

# Planning for Growth

## District Plan Review

### Report to Technical Review Panel

### Special Purpose Tertiary Education Zone



Tō tātou taone  
mō Apōpō

**E rautaki  
ana mātou**

Our City  
Tomorrow

**Planning  
for Growth**

Absolutely Positively  
Wellington City Council

Me Heke Ki Pōneke

## Document Information

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# Executive Summary

Wellington is home to two universities – Te Herenga Waka – Victoria University of Wellington and Te Kunenga ki Pūrehuroa – Massey University's Mount Cook campus. Victoria University is one of New Zealand's oldest and most prestigious tertiary institutions, having been founded 115 years ago in 1897. In 1904, the first stage of what is known today as the Hunter Building was begun. A pattern of growth was quickly established.

Originally called Victoria College, in 1961 the University of New Zealand system was dissolved, and on 1 January 1962, Victoria College became Victoria University of Wellington. The University incorporated the Wellington College of Education as the Faculty of Education on 1 January 2005. The following year, the New Zealand School of Music was established by Victoria University of Wellington and Massey University, a centre of musical excellence that combined the institutions' music programmes.

From a single campus in Kelburn with fewer than 260 students, Victoria University of Wellington has grown into a network of campuses, research centres, institutes and partnerships worldwide. Victoria University is New Zealand's top ranked university for intensity of high-quality research, ranking among the top 225 of the world's universities in the QS World University Rankings. Te Herenga Waka—Victoria University of Wellington has over 22,000 students, including international students from over 100 countries. The University has over 2,330 full-time equivalent staff and over 1,150 of those are involved in teaching and research. Victoria University of Wellington has three main campuses.

Massey University began its foundations in Palmerston North, growing from a small agricultural college to become New Zealand's largest residential university spread over three cities. Massey University now has three campuses in the North Island, and the highest number of extramural students. From 85 students in the first year, Massey now has over 35,000 internal and extramural students across their campuses. Massey Agricultural College formally opened 20 March 1928.

By the early 1990s the University had a total student roll of 24,675 and nine faculties including technology, science and business studies. Massey University expanded in the 1990s with new campuses in Auckland and Wellington. Massey University extended its reach to Wellington when it merged with the Wellington Polytechnic on 1 July 1999 to establish the College of Design, Fine Arts and Music (now the College of Creative Arts). Wellington Polytechnic had a long and rich history with its roots in the Wellington School of Design.

Massey University reached a milestone in 2003 when its enrolled student numbers breached the 41,000 mark. Out of the merger between Wellington Polytechnic and Massey University was born the College of Design, Fine Arts and Music (since 2005 known as the College of Creative Arts) which was made up of the Wellington School of Design, the Wellington Conservatorium of Music and the newly formed School of Fine Arts. Massey University is consistently ranked in the top 3% of universities worldwide.

Victoria University and Massey University provide for a combined student population of over 25,000 students. This includes domestic students from outside Wellington and international

students. Both Universities are major employment, research, educational, technological, commercial and social hubs for Wellington.

The two main campuses for both institutions include Victoria's Kelburn campus and Massey University's only campus being its Mount Cook Campus. Victoria University sits within a wider residential landscape, whilst Massey University is located in a prominent Central City location behind Pukeahu Park and the National War Museum.

The built form of the Kelburn campus is characterised by a mixture of buildings including heritage buildings, new development such as Te Toki a Rata and culturally significant sites including Te Herenga Waka Marae and Pasifika Haos. The Massey campus is also characterized by a mix of different buildings ranging from 1960s era Tower blocks, the Heritage Museum Building, and numerous prefab structures. More recent development on the university site includes the School of Music and Creative Media Production, and Te Kuratini Marae.

Currently under the Operative District Plan, both campuses sites within an Institutional Precinct, within the Institutional Precinct Zone. The Institutional Precinct Zone covers the Hospital, Massey's Mount Cook Campus and Victoria University's Kelburn Campus. These institutions as state organisations, were previously protected by Public Works designations. They make an important contribution to the cultural and economic welfare of the city and its health services.

These institutions are managed through provisions in the District Plan and also individual design guides. There are 9 objectives and 22 policies for the Institutional Precincts. These are generalised to cover all three institutions, with no specific references to individual institutions in the provisions. The current provisions through methods such as performance standards and design guide provisions intend to encourage good development and protect the amenities of Residential Areas.

Issues and options analyses in 2020 included stakeholder meetings with each institution and Wellington City Council's resource consent team, a review of resource consents granted from the last eight years and a review of best practice. The operative provisions are reasonably outdated and are not specific, with some objectives and policies being carried over subject to amendments.

None of the existing rule framework was carried over. A fair percentage of provisions were not carried over due to either being outdated, or not being in accordance with the direction of the National Planning Standards or the more recent National Policy Statement on Urban Development (NPS-UD).

The University campuses has been given a Special Purpose Zone and their own chapter in the District Plan to be in accordance with the National Planning Standard Zone Framework. The draft chapter recognises and supports the efficient operation, function and development of the university sites and recognises their strategic importance.

# 1. Introduction

The purpose of this report is to provide an overview for the Technical Review Panel on the Special Purpose Tertiary Education Zone chapter to be included in the draft District Plan.

The Special Purpose Tertiary Education Zone has evolved from the Operative District Plan to the Draft District Plan as a result of the following:

- issues and options analysis,
- internal WCC workshops with the Resource Consent team
- a review of recent resource consents,
- stakeholder engagement and
- direction from the National Planning Standards and the National Policy Statement on Urban Development (NPS-UD).

This report should be read in conjunction with the draft Special Purpose Tertiary Education Zone chapter.

