

## 2 Policy Context

The design of the route has been informed by a number of policy documents which are particularly relevant as they contain key drivers for change in the Project area. The relevant policies from these documents are summarised below.

This summary is not intended to be a comprehensive summary of all policy documents; this can be found in the Assessment of Environmental Effects report.

The proposed route passes through four Territorial Authorities (TAs): Wellington City, Porirua City, Upper Hutt City and Kapiti Coast District (Figure 2.1 Territorial Authority Boundaries). Only a small section of the route is in Wellington City, being the interchange with existing State Highway 1 at Linden and part of Belmont Regional Park. An even smaller section is in Upper Hutt City, being a very small section at Wainui Saddle. The majority of the route (21km of 27km) is in Porirua City with the remainder at the northern end being within Kapiti Coast District.

### 2.1 Planning policy

#### 2.1.1 Wellington Regional Strategy (2007)

The Wellington Regional Strategy (WRS) is a sustainable growth strategy covering all of the Region's nine districts. The ultimate aim of the WRS is to make Greater Wellington 'internationally competitive', that is, a region which offers a great lifestyle and job opportunities, supported by a strong economy.

The Strategy highlights the importance of a secure and efficient route along Wellington's western corridor.

One aspect of the WRS which is of particular relevance to the Transmission Gully Project is its focus on Good Regional Form. The Strategy identifies eight 'change areas', including:

- **Pauatahanui:** *"Due to its close proximity to the Transmission Gully and State Highway 58 interchange, the Pautahanui area will likely come under increased pressure for development. This development has the potential to undermine the region's quality of life objectives, especially given the ecological importance of the Pautahanui Inlet. In this location, less rather than more development is likely to be appropriate."*
- **Aotea to Linden:** *"This area incorporates significant development opportunities at several adjoining sites including the Aotea Block, the old Porirua hospital land, Porirua city centre and industrial estates at Elsdon and Kenepuru Drive. All of these areas are potentially impacted by the Transmission Gully Linden interchange and Porirua Rail Station upgrade."*

Furthermore, in relation to the Transmission Gully Project the WRS notes:

- The need to ensure that the proposed Transmission Gully Project links effectively with the Hutt Valley as well as with Wellington City; and
- Transmission Gully Project and the interchange with State Highway 58 could increase the east-west connection between State Highways 1 and 2.

#### 2.1.2 Proposed Regional Policy Statement (2009)

The Greater Wellington Regional Council's proposed Regional Policy Statement (PRPS) for the Wellington region was publicly notified in 2009. The document is still under appeal and therefore not yet fully operative.

The Regional Policy Statement identifies the regionally significant issues around the management of the region's natural and physical resources and sets out what needs to be achieved (objectives) and the way in which the objectives will be achieved (policies and methods). The Plan covers Wellington City, Porirua City, Porirua City, Lower Hutt City, Upper Hutt City, Kapiti Coast District and Wairarapa District.

The Transmission Gully Project is not specifically referenced in the Proposed Regional Policy Statement. However, of relevance to the Project are the specific sections, objectives and outcomes related to:

##### Landscape

The regionally significant resource management issue for landscape is identified as "inappropriate modification and destruction of outstanding natural features and landscapes, and significant amenity landscapes".

##### Regional form, design and function

The document recognises that the region has a strong corridor pattern that reinforces local centres, supports passenger transport, reduces energy use and makes services more accessible. The importance of the role of State Highway 1 is also recognised.

The Plan promotes compact urban form that makes best use of transport and supports existing centres. It also promotes travel demand management and discourages housing development in rural locations, due to their relative inaccessibility to facilities.

The regionally significant resource management issues for regional form, design and function are identified as:

- Poor quality urban design
- Sporadic and uncoordinated development
- Integration of land use and transportation

Central Wellington is identified as the central business district for the region, also identified are a number of regionally significant centres that are an important part of the region's form. These are Upper Hutt, Lower Hutt, Porirua, Masterton, Paraparaumu, Petone, Johnsonville and Kilbirnie. Intensification of both housing, commercial activity and local employment in these areas is seen as an opportunity.

A number of development strategies and/or frameworks for growth and development already exist within the region, and the PRPS notes the role of any structure plans in being able to deliver high quality urban design outcomes. Eight areas predicted to come under significant development pressure in the future are identified as Focus Areas in both this Plan and the Wellington Regional Strategy, and the two relevant to this Project are Pauatahanui and Aotea to Linden.

