

Wellington City District Plan – Omnibus Plan Change

Rezoning of Brooklyn Community Centre

Scope of Proposed Change

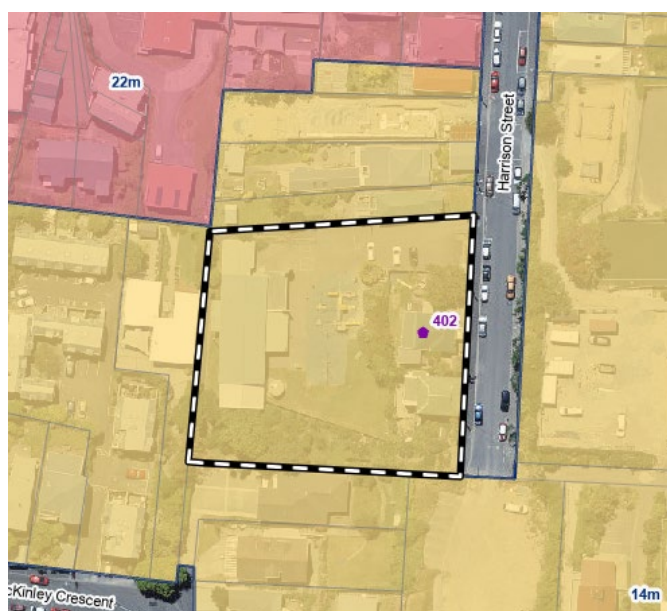
To rezone 18, 22 and 24 Harrison Street from Medium Density Residential Zone to Open Space Zone to address a concern raised by Greater Brooklyn Community Association that the land was incorrectly rezoned during the District Plan Review.

Background

The Greater Brooklyn Community Association (GBCA) has requested a change to the zoning of the Brooklyn Community Centre site at 18, 22 and 24 Harrison Street from Medium Density Residential Zone to Open Space Zone (OSZ). At the Environment and Infrastructure Committee meeting on 12 September 2024, officers were directed to include the rezoning of the site as part of the Omnibus Plan Change (Plan Change 1).

The site

The 3237m² site is located on the western side of Harrison Street and is currently zoned Medium Density Residential Zone (MRZ).



The site accommodates three detached buildings. The Community Centre building (18 Harrison Street) is located to the rear (west) of the site. The Community Centre building occupies approximately half of 18 Harrison Street, with the remainder comprising a publicly accessible playground. The Community Centre building and playground are accessed via a driveway along the northern boundary.

The other two buildings on the site have direct frontage and access from Harrison Street and accommodate Brooklyn Playcentre (22 Harrison Street) and Brooklyn Scout Hall (24 Harrison Street). The Brooklyn Playcentre building is scheduled as a Heritage Building (ref: 402).

The surrounding environment contains a mix of established activity, mainly residential. Brooklyn Primary School is directly opposite the site.

History of the site and current use

Under the 2000 District Plan the site was zoned Open Space A. Existing resource consents relevant to the site's use are: SR Nos. 93842, 126631 and 184343, which cover additions to the Community Centre building and the use of the building for Community Centre related activities. These consents and the existing activities on the site can be used to establish existing use rights.

The GBCA seeks a rezoning to align with the 2000 District Plan zoning (Open Space A) and the 2021 Spatial Plan which marks the site for Public Open Space. The GBCA would like to continue use of the site for community activities and seek that Open Space zoning is retained.

A review of the section 32 and section 42A reports prepared for the MRZ has found no direct reference to the Brooklyn Community Centre rezoning or any reason as to why the current zoning in the 2024 District Plan should be retained.

