

Form 5

Submission on notified proposal for plan change

Clause 6 of Schedule 1, Resource Management Act 1991

To: Upper Hutt City Council

Name of submitter: Guildford Timber Company Limited, Silverstream Forest Limited and the Goodwin Estate Trust

This is a submission on the following plan change proposed to the Operative District Plan for Upper Hutt (the **proposal**):

- Proposed Plan Change 50 (PC50)

The submitters could not gain an advantage in trade competition through this submission.

The specific provisions of the proposal that the submission relates to are:

- The failure to include land owned by the Guildford Timber Company Limited, Silverstream Forest Limited and the Goodwin Estate Trust in the review of rural zones undertaken as part of PC50;
- The need to rezone parts of the Guildford Timber Company, Silverstream Forrest Limited and the Goodwin Estate Trust's land to General Residential or Rural Lifestyle (including a new special Precinct for land adjoining Avro Road) to allow the planned use and development of the submitter's land; and
- The need to include a number of minor amendments to the Rural Lifestyle Zone to allow for planned use and development in the proposed new Avro Road Precinct.

The submitters support the rezoning of some of its land to Rural Lifestyle included in PC50.

We seek the following decision from the Upper Hutt City Council:

Refer to submission attached.

As this is a rezone request the submitters requests that the Council take active steps to draw this submission to the attention of all persons who may consider themselves adversely affected by the relief sought in this submission to ensure that they are aware of the rezoning request as part of Plan Change 50 and that they have had sufficient opportunity to file a further submission if they so wish. The Submitter is prepared to work with Council Officers to ensure this is achieved.

We wish to be heard in support of our submission.



Person authorised to sign
on behalf of Guildford Timber Company Limited, Silverstream Forest Limited and Goodwin
Estate Trust

Date: 17 November 2023

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Contact person: Chris Hansen, RMA Planning Consultant

Submission on notified Proposed Plan Change 50 (PC50)

Overview

The following submission is on behalf of the Guildford Timber Company Limited, Silverstream Forests Ltd, and the Goodwin Estate Trust (submitters) who own land in Pinehaven/Silverstream, Upper Hutt. The land the subject of this submission is currently zoned General Rural in the Operative District Plan and therefore is able to be considered by Proposed Plan Change 50 (PC50).

There are also a small number of lots owned by the submitters that PC50 rezones as Rural Residential, as identified on the Map 1 in Appendix A, and the submitters support the rezoning of those lots.

The Guildford Timber Company Limited is a family-owned company that was established in 1926. It has a 90+ year history and association with Upper Hutt and with Pinehaven and Silverstream. The submitters own approximately 330ha of land in the Silverstream/Pinehaven area that is held in multiple titles (refer to Map 1 in Appendix A). Its land comprises the steeper slopes surrounding existing residential areas, and the rolling ridges around the southern and eastern sides of the Pinehaven Valley, extending over into Blue Mountains.

Since 1928 the land has primarily been used as a commercial pine plantation. The submitters have called its forestry operation Silverstream Forest Ltd. Large areas of this mature production forest (pines) is due to be harvested in the short-medium term.

The submitters intend to develop parts of its land for residential and mixed-use activities as a post-harvest use of the land. The submitters have been working towards the transitioning from forestry land to residential and mixed-use development with the Upper Hutt City Council (UHCC) for almost two decades (as outlined below in this submission).

PC50 does not in its current form include provisions that enable parts of the submitter's land to be used for residential and mixed-use activities as planned by the submitters working with the UHCC. The purpose of this submission is to address this lack of provision to develop the submitter's land. The submitters therefore oppose PC50 in its current form.

Planning Context

UHCC initial introduced PC50 in September 2020 and intended to review the residential and rural provisions of the Operative District Plan, as part of a rolling plan review process. Subsequent to seeking community input on PC50, the Government introduced through the National Policy Statement – Urban development (NPS-UD) compulsory rules and standards for residential subdivision and development (Medium Density Residential Standards known as MDRS) and required Council to incorporate these provisions into the district plan by a set timeframe. As a result, UHCC proceeded with the residential review of provisions through

an Intensification Planning Instrument (IPI) as one part of PC50 (with a Decision on this part of PC50 due shortly), and delayed the rural review of provisions part of PC50 until October 2023.