The Plan also contains urban design principles for the region, based on the seven design qualities described in the New Zealand Urban Design Protocol.



Figure 2.1: Territorial Authority Boundaries

### 2.1.3 Porirua City District Plan

The largest section of the Transmission Gully Project sits within Porirua City. The use of land in the area is controlled under the Porirua City District Plan (PCDP). The route (including the link roads) traverses a number of zones:

- Industrial Zone
- Suburban Zone
- Rural Zone
- Landscape Protection Area
- Whitby Landscape Protection Area
- Judgeford Hills Zone (Operative Plan Change 6)
- Recreation Zone (Operative Plan Change 8)
- Public Open Space Zone (Operative Plan Change 8)

The majority of the route is in the 'Rural' zone, with small sections in the 'Industrial' and 'Suburban' zones. The principal activity in the 'Rural' zone is pastoral farming. The zone permits primary production activities and harvesting of up to one hectare of forestry per annum except in landscape protection areas. Subdivisions of a minimum lot area of 40 ha are allowed as a controlled activity. Subdivisions for lots of between 5 ha and 40 ha are a discretionary activity within this zone.

The Judgeford Hills zone (Figures 2.2 and 2.3) allows the creation of up to 40 houses within five separate clusters. The Structure Plan for the zone was developed on the basis that the Transmission Gully Project will effectively form the western boundary of the area. Zone provisions make specific reference to the landscape and visual impacts of the Transmission Gully Project. There will be no direct vehicular access from the newly developed

zone onto the Transmission Gully Project and all highway access will be provided by an extension to Bradey Road. Provision is made for public pedestrian access to Belmont Regional Park via the Structure Plan area. The zone provisions also cover reverse sensitivity from the Transmission Gully Project, especially with regard to noise and require dwellings constructed near the route to limit noise levels within habitable rooms.

The Recreation Zone and Public Open Space Zone were developed to clarify and simplify the activities that could be undertaken as of right on public and private recreation and public spaces. The alignment passes through both zones in places. The objectives and policies note that recreation and public open spaces can host a range of activities including network utilities and transport corridors. The provisions recognise that the existing Transmission Gully Motorway (TGM) designation (K0405) running through Belmont Regional Park and Battle Hill Farm Forest Park forms part of the existing environment, as well as being regionally and nationally significant. The existing TGM designation forms the eastern boundary of the area of Battle Hill Farm Forest Park zoned Public Open Space.

Part of the route also runs through the Landscape Protection Area and the Whitby Landscape Protection Area (WLPA). The overall objective for these areas is the sustainable management of landscape and ecological systems. Of specific relevance to the Transmission Gully Project is the protection of the Belmont Scarp and Eastern Porirua Ridge. Specific mention of the landscape values of the WLPA and Duck Creek is also made and the need to avoid an adverse landscape effect on the WLPA.