## 2. Related District Plan Review topics

The following topics are specifically relevant to the Special Purpose Tertiary Zone:

- **City Centre Zone (CCZ)** – Massey’s Mount Cook campus is bound by the Central Area Zone along its northern and western edge. The Central Area is to be renamed City Centre Zone under the Draft District Plan. The Draft District Plan anticipates rezoning the portion of Rugby Street and Adelaide Road (to Riddiford Street intersection) into CCZ. This area currently borders Massey’s campus as its operative Centre Zone.
- **General Residential Zone (GRZ) and Medium Density Residential Zone (MDRZ)** – Victoria’s Kelburn campus is bound by inner residential areas along the Terrace and eastern edge and outer residential areas along the western edge. Massey University’s Mt Cook campus is bound by inner residential areas to its east and south. These will be zoned MDRZ under the Draft District Plan as well as some GRZ in Kelburn.
- **Open Space Zones** – The Kelburn campus is currently bound by Open Space B and C Zoned land to the north and north-east. These will continue as open space zoned land in the Draft District Plan. Pukeahu Park, which sits to the north of Massey’s campus is likely to be given an open space zone in the Draft District Plan.
- **Historical Heritage** – The Historical Heritage chapter applies as some scheduled heritage items are located within the two campuses i.e. the Hunter Building and the Carillion.

### 3. Background

The Institutional Precincts provisions have been included in the District Plan since it became operative in July 2000. The chapter has been subject to a rolling review since its inclusion in the operative plan. The chapter was reviewed in 2012 with recommendations provided for changes to the provisions. However, no subsequent plan changes occurred to action these recommendations.

#### 3.1 Plan Changes and review of provisions

The only plan change enacted relevant to the institutional precincts was plan change 5 which included amendments to the Victoria University Institutional Precinct. Within the Precinct there were a number of privately owned residential properties and leading up to 2002 the University sold surplus land to private interests. Plan Change 5 proposed to rezone land within the Precinct that is privately owned and used or intended to be used for residential purposes. The Plan Change became operative in 2002.

##### *2012 Institutional Precincts Review*

Between 2010 and 2012 a review was done of the Institutional Precinct Chapter to determine how the provisions were working in practice and to assess and address any issues that had arisen with the both the provisions and their application. The 2012 review noted that pressures of growth and change facing the City's Institutional Precincts requires a strong framework to guide the way in which the areas develop.

An important factor was ensuring that the District Plan continued to manage future growth sympathetic to the surrounding environment and needs of the institutes. The institutions at the time of the review flagged their intention for significant growth over the following ten-year period. The review concluded that the existing district plan provisions made limited allowance for this additional growth.

The review found that the relevant plan provisions had been applied consistently. However, only 4 out of 9 objectives were discussed in the decisions reviewed, meaning that some of the other provisions were potentially viewed as unnecessary. The review noted that with the majority of consents being for additions or alterations, it could be useful to review the thresholds for the relevant rule, the controlled activity status should also be reviewed as it may not be appropriate for all buildings. The review made the following recommendations to adapt the current provisions:

- Greater recognition of the economic and social vitality benefits the Institutional Precincts provide to the city, region and country.
- A robust partnerships need to be established between the Universities and Council to agree on strategic vision and master plan exercise.
- Council needs to encourage better on-site amenity and urban design responses
- Council needs to better understand revenue sources and economic drivers for institutions
- The urban design, bulk and location and sense of place provisions need to be strengthened in the District Plan
- Explore possibility of greater public input

- Institutional creep - explore greater protection for surrounding residential property.

### 3.2 Current provisions

The Institutional Precinct provisions contain general provisions relating to 'institutional precincts' rather than containing provisions bespoke or specific to institutions. There are 9 objectives for the Institutional Precincts. Five of these are of a relatively general nature relating to matters such as the avoidance, remediation or mitigation of adverse effects of subdivision, natural and technological hazards and hazardous substances. The remaining objectives are more particular to specific outcomes sought in the precincts, including:

- promotion of the efficient use and development of natural and physical resources in the precincts
- maintenance and enhancement of amenity values of the precincts and nearby residential areas.

The chapter includes 24 policies which cover a broad range of policy directions relating to such matters as:

- implementing efficient use and development outcomes i.e. providing for the effective and efficient operation and development of the institutions
- maintaining and enhancing amenity values within the precinct and adjoining areas, namely nearby residential properties i.e. adverse noise and signs effects
- maintaining and enhancing the precincts' physical character by controlling design and appearance of all new building work, and the location and design of building development.

University activities and development are managed through general rules, performance standards and bespoke guidelines. Activities that relate to the primary function of the precincts and activities ancillary to the primary function are permitted subject to standards on building height, noise, dust, lighting, electromagnetic radiation, signage, hazardous substances and waste management. Where the permitted standards are not met, these activities default to a restricted discretionary activity classification.

Subdivision is also permitted where conditions are met, provided the subdivision is not company lease, cross lease or unit title. Upgrading and maintenance of existing formed roads and accessways is also a permitted activity. New buildings, and additions and alterations to existing buildings are a controlled activity, subject to meeting standards and terms.

There are 4 appendices to Chapter 9, which set out specific standards for the activity rules relating to things like noise limits, vehicle access etc. The precincts are each subject to bespoke Design Guides in Volume 2 of the Plan. These are important methods for implementing the overarching policy direction in combination with the rules. Each guide includes:

- a description of the precinct
- a statement of the guide's intent
- an analysis of the precinct's key (urban design) contextual elements
- urban design 'objectives'



- guidelines to assist with the implementation of the urban design objectives
- location and height control plans.



Figure 1: Institutional Precincts Zone extent shown in grey

**Appendix 1** includes the Operative District Plan precinct boundaries and the location and height control plan for the University campuses. Precinct boundary maps and location and height control plans for each institution are included in their respective design guide.

**Appendix 2** shows the Operative District Plan rules and standards and how these have been mapped into different chapters in accordance with the National Planning Standard direction.

Resource Consent trends from monitoring of resource consents for the last eight plus years can be seen in **Appendix 3**.

## 4. National Direction

### 4.1 National Planning Standards

The National Planning Standards provides for a Special Purpose Tertiary Education Zone as part of the District Plan Zones Framework under Part 3 Area Specific Matters.

The definition for Special Purpose Tertiary Education Zone under the standards is:

*Areas used predominantly for the operation and development of tertiary education facilities and associated activities.*

The University sites meet this description of the Tertiary Education Zone and it is therefore appropriate to include them in this specific zone. This means that the use of this zone for the University sites is aligned with the intent of the National Planning Standards.