The following other planning instruments are relevant to this submission:

- National Policy Statement – Urban Development 2020 (NPS-UD) - a key Objective of the NPS-UD is to ensure New Zealand has well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future. Regional and district plans are required to implement this objective.
- Wellington Regional Growth Framework 2021 and draft Future Development Strategy (FDS) 2023 – the submitter’s land was previously included as a Southern Growth Area in Wellington Regional Future Growth Framework (2021). However, the draft FDS¹ (PPC1 to the Natural Resources Plan) does not include the submitter’s land as a Future Growth Area. The submitters have filed a submission² to GRWC seeking the reinstatement of its land as a Future Growth Area as included in the previous Regional Growth Strategy, Upper Hutt City Council has supported this submission.
- UHCC Land Use Strategy 2016 – 2043 (LUS) - the submitter’s land is identified in the Council’s LUS as the Southern Growth Area.
- UHCC Long Term Plan 2021 - 2031 (LTP) (adopted 2022) the submitter’s land is identified in the Council’s LTP as the Southern Growth Area and is recognised and accounted for in the planning for public infrastructure upgrades for growth planning purposes. In particular:
 - Silverstream bridge replacement being required due to growth in central Upper Hutt and the southern growth zone. Infrastructure upgrades to the bridge was planned for years 4-10.
 - Pinehaven reservoir upgrades for water supply were required for growth in years 11-20

Both of these investments require significant capital investment but have been planned for in the LTP and planned to allow for medium term growth.

- UHCC Plan Change 43 (stormwater/ flooding) and associated works, and Proposed Plan Change 49, Variation 1 to provide to infrastructure and services (discussed further below)

¹ Wairarapa – Wellington – Horowhenua Future Development Strategy; September 2023

² Submissions closed Thursday 9 November

Brief History of Planning for the Use and Development of the Land

The submitter's have worked with UHCC to plan for residential and mixed use development of part of their land known as the Southern Growth Area since 2007 and this planning is reflected in the various planning instruments discussed above that anticipate future residential and mixed use activities on the land. The submitter's have a vision for the development being:

To provide a quality residential development that meets best practice urban design standards and delivers on the wider community needs in Pinehaven and Silverstream through provision of housing and allowing submarginal rural land to be either replanted for ecological restoration and improve parks and reserve assets.

This vision is driven by providing walkable village hubs with compact and well-designed housing and community spaces. Important ecological areas are identified and enhanced, infrastructure including roading and 3 waters provided, and stormwater and flooding managed to achieve hydraulic neutrality on the land.

The submitter's land has been through two masterplan processes first in 2007 and more recently in 2021 – the Silverstream Forest Masterplan. It has also been the subject of a joint Infrastructure Accelerator Fund application with UHCC in 2020 which included assessments for all required infrastructure and demonstrated that the land could be serviced.

Planning for infrastructure to support the submitters has been undertaken at a plan level by UHCC via Plan Change 43 (stormwater/ flooding) and associated works, Proposed Plan Change 49, Variation 1 to provide to infrastructure and services (roading access, utilities, network utilities and water reservoirs for the Southern Growth Area and provision for growth related infrastructure (water reservoir and Silverstream bridge upgrade) including expenditure for this infrastructure in the UHCC LTCP 2021-2035 (adopted in 2022).

It proposed development would provide a significant number of additional dwellings of up to 1600 households, of varying typologies, and considerable testing has been undertaken in the concept plan to confirm whether affordable housing could be provided within each of the village hubs proposed in the growth area which are high quality and meet good urban design principles.

The land sits between Silverstream and Upper Hutt City's existing urban areas and is able to be well connected with commuter cycling connections, connections to the Silverstream Railway Station and provision of recreational tracks for all residents through the area. The proposed development would focus on urban form and street design around public transport nodes and further strength economic activity within the Silverstream Town Centre, meeting the FDS prioritised Development Area assessment criteria.

