

**Report under section 198D of
the Resource Management
Act 1991 on notice of
requirement by the Minister
for Children to alter
designation relating to
Korowai Manaaki at 21-24
Kiwi Tamaki Road, Auckland**

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INTRODUCTION

1. My name is Barry Kenneth Mosley. I am a Principal Policy Planner employed by the Auckland Council. I have prepared this report under section 198D of the Resource Management Act 1991 (**RMA**) on a Notice of Requirement (**NoR**) by the Minister for Children seeking alterations to existing designation 3802 in the Auckland Unitary Plan – Operative in Part (**AUP**) relating to the Oranga Tamariki residence known as Korowai Manaaki, which it is understood the Minister wishes to directly refer to the Environment Court for a decision.
2. I hold a Master of Regional & Resource Planning degree from Otago University and am a full member of the New Zealand Planning Institute. I have some 28 years planning/resource management experience in local and central government and planning consultancy, including 8 years in the Auckland Region where I have predominantly worked in the south of Auckland.
3. I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note and I agree to comply with it. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express. This report is within my area of expertise, except where I state that I am relying on the report / advice of another person.
4. I visited the site at Korowai Manaaki where I participated in a tour through the facility on 4 February 2019. I also visited the neighbourhood which surrounds the site on 22 January 2019.
5. This report sets out my advice as a reporting planner and is written to assist the Environment Court to determine the NoR. The recommendations are not the decision on the NoR. Assuming the NoR is directly referred to the Environment Court, a decision will only be made after the Environment Court has considered the NoR and submissions received, and heard the requiring authority, the Council, and any submitters.
6. The fundamental purposes of this report are, as required by section 198D of the RMA to:
 - a. address issues that are set out in section 171 of the RMA to the extent that they are relevant to the requirement;
 - b. suggest conditions that I consider should be imposed if the Environment Court confirms the requirement (with or without modifications); and
 - c. provide a summary of submissions received.

7. This report concludes with a recommendation that the NoR can be confirmed, subject to an amended set of conditions. The reasons for my recommendations are set out in the report.
8. For completeness, I note that I have prepared a separate report under section 198D in relation to a different NoR issued by the Minister for the facility currently known as Whakatakapokai, located in Weymouth.

THE NOTICE OF REQUIREMENT & SITE - INFORMATION

Designation Numbers:	3802
Applicant's Name:	Minister for Children
Site Address:	21-24 Kiwi Tamaki Road, Wiri
Legal Description:	Lot 2 DP448846
Site Area:	10.1700ha
Operative Plan:	Auckland Unitary Plan (Operative in Part)
Auckland Unitary Plan Zoning:	Business – Heavy Industry Zone

Designations:

Designation - 3802, Youth justice centre, Designations, Minister for Social Development.
Designation - 9529, Southwestern Interceptor Line, Designation, Watercare Services Ltd.
Designation: Airspace Restriction Designation - ID 1102, Protection of aeronautical functions - obstacle limitation surfaces, Auckland International Airport Ltd.

PAUP Special features, overlays etc:

Modification

Notice of Requirements, NoR 7: Proposed Northern Runway, Airspace Restriction Designations, Notified, 15/02/2018

Overlays

Natural Resources: Significant Ecological Areas Overlay - SEA_T_589, Terrestrial
Natural Resources: High-Use Stream Management Areas Overlay [rp]
Natural Resources: High-Use Aquifer Management Areas Overlay [rp] - Manukau Waitemata Aquifer
Natural Resources: Quality-Sensitive Aquifer Management Areas Overlay [rp] - Wiri Volcanic Aquifer

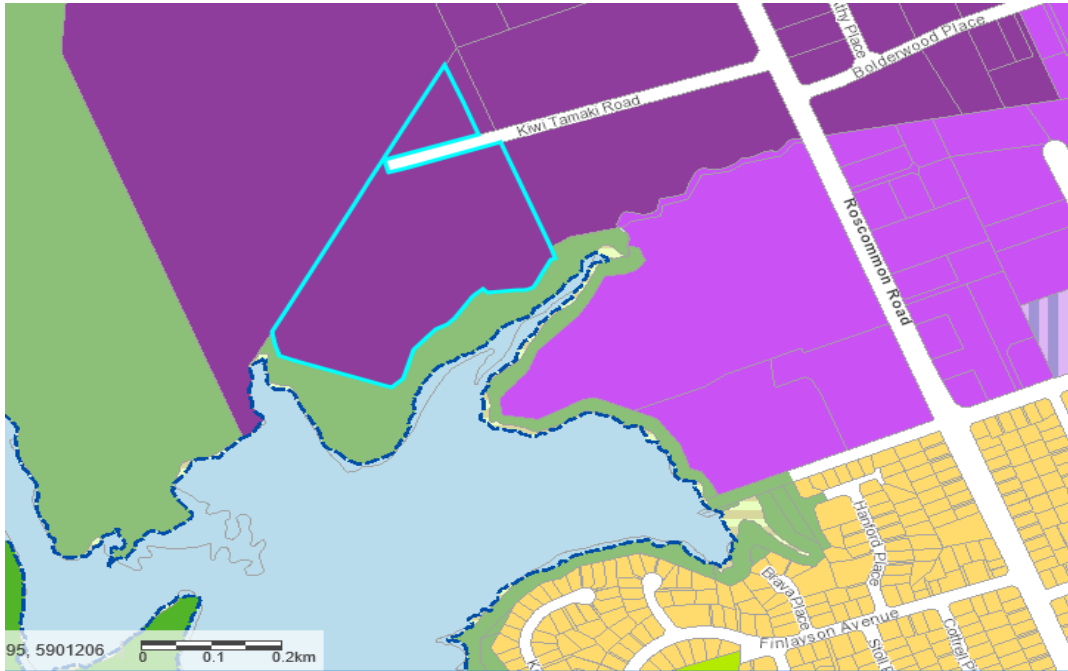
Controls

Controls: Macroinvertebrate Community Index - Exotic

Controls: Macroinvertebrate Community Index - Rural

Controls: Macroinvertebrate Community Index - Urban

Locality Plan:



SITE & LOCALITY

9. Korowai Manaaki is located on Kiwi Tamaki road approximately 400 metres from the intersection of Kiwi Tamaki and Roscommon Roads.
10. Located in a predominantly industrial neighbourhood, Korowai Manaaki is surrounded on its boundaries by industrial land use and reserve. Directly north across Kiwi Tamaki Road are separately established men and women prison facilities.
11. Korowai Manaaki comprises approximately 7 buildings positioned in a circular pattern. The site is characterised by spacious outdoor areas and multiple high external perimeter security fencing which surrounds the site.
12. Korowai Manaaki currently operates as a youth justice residence and provides for the placement of tamariki and rangatahi up to and including 17 years of age.
13. The designation in place in the AUP for Korowai Manaaki (named as The Youth Justice Centre — Upper North) is a residence for the care and control of children and young persons under the youth justice provisions of the

Children Young Persons and Their Families Act 1989 and the Criminal Justice Act 1985.