## **4.2 National Policy Statement on Urban Development**

The National Policy Statement on Urban Development (NPS-UD) seeks to ensure that New Zealand has well-functioning urban environments. University activities are not specifically carved out within the NPS-UD. However, they fall generally under the definition of 'community services' courtesy of a reference to 'educational facilities'.

**community services** means the following:

- (a) community facilities
- (b) educational facilities
- (c) those commercial activities that serve the needs of the community

Under Objective 3, Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply:

- a) the area is in or near a centre zone or other area with many employment opportunities
- b) the area is well-serviced by existing or planned public transport
- c) there is high demand for housing or for business land in the area, relative to other areas within the urban environment.

Under Policy 3 District Plans in relation to tier 1 urban environments enable building heights and density of urban form commensurate with the greater of:

- (i) the level of accessibility by existing or planned active or public transport to a range of commercial activities and community services

**Appendix 4** shows the current height limits and actual height limits seen within the university campuses. The maximum height in storeys for Victoria's campus ranges from 11 storeys at the back and front of the site to one to two storeys along the periphery within the student accommodation area. Massey's campus ranges from 11 storeys (the Carillon) down to eight storeys in the main building block to the rear of the site and then to one to two storeys along the periphery.

Massey's campus straddles the walking catchments of the City Centre Zone through the proposed inclusion of Adelaide road, Rugby Street as well as its northern boundary which is already adjacent to the City Centre Zone. Hence, at least six storeys has been enabled within the Massey Site. The proposed heights seek to enable development capacity within the site and is also ensuring the site is in accordance with the surrounding environments,

with Massey's surrounding residential areas zoned MDRZ and thus being subject to six storeys also due to the walking catchments. This does not apply to Kelburn campus.

## 5. Alignment with Strategic Direction

### 5.1 Draft District Plan Strategic Objectives

The following draft Strategic Objectives are relevant to the Tertiary Education Zone chapter<sup>1</sup>:

#### Our Capital City Tomorrow

1. *OCCT-01 Wellington City continues to be the economic and employment hub for the region.*
2. *OCCT-02 Wellington City is a well-functioning Capital City that:*
  1. *Supports a wide range of activities that have local, regional and national significance*
  2. *Supports current and future residents to meet their social, cultural, economic and environmental wellbeing*
  5. *Provides for changes in the City's urban areas that ensure future generations can meet their needs.*

#### City economy, knowledge and prosperity

1. *CEKP-06 A range of business and working environments are provided for in appropriate locations across the City to:*
  - a. *Promote a diverse economy*
  - b. *Support innovation and changes in technology*
  - c. *Facilitate alternative ways of working.*
2. *CEKP-07 Strategically important assets including those that support tourism, trade, an efficient transport network, education, research, health, and resilience are provided for in appropriate locations.*

#### Sustainability, Resilience and Climate Change

1. *SRCC-06 The risks associated with natural hazards such as earthquakes, liquefaction and flooding are known and sufficiently planned for, mitigated, and where necessary avoided.*

### 5.2 Draft Spatial Plan

The draft Spatial Plan identifies the university sites as anchors of resilience. Anchors of resilience are planned to be self-supporting places post events like earthquakes - they may be existing places, like Te Ngakau Civic Square, that are already undergoing redevelopment planning, or new places.

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<sup>1</sup> It is noted that the Technical Review Panel has provided feedback on the Strategic Direction chapter and that changes to that chapter were recommended. Those changes are being progressed. Other chapters have been drafted to date based on the current Draft Strategic Direction chapter and therefore this report references the existing draft chapter.

## 6. Resource Management Issues + Options considered

The issues identified and considered for the Tertiary Education Zone are summarised in the following table, along with the proposed response.

Issues and options table

Issue	Context	Issues and Options analysis recommendation
<p>1. The strategic importance of the City's main tertiary education &amp; health facilities is not well expressed.</p>	<ul style="list-style-type: none"> <li>While many of the resource consent examples described the significance of the institution relevant to the respective proposals, only one of ten decision reports substantively took account of an institution's significance</li> <li>All three institutions engaged with expressed a desire for more recognition to be given to their significance in policy development and decision-making.</li> <li>Other RMA Plans such as Auckland, Christchurch, Dunedin and Palmerston North provide strategic support to key tertiary education and health facilities.</li> </ul>	<ul style="list-style-type: none"> <li>Consider inclusion of objectives and policies to provide recognition of the institutions' significance, and to provide for their operation, maintenance and development, subject to managing effects on surrounding areas.</li> <li>Conduct further consultation with the Universities, the DHB and other stakeholders with interests in the IPZ.</li> <li>Also for the Section 32 analysis, evaluate regulatory options that enable deliberate consideration of the institutions' strategic importance.</li> </ul>
<p>2. Aspects of the regulatory approach for activities should be revisited.</p>	<ul style="list-style-type: none"> <li>The consent review identified some vagaries with the operative Plan provisions, particularly the permitted activity requirement for activities to relate to the institutions only. Signage controls are unnecessarily rigid and the approach for carparking requirements is no longer fit-for purpose.</li> <li>Feedback from Council Consent Planners and from the institutions was that the regulatory approach to connectivity, parking and access should be more enabling. Institutes also expressed a desire for greater flexibility for activities that could be permitted in the IPZ, more generous signage allowances, and greater latitude with temporary events, performances and the like.</li> <li>The approach varies widely in the other RMA Plans considered.</li> </ul>	<ul style="list-style-type: none"> <li>Consider rationalising the IPZ rules to be more enabling of a range of activities, subject to appropriate standards to manage effects.</li> <li>Consider a more enabling level of regulatory stringency with reference to other moderate-to-high intensity zones in the City (such as Centres) with a view of reducing the current Plan's over-reliance on the resource consent process.</li> </ul>
<p>3. Aspects of the regulatory approach for buildings should be revisited.</p>	<ul style="list-style-type: none"> <li>The consent review indicated that building additions, alterations and maintenance are the most common activities requiring consent in the IPZ and that the Plan's regulatory approach for managing these activities could be made less stringent. The application of design guides for the precincts and signage was patchy, which raises questions about their need and their efficacy.</li> </ul>	<ul style="list-style-type: none"> <li>Consider whether the Design Guides could be dispensed with for the IPZ in favour of other standards, spatial tools, policy direction and assessment matters. If Design Guides are to be retained, a comprehensive review of their content should be undertaken to enhance clarity and efficacy for decision-making.</li> </ul>