Submission

The submitters cannot understand why their land, which has previously been identified as a future growth area and has had significant investigations for its future use and development (as outlined above), was not included as part of the current rural zoning review undertaken as part of PC50, particularly as the land has been recognised by Council as the Southern Growth Area

in previous Council documents (as discussed above). The submitters have invested significant time and money on expert assessments to date to support the rezone. The submitters consider this a major oversight that needs to be rectified by Council through this submission.

The submitters note that PC50 changes the zoning of a number of properties from General Rural to General Residential, and from General Rural to Rural Lifestyle.³

The submitters have demonstrated the suitability of its land for residential and mixed use activities through the extensive planning undertaken since 2007, and the significant economic and social benefits to the wider community, including affordable housing, recreational opportunities, and ecological enhancement of important areas. The summary of this work was provided in the Framework Document for the submitters⁴ which is publicly available. The technical reports that underpinned this work included:

- Transport Modelling
- Electricity supply
- Stormwater
- Wastewater and water supply and other services
- Reverse sensitivity assessments
- Ecology
- Feasibility cost estimates
- Urban design
- RMA planning
- Consultation with relevant stakeholders and the wider community

The submitters consider it is appropriate based on the planning history of its land for the following rezoning approach to be incorporated into the District Plan through PC50. The Masterplan identifies four distinct areas that will allow for the future use and development of its land as shown on Map 1 included in Appendix A and described further below. The submitters propose the following planning approach to each of these four areas:

Ridgeline Areas

Ridgeline Areas have been identified in the submitter's development planning for 'village hubs' that provide for residential and mixed use activities linked by road and 3 waters infrastructure. These areas are shown as yellow cross-hatched on Map 1 in Appendix A. The submitters propose the Ridgeline Areas be rezoned from General Rural to General Residential and be subject to the MDRS provisions incorporated into the district plan through the IPI component of PC50.

Small Rural Lifestyle Areas adjoining Blue Mountains Road

There are a number of small lots near to and adjoining Blue Mountains Road and the submitters propose these areas be rezoned from General Rural to Rural Lifestyle. These areas are shown as brown cross-hatched on Map 1 in Appendix A and are outside of the area

³ Appendix 1 to the s.32 Evaluation Report; October 2023

⁴ [guildford-timber-company-framework-document-2007.pdf \(upperhuttcity.com\)](https://www.upperhuttcity.com/guildford-timber-company-framework-document-2007.pdf)

covered by the 2021 Silverstream Forest Masterplan. Rezoning these lots to Rural Lifestyle is consistent with the existing pattern of rural residential land use within the existing General Rural Zone along the Blue Mountains Road, and is consistent with the pattern of development along Avro Road where PC50 changes the zoning of similar sites from General Rural to Residential Lifestyle.

The submitter's support the rezoning of the remainder of the small lots adjoining Blue Mountains Road (shown on Map 1 in Appendix A) as proposed in PC50.

Large Lifestyle Area adjoining Avro Road

A larger area currently zoned General Rural adjoins Avro Road as shown orange cross-hatched on Map 1 in Appendix A. The submitters propose this area be rezoned Rural Lifestyle and be subject to the provisions of a new Avro Road Precinct. The purpose of this new Precinct is to provide a gateway to the southern end of the new use and development and to provide a lower level of residential density than proposed in the General Residential Zone in the Ridgeline Areas to transition to the adjoining Rural Lifestyle Zone. The new Precinct also and adjoins land identified as having important ecological values.

While the detail of the new Avro Road Precinct have yet to be developed, it is proposed the residential activity would be a cluster development with a maximum of 12 dwellings per hectare. This housing typology would be planned and designed to fit into the landscape surrounding the new Precinct.

Bespoke provisions will be prepared for this new Avro Road Precinct and provided to the hearings, that would include (but not limited to):

- A new subdivision objective and policy specific to the Avro Road Precinct;
- Inclusion in the subdivision standards for restricted discretionary activities that will set minimum allotment sizes and the maximum number of lots for subdivision in the Avro Road Precinct;
- New rules in the Rural Lifestyle Zone providing for the cluster residential activity with a maximum of 12 dwellings per hectare as a restricted discretionary activity;
- Exemption from the traffic generation requirements for the Rural Lifestyle Zone included in TP-S9;
- Other consequential amendments that may be required to enable the proposed use and development in the Avro Road Precinct.

