAMEWORK MAP

- Urban zoned land
- Potential intensification areas
- Long-term potential intensification areas
- Potential urban growth area
- Long-term potential urban growth area
- Potential rural residential growth areas
- Potential industrial/business growth areas
- Possible long-term industrial/business growth areas
- Green network
- Areas requiring further landscape sensitivity work
- Potential development path/movement
The Porirua City Centre is identified as an area for future inner-city residential development. Where intensification is promoted within the city’s existing suburban zone areas, it is anticipated that this would be characterised by medium density development that is subject to design controls. Medium density development typically takes the form of low-rise multi unit apartments. These are usually no greater than three storeys high.

It is not envisaged that all of the areas identified as being potentially suitable for intensification would be developed for that purpose. Any enabling District Plan mechanisms for intensification will be subject to standards managing the amenity of development, its interaction with neighbouring sites, the environment, and the community.

Potential intensification areas are:

- **Mana to Plimmerton**, with specific focus around areas approximately within 400m walking distance of the Train Stations.
- **Titahi Bay**, approximately within 400m easy walking distance of the Village Centre.
- **Cannons Creek**, approximately within 400m walking distance of the Village Centre.
- **Whitby**, approximately within 400m walking distance of the Village Centre.

Other potential intensification areas that may be appropriate in the future include:

- **Titahi Bay**, but slightly further out (between 400-800m) from the areas identified above;
- **Takapuwahia and Elsdon**;
- **Between Cannons Creek Village Centre and Porirua City Centre** along Warspite Avenue;
- **Between Cannons Creek Village Centre and Waitangirua Village Centre along Warspite Avenue, and surrounding Cannons Creek Centre itself**;
- **Aotea Block**, within walking distance of future Suburban Shops, and within 400m of the Porirua City Centre (note, this is already zoned within the District Plan for this purpose);
- **Paremata** within walking distance of the train station.

For Strategic Study Areas resulting from Potential Intensification Areas and Potential Urban Growth Areas, see pages 20-21.

### 7.2 Potential Industrial/Business Growth Areas

These are areas where it would be appropriate to encourage more intensive commercial development, or mixed use development, in the short to medium term. The area covers the Porirua City CBD, and the Elsdon/ Porirua Hospital land/Broken Hill Road/Keenepuru area. It is anticipated that high-density* and medium-density* residential development would also be encouraged within Porirua City CBD. It is noted that issues associated with co-locating residential and commercial land use, such as noise, will need to be carefully managed.

The only new industrial/business growth areas that are recommended are to the north of Camborne and to the west of Broken Hill Road. 7.3

### 7.3 Possible Industrial/Business Growth Areas

In addition to the potential industrial/business growth areas identified, two Possible Industrial/Business Growth Areas are identified. These areas are located at Judgeford and around the SH58/Transmission Gully Interchange.

These are areas that may or may not be suited for very long term strategic industrial/business development purposes. However, they are identified as they may have one or more characteristics that may possibly make them suitable as future industrial/business growth areas.

It must be noted that Porirua City Council and its partners within the Wellington Regional Strategy do not consider these areas to be suited to larger scale retail developments. Such developments would directly undermine the vitality, vibrancy and function of the existing regional retail centres.

It must also be noted Council will not support industrial/business growth within these areas in the
foreseeable future, in the absence of the completion of a comprehensive and robust structure planning exercise. Such an exercise will need to consider, and appropriately recognise and provide for the area’s sensitivity to development and its possible and potential role and function both within the Porirua community and in the wider Wellington region.

Council accepts that it is entirely conceivable that due to the area’s environmental sensitivity and infrastructure constraints, the outcome of any such structure planning exercise could be one that entirely discounts the possibility of this area being used as an active industrial/business development growth area.

It is also noted that short-term planning in this area should not, in the absence of the completion of a comprehensive structure planning exercise, preclude the future ability for this area to be considered for possible future industrial/business development purposes.

For Strategic Study Areas resulting from Potential Residential Growth areas, see pages 20-21.