	<ul style="list-style-type: none"> <li>• Feedback from Council Consent Planners and from the institutions corroborated that the operative regulatory approach should be less stringent for minor building works. Institutions signalled that building height controls were generally suitable, though there were some site specific exceptions. The universities were both supportive of a greater use of permitted activity status for building work wherever possible.</li> <li>• A variety of approaches are adopted in other RMA plans; however, no other plan uses design guides for assessment purposes.</li> </ul>	<ul style="list-style-type: none"> <li>• Consider replacing the current approach to managing building height in the Design Guide.</li> <li>• Consider whether internal amenity and character are matters that require a plan-led response, or whether the new provisions can be less stringent about building and structure controls where their effects are internalised within each campus setting.</li> <li>• Consider commissioning detailed spatial assessments of each precinct to inform how building bulk and location standards, activity status, and other variable building controls can be assigned by sub-area with a view of being more enabling generally.</li> <li>• When evaluating alternatives for managing building bulk, location and appearance around the periphery of the precincts, consider: <ul style="list-style-type: none"> <li>○ whether the existing controlled-discretionary rule structure could be replaced by a new cascade based arrangement for built form standards</li> <li>○ when establishing bulk controls on additions, whether overall area thresholds (in m2) can be adopted and triggers based on increased percentage of existing floor area can be avoided</li> </ul> </li> </ul>
<p>4. The approach to notification statements in the IPZ and City-wide provisions should be revisited.</p>	<ul style="list-style-type: none"> <li>• The consent review found that all applications were processed without recourse to notification, either due to statements in the IPZ provisions precluding notification, or because the Council Consent Planner had exercised their discretion (variously informed by technical input on earthworks, traffic, urban design, heritage or environmental noise matters).</li> <li>• Feedback from Council Consent Planners supported greater legibility in the wording of notification statements and more effective reliance on them in appropriate circumstances. Planners stressed the value of aligning notification clauses across the Plan as a whole, to avoid potential duplication and perverse consenting strategies.</li> </ul>	<ul style="list-style-type: none"> <li>• Consider redrafting the Plan's notification statements with definitive phrasing that leaves no room for interpretation.</li> <li>• Continued use of non-notification statements for design-focused assessments is encouraged, though where a given proposal affects sensitive adjoining uses, scope for limited notification should be retained. Notification criteria should logically fit with the activity status of a given proposal and the specific effects arising from the breach of standards.</li> </ul>
<p>5. Structure and language can be simplified, made</p>	<ul style="list-style-type: none"> <li>• The consent review found that, broadly speaking, IPZ policy, rule and standard expression appears to be generally fit-for-purpose. However, there is</li> </ul>	<ul style="list-style-type: none"> <li>• Consider rationalising the useful aims and guidelines in the existing Design Guides into new objectives and policies for the IPZ.</li> </ul>

<p>more certain and made more helpful to decision-makers.</p>	<p>room for improvement, particularly with respect to the wording of rules relating to carparking, measurement of height, and the meaning of ‘ancillary’ activities.</p> <ul style="list-style-type: none"> <li>Feedback from Council Consent Planners confirmed that there are opportunities for improving specificity in phrasing and reducing latitude for interpretation, when it comes to IPZ provisions relating to height and the like.</li> </ul>	<ul style="list-style-type: none"> <li>When evaluating options for zoning, overlays, and other spatial tools, take account of: <ul style="list-style-type: none"> <li>the extent to which sites and institutions differ from each other or from their surroundings in terms of purpose, form, character or activity content; or</li> <li>whether institutions exclusively own and/or occupy sites or are co-located with other landowners and occupiers.</li> </ul> </li> </ul>
<p>6. The provisions should be adaptable to changing demands the institutions need to respond to.</p>	<p>The consent review found that almost all applications were for activities located within the IPZ with one exception, relating to the development of a VUW study space in the Inner Residential Zone.</p> <p>Feedback from the institutions confirmed that they were primarily interested in making the best use of their existing landholdings. The DHB may look to further rationalise its holdings.</p> <p>Some plans expressly cater for alternative uses of sites (e.g. by way of substitute zoning) where rationalisation or relocation is a prospect. Most plans focus on site-specific provisions for major campuses, leaving off-campus premises or facilities to ‘fend for themselves’ via broader, generic zones. Certainly, in other cities, larger institutions tend to have a diffuse footprint.</p>	<ul style="list-style-type: none"> <li>Consider re-evaluating the footprint of each precinct, in consultation with the institutions and related stakeholders. Options for rationalisation and expansion of boundaries should be carefully evaluated.</li> <li>Consider creating a framework in the new Plan for assessing out-of-zone institutional activities and buildings in surrounding areas with a view of enabling flexibility and adaptability where effects can be readily managed.</li> </ul>

Table of changes between operative and draft provisions:

Issue/theme/policy	Current District Plan Approach	Draft District Plan Approach	Key reasons for change
<p><b><i>Issue 1: The strategic importance of Victoria University and Massey University is not well expressed:</i></b></p> <ul style="list-style-type: none"> <li>The strategic importance and fundamental role of the City’s main tertiary</li> </ul>	<ul style="list-style-type: none"> <li>Victoria University’s Kelburn campus and Massey University’s Mount Cook campus currently sit within Institutional Precincts, within the Institutional Precinct Zone.</li> <li>Absence of operative District Plan objectives and policies acknowledging the Universities’ strategic regional and</li> </ul>	<ul style="list-style-type: none"> <li>New Special Purpose Tertiary Education Zone (TEZ) in line with the National Planning Standards zone framework. This covers Victoria University’s Kelburn campus and Massey University’s Mount Cook campus and replaces the existing Institutional Precinct approach.,</li> </ul>	<ul style="list-style-type: none"> <li>Must implement with the National Planning Standards zone approach.</li> <li>The issues and options analysis raised that the Universities’ strategic importance and benefits to Wellington City and Wellington Region needs to be recognised in</li> </ul>