The submitter's have considered the appropriateness of seeking Avro Street land be rezoned Settlement Zone with amendments to allow the cluster housing development proposed. However, the submitters consider the purpose or provisions of the Settlement Zone intends the residential typology proposed. Notwithstanding this, the submitter's are open to discussing alternative planning mechanisms for achieving the outcomes sought for the Avro Road land if a Precinct approach is not accepted..

Remainder of the Site

The remainder of the submitter's land is a mix of some production forestry, identified important ecological values and areas of high recreational value to the wider community as

shown green on Map 1 in Appendix A. The submitters propose to retained this area in the General Rural Zone.

The submitters will provide the following information to the hearing to support the above proposals:

- Technical Reports assessing the effects associated with the rezoning and the new Avro Road Precinct proposed above:
 - o Traffic and Transportation.
 - o Landscape/visual effects.
 - o Ecological effects.
 - o Archaeological effects.
 - o Stormwater and flood hazard.
 - o Geological.
 - o Infrastructure – servicing/earthworks.
 - o Economic.
 - o Urban design.
 - o Reverse sensitivity effects from the landfill.
 - o Cultural effects.
 - o S32A Evaluation.

- Detail regarding the residential and mixed use development proposed in the Ridgeline Areas to be rezoned General Residential;
- Detail regarding the type of residential development proposed in the small Rural Lifestyle Zone with access to Blue Mountains Road;
- Detail regarding the bespoke provisions to be included in the Avro Road Precinct in the larger Rural Lifestyle Zone adjoining Avro Road.

Decision Sought

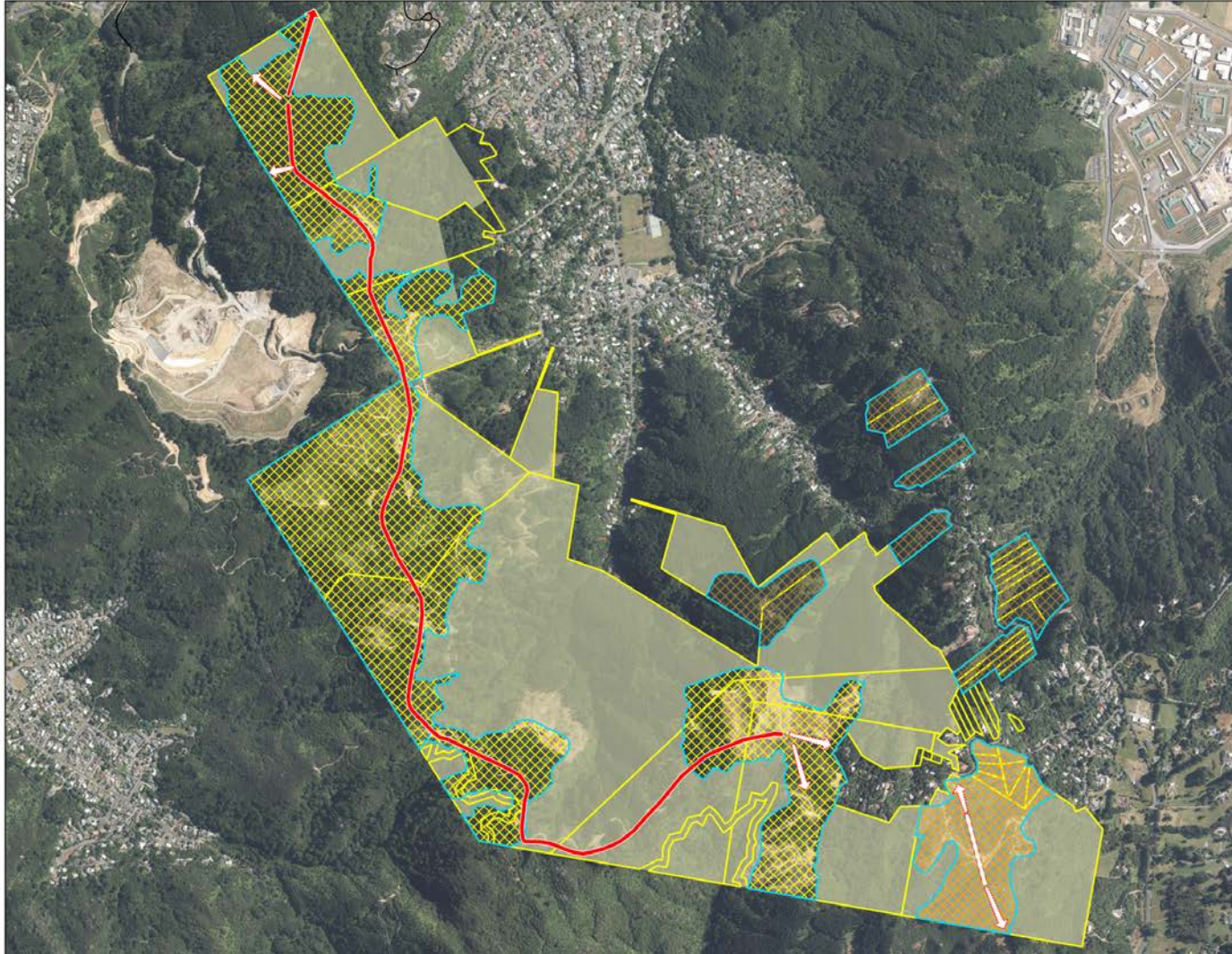
The submitters seek Council to incorporate the following approach to rezone its land at Pinehaven/Silverstream in PC50:

1. The Ridgeline Areas of the submitter’s land identified on Map 1 in Appendix A suitable for residential and mixed use activities be rezoned General Residential;
2. The Small Rural Lifestyle Areas of the submitter’s land near and adjoining Blue Mountains Road identified on Map 1 in Appendix A be rezoned from Rural Lifestyle;
3. The rezoning of the remainder of small lots adjoining the Blue Mountains Road to Rural Lifestyle proposed in PC50 be adopted;
4. The larger Rural Lifestyle Area adjoining Avro Road identified on Map 1 in Appendix A be rezoned Rural Lifestyle and be subject to the provisions of a new Avro Road Precinct as outlined above;
5. Consequential amendments to the relevant District Planning Maps to include the above rezoning and precinct requests;
6. Any further consequential amendments or other amendments to the Operative District Plan considered necessary to achieve the intention of this submission request to better provide for residential and mixed use activities on the submitter’s land.

APPENDIX A – Map 1 – Proposed rezoning of submitter’s land



Proposed re-zoning of land to enable the development of the Southern Growth Area



Prepared by:
Awa Environmental Ltd
For: Guildford Timber Co

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Proposed Zones

Proposed Development Area Road

- Main Road
- Alternative Access Option

Proposed Development Zones

- Proposed General Residential Area
- Proposed Rural Lifestyle
- Proposed Avro Precinct Development Area

Guildford Parcels

- Guildford Parcels
- Plan Change 50 - Rural Review
- General Rural

Proposed rural zoning only shown

APPENDIX B - Schedule of properties and legal descriptions

Properties with zoning changes, included in master plan		
Certificate of Title	Legal Description	Property Address
WN53C/401	Lot 1 DP 85787	44 Kiln Street
WN19C/1077	Part Section 254 Hutt DIST	Avro Road
1100854	Lot 2 DP 584437	30A Duncraig Street
1100854	Lot 2 DP 409230	104 Wyndham Road
1100854	Lot 2 DP 27763	104 Wyndham Road
WN395/136	Lot 1 DP 8983	Pinehaven Road
WN5D/640	Lot 2 DP 12058	118 Wyndham Road
WN395/136	Lot 90 DP 8780	202 Blue Mountains Road
WN23B/871	Lot 2 DP 54617	151 Pinehaven Road
WN19C/1077	Part Section 253 Hutt DIST	Pinehaven Road
WN19C/1077	Part Section 247 Hutt DIST	Pinehaven Road
WN19C/1077	Part Section 246 Hutt DIST	Avro Road
WN19C/1077	Part Section 245 Hutt DIST	Avro Road
WN5A/767	Lot 346 DP 9629	Avro Road
WN5A/763	Lot 341 DP 9629	34 Avian Crescent
WN5A/768	Lot 347 DP 9629	Avro Road
WN5A/769	Lot 348 DP 9629	Avro Road
WN5A/764	Lot 342 DP 9629	Avian Crescent
WN5A/770	Lot 349 DP 9629	Avro Road
WN5A/765	Lot 343 DP 9629	Avian Crescent
WN5A/766	Lot 344 DP 9629	Avian Crescent