14. Korowai Manaaki provides residential care and control for up to a maximum of 46 children and young persons at any one time. This is inclusive of not more than 6 children and young people held under the provisions of the Criminal Justice Act 1985 at any one time.

COMPLAINT HISTORY

15. Business Intelligence was used to extract data from a data warehouse which holds all of Council's systems which capture community complaints. This analysis was performed for the period from 2013 to March 2019. No complaints were able to be extracted for Korowai Manaaki.

THE PROPOSAL

16. The Minister for Children advises that due to legislative changes (discussed in more detail in the following section), Oranga Tamariki will be required to accept rangatahi at the Youth Justice Centre — Upper North Care who is aged up to 19 years old (although most will be under 18), and that Korowai Manaaki will continue to operate as a youth justice residence.
17. The fundamental change proposed by the Minister for Children at Korowai Manaaki is that this existing facility be able to accept young people aged up to and including 19 years.
18. Another fundamental change proposed by the Minister for Children is that Korowai Manaaki be able to accept an additional ten young people, being an increase from 46 to 56 young people.
19. The third fundamental change proposed by the Minister for Children is that the alteration to the designation remove the limit in existence currently that there be no greater than six children and young people held under the provisions of the Criminal Justice Act 1985 at any one time. Theoretically this would allow 56 young people to be housed at the facility who were being held under the provisions of the Criminal Justice Act 1985.

REASONS FOR THE NOTICE OF REQUIREMENT

20. Under the Raising the Age changes to the Oranga Tamariki Act that come into force on 1 July 2019, Oranga Tamariki will be required to accept young persons/rangatahi who are aged 17 years where the Youth Court has ordered that they be detained in the custody of the Chief Executive or they are subject to certain orders requiring placement in a residence.
21. This change means that most of the young people that Oranga Tamariki will be responsible for will be under 18 years, however, there are a small number of young adults aged between 18 and 19 (inclusive) who Oranga Tamariki

may also be asked by the adult or youth courts (or Police or Corrections) to provide care for.

22. This means that the Korowai Manaaki may be required to accommodate young persons/rangatahi who are aged up to and including 19 years when they are placed in the custody of the Chief Executive of Oranga Tamariki. In order to accommodate the additional demand for placements generated by the changes to the Oranga Tamariki Act, the Minister is seeking to alter Designation 3802 to enable an increase in the number of residential beds available at Korowai Manaaki from 46 to 56.

COUNCIL PROCESSING

23. The NoR was lodged by the Minister on 22 February 2019, contemporaneously with the separate NoR relating to Whakatakopokai.
24. Both NoRs were publicly notified for submissions on 1 March 2019. The closing date for submissions was 29 March 2019. The Council received 3 submissions on the NoR for Korowai Manaaki, as discussed in more detail below at paragraphs 82 to 84.
25. The Council issued a single request for further information to the Minister on 8 March relating to both NoRs, and received a response from the Minister on 13 March 2019.

STATUTORY CONSIDERATIONS (sections 198D, 171 and 181 RMA)

Section 198D

26. Section 198D(3) of the RMA requires the Council to prepare a report on the NoR. Subsection (4) provides that:

In the report, the territorial authority must—

- (a) *address issues that are set out in section 171 or 191 to the extent that they are relevant to the requirement; and*
- (b) *suggest conditions that it considers should be imposed if the Environment Court confirms the requirement (with or without modifications); and*
- (c) *provide a summary of submissions received.*

Section 171

27. Section 171 RMA is accordingly relevant to this NoR. Subsections (1A) to (2) provide as follows:

171 Recommendation by territorial authority

- (1A) *When considering a requirement and any submissions received, a territorial authority must not have regard to trade competition or the effects of trade competition.*
- (1) *When considering a requirement and any submissions received, a territorial authority must, subject to Part 2, consider the effects on the*

environment of allowing the requirement, having particular regard to—

- (a) any relevant provisions of—
 - (i) a national policy statement;*
 - (ii) a New Zealand coastal policy statement;*
 - (iii) a regional policy statement or proposed regional policy statement;*
 - (iv) a plan or proposed plan; and**
 - (b) whether adequate consideration has been given to alternative sites, routes, or methods of undertaking the work if—
 - (i) the requiring authority does not have an interest in the land sufficient for undertaking the work; or*
 - (ii) it is likely that the work will have a significant adverse effect on the environment; and**
 - (c) whether the work and designation are reasonably necessary for achieving the objectives of the requiring authority for which the designation is sought; and*
 - (d) any other matter the territorial authority considers reasonably necessary in order to make a recommendation on the requirement.*
- (1B) The effects to be considered under subsection (1) may include any positive effects on the environment to offset or compensate for any adverse effects on the environment that will or may result from the activity enabled by the designation, as long as those effects result from measures proposed or agreed to by the requiring authority.*

Section 181

28. Section 181 RMA is also relevant to this NoR. It provides (relevantly):

181 Alteration of designation

- (1) A requiring authority that is responsible for a designation may at any time give notice to the territorial authority of its requirement to alter the designation.*
- (2) Subject to subsection (3), sections 168 to 179 and 198AA to 198AD shall, with all necessary modifications, apply to a requirement referred to in subsection (1) as if it were a requirement for a new designation.*
- (3) A territorial authority may at any time alter a designation in its district plan or a requirement in its proposed district plan if—
 - (a) the alteration—
 - (i) involves no more than a minor change to the effects on the environment associated with the use or proposed use of land or any water concerned; or*
 - (ii) involves only minor changes or adjustments to the boundaries of the designation or requirement; and**
 - (b) written notice of the proposed alteration has been given to every owner or occupier of the land directly affected and those owners or occupiers agree with the alteration; and*
 - (c) both the territorial authority and the requiring authority agree with the alteration—**and sections 168 to 179 and 198AA to 198AD shall not apply to any such alteration.**

...

29. I note that the Environment Court has held, in the context of section 181 alterations to existing designations, that the existing environment is the physical environment inclusive of the current designations, and that the appropriate comparison is between the existing designations and the new designations (**City Rail Link Ltd v Auckland Council** [2017] NZEnvC 204, at [43]).

ANALYSIS OF STATUTORY CONSIDERATIONS

RMA Instruments (section 171(1)(a))

30. Section 171(1)(a) requires that particular regard be had to any relevant provisions of a national policy statement, a New Zealand coastal policy statement (**NZCPS**), a regional policy statement or proposed regional policy statement, and a plan or proposed plan. The instruments of relevance to the NoR to alter the designation for Korowai Manaaki are the Regional Policy Statement and District Plan contained within the AUP. I have included relevant extracts from the AUP in **Appendix B2** of this report.