7.4 Potential Rural Residential Growth Areas

These are areas where it would be appropriate to consider future opportunities for more intensive rural living development. There are three potential rural residential growth areas identified in the Framework:

- **North of Plimmerton**;
- **East of the urban growth area between Camborne and Pukerua Bay**;
- **In Pauatahanui and Judgeford** (this does not include Lanes Flat)

For Strategic Study Areas resulting from Potential Residential Growth areas, see pages 20-21.

7.5 **Green Network**

This comprises the city’s existing large-scale public reserves, its pathways network and possible extensions to that network.

7.6 **Future Landscape Sensitivity Work**

These are sites that are highly visible from Porirua City and from other Districts. The future management of these areas is challenging given that they are often privately owned but highly valued by the public. Further work is required to define the specific values attached to these sites. Council will also need to work closely with landowners to develop appropriate future management options.

*See Explanation of Terms, pages 28-29*
The Framework Strategic Study Areas

Strategic study areas are areas where significant change may occur – change that needs to be sensitively managed, over time. Where strategic studies are undertaken, it is envisaged that they will inform future District Plan reviews.

8.1 Potential Intensification Areas and Potential Urban Growth Areas

Potential urban growth and intensification areas that would benefit from more detailed investigation, include:

8.1.1 Paremata, through Mana to Plimmerton and Camborne

This area may experience significant urban growth and intensification pressure in the future. The area has desirable characteristics for future urban growth, being located on State Highway 1, with proximity to a well developed local centre, community facilities and easy access to rail and the coast. Transmission Gully Motorway is also likely to change the relative use of Mana Esplanade. The area also faces development challenges related to the capacity of its infrastructure, the management of its amenity, and its exposure to natural hazard risks.

8.1.2 Titahi Bay

This area has experienced strong pressures for change in terms of demand for infill subdivision, especially near the beach. It is anticipated that this area will continue to experience intensification pressure in the future. The area has similar characteristics to Mana with easy access to public transport, the coast, well developed community facilities and a local shopping and community centre. The area also presents development challenges related to the capacity of its infrastructure, management of its amenity and potential exposure to natural hazards.

8.1.3 Eastern Porirua

Housing New Zealand has initiated a redevelopment programme for part of its housing estate in Eastern Porirua including Cannons Creek and Waitangirua. This programme includes redevelopment of housing for the elderly, housing for larger families, and medium density development. Council will work with Housing New Zealand in the development and review of Structure Plans used to guide this work.

8.1.4 Whitby shops and surrounds (including Duck Creek)

Areas in the Whitby Shops vicinity have experienced recent change associated with the development of more intensive housing including the development of a retirement village. It is anticipated that further comprehensive development will occur around the Whitby Shops and along Duck Creek. The Duck Creek area’s central Whitby location, proximity to the Whitby Village Centre, and easy access to community facilities and public transport makes the site a desirable development location. This area also has development challenges relating to the management of Duck Creek, the area’s amenity, potential development effects on Pauatahanui Inlet, its integration with surrounding areas, and its potential exposure to natural hazards.

8.2 Potential Industrial/Business Growth Areas

Potential industrial/business growth areas, that could benefit from more detailed investigation include:

8.2.1 Kenepuru Development Study Area

It is anticipated that part of the Porirua Hospital site will be declared surplus, and made available for future development. The location near the Porirua City CBD, its accessibility to State Highway 1 and its proximity to any future interchange with Transmission Gully Motorway makes it a strategically significant future development site for Porirua City and the Wellington Region. It is appropriate that the future development of this area is planned working with landowners, to ensure that the best use of this area is realised. The Council is aware that Ngati Toa has advised the Crown of its interest in this land as part of its Treaty settlement.

8.3 Potential Rural Residential Growth Areas

Any proposal to introduce more intensive rural residential living into the city’s existing rural areas will need to be carefully managed. Such proposals will need to address a range of matters including:

- the management of amenity, including landscapes;
- the effects on the Porirua Harbour (including Pauatahanui Inlet);
- servicing and infrastructure; and
- exposure to natural hazards.

Areas identified as requiring further detailed investigation for rural residential living include:

- potential rural residential areas east of the urban growth area north of Camborne; and
- Pauatahanui/Judgeford.
Other potential rural residential areas would need to be further assessed and planned through private land use change studies. These are where landowners or developers would have to undertake this type of work as part of any application to Council for rural residential development.