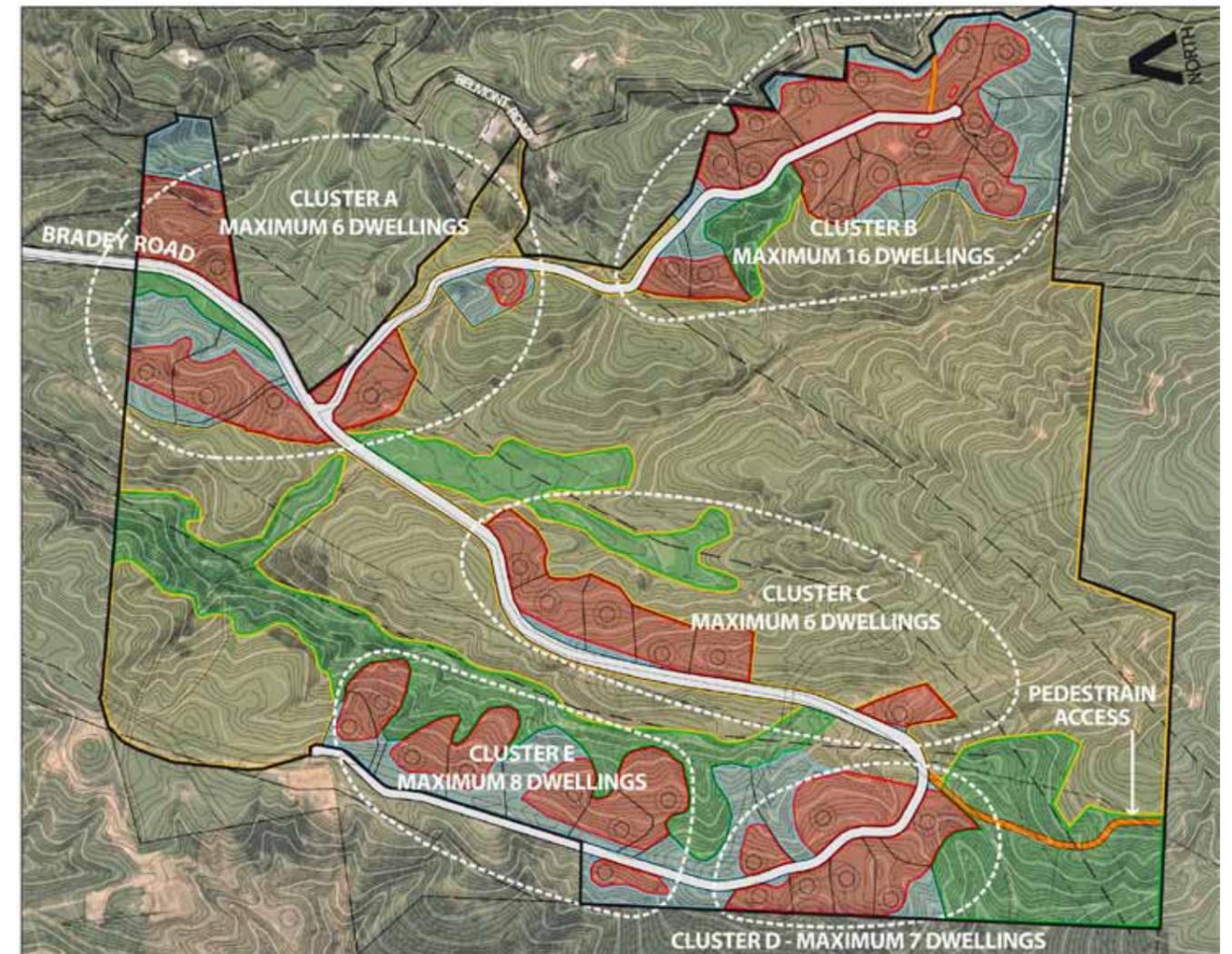


Figure 2.2: Judgeford Hills Structure Plan (PCC)

Figure 2.3: Location of Judgeford Hills Structure Plan

## 2.1.4 Porirua Development Framework

The Porirua Development Framework (Figure 2.4) is a non-statutory document guiding how Porirua City will grow and develop in the future. It has been developed within the context of the Wellington Regional Strategy and the Regional Land Transport Strategy.

The Framework objectives include, amongst others:

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

It is noted that the timing and development of the Transmission Gully Project will have an influence on the location, rate and form of development. The key development areas in proximity to the Transmission Gully Project main alignment and link roads are:

- The Judgeford Hills area which is identified as a potential rural residential growth area. The Framework states that *“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”*;

- Whitby shops and surrounds including Duck Creek which are identified for comprehensive development including more intensive housing;
- Eastern Porirua, where Housing New Zealand has initiated a redevelopment programme for part of its housing estate including Cannons Creek and Waitangirua, involving redevelopment of housing for the elderly, housing for larger families and medium density development;
- Potential Industrial / Business Growth Area at Elsdon / Porirua Hospital land / Broken Hill Road / Kenepuru area in the vicinity of the Kenepuru link road where more intensive commercial or mixed use development will be encouraged; and
- Two Possible Industrial / Business Growth Area at Judgeford and around the intersection of State Highway 58 and the Transmission Gully Project (these areas do not include Lanes Flat). The Framework states that these locations *“may or may not be suited for very long term strategic industrial/business development purposes.”* The Framework makes it clear that these areas are not considered suited to larger scale retail developments. It is also noted that Council will not support industrial/business growth within these areas in the absence of a comprehensive structure plan. Council accepts that the outcome of the structure planning process could be one that entirely discounts the possibility of these areas being used as active industrial/business areas.