AUP – Definitions relevant to the NoR

31. There are a number of definitions in Chapter J1 of the AUP, which are relevant to the NoR:

Community facilities

Facilities for the wellbeing of the community, generally on a not for profit basis.

Includes:...

- *community correction facilities; and*
- *justice facilities.....*

Community correction facility

Buildings and land used for administrative and non-custodial services. Services may include probation, rehabilitation and reintegration services, assessments, reporting, workshops and programmes, and offices may be used for the administration of and a meeting point for community work groups.

Justice facilities

Facility used for judicial, court, or tribunal purposes, and/or activities including collection of fines and reparation, administration and support, together with custodial services as part of the operation of New Zealand's justice system.

32. In addition, while not a Chapter J1 definition, I note that the explanation accompanying the Regional Policy Statement provisions in the AUP relating to “social facilities” at B2.8 states:

Social facilities include public and private facilities which provide for services such as education, health, justice, corrections, community and cultural facilities. ...

AUP – Regional Policy Statement (RPS)

33. The RPS states that with growth, new social facilities will be required, and that existing social facilities will need to be expanded and upgraded to meet the needs of new residents and the increased level of use. The RPS outlines that social facilities include public and private facilities which provide for services such as justice and corrections facilities¹.
34. The RPS recognises that Auckland’s growing population has an associated growing demand for social services and social facilities and that growth needs to be provided for in ways that enhance the quality of life for individuals and communities and in ways that maintain environmental quality².
35. The RPS also seeks a quality-built environment where development responds to the intrinsic qualities and physical characteristics of sites, areas and settings. It also seeks to ensure the health and safety of people, neighbourhoods and communities³.
36. The RPS also encourages the efficient use of existing social facilities and the provision of new social facilities⁴.
37. The RPS promotes social facilities that meet the needs of people and communities, and which enables them to provide for their social, economic and cultural well-being and their health and safety. Preferably social facilities are to be located where they are accessible by an appropriate range of transport modes. The RPS seeks that reverse sensitivity effects between social facilities and neighbouring land uses are avoided, remedied or mitigated. However, social facilities are to be enabled where they are accessible to people of all ages and abilities and established in appropriate locations such as small-scale social facilities located within or close to their

¹ Auckland Unitary Plan, Section B2 Urban Growth & Form, Section B2.9 Explanation & Principal Reasons for Adoption, pages 14-15.

² Auckland Unitary Plan, Section B2 Urban Growth & Form, Issues section, B2.1(1) and (6), page 1.

³ Auckland Unitary Plan, Section B2.3 A Quality Built Environment, B2.3.1 Objectives (1)(a) and (3), page 4.

⁴ Auckland Unitary Plan, Section B2.3 A Quality Built Environment, Section B2.3.1 Objectives (1)(d), page 4. Auckland Unitary Plan, Section B2.1 Urban Growth & Form, Issues B2.1(4), page 1.

Auckland Unitary Plan, Section B2.1 Urban Growth & Form, Section B2.3 A Quality Built Environment, Policy B2.3.2(1)(f), page 4.

local communities and which contributes to the safety of the site, street and neighbourhood⁵.

38. Korowai Manaaki is an existing modern care facility with no aspects of the proposed alteration of the designation signalling any significant physical changes which would alter the character of the site. Korowai Manaaki sits in a heavy industrial zone surrounded by other modern prison facilities and industrial uses. The addition of extra capacity at the site for youth justice placements is in my view an efficient use of an existing social facility. The use of Korowai Manaaki for additional youth justice placements is also an intensification of what has occurred at the site historically.
39. Historically, Korowai Manaaki has proven to be a secure and well operated facility which has presented few reverse sensitivity, health and safety concerns for the neighbourhood in which it sits.
40. I consider that there is good alignment between the NoR and RPS objectives and policies outlined above. However, I still consider that some mitigation measures, as suggested in expert reports contained in Part C of this report, would be advisable. I have attached a proposed set of amended designation conditions at **Appendix B1** in Part B.

AUP – District Plan

41. The district plan section of the AUP seeks heavy industry to be able to operate efficiently and not be unreasonably constrained by other activities. In particular, it seeks to protect heavy industrial activities from the encroachment of activities sensitive to air discharges and activities sensitive to noise, and to avoid activities which do not support the primary function of the zone⁶.
42. Korowai Manaaki is an existing facility located in the heavy industrial zone but is largely surrounded by other prison facilities, esplanade reserve and a coastal environment. The most immediate industrial use is land used for vehicle storage. In this context Korowai Manaaki does in my view not present a threat to heavy industrial land use in terms of reverse sensitivity issues.
43. In the heavy industrial zone community facilities greater than 450m² such as Korowai Manaaki would be considered a Prohibited Activity under the AUP, if pursued via a resource consent application⁷. While this activity status would be relevant to a proposal for an entirely new community facility proposed in the heavy industrial zone, I consider it to be of limited (if any)

⁵ Auckland Unitary Plan, Section B2.8, Social Facilities, Section B2.8.1, Objectives (1-3) & Section B2.8.2 policies B2.8.2(1), (2) and (3).

⁶ Auckland Unitary Plan, Section H16 Heavy Industrial Zone, Section H16.2 Objectives 1 & 2 and Section 16.3 Policy 1, page 1.

⁷ Auckland Unitary Plan, Section H16 Business Heavy Industrial Zone, Table H16.4.1 Activity Table, Row A24, page 3.

relevance, to assessment of this NoR, which is for alterations to an existing designation.

44. In terms of the District Plan objectives and policies and the NoR for Korowai Manaaki, I consider that some mitigation measures as suggested in expert reports contained in **Part C** of this report would be advisable. The requirement that modifications to existing buildings and new building be constructed to achieve specified noise levels to address reverse sensitivity effects associated with the facility being in a heavy industrial zone is an example of such mitigation. I also support the Minister's proposal for a new condition requiring any new buildings or building extensions to:
- a. not exceed 20m in height; or
 - b. not project beyond a 35 degree recession plane measured from a point 6m vertically above ground level along the boundary of residential zones, open space zones, special purpose – Māori purpose zone or the special purpose – school zone; and
 - c. be set back from all adjoining property boundaries and open space zones boundaries by 12 metres.

Alternatives (section 171(1)(b))

45. Section 171(1)(b) of the RMA requires that particular regard be had to whether adequate consideration has been given to alternative sites, routes, or methods of undertaking the work if:
- the requiring authority does not have an interest in the land sufficient for undertaking the work; or
 - it is likely that the work will have a significant adverse effect on the environment.
46. In the case of Korowai Manaaki the Minister does have an interest in the land sufficient for undertaking the work as the Crown is the owner of the land. Furthermore, the NoR is not considered to have a significant adverse effect on the environment.
47. I agree with the following summary in the AEE prepared by Boffa Miskell, including the conclusion that there is no requirement to consider alternatives in this instance⁸:

... The Minister for Children has an interest in the land and existing buildings on the site sufficient for undertaking the alteration to the Designation, and accordingly section 171(1)(b)(i) does not apply. In terms of section 171(1)(b)(ii), the conclusion of this AEE is that there will be no significant adverse effects as a result of the proposed alteration to the

⁸ AEE, section 9.1, page 33.