Strategic Direction

The following objectives in the Strategic Direction chapter of the 2024 District plan are relevant to this issue are:

CC-01	Wellington City is a well-functioning Capital City where: ... 2. The social, cultural and economic wellbeing of current and future residents, and the environment is supported; ...
CC-02	Development is consistent with and supports the achievement of the following strategic city objectives: ... 4. Inclusive and Connected: Wellington recognises and fosters its identity by supporting social cohesion and cultural diversity, has world-class movement systems and attractive and accessible public spaces and streets; ...
HHSASM-01	Significant buildings, structures, areas, and sites that exemplify Wellington's historical and cultural values are identified, recognised and protected.
NE-O3	The City retains and expands an extensive open space network across the City that: 1. Is easily accessible; 2. Connects the urban and natural environment; 3. Supports the protection of ecological, cultural, and landscape values; and 4. Meets the needs of anticipated future growth.

Open Space Zone

The OSZ in the 2024 District Plan ([2024 District Plan: Appeals Version - Wellington City 2024 District Plan: Appeals Version](#)) caters for both passive and active recreational activities with limited associated facilities, buildings and structures.

Relevant to a community centre, the OSZ permits activities such as informal recreation activities, organised sport and recreation activities, gardens including community gardens and open space community activities in existing buildings. Activities not covered in OSZ-R1 – OSZ-R10 require consent for a discretionary activity.

Construction, alteration of and addition to buildings and structures in the OSZ are permitted when they meet standards around maximum height, height in relation to boundary, maximum gross floor

area (100m²) and maximum building coverage (10%). Any building activities exceeding the permitted activity standards would require resource consent for a restricted discretionary or discretionary activity, depending on the extent of non-compliance with the standards.

Medium Density Residential Zone

Relevant to a community centre, the MRZ permits activities such as community gardens and childcare services (up to 10 children). Construction, alteration and addition to residential buildings and structures is permitted, subject to compliance with the relevant residential standards; however, resource consent is required for non-residential buildings.

Other Community Centres

Community centre land has a range of zones in the 2024 District Plan depending on their location and use. For example, the Miramar and Maupuia Community Centre is Open Space Zone, the Newtown Community Centre is High Density Residential Zone, the Kilbirnie Community Centre is Metropolitan Centre Zone, and the Aro Valley Community Centre is across High Density Residential Zone and Open Space Zone.

Assessment of Options

For the purposes of this evaluation, the following options have been considered:

- Option 1: The status quo (retain the current 2024 District Plan zoning at 18, 22 and 24 Harrison Street, which is Medium Density Residential Zone).
- Option 2: Amend zoning at 18, 22 and 24 Harrison Street to Open Space Zone.

The two options are assessed in the tables below.

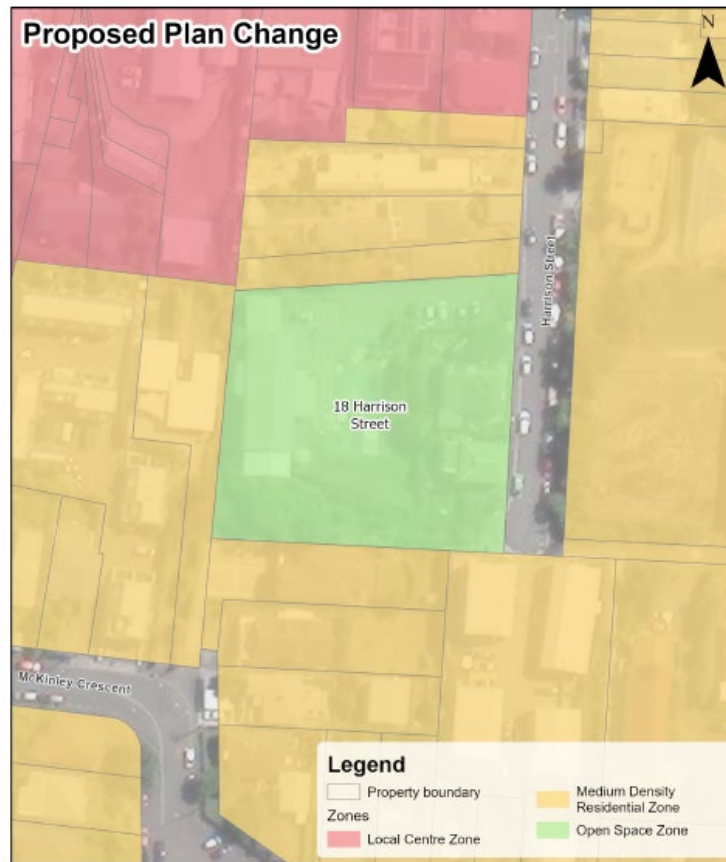
Option 1: The status quo (retain the current 2024 District Plan zoning at 18, 22 and 24 Harrison Street, which is Medium Density Residential Zone)	
<p>Costs</p> <p><i>Environmental</i></p> <ul style="list-style-type: none"> • There is no evidence that the status quo is failing to sustainably manage resources. <p><i>Economic</i></p> <ul style="list-style-type: none"> • If new buildings or activities were proposed at the site that are not permitted in the MRZ or covered by existing use rights under section 10 of the RMA, a resource consent would be required. This has economic costs associated. <p><i>Social</i></p> <ul style="list-style-type: none"> • Potential loss of Community Centre areas and space for social connection, if the site were to be redeveloped with residential development. • Additionally, if the site were developed to meet residential development potential, there could be social costs (albeit manageable) on the community and neighbours. 	<p>Benefits</p> <p><i>Environmental</i></p> <ul style="list-style-type: none"> • There is no evidence it will improve the ability to sustainably manage resources. <p><i>Economic</i></p> <ul style="list-style-type: none"> • Activities within the existing community centre (such as community recreation classes and childcare programmes) generate revenue for the GBCA. • With the site zoned residential, potential for economic benefits with residential development. <p><i>Social</i></p> <ul style="list-style-type: none"> • There is no evidence that the status quo is unjustifiably placing high costs on the community, noting that the existing Community Centre, Playcentre and Scout Hall serve the Brooklyn community at present and experiences high use.