The Framework also identifies a ‘Green Network’ which comprises the city’s existing large-scale public reserves, its pathways network and possible extensions to that network. The Framework map shows one arm of the Green Network linking Pauatahanui Inlet to the Transmission Gully Project alignment via Whitby Village centre. The Framework map is conceptual in nature but suggests that the green corridor follows Duck Creek and leads to the southern end of the Judgeford Structure Plan area, crossing the proposed Waitangirua link road.

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

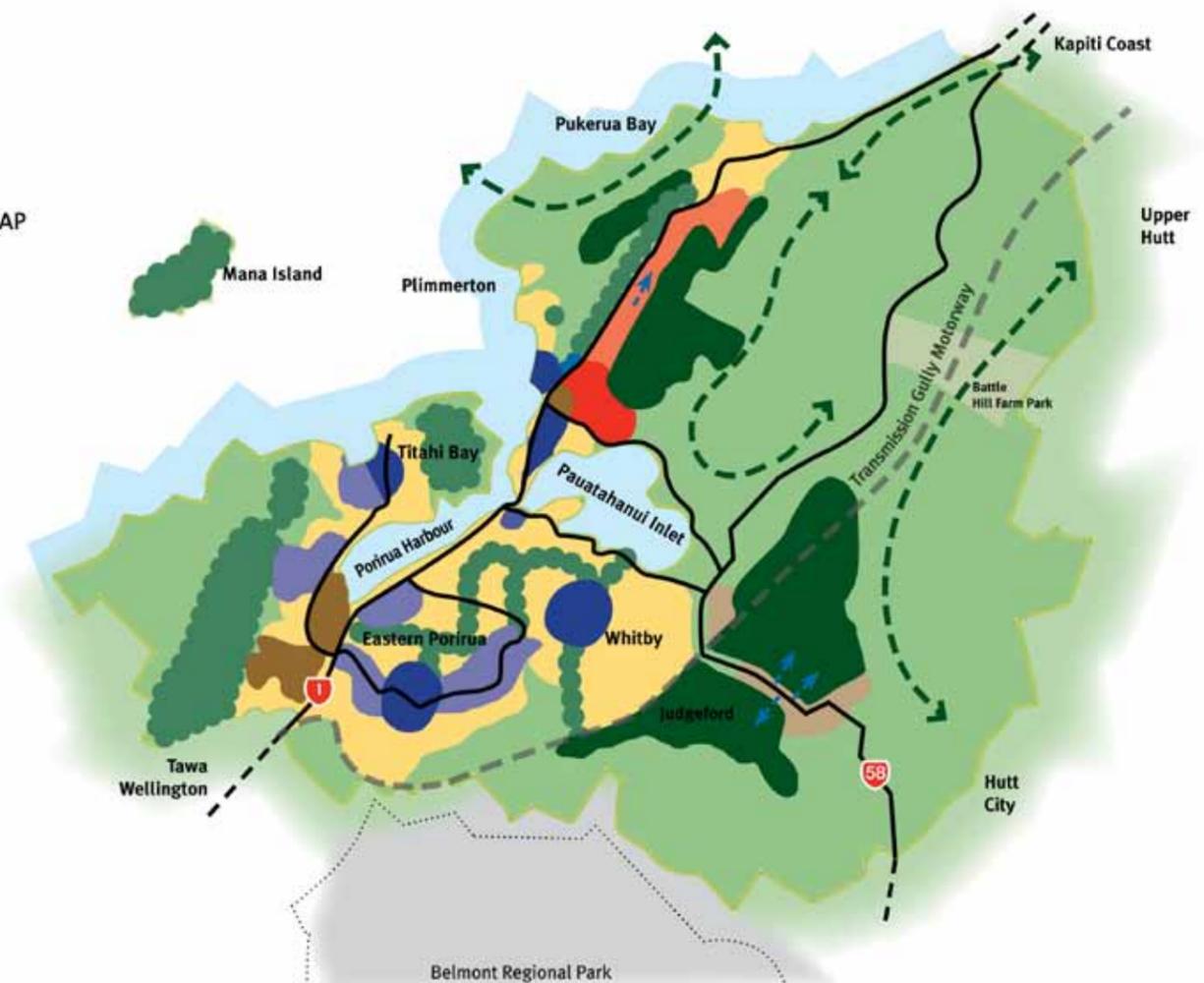


Figure 2.4: Porirua Development Framework Map (PCC)

### 2.1.5 Wellington City District Plan

The Wellington City District Plan (WCDDP) controls land use in Wellington City. Most of the relevant provisions in the WCDDP relate to effectively managing effects associated with amenity, such as noise and visual impacts (particularly in relation to the Belmont Hills).