Designation. Accordingly, it is not necessary to assess alternative sites, routes or methods.

48. In any event, the only alternatives to that proposed by the Minister for Children would be to build another facility or utilise another facility at some other location in New Zealand.
49. Neither of these alternatives in my view have much merit when Korowai Manaaki has historically and is currently being used for youth justice placements and is a purpose-built care and correctional facility. It would seem contrary to section 7(b) of the RMA to pursue such options.

Reasonable necessity (section 171(1)(c))

50. Section 171(1)(c) requires that particular regard be had to whether the work and designation are reasonably necessary for achieving the objectives of the requiring authority for which the designation is sought.
51. Section 5.0 of the AEE addresses the Minister's objectives. The AEE states (at page 9) that:

This alteration to the Korowai Manaaki Residence Designation is required to enable Oranga Tamariki to achieve the purposes of the Oranga Tamariki Act relating to care and custody of young persons placed in the custody of the chief executive through the youth justice system and to provide for the additional demand generated by the amendments due to take effect on 1 July 2019, as well as to provide for the placement of certain children, young people and young adults under the Criminal Procedure Act 2011 or the Corrections Act 2004 where they are subject to certain orders requiring placement in a residence.

52. Section 9.2 of the AEE provides further discussion, including the following passage (page 33):

... in order to respond to legislative changes that will increase demand for youth justice placements, the Minister's objective is to enable an increase in the number of placements available at the residence so as to enable the Chief Executive of Oranga Tamariki to meet his or her responsibilities where tamariki or rangatahi have been placed in his or her care or custody. Without the alteration to the Designation, there is a risk that there will be insufficient beds to place tamariki or rangatahi in the Chief Executive's care or custody for youth justice or certain adult jurisdiction purposes meaning that the Minister would be unable to meet her objectives as outlined above.

53. I consider that reasonable necessity exists for the alteration for the designation as the need has been derived from legislative changes outlined above in describing the reasons for the designation. These legislative

changes have resulted in a greater demand and need for additional capacity for youth justice residential care.

Other matters (section 171(1)(d))

54. The Auckland Plan 2050 signals as a focus area that it seeks to ensure that accessible services and social and cultural infrastructure are provided that are responsive in meeting people's evolving needs⁹.
55. The Auckland Plan 2050 recognises that population growth and demographic change will put pressure on existing services and facilities and that it is essential that this is proactively planned for, and that social and cultural infrastructure is developed in tandem with physical infrastructure, if communities and neighbourhoods are to be liveable and successful for everyone. I consider that the proposal generally aligns with the direction of the Auckland Plan.

Effects on the Environment

56. Section 7.10 of the AEE concludes that with mitigation measures the proposed change in designation will have acceptable effects on the environment.
57. **Part C** of this section 198D report contains Council specialist reports addressing actual and potential social, security, transport and noise effects associated with the alteration of designation at Korowai Manaaki. Reports have been prepared by:
 - (a) Robert Quigley – social impacts (**Attachment C1**);
 - (b) Chris Polaschek – security (**Attachment C2**);
 - (c) Terry Church – transport (**Attachment C3**);
 - (d) Jon Styles – noise (**Attachment C4**).
58. Based on those reports, I agree with the conclusion expressed in the AEE that the NoR will have acceptable effects on the environment, subject to appropriate conditions being proposed. In this latter regard, I propose a number of minor amendments to the designation conditions (see Part B of this report).
59. I address the proposal's potential effects below in more detail.

⁹ Auckland Plan 2050, Outcome Area: Belonging & Participation, Focus Area 2: Provide accessible services and social and cultural infrastructure that are responsive in meeting people's evolving needs.

Social Impacts

60. The social impact assessment (**SIA**) prepared by Beca which forms part of the AEE prepared by the Minister for Children concludes that¹⁰:

... the changes at the facility will largely be internalised. Potential adverse effects on the local and wider community are not likely to be appreciable by the community due to the small scale of the proposed changes within the context of current land use. On this basis, it is considered that the potential adverse social impacts proposed to the designation will be minor. No further mitigation measures are considered necessary with respect to the potential social impacts of the change in designation proposed.

61. The SIA recommends that the existing condition requiring a Community Liaison Committee be retained¹¹.
62. Council commissioned social impact specialist Robert Quigley to review the SIA provided by the Minister with regard to the alteration of designation at Korowai Manaaki. Mr Quigley's expert review (refer Part C, **Attachment C1**) agrees with this assessment of potential social effects. Mr Quigley notes in section 4 of his report that:
- a. He concurs with section 7.5.3 of the AEE, which recommends that the current Community Liaison Committee be retained; and
 - b. He agrees that no further mitigation measures are necessary with respect to potential social impacts.

Transport

63. The AEE assessment of traffic matters concludes¹², relying on a transportation assessment prepared by Stantec, that traffic generated as a result of ten additional children and young persons being accommodated at Korowai Manaaki will be in the order of 65 daily trips and up to 14 peak hour trips which would be readily accommodated without adverse effects on the safety and efficiency of the road network. This assessment also considers that the parking available at the site is consistent with AUP requirements.
64. Council commissioned traffic engineer Terry Church to review traffic matters associated with the NoR. Mr Terry Church's review (refer Part C, **Attachment C3**) focusses on the three areas of pedestrian access, parking and cycling.
65. With regard to pedestrian access, Mr Church considers that it would be beneficial for the Korowai Manaaki site to provide a safer route for pedestrians upon entering the facility grounds. Mr Church recommends that

¹⁰ Updated SIA dated March 2019, Beca, section 6.4.

¹¹ Updated SIA dated March 2019, Beca, section 6.3.

¹² AEE, section 7.7.1.

a condition be included that requires a safe internal pedestrian route be provided between the front pedestrian entrance to the facility and the front gate.