Issue/theme/policy	Current District Plan Approach	Draft District Plan Approach	Key reasons for change
<p>education providers are not well expressed, in particular their economic, social and cultural contributions to the city and its economy.</p> <ul style="list-style-type: none"> <li>Ensuring the Universities' landmark buildings and cultural sites which contribute to the universities' and city's identity are protected.</li> </ul>	<p>national importance or their role and function.</p> <ul style="list-style-type: none"> <li>Absence of operative District Plan objectives and policies acknowledging the contribution made by the Universities' key sites and buildings of significance to the university and the city's identity and landscape. For example, there is no existing policy direction regarding protection of key historical buildings such as Rutherford House or cultural sites such marae.</li> </ul>	<ul style="list-style-type: none"> <li>The Hospital Zone has been addressed in a separate Special Purpose Hospital Zone (as per National Planning Standards structure).</li> <li>Other university sites/buildings or smaller campuses i.e. Pipitea campus and Te Aro campus, are covered by the City Centre Zone. This approach carries over the Operative District Plan approach for these separate sites.</li> <li>Specific objectives and policies setting out the purpose of the zone and the Universities' respective sites including recognising the campuses as regionally, nationally and internationally significant institutions and enabling their function and operation.</li> <li>Specific policy speaking to delivering high-quality new development that reinforces the identity of each campus and their unique sense of place.</li> <li>Also recognised in the Draft District Plan's Strategic objectives in the Strategic Direction chapter.</li> </ul>	<p>the District Plan and linked in with the Draft District Plan's strategic direction chapter.</p> <ul style="list-style-type: none"> <li>Alignment with best practice.</li> </ul>
<p><b>Issue 2: Adaptability of provisions to changing demands:</b></p> <ul style="list-style-type: none"> <li>The provisions should be adaptable to evolving demands, services and technological changes the institutions need to respond to.</li> <li>Providing for adequate development capacity and land use efficiency to</li> </ul>	<ul style="list-style-type: none"> <li>Absence of Operative Plan objectives and policies acknowledging the changing demands that the Universities need to respond to.</li> <li>Operative Plan objectives and policies speak to: <ul style="list-style-type: none"> <li>promoting the efficient use and development of natural and physical resources within institutional precincts,</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Provisions need to be flexible enough to provide for future service and land use needs and development for each university campus.</li> <li>Specific objectives and policies regarding supporting the evolving educational facility, research, service and technological change needs of both campuses and enabling development to meet the foreseeable future needs of the universities.</li> </ul>	<ul style="list-style-type: none"> <li>The plan review provides an opportunity to consider the long-term intentions of the Universities for their respective campuses.</li> <li>Greater flexibility needs to be built into the plan for re-evaluating each precinct's footprints, working in with future development plans and reviewing the list of activities catered for.</li> <li>Institutions confirmed that they were primarily interested in making</li> </ul>

Issue/theme/policy	Current District Plan Approach	Draft District Plan Approach	Key reasons for change
<p>accommodate anticipated redevelopment and comprehensive on-site planning. This includes providing for future rationalization of University Campus footprints.</p> <ul style="list-style-type: none"> <li>• Providing adequate development capacity for the Universities to accommodate projected student accommodation demand, including enabling a range of housing choice.</li> </ul>	<ul style="list-style-type: none"> <li>○ maintaining and enhancing the physical character of these precincts, and their adjacent streets</li> <li>○ providing for the effective and efficient operation and development of the institutions.</li> </ul> <ul style="list-style-type: none"> <li>• Absence of Operative Plan objectives and policies regarding accommodating student accommodation needs and providing a variety of housing types and choices.</li> </ul>	<ul style="list-style-type: none"> <li>• Regarding development capacity and land-use efficiency, specific objectives and policies including: <ul style="list-style-type: none"> <li>○ encouraging land-use and development to be undertaken in an efficient, well-integrated and strategic manner</li> <li>○ providing flexibility for the universities as to the future use of facilities if land or buildings become surplus</li> <li>○ enabling new development which optimises available development capacity of the sites and campuses</li> <li>○ enable growth and development of the existing campuses to meet existing needs and to respond to future demand and changes</li> <li>○ encourage rationalisation and more efficient, intensified and contained use of the university sites</li> <li>○ requiring land use activities and development to be planned and designed in a coordinated manner.</li> <li>○ encouraging new development and additions/alterations to positively contribute to the amenity of the zone and adjoining zones.</li> </ul> </li> <li>• Regarding providing for projected student accommodation, specific objectives and policies including: <ul style="list-style-type: none"> <li>○ providing for residential activities including student accommodation</li> <li>○ enabling new development which provides for increased levels of residential accommodation to meet</li> </ul> </li> </ul>	<p>the best use of their existing landholdings. Massey is seeking to rationalise its site and is not seeking a change to its current boundary and Victoria University seeks to include the McLean Flats site that the university has recently purchased.</p> <ul style="list-style-type: none"> <li>• Massey has updated its Wellington Campus Development Plan and has a new roadmap for the Wellington campus for the next five years. This includes removing seismic and reconstruction work, removing prefab structures and re-developing some blocks.</li> <li>• Victoria University in their Draft Spatial Plan submission noted that they needed to work with Council to provide enough reasonably priced student accommodation, and that offering accommodation close to their campuses and the city also alleviates pressure on the wider rental market.</li> <li>• Aligns with best practice.</li> </ul>