The proposed route involves land in the 'Outer Residential' and 'Rural' zones. Within the 'Rural' zone, rural (excluding some factory farming) and residential activities are permitted provided they comply with certain conditions.

The WCDDP also notes the importance of ensuring safe and efficient access to properties and managing the road system in accordance with the road hierarchy.

### 2.1.6 Kapiti Coast District Plan

The northern section of the route is in the Kapiti Coast District. This section is zoned 'Rural' under the KCDDP. This zone is further divided into three policy areas. The Transmission Gully Project alignment traverses all three policy areas as follows:

- The 'Coastal Dune' environment comprises the sand country including the coastal foredune, consolidated sanddunes, interdune sandplains and wetlands. Development at a density of 4ha per dwelling in the form of hamlet or farmlet is a discretionary activity within this zone;
- The 'Alluvial Plains' comprises typically flat terrain consisting of alluvial plains, terraces and valley floors. The land contains the district's most versatile soils and supports much of the district's horticulture and intensive agriculture activities. This zone allows for rural subdivision of a minimum size of 4ha; and
- The 'Hill Country' comprises the foothills of the Tararuas and downlands. The land is very steep and is the most visible landform in the district and most vulnerable to change. Subdivision to a minimum lot area of 20ha is permitted within this zone.

The Plan main provisions relate to managing adverse effects, particularly in relation to the District's outstanding landscape. There is one outstanding landscape near the route, "the foothills of the Tararua Ranges", which on the District Plan's map includes the hills framing the entrance to Te Puka Stream and part of the lower valley traversed by the alignment. This area is to be protected from inappropriate subdivision, use and development.

### 2.1.7 Upper Hutt City District Plan

Only a very small area of the route is in Upper Hutt City. This area is forested rural land. The District Plan contains general provisions in relation to managing the potential adverse effects of land use activities on rural amenity and landscape values.

#### Future land issues influencing the design

The Project runs alongside areas identified for urbanisation, in particular at Judgeford Hills and Whitby. The Project will provide alternative and improved access to Eastern Porirua and Whitby, both identified by PCC as key development areas.

## 2.2 Transport policy

### 2.2.1 Regional transport policy

The construction of the Transmission Gully Project has been identified at a regional level as the preferred option for addressing transport congestion between Porirua and Paekakariki. The alternative option is to upgrade the existing coastal route (SH1). The preference for a new inland route is reflected in the Western Corridor Transport Study (WCTS) and the Wellington Regional Land Transport Strategy (WRLTS).

### 2.2.2 Regional Cycling Plan 2008 (GWRC)

The Regional Cycling Plan was adopted in December 2008. It responds to the policy framework for cycling set out in the Wellington Regional Land Transport Strategy (WRLTS). It sets out an action plan with a series of high level initiatives aimed at contributing to the outcomes of the WRLTS. A number of agencies are responsible for delivering the Cycling Plan, including the NZTA. The NZTA's role is to carry out improvements to the cycling network where appropriate and feasible on or across the state highway network and to assist Territorial Authorities (TA's) make improvements broadly parallel to state highways. The NZTA is also identified as providing funding support for a number of the initiatives in the Cycling Plan.

The Regional Cycling Network map identifies the core strategic routes which link the region's centres and should provide an acceptable level of services. In the vicinity of the Transmission Gully Project, these include:

- State Highway 58
- Kenepuru Drive / Main Road between Mungavin Avenue and Takapu Road
- Along State Highway 1 in the vicinity of Paekakariki and MacKays Crossing

In addition, it is expected that each TA in the region will identify their important cycle routes through development of their local cycling strategies.