<p><i>Cultural</i></p> <ul style="list-style-type: none"> The current provisions do not specifically allow for customary activities and may therefore result in cultural costs. 	<p><i>Cultural</i></p> <ul style="list-style-type: none"> No direct or indirect cultural benefits have been identified.
<p><i>Effectiveness and efficiency</i></p> <p>This option may create ineffectiveness and inefficiencies where the zoning does not align with the use of the site as a Community Centre, with associated Playcentre and Scout Hall. Retaining the MRZ at the site could lead to resource consents required for any expansion of activities and buildings associated with the Community Centre. For example, the MRZ does not allow for informal recreation activities or organised sport and recreation activities, or non-residential activities and buildings, as a permitted activity.</p>	
<p><i>Overall evaluation of Option 1</i></p> <p>The costs and benefits of this option mean it would be an acceptable outcome, given the existing activities occurring on the site limit the scope for expansion of Community Centre activities (in that use of the Community Centre is essentially at capacity).</p> <p>Retaining the MRZ would enable the site to continue providing community activities into the future. However, should new buildings be required to allow for expansion of the Community Centre activity, resource consent would be required. While the MRZ is not considered inappropriate for the current and future use of the site, it is not the only appropriate zoning and does not align with the wishes of the GBCA.</p>	
<p>Option 2: Amend zoning at 18, 22 and 24 Harrison Street to Open Space Zone</p>	
<p>Costs</p> <p><i>Environmental</i></p> <ul style="list-style-type: none"> No specific environmental costs have been identified for this option. <p><i>Economic</i></p> <ul style="list-style-type: none"> Being zoned Open Space Zone would mean the Parks, Sport and Recreation Team would likely have an input in any future resource consents on the site. If new buildings or activities were proposed at the site which are not permitted in the open space zone or covered by existing use rights under section 10 of the RMA, a resource consent would be required, which has economic costs associated. <p><i>Social</i></p> <ul style="list-style-type: none"> Low social cost anticipated. Loss of housing potential as it will not be a permitted activity in the Open Space Zone. However, that is not anticipated with the current or future use of the site. 	<p>Benefits</p> <p><i>Environmental</i></p> <ul style="list-style-type: none"> While the Brooklyn Community Centre is not a reserve under the Reserves Act, it has a publicly accessible playground and small lawn area that the Council manages as recreation assets. <p><i>Economic</i></p> <ul style="list-style-type: none"> Efficiencies in reverting back to OSZ in a timely manner to reduce indirect costs associated with District Plan users understanding a new zoning for the site. OSZ has slightly higher permitted noise standards than MRZ, which could result in a reduction of resource consents for future activities. <p><i>Social</i></p> <ul style="list-style-type: none"> Continued use as a community centre, play centre and scout hall, and ability for appropriate new open space activities to commence where these do not otherwise have existing use rights.