Issue/theme/policy	Current District Plan Approach	Draft District Plan Approach	Key reasons for change
		<p>current and future needs, including providing a greater range of housing choice</p> <ul style="list-style-type: none"> <li>○ Enabling growth and development of the existing campuses.</li> <li>• Associated rule framework to implement the above policy approach.</li> </ul>	
<p><b>Issue 3: Adverse Effects</b></p> <ul style="list-style-type: none"> <li>• Managing the external effects of University activities, particularly along the boundary interface with residentially zoned properties.</li> </ul>	<ul style="list-style-type: none"> <li>• Current objectives and policies speak to maintaining and enhancing the amenity values of institutional precincts and any nearby residential areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Specific objectives and policies speak to managing adverse effects of university sites' activities and development within the Zone, at interfaces with residential and open spaces zones, scheduled heritage buildings etc., scheduled Māori sites of significance, and along street frontages.</li> </ul>	<ul style="list-style-type: none"> <li>• No significant change, rather a softening of provisions to be less restrictive on university sites' activities.</li> <li>• Issues and options analysis recommended considering amenity within the site (and providing less stringent rule framework for internal works).</li> <li>• Aligns with other plans which also manage adverse effects and reverse sensitivity.</li> </ul>
<p><b>Issue 4: Activities:</b></p> <ul style="list-style-type: none"> <li>• Acknowledging and enabling a diverse range of activities that contribute to the function of the Universities and which reinforce the roles of the Universities. This includes primary, secondary and ancillary activities.</li> </ul>	<ul style="list-style-type: none"> <li>• Absence of Operative Plan objectives and policies acknowledging the university sites' special operational and functional needs.</li> <li>• While the operation and development are 'provided for' in the operative policy framework, there are no provisions expressly providing for maintenance activities.</li> <li>• The only land use activities permitted are those that relate specifically to the function of the institution. The discretionary activity status is the 'default' for all activities that are not related to an institution. This means</li> </ul>	<ul style="list-style-type: none"> <li>• Specific objectives and policies to: <ul style="list-style-type: none"> <li>○ Ensure the universities can continue to meet the education needs of their students, facilitate research, innovation and economic development</li> <li>○ A comprehensive range of primary and ancillary educational facility, research, residential and recreation activities, buildings and infrastructure are provided for</li> <li>○ Discourage activities within the Tertiary Education Zone where the activity is incompatible with the role</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• The issues and options analysis recommended developing new objective(s) and policies to provide for the operation, maintenance and development of the institutions.</li> <li>• The current policy approach is reactive rather than proactive. The regulatory stringency is relatively course when compared with other parts of the Operative Plan and with the approach adopted in other District Plans.</li> <li>• Alignment with best practice.</li> </ul>

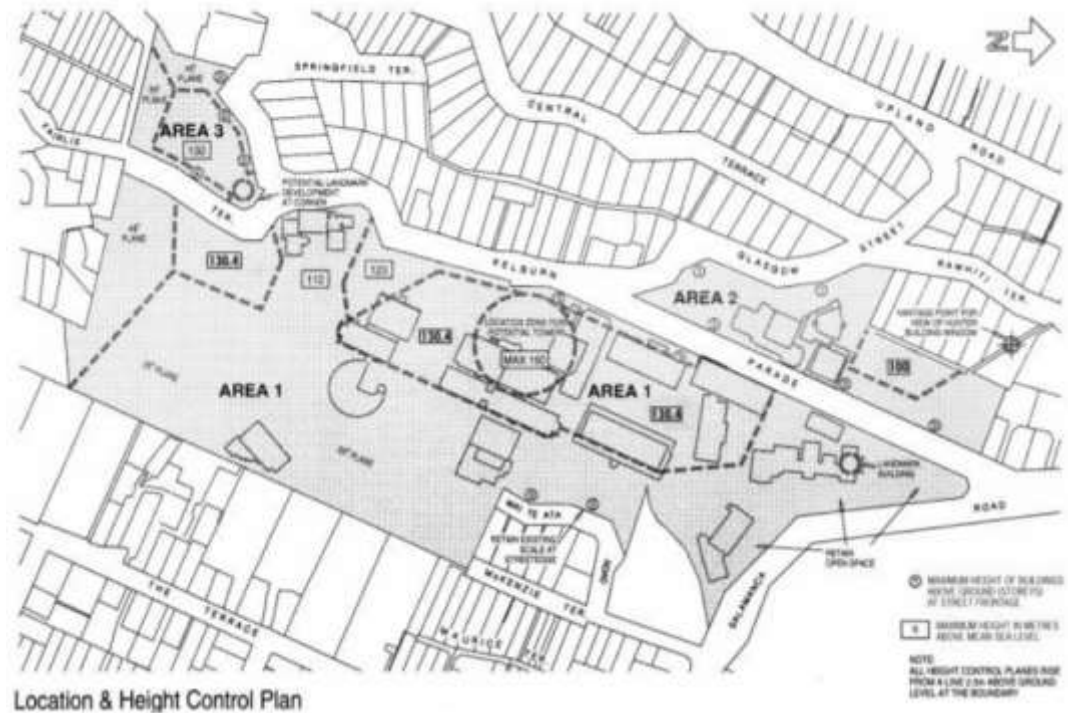
Issue/theme/policy	Current District Plan Approach	Draft District Plan Approach	Key reasons for change
	<p>resource consent is required and the planner can consider a broad range of matters in assessing the application.</p>	<p>and function of the zone and will cause reverse sensitivity issues.</p> <ul style="list-style-type: none"> <li>Associated rule framework will align with the above Objectives and Policies.</li> </ul>	
<p><b>Issue 5: Comfort, safety and accessibility:</b></p> <ul style="list-style-type: none"> <li>Providing ongoing amenity, comfort, safety and access for campus users (e.g. pedestrians, cyclists) on campus and to and from the universities.</li> </ul>	<ul style="list-style-type: none"> <li>Current objectives and policies seek to: <ul style="list-style-type: none"> <li>enable efficient, convenient and safe access for people and goods within institutional precincts.</li> <li>ensure access for all people, particularly people travelling by public transport, cycle or foot and for people with mobility restrictions.</li> <li>enhance access to public spaces in institutional precincts and improving design of developments to reduce threats to personal safety.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Specific objective that speaks to land use activities and development in the zone positively contributing to maintaining, and where possible enhancing, a high-quality, safe, comfortable and accessible university site environment.</li> <li>Specific policy speaking to maintaining a high standard of amenity, comfort and safety in the zone, for student accommodation buildings and along its interfaces.</li> <li>Specific policy requiring the use, development and operation of the university sites' maintain and enhance access and connections.</li> <li>Urban quality and co-ordinated development policy elements that speak to safety, access and comfort.</li> </ul>	<ul style="list-style-type: none"> <li>Issues and options analysis recommended careful consideration regarding whether internal character and amenity is a significant RMA issue that needs a District Plan-led response</li> <li>The paper also recommended consideration of the extent to which activities are considered 'compatible', 'potentially compatible' or 'incompatible' with internal and external amenity.</li> <li>Feedback from consent planners and institutions noted the regulatory approach to connectivity, parking and access should be more enabling.</li> <li>Additionally, more emphasis on safety and CPTED is needed in policies.</li> <li>References made to connections to current public transport and future mass transit as a placeholder for Let's Get Wellington Moving.</li> </ul>
<p><b>Issue 6: Mana whenua aspirations</b></p> <ul style="list-style-type: none"> <li>Appropriately recognizing and integrating mana whenua values into the Tertiary Education Zone</li> </ul>	<ul style="list-style-type: none"> <li>Current objectives and policies relate to: <ul style="list-style-type: none"> <li>facilitate and enable the exercise of tino rangatiratanga and kaitiakitanga by Wellington's tangata whenua and other Māori</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Specific mana whenua objective and policy placeholders. Discussions need to be had with Jade, Mana Whenua and the universities.</li> <li>The desire to incorporate mana whenua aspirations and values into the policy</li> </ul>	<ul style="list-style-type: none"> <li>The current objectives and policies regarding mana whenua are generalised and are not specific to the universities and their activities.</li> </ul>