### 2.2.3 Porirua Transportation Strategy Stage 1 2008 (PCC)

This report provides the scope for a full transportation strategy and defines strategies for walking, cycling and travel demand management. The 'Cycling & walking Strategy' section, states that there are no dedicated on-road cycle lanes within Porirua District. A north-south cycle-walking 'spine' route runs through the District following State Highway 1/railway corridor. This route connects the coastal section of State Highway 1 north of Pukerua Bay with Tawa to the south, and provides connectivity to Pukerua Bay, Plimmerton, Mana/Paremata and the Porirua CBD areas. The Strategy sets a target of 20kms of on-road cycle lanes by 2016, from 0km in 2008 and identifies a number of specific projects. The Projects of relevance to the Transmission Gully Project are:

- *Liaise with Transmission Gully Motorway design team to ensure that design facilitates under/over passes for cycling and walking traffic, especially in Battle Hill and Belmont Park areas.*
- *Advocate Transit (now NZTA) for the provision of cycle lanes on SH58 between Pauatahanui and Haywards, with cycle warning signs.*
- *Formalise a walk / cycle track connection between Kenepuru Station and Linden Park (following Porirua Stream) to link with the WCC network and the Tawa-Porirua streamside walkway / cycleway.*

### 2.2.4 Cycleways, Walkways & Bridleways Strategy 2004 (KCDC)

The purpose of the Strategy is to set a clear strategic vision for cycling, walking and horse-riding on the Kapiti Coast. The development of an inter-connected network of cycle, walking and horse-riding routes across the District is a key action identified by the Strategy. In the vicinity of the Transmission Gully Project, this includes:

- A coastal walkway / cycleway from Paekakariki to Otaki (now completed from Paekakariki to Peka Peka; and
- Relatively easy 'middle height' access along the coastal escarpment and lower hills, east of SH1.

The Strategy identifies a number of issues for cyclists, pedestrians and horse-riders in Kapiti noting that a major disincentive to cycling is the perception of danger from cars. It also states that personal security should be an important consideration in both route planning and detail design, e.g. avoid hidden areas, dark corners.

A revised Strategy was adopted by the Council in October 2009 and is awaiting publication.

### 2.2.5 Towards a Sustainable Transport System – A Strategy for Managing Transport on the Kapiti Coast 2008 (KCDC)

This document provides a long-term strategy for transport by all modes. Of particular relevance to the ULDF is the focus on walking and cycling. The first Community Outcome underpinning the Transport Vision is:

*"That Kapiti Coast becomes nationally famous for an extensive walkway, cycleway and bridleway system [which provides, amongst others,] a coastal walkway and cycleway from Paekakariki to Otaki and north; safe cycling commuter links between communities, from Paekakariki in the south to Otaki in the north; and relatively easy 'middle height' access along the coastal escarpment and lower hills."*

### Connectivity issues influencing the design

The Project has the potential to affect existing local connectivity. The Project uses design solutions for the main alignment and link roads (including road alignment, junction type, provision of cycle and pedestrian facilities) which maintain or enhance local connectivity for pedestrians, cyclists, public transport and private vehicles.

The Project provides opportunities to improve or open up access to previously inaccessible areas. The design of the Project maintains the possibility for others to introduce tramping tracks within parts of the designation corridor where connections between existing tracks are missing.

The Project crosses or meets the regional cycle network at Kenepuru Drive, SH58 and SH1 at MacKays Crossing. The Project provides opportunities for localised improvements to the regional cycle network.



Figure 2.5: Location of Waitangirua Community Park

## 2.3 Village Plans

### 2.3.1 Waitangirua Village Planning

Following extensive community engagement, part of the existing carparking area in front of the Waitangirua Mall has been converted into a new Community Park which will include a childrens' playground, open green space, performance stage, a picnic area and pedestrian promenades (Figures 2.5 and 2.6).

The northeastern corner of the Community Park is at the intersection of Warspite Avenue and Niagara Street. The proposed Waitangirua link road will connect to this intersection from the east.



Figure 2.6: Waitangirua Community Park - Proposed design (PCC)

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### 2.3.2 A Framework for the development of Pauatahanui Village 2009 (PCC)

The Pauatahanui Village Plan sets out the views of the community as captured in a series of workshops late in 2008 and outlines the tasks required to retain, restore or improve the elements of the village that are most important to the community. The Plan focuses on issues such as traffic safety, ecology, sewage and reclaiming lost character.

Of particular relevance to the Transmission Gully Project are the following points:

- Statement that Lanes Flat forms the major part of a buffer between the village and Whitby. The residents consider it important to retain this as a green area. The area is owned by the NZTA and the Plan recommends that any area which becomes surplus to the NZTA's requirements after the Transmission Gully Project is built should become a public space / reserve and be protected from development. The Plan also notes that this area is part of the estuary flood plain and considered unsuitable for residential, commercial or industrial development; and
- Proposal to investigate options for creating a pathway on the north side of the road between the village and SH58 roundabout.