66. Mr Church notes in his report that during a site visit to Korowai Manaaki he observed that a number of cars park on-street, with the car park on-site being full, and that a staff parking area over the road (which was relatively empty) is shared with the Auckland South Corrections Facility. Furthermore, Mr Church notes that the transport assessment provided by the Minister assumes that Korowai Manaaki has 100% use of the shared car park.
67. The key points in Mr Church's assessment of parking matters can be summarised as:
- Activities at the Korowai Manaaki site have a high dependence on private vehicle travel;
 - The assessment provided in the further information response on traffic matters does not consider the parking requirements on site when the ground staff change over occurs.
 - The site has a total parking requirement, when considering change-over of ground staff of 103 spaces, with 97 currently provided, representing a shortfall in parking of 6 spaces.
 - Onsite parking should be increased slightly by providing 90-degree parking along the western boundary of the car park where six parallel parking spaces currently exist.
 - A Travel Management Plan (TMP) is recommended, in order to encourage alternative modes of travel, such as carpooling to and from work, and therefore reduce the current reliance on single occupant private vehicle travel.
68. Mr Church recommends that a condition be imposed requiring on-site car parking to be provided at the rate of 0.85 car park spaces per full time equivalent staff expected on site at any one time (including ground staff change over periods), with additional car parking also provided at a rate of one car park space per visitor/whanau room provided for on-site for family/whanau or professional visits. This equates to an increase of 6 parking spaces. A condition requiring a TMP is also proposed.
69. Regarding alternative modes of transport, Mr Church notes that the further information letter from Stantec dated 14 March 2019 confirms that there are four cycle parks provided at Korowai Manaaki. Mr Church concludes that a proactive stance (rather than reactive) should be taken regarding the provision of cycle facilities in order to encourage the use of alternative transport modes. Mr Church is of the view that one secure bicycle parking

space per 20 full time employees will provide a sufficient number of bicycle spaces.

Noise

70. Section 7.7.2 of the AEE recognises that the current designation requires residences and teaching facilities to be designed to control internal noise levels as a result of surrounding business activities. Relying on a noise report prepared by Rhys Hegley of Hegley Acoustic Consultants (**HAC**), the AEE identifies a need to treat teaching and residential spaces at Korowai Manaaki as noise sensitive. The AEE recommends an amended noise condition to future proof the designation should new buildings be developed on the site or existing buildings undergo a major refit.
71. Currently the existing designation has internal noise limits set at 45dBA with a 55dBA L_{max} . The AEE proposes 35dB L_{Aeq} in bedrooms and 40dB L_{Aeq} in all other noise sensitive spaces with 70dB L_{Aeq} at the site boundaries shared with Business zoned sites.
72. Acoustic engineer Jon Styles was commissioned by Council to review the noise conditions proposed in conjunction with the alteration to the designation at Korowai Manaaki (refer Part C, **Attachment C4**). Mr Styles, through Council's further information request to the Minister, asked for further clarification of the proposed noise condition. A letter and updated noise report provided by Mr Hegley on behalf of the Minister suggest refinements to the proposed noise condition to:
 - contain an incident noise spectrum for the design of any new building; and
 - ensure that existing buildings remain compliant with the existing noise conditions for the designation in regard to external noise sources.
73. Mr Styles has in his report agrees that there is little risk, if any, of the noise generated by the facility exceeding the relevant noise limits in the AUP on any surrounding site.
74. Mr Styles notes that the only remaining noise-related issue is to ensure that the occupants of the facility are adequately insulated from the noise arising from the heavy industry zone that is permitted to be generated on the Korowai Manaaki site, to ensure that Korowai Manaaki does not generate reverse sensitivity noise effects on other activities undertaken lawfully in the Heavy Industry zone. He agrees with the suggestion in the HAC Report that the existing designation conditions should be updated to reflect the requirements of the AUP in terms of internal acoustic insulation, with some minor modifications to remove the low frequency noise limits. He has

proposed some minor amendments to those conditions to improve clarity (as set out in the attachment to his report).

75. I am satisfied, based on Mr Styles' review, that the proposed noise condition will provide adequate noise protection at Korowai Manaaki and also avoid reverse sensitivity effects on surrounding industrial land uses. I have included Mr Styles' minor amendments in my set of recommended conditions at **Appendix B1**.

Cultural

76. Section 7.9 of the AEE identifies that consultation with Mana Whenua has not identified any matters that would result in adverse effects on cultural values arising from the proposed alterations to the designation.

Community Safety & Wellbeing

77. The AEE contains a SIA produced by Beca and dated February 2019. The SIA was subsequently updated (in response to Council's further information request) and the latest version is dated March 2019. Section 4.3 of Beca's SIA for Korowai Manaaki refers to several media reports of abscondences. In July 2016 two young people absconded. In October 2017 seven boys escaped, overpowering three-night staff and climbing onto the roof. On 28 February 2017 another two residents escaped.
78. Council sought the advice of security consultant Chris Polaschek in relation to the past instances of escape at Korowai Manaaki described in the SIA. Mr Polaschek has provided the Council with advice on two significant incidents which occurred during the last 3 years at Korowai Manaaki (Part C, **Attachment C2**). A summary version of his report dated 2 April 2019 is provided in Part C of this report. Chris Polaschek notes in his report that the incidents are of potential concern because they involve multiple clients and serious breaches of security which have the potential to place the community at risk. He also notes that the incidents are relevant because the proposed change to the designation at Korowai Manaaki will increase the age of clients held at the centre and the numbers of young people at the facility.
79. Mr Polaschek's assessment, in brief, is that the steps taken to mitigate future risk of a reoccurrence of the events are appropriate.
80. Mr Polaschek reports that effectively the increase in numbers at Korowai Manaaki means building another residential unit, and that it is currently proposed that this will be located where there is currently a sports field.
81. Mr Polaschek concludes in his report that subject to the design and usage (i.e. systems and processes) being the same as those used in the rest of the facility, that there is no reason to believe this will increase security risk on site. He further states that should a different operating philosophy and model be put into place (e.g. should a new unit be a cluster of unfenced flatting type accommodation) then security considerations would need to be revisited.

SUMMARY OF MATTERS RAISED IN SUBMISSIONS AND RESPONSE

82. The notification of the NoR for Korowai Manaaki resulted in only three submissions: two in support from the Minister of Education and TeRata Boldy, a resident of Weymouth, and one in opposition from Samuel Trenouth. No submitters wish to be heard.
83. The submissions from Mr Boldy and Mr Trenouth contain no detail.
84. The Minister of Education supports the NoR because it will enable Oranga Tamariki to meet its responsibilities towards tamariki or rangatahi that have been placed under its care or custody, by responding to legislative changes, including an increase in the age of children and young people included within the Youth Court's jurisdiction to 17 years, which the Minister notes will increase demand for youth justice placements. The Minister supports the retention of the existing Community Liaison Community condition to maintain interaction between the community, stakeholders and Oranga Tamariki, and considers that this level of engagement with the community by Oranga Tamariki is appropriate in the circumstances. I agree with this suggestion.

PART II RMA

85. I consider that the alteration of the designation for Korowai Manaaki as requested by the Minister for Children would enable people and the Auckland community to provide for their social, economic, and cultural well-being and for their health and safety (section 5 RMA).
86. Moreover, I consider that in the context of the NoR it is possible to avoid, remedying, or mitigate any adverse effects of the proposal on the environment (section 5 RMA).
87. The NoR in my view is an efficient use of natural and physical resources (section 7(b) RMA). I consider that the NoR would not adversely affect the maintenance of amenity values or the quality of the environment (sections 7(c) and (f) RMA).