Issue/theme/policy	Current District Plan Approach	Draft District Plan Approach	Key reasons for change
<ul style="list-style-type: none"> <li>Ensuring the Universities' identified special character areas, structure and sites of cultural significance which reinforce the Universities' cultural identities are protected.</li> </ul>	<ul style="list-style-type: none"> <li>identify, define and protect sites and precincts of significance to tangata whenua and other Māori</li> <li>take into account the principles of the Treaty of Waitangi.</li> </ul>	<p>framework has been raised with the universities.</p>	
<p><b>Issue 7: Resilience</b></p> <ul style="list-style-type: none"> <li>Ensuring the risks associated with natural hazards such as liquefaction and earthquakes are managed in order to protect the Universities' status as anchors of resilience during natural hazard events.</li> </ul>	<ul style="list-style-type: none"> <li>Current policy which seeks to ensure that the adverse effects of hazards on critical facilities and lifelines are avoided, remedied and mitigated.</li> </ul>	<ul style="list-style-type: none"> <li>Objective and policy direction regarding: <ul style="list-style-type: none"> <li>enabling a resilient urban environment that effectively adapts and responds to natural hazard risks and climate change</li> <li>reduction in greenhouse gas emissions</li> <li>encouraging new developments and redevelopments within the campuses that are sustainable, seismically and climatically resilient</li> <li>maintaining the universities' roles as anchors of resilience.</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>The university sites have been identified in the Spatial Plan as anchors of resilience for responses to natural and pandemic disasters.</li> <li>Anchors of resilience are planned to be self-supporting places post events like earthquakes.</li> </ul>

## **7. Key questions for the panel**

1. Chapter content - Does the TERT chapter cover what you would expect to see in a Tertiary Education chapter? Is there anything missing?
2. Do you agree with the proposed height regime for the campuses? Is there a better method for controlling height? Should height be different for each campus based on surroundings?
3. Are urban design and quality design outcomes sufficiently provided for in the proposed chapter?
4. Do you think removing associated design guidance is a risk? Does WCC need a Tertiary Education design guide still?

**Appendix 1 Victoria and Massey University site's Design Guide location and height plan**



**Figure 1:** Massey University Precinct location and height control plan **Figure 2:** Victoria University Campus Precinct location and height control plan (Main)


## Appendix 2 Operative DP Rules/Standards

### RULES

Rule No.	Rule	Activity Status					Chapter Mapping
		PER	CON	RDIS	DIS	CON	
<b>Uses/Activities</b>							
9.1.1.	Activities related to the primary function of the Precinct subject to conditions	P					HOSP + TEZ
9.3.1	Activities related to the primary function of the Precinct not complying with conditions for Permitted Activities			RD			HOSP + TEZ
9.1.3	Helicopter landing areas (Clinical Services Block Wellington Hospital)	P					HOSP
9.1.4	Upgrade and maintenance of existing formed roads and accessways	P					HOSP + TEZ??
9.4.1	Activities not provided for as Permitted or Controlled Activities				D		HOSP + TEZ
<b>Buildings</b>							
9.2.1	Construction, or alteration of, and addition to buildings and structures		C				HOSP + TEZ
9.2.3	Demolition of Gordon Wilson Flats at 320 The Terrace		C				TEZ
9.3.2	Construction, or alteration of, and addition to buildings and structures at 320 The Terrace			RD			TEZ
9.4.2	Pedestrian bridges and other structures/buildings above or over roads				D		HOSP + TEZ??
<b>Subdivision</b>							
9.1.2	Subdivision except company lease, cross lease and unit title subdivision, subject to conditions	P					SUB
9.2.2	Company lease, cross lease and unit title subdivision		C				SUB
9.4.4	Subdivision not being a Permitted or Controlled Activity				D		SUB
<b>Heritage</b>							
21.0	Activities affecting heritage items	P	C		D		HH
<b>Utilities</b>							
23.0	Utilities	P	C	RD	D		EIT
<b>Contaminated and Potentially Contaminated Land</b>							
32.1.1	Investigations on any contaminated land or potentially contaminated land to determine whether the land is contaminated, and the nature and extent of that contamination	P					CL
32.1.2	The removal of underground petroleum storage systems is a Permitted Activity	P					CL
32.1.3	The use, development or subdivision of any potentially contaminated land that has been confirmed as not being contaminated through site investigation	P					CL
32.2.1	The remediation, use, development and subdivision of any contaminated or potentially contaminated land.			RD			CL