8.3.1 Pauatahanui/Judgeford

This rural area is likely to experience continued and significant pressure for change. The area has desirable characteristics for rural residential living, with easy access to State Highways 1 and 58 and all of the Wellington region’s urban centres, and proximity to Pauatahanui Inlet and the Transmission Gully Motorway.

However, this is an area that is environmentally significant and sensitive, and one that provides a significant landscape backdrop for the wider Porirua City area. In places, it is also prone to various natural hazards.

It is appropriate that the area is carefully planned to address these issues. It should also be ensured that other long-term development options that may possibly be suited to the area are not precluded.

8.4 Other matters

The Hongoeka Area is locally significant and unique, containing predominantly undeveloped Maori-owned land. The local hapu and the areas landowners have indicated that they wish to undertake work to guide how the area might develop over time. Council has identified that it would be willing to assist this community with this endeavour.
The Framework Action Plan identifies a set of actions considered necessary to refine and support its delivery. It also provides recommendations on the timing and prioritisation of development activities.

Many of the actions identified are linked to or are informed by other actions. **Key Priority Actions** should be completed first. For example, the Porirua Housing Needs Assessment (Action H1) is a critical prerequisite to developing a Sustainable Housing Strategy (Action H2).

Some Key Priority Actions are actions also essential to guiding the management and development of key areas, with a high risk of imminent and significant change (such as the Pauatahanui/Judgeford Area).

Actions have been grouped by key theme areas, related to the Framework’s Objectives outlined on pages 14-15. Council’s capacity to fund and progress these actions in any given year will be decided by Council through its Long Term Council Community Plan (LTCCP) development process.

A full description of the actions listed in this Framework is provided in the partner document **Porirua Development Framework Detailed Action Plan**.

### KEY

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<th>Actions required to advance Asset Management Planning</th>
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<tr>
<td>District Plan – 1-3*</td>
<td>Actions required to advance the District Plan</td>
</tr>
<tr>
<td>Other projects – 1-3*</td>
<td>Actions required for other city development and environmental management projects (including but not limited to PCC Economic Development Strategy, Land Transport Strategy, Porirua Harbour and Strategies)</td>
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</table>

- **Short term**: 0-5 years from 2009
- **Medium term**: 5-15 years from 2009
- **Long term**: 10-30 years from 2009

*The number identifies the action’s priority in a sequence of three: #1 actions should occur before #3 actions.*
## C1 BUSINESS AND EMPLOYMENT (BE)

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<th>REF</th>
<th>ACTION</th>
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<th>CURRENT PROJECTS</th>
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<tbody>
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<td>BE 1</td>
<td>BUSINESS LAND MANAGEMENT STRATEGY</td>
<td>Council</td>
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<td>ELSDON INDUSTRIAL AREA REVITALISATION PROGRAMME</td>
<td>Council</td>
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<td>Medium term</td>
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<td>BE 3</td>
<td>PORIRUA DIGITAL STRATEGY IMPLEMENTATION</td>
<td>Council</td>
<td>Community, business &amp; other agencies</td>
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## C2 HOUSING (H)

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<td>H 1</td>
<td>PORIRUA HOUSING NEEDS ASSESSMENT</td>
<td>Council/Housing New Zealand</td>
<td>Wellington Regional Strategy partners and private developers</td>
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<td>H 2</td>
<td>SUSTAINABLE HOUSING STRATEGY</td>
<td>Council</td>
<td>External agencies, eg, EECA, Housing New Zealand, BRANZ, Sustainability Trust</td>
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<td>H 3</td>
<td>URBAN DESIGN STRATEGY</td>
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<td>Housing New Zealand</td>
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<td>H 4</td>
<td>INFILL RESIDENTIAL PLAN CHANGE</td>
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<td>Housing New Zealand</td>
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<td>H 5</td>
<td>RURAL LIFESTYLE STRATEGY</td>
<td>Council</td>
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## C3 SOCIAL INFRASTRUCTURE (SI)