RECOMMENDED AMENDMENTS TO CONDITIONS

88. I have provided a full set of draft conditions at **Appendix B1** in Part B.
89. It is recommended that a new noise condition be imposed to reflect the need to manage internal noise from external noise sources within the heavy industrial zone (proposed condition 4). The wording of this condition is as

proposed by Mr Hegley, subject to some minor amendments suggested by Mr Styles to improve clarity.

90. I also recommend four new transport-related conditions be imposed, as suggested by Mr Church (proposed conditions 6 to 9).
91. I support the Minister's proposed new condition dealing with height/recession plane and set back (proposed condition 5).
92. I have proposed some other minor rewording of conditions (compared with the Minister's proposed condition wording), as set out in **Appendix B1**.

CONCLUSION

93. Subject to new or contrary evidence being presented at any hearing, it is recommended that the NoR for Korowai Manaaki be confirmed, subject to the amended and additional conditions set out in **Appendix B1**.
94. The reasons for my recommendation are provided in my report above, however in summary:
 - The NoR is consistent with Part 2 of the RMA in that it enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety.
 - The NoR is not inconsistent with any relevant national environmental standards, national policy statements and gives effect to the AUP.
 - In terms of section 171(1)(b) of the RMA, there is no requirement for the Minister to consider alternative sites, routes or methods for undertaking the work.
 - In terms of 171(1)(c) of the RMA, the NoR is reasonably necessary to achieve the requiring authority's objectives.
 - Restrictions, by way of conditions attached to the NoR have been recommended to avoid, remedy or mitigate adverse environmental effects associated with the NoR.

PART B: APPENDICES

B1. Recommended Amended Set of Designation Conditions

The proposed amendments to the Auckland Unitary Plan of the existing Designation purpose and conditions are detailed below (new text is underlined, and deleted text is shown in ~~strikethrough~~).

Designation Schedule

Number	Purpose	Location
3802	<u>Oranga Tamariki Residence</u> The Youth Justice Centre – Upper North	21-24 Kiwi Tamaki Road, Wiri

3802 Youth and Justice Centre – Upper North

Designation Number	3802
Requiring Authority	Minister for Children
Location	21-24 Kiwi Tamaki Road, <u>Wiri</u> Lot 2 DP448846
Rollover Designation	Yes
Legacy Reference	Designation 278, Auckland Council District Plan (Manukau Section) 2002. <u>Designation 5902 in the Auckland Unitary Plan Operative in Part</u>
Lapse Date	Given effect to (i.e. no lapse date)

Purpose

Oranga Tamariki Residence

An Oranga Tamariki residence operated to fulfil the current and future obligations and duties of the Chief Executive of Oranga Tamariki–Ministry for Children for youth justice and certain adult jurisdiction reasons, including for:

- a. The placement of children/tamariki and young persons/rangatahi for the purpose of providing care (including secure care), protection, control, treatment and transitional services; and
- b. Ancillary educational, recreational, rehabilitative, administrative, visitor accommodation, cultural and transitional facilities; and
- c. Activities consistent with and ancillary to the establishment, operation and maintenance of the residence, including buildings, fixed plant and service infrastructure, fencing, landscaping, earthworks, outdoor recreation areas, shared services, access and car parking.

~~The Youth Justice Centre – Upper North being a residence under s 364 of the Children Young Persons and Their Families Act 1989 for the care and control of children and young persons under the youth justice provisions of that Act and the Criminal Justice Act 1985 (if agreed by the chief executive for the time being responsible for the administration of the Children Young Persons and Their Families Act) at 21- 24 Kiwi Tamaki Road, Manurewa.~~

Conditions

1. ~~That the proposed facility shall provide residential care and control for~~The placement of up to a maximum of 46 56 children/tamariki and young persons/rangatahi at any one time shall be permitted at the site. This is to be inclusive of not more than 6 children and young persons held under the provisions of the Criminal Justice Act 1985 at any one time.

2. ~~A Security Management Plan shall be That the Department of Child, Youth and Family Services, through the Manager of the facility, shall formulated and implemented a Security Management Plan for the proposed facility in accordance with the requirements of regulation 32 of the Oranga Tamariki (Residential Care) Regulations 1996 (Regulations), and in consultation with key stakeholders including the council, the NZ Police and relevant emergency services, neighbouring property owners, local iwi and community groups, and the Community Liaison Committee.~~

3. ~~That the Manager of the proposed facility shall convene a~~ A Community Liaison Committee shall be convened in accordance with regulations 34 to 36 of the Children, Young Persons, and Their Families (Residential Care) Regulations 1996 ~~(relating to the establishment, function and operation of Community Liaison Committees).~~

4. Noise sensitive spaces constructed or altered after 1 July 2019 to the point that a building consent is required must be designed and constructed so that the internal noise levels do not exceed:

- 35dB LAeq in bedrooms; and
- 40dB LAeq in all other noise sensitive spaces.

Based on the assumption of an incident level at the site boundaries (and generated 50m away), shared with Business zoned sites as shown below:

	<i>Incident Noise at Business Zoned Site Boundaries, dB Leq</i>						
<i>Frequency</i>	<i>63Hz</i>	<i>125Hz</i>	<i>250Hz</i>	<i>500Hz</i>	<i>1kHz</i>	<i>2kHz</i>	<i>4kHz</i>
<i>Noise Level</i>	76	75	70	66	64	62	60

Noise sensitive spaces are teaching spaces and residential spaces excluding any bathroom, water closet, laundry, pantry, walk in wardrobe, corridor, hallway, lobby, stairwell, clothes drying area, kitchens not part of a dwelling, garage or other space of a specialised nature occupied neither frequently nor for extended periods.

Noise sensitive spaces shall be adequately ventilated and cooled so that windows do not need to be opened for ventilation or temperature control, in accordance with a design provided by a mechanical engineer experienced in ventilation design.

That the parts of the facility existing at 1 July 2019 comprising the sleeping, living and learning areas shall be maintained in a state to ensure compliance with an internal noise limit of 43dB LAeq based on adjacent sites within the Business zone producing a level of 63dB LAeq when measured at, or within, the Korowai Manaaki boundary.

That the parts of the proposed facility comprising the sleeping, living and learning areas shall be designed and constructed to comply with the following internal noise limits:

Internal Noise Limits	Ldn	Lmax
	45dBA	55dBA

5. Any new buildings or building extensions shall not exceed 20m in height or project beyond a 35 degree recession plane measured from a point 6m vertically above ground level along the boundary of residential zones, open space zones, special purpose – Māori purpose zone or the special purpose – school zone, and shall be set back from all adjoining property boundaries and open space zones boundaries by 12 metres.

6. On-site car parking shall be provided at the rate of 0.85 car park spaces per full time equivalent staff expected on site at any one time (including ground staff change over periods). Additional car parking shall also be provided at a rate of one car park space per visitor/whanau room provided for on-site for family/whanau or professional visits.