WN5D/652	Lot 27A DP 8777	139 Blue Mountains Road
WN6B/62	Lot 27 DP 8777	141 Blue Mountains Road
WN6B/63	Lot 28 DP 8777	143 Blue Mountains Road
WN6B/64	Lot 470 DP 9755	169 Blue Mountains Road
WN6B/65	Lot 471 DP 9755	171 Blue Mountains Road
WN6B/66	Lot 472 DP 9755	173 Blue Mountains Road
WN6B/67	Lot 473 DP 9755	175 Blue Mountains Road
WN6B/68	Lot 474 DP 9755	177 Blue Mountains Road
WN6B/69	Lot 475 DP 9755	179 Blue Mountains Road
WN6B/70	Lot 476 DP 9755	181 Blue Mountains Road
WN6B/72	Lot 478 DP 9755	185 Blue Mountains Road
WN6B/71	Lot 477 DP 9755	183 Blue Mountains Road
WN5A/733	Lot 269 DP 9629	222 Blue Mountains Road
WN5A/732	Lot 268 DP 9629	224 Blue Mountains Road
WN5A/731	Lot 267 DP 9629	226 Blue Mountains Road
WN5A/730	Lot 266 DP 9629	228 Blue Mountains Road
WN5A/729	Lot 265 DP 9629	230 Blue Mountains Road
WND3/938	Lot 32 DP 8777	151 Blue Mountains Road

Form 5

Submission on notified proposal for plan change

Clause 6 of Schedule 1, Resource Management Act 1991

To: Upper Hutt City Council

Name of submitter: Guildford Timber Company Limited, Silverstream Forest Limited and the Goodwin Estate Trust

This is a (late) submission on the following plan change proposed to the Operative District Plan for Upper Hutt (the **proposal**):

- Proposed Plan Change 50 (PC50)

The submitters could not gain an advantage in trade competition through this submission.

The specific provisions of the proposal that the submission relates to are:

- The submitters provided a detailed submission on PC50 that requested the rezoning of parts of its land in Pinehaven from Rural to General Residential;
- The original submission included in **APPENDIX A – Map 1 - Proposed zoning of submitter’s land** a map showing the proposed rezoning of the submitter’s land, including the area requested to be rezoned from Rural to General Residential;
- Map 1 requires a minor correction as it inadvertently left off a small area of land east of the main hilltop area the submitter’s are seeking to be rezoned from Rural to General Residential;
- Attached is a **REVISED APPENDIX A – Map 1 - Proposed zoning of submitter’s land** map that correctly shows the area to be rezoned – the additional area is coloured yellow.

We seek the following decision from the Upper Hutt City Council:

Replacement of **APPENDIX A – Map 1 - Proposed zoning of submitter’s land** included in the submitter’s original submission with the **Revised Attachment A – Map 1 - Proposed zoning of submitter’s land** attached to this late submission

We wish to be heard in support of our submission.



Person authorised to sign
on behalf of Guildford Timber Company Limited, Silverstream Forest Limited and Goodwin Estate Trust

Date: 26 January 2024

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REVISED APPENDIX A – Map 1 – Proposed rezoning of submitter’s land



Revised Appendix A

Proposed zoning of submitter's land



Prepared by:
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Proposed Zones

Revised Development Plan Road

→ Main Road

↔ Alternative Access Option

Proposed Development Zones

Proposed General Residential Area

Proposed Rural Lifestyle

Proposed Avro Precinct Development Area

Additional Proposed Residential Zone

Guildford Parcels

Guildford Parcels

Plan Change 50 Rural Review

General Rural

Proposed rural zoning only shown