#### Village issues influencing the design

The Waitangirua Link Road will meet the local street network directly opposite the new Community Park at the heart of the Waitangirua neighbourhood. The design of the junction between the Link Road and Warspite Avenue reflects this location and cater for pedestrian and cycle movement.

The Project skirts Lanes Flat at the SH58 Interchange. The design of the landscape treatment and the provision of pedestrian paths around this interchange provide opportunities to support the Pauatahanui Village Plan's initiatives.

## 2.4 Greater Wellington Parks Network Plan (2011)

Greater Wellington Regional Council finalised the Greater Wellington Parks Network Plan in December 2010 and it became operative on 1 January 2011. This is the first-ever consolidated plan for managing regional parks and forests. The Parks Network Plan replaces the management plans for Battle Hill Farm Forest Park (2008), Belmont Regional Park (1996), Queen Elizabeth Park (2006), and also the Regional Forest Lands Management Plan (2006) and the Regional Park network management plan (2003).

The over-arching vision of the Parks Network Plan is:

*“To enrich lives by connecting people with healthy natural places.”*

The plan contains eighteen ‘Guiding principles for management’ and a number of general management objectives and policies covering biodiversity and ecosystems, landscape and geological features, cultural heritage, land management, visitor services, park infrastructure, partnership in parks, research and monitoring, and land tenure, acquisition and disposal.

The plan also contains specific objectives for each of the regional parks covered by the plan. Four of these are relevant to the Transmission Gully Project (Figure 2.7), with specific mention of the project mainly being found in these sections.

### Belmont Regional Park

The following matters are included amongst the projected changes identified for the park and relevant to this Project:

- Identify known traditional trails through the park, and develop interpretation at identified sites;
- Link the park’s track network to complement, and where possible connect to other open space areas. For instance, the Hutt River Trail, the Western Hills, and Wellington City’s ‘Outer Green Belt’;
- Work with community groups to identify options for providing mountain biking opportunities in the park; and to restore ecological areas within the park;
- Encourage and provide public access tracks and recreational corridors into the Park from land in the vicinity of the Park, e.g., Newlands/Horokiwi, Porirua East – Porirua Park and Warspite Avenue link road, Whitby/Pauatahanui; and
- Work with New Zealand Transport Agency and other agencies to ensure access links across the park are maintained.

### Battle Hill Farm Forest Park

The following matters are included amongst the projected changes identified for the park and relevant to this Project:

- Work towards better recreational linkages between Queen Elizabeth Park, Akatarawa Forest and Belmont Regional Park through Battle Hill Farm Forest Park; and
- Work with the New Zealand Transport Agency and other agencies to ensure access links across the park and advocate for a non-motorised/shared track from the park towards Haywards Hill Road (SH58).

The Plan identifies that the proposed Transmission Gully Project effectively cuts the park in two, separating the farm and forest remnant from the production forest. This is considered to potentially generate a major impact on some park users, as well as the leasehold viability of the farm. The Plan notes that Greater Wellington wishes to ensure that access to both future areas of the park will be retained for farming, operational and recreational activities.

### Queen Elizabeth Park

The following matters are included amongst the projected changes identified for the park and relevant to this Project:

- Develop Wainui, Whareroa and particularly MacKays as the main focal points for visitor activity and key development nodes for locating facilities and activities that are family friendly and focused on heritage;
- Work with community groups and other agencies to implement a cycle plan to link Raumatī South and Paekakariki with better opportunities both for commuter and recreation cycling; and
- Work with New Zealand Transport Agency (NZTA) and other agencies to maximise recreational opportunities from any proposed roading developments by NZTA.

### Akatarawa Forest Park

Akatarawa Forest Park has a management focus divided into two priority streams.

The primary focus to ensure that:

- The water resource within the future water collection area is healthy and that its potential as a sustainable source of secure, fresh, clean water for the region in the future is protected; and
- There is provision for water supply infrastructure as required.

The secondary focus will ensure:

- The native forest vegetation is protected;
- The forestry production is managed on a rotational basis;
- A range of back-country recreation experiences are offered;
- The current network of tracks continues to be the main location for motorized recreation; and
- Wind energy development on selected ridgelines.

Projected changes identified for the park and relevant to this Project include the need to:

- Work with the Department of Conservation and other landowners to develop recreational links to the Kapiti Coast and Queen Elizabeth Park.