7. A staff travel management plan (TMP) shall be prepared and lodged with the Council for certification by 1 July 2019. The TMP shall generally follow the 'Workplace Travel Plan Guidelines' (NZTA 2011). The objective of the TMP is to encourage staff to use alternative transport modes for commuting to and from the site. The TMP shall include provisions requiring regular monitoring of the performance of the TMP. The TMP shall be implemented and regularly monitored, as certified.

8. Measures that provide for the safe movement of pedestrians to and from the site shall be provided.

9. Secure cycle parking spaces shall be provided at the rate of one cycle space per 20 full time equivalent staff expected on site at any time (including ground staff change over periods).

B2. Extracts from Auckland Unitary Plan

Note: relevant content highlighted yellow.

Regional Policy

B2. Tāhuhu whakaruruhau ā-taone - Urban growth and form

Tāhuhu whakaruruhau ā-taone

The sheltering ridge pole

B2.1. Issues

Auckland's growing population increases demand for housing, employment, business, infrastructure, social facilities and services.

Growth needs to be provided for in a way that does all of the following:

- (1) enhances the quality of life for individuals and communities;*
- (2) supports integrated planning of land use, infrastructure and development;*
- (3) optimises the efficient use of the existing urban area;*
- (4) encourages the efficient use of existing social facilities and provides for new social facilities;*
- (5) enables provision and use of infrastructure in a way that is efficient, effective and timely;*
- (6) maintains and enhances the quality of the environment, both natural and built;*
- (7) maintains opportunities for rural production; and*
- (8) enables Mana Whenua to participate and their culture and values to be recognised and provided for.*

B2.3. A quality built environment

B2.3.1. Objectives

(1) A quality built environment where subdivision, use and development do all of the following:

- (a) respond to the intrinsic qualities and physical characteristics of the site and area, including its setting;*
- (b) reinforce the hierarchy of centres and corridors;*
- (c) contribute to a diverse mix of choice and opportunity for people and communities;*
- (d) maximise resource and infrastructure efficiency;*
- (e) are capable of adapting to changing needs; and*
- (f) respond and adapt to the effects of climate change.*

(2) Innovative design to address environmental effects is encouraged.

(3) The health and safety of people and communities are promoted.

B2.3.2. Policies

(1) Manage the form and design of subdivision, use and development so that it does all of the following:

- (a) supports the planned future environment, including its shape, landform, outlook, location and relationship to its surroundings, including landscape and heritage;*
- (b) contributes to the safety of the site, street and neighbourhood;*
- (c) develops street networks and block patterns that provide good access and enable a range of travel options;*
- (d) achieves a high level of amenity and safety for pedestrians and cyclists;*

- (e) meets the functional, and operational needs of the intended use; and
- (f) allows for change and enables innovative design and adaptive re-use.
- (2) Encourage subdivision, use and development to be designed to promote the health, safety and well-being of people and communities by all of the following:
 - (a) providing access for people of all ages and abilities;
 - (b) enabling walking, cycling and public transport and minimising vehicle movements; and
 - (c) minimising the adverse effects of discharges of contaminants from land use activities (including transport effects) and subdivision.
- (3) Enable a range of built forms to support choice and meet the needs of Auckland's diverse population.
- (4) Balance the main functions of streets as places for people and as routes for the movement of vehicles.
- (5) Mitigate the adverse environmental effects of subdivision, use and development through appropriate design including energy and water efficiency and waste minimisation.

B2.8. Social facilities

B2.8.1. Objectives

- (1) Social facilities that meet the needs of people and communities, including enabling them to provide for their social, economic and cultural well-being and their health and safety.
- (2) Social facilities located where they are accessible by an appropriate range of transport modes.
- (3) Reverse sensitivity effects between social facilities and neighbouring land uses are avoided, remedied or mitigated.

B2.8.2. Policies

- (1) Enable social facilities that are accessible to people of all ages and abilities to establish in appropriate locations as follows:
 - (a) small-scale social facilities are located within or close to their local communities;
 - (b) medium-scale social facilities are located with easy access to city, metropolitan and town centres and on corridors;
 - (c) large-scale social facilities are located where the transport network (including public transport and walking and cycling routes) has sufficient existing or proposed capacity.
- (2) Enable the provision of social facilities to meet the diverse demographic and cultural needs of people and communities.
- (3) Enable intensive use and development of existing and new social facility sites.
- (4) In growth and intensification areas identify as part of the structure plan process where social facilities will be required and enable their establishment in appropriate locations.
- (5) Enable the efficient and flexible use of social facilities by providing on the same site for:
 - (a) activities accessory to the primary function of the site; and
 - (b) in appropriate locations, co-location of complementary residential and commercial activities.
- (6) Manage the transport effects of high trip-generating social facilities in an integrated manner.

District Plan Policy

Heavy Industrial Zone

H16.2. Objectives

Heavy industry operates efficiently (1) and is not unreasonably constrained by other activities.

(2) Business – Heavy Industry Zone zoned land, and activities that are required to locate there because of the nature of their operation, are protected from the encroachment of:

*(a) activities sensitive to air discharges and activities sensitive to noise; and
(b) commercial activities that are more appropriately located in other business zones.*

(3) The supply of large sites within the zone is not reduced by inappropriate fragmentation of those sites by subdivision.

(4) Adverse effects on the natural environment within the zone and on the amenity values of neighbouring zones are managed.

H16.3. Policies

(1) Avoid activities which do not support the primary function of the zone.

(2) Manage subdivision so that it preserves the integrity of the zone for industrial use while allowing the creation of sites for established activities.

(3) Require development adjacent to open space zones, residential zones and special purpose zones to manage adverse amenity effects on those zones.

(4) Restrict maximum impervious area within the riparian yard in order to ensure that adverse effects on water quality, water quantity and amenity values are avoided or mitigated.

From Activity Table H16.4.1:

(A23) Community facilities up to 450m² per site NC

(A24) Community facilities exceeding 450m² per site Pr

C1. Social Impact Report – R Quigley

**Expert report for Auckland Council on the Social Impact Assessment for
the proposed alterations to designation 3802 in the Auckland Unitary Plan
(Korowai Manaaki)**

**Prepared by Robert Quigley
Quigley and Watts Ltd**

2 April 2019



1 INTRODUCTION AND BACKGROUND

1.1 Purpose

This expert report has been prepared to assist Auckland Council's understanding of facts and issues that should be considered for the Notice of Requirement (**NoR**) and Assessment of Effects (**AEE**) lodged by the Minister for Children for proposed alterations to designation 3802 in the Auckland Unitary Plan for the Oranga Tamariki residence known as Korowai Manaaki.

This expert report provides a technical review of the social effects associated with the project.