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<td>SOCIAL INFRASTRUCTURE PLANNING NEEDS ASSESSMENT</td>
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<td>SI 2</td>
<td>COUNCIL SOCIAL AND COMMUNITY SERVICE INFRASTRUCTURE REVIEW</td>
<td>Council</td>
<td>Housing New Zealand, Government agencies, social service providers</td>
<td>Long term</td>
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## C4 CULTURE AND HISTORY (CH)

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<td>CH 1</td>
<td>HERITAGE MANAGEMENT STRATEGY AND IMPLEMENTATION</td>
<td>Council</td>
<td>Historic Places Trust, Greater Wellington Regional Council, Ngati Toa, landowners, local communities and organisations</td>
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## C5 TRANSPORT AND INFRASTRUCTURE (TI)

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<td>PORIRUA TRANSPORTATION STRATEGY</td>
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<td>TI 2</td>
<td>WELLINGTON REGIONAL TRANSPORTATION STRATEGY ADVOCACY</td>
<td>Greater Wellington Regional Council with Porirua City submitting and working with them</td>
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<td>TRANSMISSION GULLY MOTORWAY ADVOCACY</td>
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<td>WATER SUPPLY ASSET PLANNING</td>
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<td>LANDFILL ASSET PLAN</td>
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<td>DISTRICT PLAN NETWORK UTILITY PROVISION REVIEW</td>
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<td>ENERGY &amp; TELECOMMUNICATIONS NETWORK INFRASTRUCTURE ADVOCACY</td>
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<td></td>
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### C6 Recreation (R)

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<td>Leisure Asset and Recreation Strategy Review</td>
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<td>Inter-Agency Environmental Programme Co-ordination</td>
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<td>E 2</td>
<td>Porirua Harbour and Catchments Management Strategy</td>
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<td>E 3</td>
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<td>Greater Wellington Regional Council, Department of Conservation</td>
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<td>Landscape Identification and Management Project</td>
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<td>E 7</td>
<td>Sediment and Erosion Control Methods and Guidelines</td>
<td>Council</td>
<td>Greater Wellington Regional Council, Wellington City Council</td>
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<td>E 8</td>
<td>Environmental Awareness</td>
<td>Council</td>
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## C8 Planning Places (PP)

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<td>City Centre Revitalisation Plan and Implementation</td>
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<td>PP 2</td>
<td>Village Planning</td>
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<td>PP 3</td>
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<td>PP 4</td>
<td>Pauatahanui/Judgeford Future Development Study</td>
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<td>PP 5</td>
<td>Kenepuru Future Development Study (Timing and partners are subject to outcome of resolution of Ngati Toa claims)</td>
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<td>Titahi Bay Shop and Surrounds Study</td>
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<td>Eastern Porirua Development Area</td>
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<td>PP 8</td>
<td>Whitby Future Development Area (Whitby Centre and surrounds including former Duck Creek Golf Course site)</td>
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<td>PP 9</td>
<td>Hongoeka Private Study</td>
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<td>PP 10</td>
<td>Future Development Areas Implementation Programme</td>
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<tr>
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<td>TBA</td>
<td>Council working with Ngati Toa, landowners</td>
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<td>Other projects – 3</td>
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<td>Medium to long-term</td>
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<td>Short term</td>
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### C8 PLANNING PLACES (PP) (Continued)

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<th>TIMESCALE</th>
<th>CURRENT PROJECTS</th>
<th>PURPOSE – PRIORITY</th>
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<tr>
<td>PP 12</td>
<td>DISTRICT PLAN SUBURBAN ZONE REVIEW</td>
<td>Council</td>
<td>Local community, landowners and other agencies</td>
<td>Short term</td>
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<td>PP 13</td>
<td>DISTRICT PLAN CITY CENTRE ZONE REVIEW</td>
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<td>PP 14</td>
<td>DISTRICT PLAN INDUSTRIAL ZONE REVIEW</td>
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<td>PP 15</td>
<td>STRATEGIC LAND IDENTIFICATION AND DEVELOPMENT PROGRAMME</td>
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<td>PP 16</td>
<td>STREETSCAPE &amp; TREE PLANTING STUDY FOR MAJOR ROUTES</td>
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<td>Short term</td>
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<td>Asset Management – 2</td>
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### C9 MONITORING AND REVIEW (MR)

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<td>MR 1</td>
<td>PORIRUA DEVELOPMENT FRAMEWORK COMMUNICATIONS STRATEGY</td>
<td>Council</td>
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<td>MR 2</td>
<td>PORIRUA DEVELOPMENT FRAMEWORK MONITORING AND REVIEW PROGRAMME</td>
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High density housing/living/development
High density housing is apartment living – multi-unit residential accommodation in buildings exceeding three storeys in height. We have no examples of high density housing in Porirua City. The only place we envisage supporting high density housing is in the City Centre infill development.