<p><i>Cultural</i></p> <ul style="list-style-type: none"> It is unlikely there will be cultural costs associated with this option. 	<p><i>Cultural</i></p> <ul style="list-style-type: none"> Mana whenua and other Māori could benefit from recognition of customary activities as a permitted activity on this site. 						
<p><i>Effectiveness and efficiency</i></p> <p>This option is an effective and efficient way to resolve the issue. The Community Centre, Playcentre and Scout Hall will be able to appropriately continue with their current use of the site and the zoning will be appropriate for the future use as requested by the GBCA.</p>							
<p><i>Overall evaluation of Option 2</i></p> <p>This option addresses the issue and enables the Brooklyn Community Centre, Playcentre and Scout Hall to continue their established activities on the site. This option also aligns with the 2021 Spatial Plan, which identifies the site as public open space, not for housing.</p>							
<p>Risk of acting/not acting</p> <p>In this case, there is limited risk of not acting as both MRZ and OSZ would be appropriate. However, the proposed zone change:</p> <ul style="list-style-type: none"> Does not introduce new objectives, policies, or methods; Uses an existing zoning that specifically enables activities relevant to the Brooklyn Community Centre, Playcentre and Scout Hall; Results in outcomes that are well understood and anticipated by the zone and Does not result in any changes to the environment as the existing use on the site will continue. 							
<p>Recommended Option</p> <p>Following the assessment above, it is recommended to rezone 18, 22 and 24 Harrison Street to Open Space Zone (Option 2). There are no plans to change the use of the land from community activities and local recreation, and the OSZ is an appropriate zone for these activities.</p> <p>Through this assessment, MRZ is not considered an inappropriate zone for the site, therefore it is not deemed necessary to review other community centres with differing zoning across Wellington City. If problems are identified, they can be assessed on a case-by-case basis.</p>							
<p>Consultation</p> <p>Brooklyn Community Centre, Brooklyn Scouts, Brooklyn Playcentre and the owners of all adjoining sites have been advised of the proposed change. Feedback received to date is detailed in the table below:</p> <table border="1" data-bbox="204 1783 1382 2009"> <tr> <td data-bbox="204 1783 491 1883">Brooklyn Scouts 24 Harrison Street</td><td data-bbox="491 1783 1382 1883">Support the rezoning, noting that the Scouts have continuing strong member numbers and have undertaken significant renovations to the Scout Hall to ensure the life of a valued community facility.</td></tr> <tr> <td data-bbox="204 1883 491 1946">Howard Cattermole 19 McKinley Street</td><td data-bbox="491 1883 1382 1946">Strongly supports the rezoning as OSZ.</td></tr> <tr> <td data-bbox="204 1946 491 2009">Ministry of Education Brooklyn School</td><td data-bbox="491 1946 1382 2009">The Ministry acknowledges the rezoning and is neutral.</td></tr> </table>		Brooklyn Scouts 24 Harrison Street	Support the rezoning, noting that the Scouts have continuing strong member numbers and have undertaken significant renovations to the Scout Hall to ensure the life of a valued community facility.	Howard Cattermole 19 McKinley Street	Strongly supports the rezoning as OSZ.	Ministry of Education Brooklyn School	The Ministry acknowledges the rezoning and is neutral.
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Recommended Change

That the ePlan maps is amended as follows:



Consequential Amendments

No consequential amendments are required as a result of this change.

As detailed in this report, zoning is applied inconsistently to community centres across Wellington City. Future requests for rezoning will be assessed on their merits.