### Standards:

Standard No.	Standard	Chapter Mapping
<b>Buildings and structures</b>		
9.2.1	All parking must be provided and maintained in accordance with the standards set out in Appendix 2.	HOSP + TEZ??
9.2.1	New vehicular access from roads to which the Precinct has frontage must be provided and maintained in accordance with the standards set out in Appendix 3.	HOSP + TEZ??
9.2.1	No vehicular access, as shown on Appendix 3.1, shall be situated closer to an intersection than the following: Arterial and principal streets 20m Collector streets 15m Other streets 10m.	HOSP + TEZ??
9.2.1	Site layout must enable all vehicles to enter [and] leave the site in a forward direction.	HOSP + TEZ??
<b>Company lease, cross lease and unit title subdivision</b>		
9.2.2	All buildings and structures must meet the conditions for Permitted Activities, the terms of any relevant resource consent, or must have existing use rights.	SUB
<b>Demolition of Gordon Wilson Flats at 320 The Terrace</b>		
9.2.3	Any application made under Rule 9.2.3 shall be accompanied by a Demolition Management Plan. The Demolition Management Plan shall contain the following information as a minimum: a. purpose of the Demolition Management Plan; b. site and locality description, including existing buildings; c. proposed demolition methodology, including sequence and timing; d. duration of works and hours of operation; e. measures to manage environmental effects, including (but not limited to) dust, construction noise, effects on the local transport network, and site remediation; f. communication plan, including: i. any communication undertaken with neighbours in advance of demolition commencing; ii. procedures for receiving and resolving complaints during demolition and site remediation; and g. Demolition Management Plan review procedures. Note: additional information may be appropriate for inclusion in the Demolition Management Plan, including references to other relevant Acts and associated regulations.	TEZ
9.3.2	Any construction, alteration of, or addition to any building or structure must be in accordance with the standards set out in Appendix 4.	TEZ
Appendix 4. Permitted Building Standards for 320 The Terrace	Appendix 4. Permitted Building Standards for 320 The Terrace 1. Permitted height of buildings and structures is 10m above ground level (AGL) except where a permitted height above mean sea level (AMSL) is specified on the plan below. 2. Permitted site coverage is 50%. However, coverage within the escarpment sub-area shown hatched on the plan below shall not exceed 35% of this sub-area. 3. The recession plane standards for the Inner Residential Area under 5.6.2.8 shall apply to the boundaries with the Inner Residential Area except for the boundaries indicated in blue on the plan below. 4. A 5m yard shall apply to the boundaries with the Inner Residential Area except for: i. the boundaries indicated in blue on the plan below where a 1m yard shall apply; and ii. the boundary adjoining 324 The Terrace where a 10m yard shall apply. 5. No facade along a single building plane shall exceed 30m in length.	TEZ

Standard No.	Standard	Chapter Mapping
		
<b>Noise, Hazardous Substances, Lighting and Signs</b>		
9.3.1	Noise emission levels under Rules 9.1.1.2.1 and 9.1.1.2.4 shall not be exceeded by more than 5 decibels.	NOISE??
9.3.1	For hazardous substances, the cumulative Effect Ratio as assessed under the Hazardous Facilities Screening Procedure for the site where the activity is to occur is less than or equal to 2 but does not meet the conditions in rules 9.1.1.8, unless the site is located in a Hazard Area.	HAZ
9.3.1	For hazardous substances, where the hazardous facility is located in a Hazard Area, the cumulative Effect Ratio as assessed under the Hazardous Facilities Screening Procedure for the site where the activity is to occur is less than or equal to 0.5 but does not meet the conditions in rules 9.1.1.8.	HAZ
9.3.1	Rule 9.1.1.5, maximum lighting levels, must not be exceeded by more than 20 percent.	LIGHTING
9.3.1	Rule 9.1.1.7, conditions relating to any sign dimension, must not be exceeded by more than 50 percent.	SIGNS
<b>Noise</b>		
Appendix 1. Noise	<p>Activities must comply with the following noise limits.</p> <p><b>Residential (Inner)</b> Noise emission levels when measured on any residential site in the Inner Residential Area must not exceed:  Monday to Saturday 7am to 7pm 55dB (LAEQ(15min))  Monday to Saturday 7pm to 10pm 50dB (LAEQ(15min))  At all other times 40dB (LAEQ(15min))  All days 10pm to 7am 70dB (LAFmax)  Where it is impractical to measure outside a dwelling, then measurements shall be made inside (with windows closed). Where indoor measurements are made the noise limits stated above shall be reduced by 15dB.</p> <p><b>Residential (Outer)</b> Noise emission levels when measured on any residential site in the Outer Residential Area must not exceed:  Monday to Saturday 7am to 7pm 50dB (LAEQ(15min))</p>	NOISE??



Standard No.	Standard	Chapter Mapping
	<p>Monday to Saturday 7pm to 10pm 45dB (LAEQ(15min))            At all other times 40dB (LAEQ(15min))            All days 10pm to 7am 65dB (LAFmax)            Where it is impractical to measure outside a dwelling, then measurements shall be made inside (with windows closed). Where indoor measurements are made the noise limits stated above shall be reduced by 15dB.</p> <p><b>Rural Area</b> Noise emission levels when measured at or within the boundary of any site (other than the site from which the noise is generated) in the Rural Area must not exceed:            At all times 55dB (LAEQ(15min))            And noise emission levels when measured on any conceptual boundary of a residential building must not exceed:            Monday to Saturday 7am to 8pm 45dB (LAEQ(15min))            At all other times 35dB (LAEQ(15min))            All days 8pm to 7am 60dB (LAFmax)</p>	

### **Appendix 3 Resource Consent Trends**

For the 29 consent applications made since 2012:

- building additions and alterations were the most common activity applied for (14 applications);
- the majority of the applications were for activities within the IPZ – however, there were two cases of consent being granted to institutions outside the IPZ boundary and a further one granted both inside and out of the precinct
- consistent with additions and alterations being the most common activity, the most common consent activity status was controlled
- five of the applications related to heritage buildings
- no student accommodation was proposed over the period considered
- while all 5 heritage-based proposals included expert heritage assessments, only 9 of the applications contained urban design assessments.

# Appendix 4 University sites operative district plan heights versus actual built heights

## Massey Mt Cook Campus



Victoria Kelburn Campus