This involves new development within an existing suburb of older houses where one or more new dwellings are built behind, in front of, or beside an existing dwelling. It also includes two or more dwellings built where an original house has been removed or demolished. This is the typical form of small lot subdivision that currently occurs in Porirua City within our existing suburbs.

Intensification areas
Areas where there is the potential to provide for higher densities of residential development. While intensification will often correlate to an increase in population density, this may not always necessarily be the case.

Intensification development
Intensification development is comprehensive housing development or redevelopment, such as semi-detached and town houses, resulting in moderate to significant increases in residential housing density. This type of development will often involve several properties, which are redeveloped in a comprehensive manner. This is often the form of medium density housing or high density housing development. It is noted that in some cases intensification development may not necessarily result in an increase in population density.

Local community planning (Village planning)
An exercise where a local community identifies a vision for their community, local issues that need to be addressed, and an action plan for addressing these.

Long term
Used to describe a time period of 10-30 years from 2009.

Medium density housing/living/development
Our District Plan definition of medium density residential development is “three or more dwellings at a density greater than one dwelling unit per 350m² of site area and subdivision of lots for the purpose of such medium density residential development”. The usual form of medium density housing is low rise multi unit apartments, usually no greater than three storeys high. An example of this development form are the townhouses on the seaward side of the Mana Shopping Centre.

Medium term
Used to describe a time period of 5-15 years from 2009.

Mixed use development
This is where residential development is integrated with commercial development, and includes situations where these activities coexist within a common building. Examples include where a business operates from the front or ground floor of a building and accommodation is provided behind or directly above the business. Within Porirua City many dairies offer examples of what a mixed use activity looks like.

Place based planning or structure plans
An exercise where communities work with planners, engineers, landowners and developers, to develop and test design concepts for a specific place, that may be used to help plan or guide the structure and physical development of that place.

Potential industrial/business growth areas
Areas where it is appropriate to support future industrial and business growth, including the potential for mixed-use development.

Rural residential development
A term that can be used for a wide spectrum of rural lifestyle development forms, ranging from essentially super sized suburban sections (less than 2,000m²) on the urban edge of towns, to small hobby or lifestyle farms ranging in size from 4,000m² to five hectares. A whole series of terms are used to describe different rural residential development forms, including rural lifestyle, hobby farms, lifestyle blocks, and farm parks.

For the purposes of this project, the term rural residential development has been used to represent the more intensive development forms at potential densities between 4,000m² and five hectares. It is anticipated that some form of infrastructure servicing may be necessary for some of the more intensive forms of this development. Although there is demand for rural residential development in Porirua City, the District Plan does not currently provide for this development form below 5ha.
Rural residential growth areas
Areas of existing rural zoned land that may be considered for rezoning for rural residential development purposes

Short term
Used to describe a time period of 0-5 years from 2009.

Urban growth (residential greenfield)
Urban growth development involves the subdivision of land that is zoned suburban, but has not been previously developed for urban purposes. It typically involves the development of land previously used for farming. Recent Porirua City examples of this type of development are the Aotea Block, and the new areas in east Whitby.

Urban growth areas
These are areas of existing rural zoned land, that may be considered for rezoning for suburban purposes, to ensure there is potential land available in the future for greenfield subdivision development.

Very long term
Used to describe a time period of 30+ years from 2009.

Village planning
See Local Community Planning

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1. It is noted that at the time of producing the Porirua Development Framework, Housing New Zealand Corporation was undertaking a housing renewal programme within Eastern Porirua. This programme was aimed at housing renewal to meet current and future community needs. While this programme potentially resulted in increases in the site coverage of development, it was not necessarily increasing the population density within this area.