### Regional Parks issues influencing the design

The Project runs through parts of both Battle Hill Farm Forest Park and Belmont Regional Park, severing some existing tracks. The design of the Project maintains connectivity and accessibility for all park users across the alignment.

The Project will increase the visibility of the Regional Parks to the public. The design of the Project maintains visual, pedestrian, cycle and vehicular connections to Belmont Regional Park and Battle Hill Farm Forest Park from the wider area.

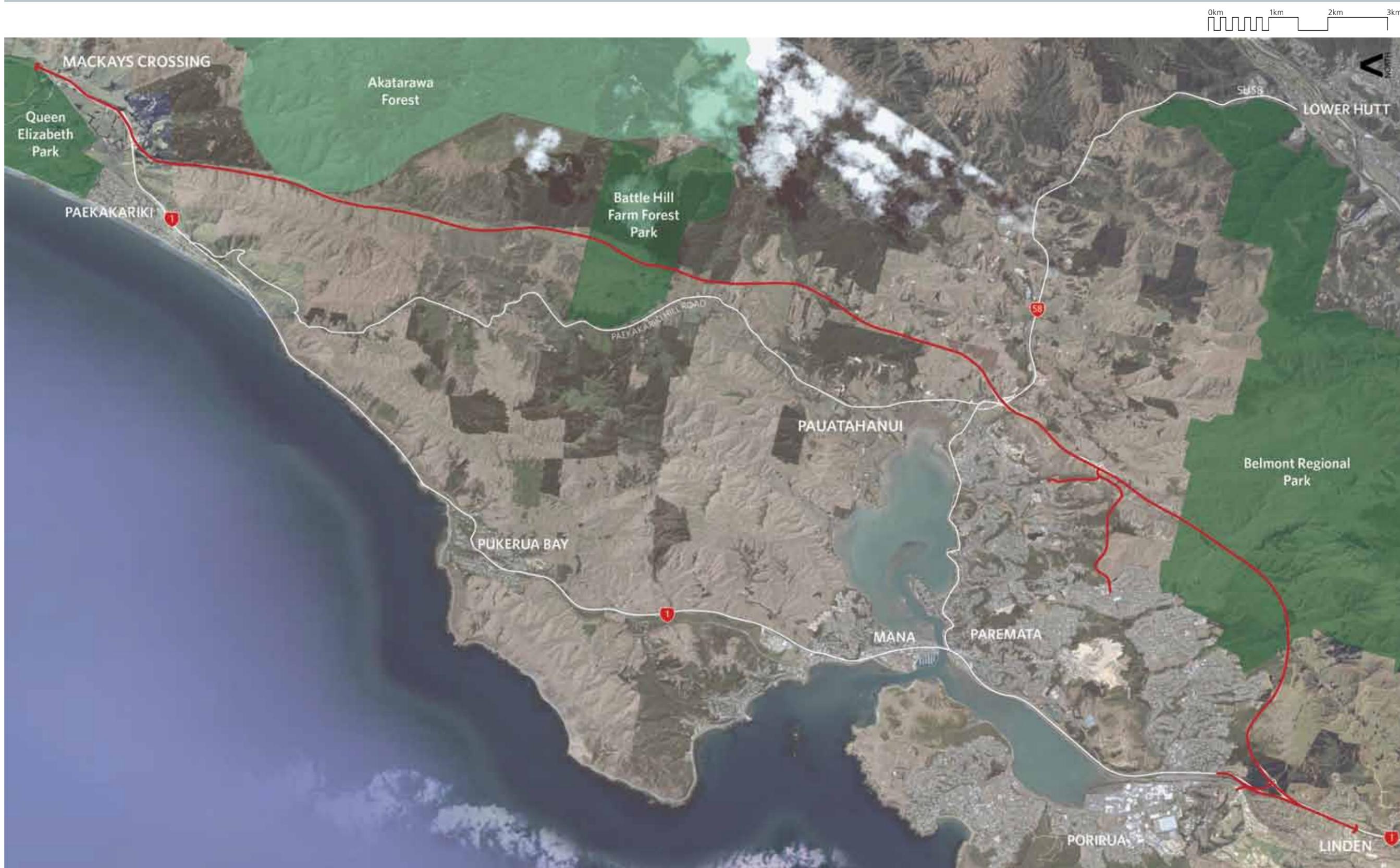


Figure 2.7: Locations of Regional Parks and Forests