1.2 Korowai Manaaki

Korowai Manaaki is located at 21-24 Kiwi Tamaki Drive, Wiri, Auckland. The existing youth justice site is zoned Business – Heavy Industry (a small portion is zoned Open Space – Informal Recreation) and is bordered by industrial uses. It sits at the end of the Kiwi Tamaki Drive cul-de-sac, opposite Auckland South Correctional Facility which accommodates approximately 900 male inmates.

The Social Impact Assessment (**SIA**) prepared on behalf of the requiring authority (updated version dated March 2019) provides several maps of the local area and describes the census area units. However, it does not clearly set out how close (or far away) Korowai Manaaki is from residences or town centres, either on maps or by text. Two of the maps (Figures 6 and 7) do show the location of the facility, but label it as 'Child, youth and family'. This is important as it is about a 15 minute walk (1.3km) from the nearest residential housing e.g. Browns Road, Clendon Park. It also raises questions about who the 'local' community is, whether it is the adjacent industrial users (legitimate neighbours to be studied), or further afield communities such as Clendon Park. Greater clarity of population groups per geography would assist. The March 2019 version of the SIA (following the Section 92 requests) did not address this.

The current youth justice facility provides for up to 46 children and young people aged between 14 and up to and including 17 years old. The site was opened in 2003.

1.3 The Notice of Requirement

The Minister for Children is seeking to change the existing designation to address the increase in demand arising from the Raising the Age changes to the Oranga Tamariki Act 1989.

The Minister for Children has therefore given NoR for alterations to Designation 3802 (Youth Justice Centre) in the Auckland Unitary Plan.

The existing designation conditions relating to Korowai Manaaki are requested to be modified, as required, in order to allow:

- (a) for an increase in the number of children and young persons who may live at the residence (from 46 to 56); and
- (b) for an increase in age for young people up to and including 19 years of age (although most will be under 18 years old).

1.4 Report informed by

This expert report is informed by:

- Facility visit (4th February 2019)
- Discussions with Auckland Council's planner, technical specialists, and legal team
- The NoR AEE, especially Section 7.5 and the SIA prepared by Beca dated February 2019 set out in Appendix 3
- Security, noise and traffic assessments (both the requiring authority's assessments accompanying the NoR, and the expert reports by Council)
- Consultation letters and feedback forms sent to public
- Public feedback to consultation letters
- Further information provided in response to the Council's section 92 information request, including Beca's letter on SIA matters dated 15 March 2019, and the accompanying updated SIA dated March 2019
- Formal public submissions on the NoR
- Visit to surrounding streets, industrial area, suburb of Clendon Park, and Manurewa town centre (15th March 2019).

2 SOCIAL EFFECTS ON THE ENVIRONMENT OF ALLOWING THE NoR

2.1 Background

Section 7.5 of the NoR AEE considers the *'Neighbourhood/Community and Social Impact Effects'* of the proposed alterations to the designation. Appendix 3 provides a SIA prepared by Beca Limited. An updated version of the SIA, dated March 2019, was provided in response to the Council's section 92 request dated 8 March 2019. This report focuses on the updated March 2019 version of the SIA.

The SIA considers potential effects on:

- Perceived sense of and actual safety (Section 6.2)
- Quality of the environment (Section 6.2).

The geographic focus of the SIA (the study area) comprised *'the local neighbourhood (Wiri Industrial Estate) and the wider surrounding community (Manurewa Local Board)'*.¹

For data, the SIA was largely a desktop approach. The method consisted of a literature review, demographic profiles of community, media review, review of Community Liaison Committee minutes, a site visit and feedback forms from letters sent to residents. No open day, interviews or phone calls were undertaken.

2.2 SIA summary and major findings

The SIA concluded that, overall, *'... potential adverse social impacts of the changes proposed to the designation will be minor'* (Executive Summary, SIA, page 1).

Of the two potential social effects studied, both were assessed as low or very low effects.

The assessment scale employed in the SIA identifies "low" adverse effects as those having transitional duration (e.g. months or for periods of construction activity), small to medium extent of impact on a community (e.g. less than 10% to up to 50% of a community impacted), and low level of severity of impact. "Very low" effects are described as short/temporary duration (temporary e.g. weeks/months), small extent of impact for community (e.g. less than 10% of a community impacted), and very low or negligible level or severity of impact.

These findings are supported by this expert peer review. Issues exist with the evidence provided and with unclear descriptions of population groups who might be affected, but these issues would not alter the conclusion reached. The issues are:

¹ SIA, page 20.

A. *'Residents' sense of safety is not likely to be significantly impacted by the proposed increase in capacity and age limit*'.² It is unclear which 'residents' are meant, though it is presumed this is the residential households who are a 15 minute walk away. If so, the finding is correct, but clarity would help. It would be interesting to see an exploration of adjacent business owner reactions, as they are the closest neighbours. Local businesses may have been contacted about this proposed change via the consultation letter, but not for input into the SIA. The SIA would benefit from a clear distinction between local neighbours (within the heavy industrial zone) and nearby communities. This has not been addressed in the March 2019 SIA. Bearing in mind the nearest community is greater than 15 minutes walk away, along a busy arterial road and on the other side of the industrial estate. Few from those communities would ever walk that route, nor drive to the end of the cul-de-sac.

The exception to the SIA's finding of *'not likely to be significantly impacted'* would be if Oranga Tamariki release any offenders into the nearby community or South Auckland (on completion of their sentence) who previously did not live in the nearby community or South Auckland. An important consideration for this is Oranga Tamariki policy on releases back to the area where the child/youth came from. Such policy would need to be backed up by practical matters i.e. whether there is a default court (e.g. Manurewa) which in practice would work in opposition to policy. The SIA requires consideration of this issue, providing data about release because otherwise the increase in capacity may have an adverse social effect on resident safety.

B. *'Community sense of safety may also be impacted by the presence of visiting families*'.³ It is unclear whose evidence this is, given no community members provided input into this SIA? Nor is it clear what community is meant? Does the author mean the sense of safety of those working in the heavy industrial zone? The authors go on to say that there is no empirical evidence for such a finding. It is important not to frame points in this way as it sounds like it is a concern or a reality, when it is empirically known not to be the case. I would suggest either deleting or clarifying.

C. *'Sense of place of the local neighbourhood and wider community is likely to be affected by the presence of the three correctional facilities'*⁴ is questionable. Empirical evidence gathered as part of social monitoring by the Department of Corrections in those communities (as part of the consent conditions for Auckland South Corrections Facility) does not support such a sentence which showed community pride has not been negatively affected. However, the resulting assessment of social effect for sense of place in the SIA is appropriately assessed as 'low'.

3 CONSULTATION, NOTIFICATION AND SUBMISSIONS

3.1 Consultation

The project has only recently been in the public realm, with the first consultation letters dated 24 January 2019. The content of those letters (Appendix 4 to the AEE) suggests they were sent to everyone who is an *'occupier/landowner of a property adjacent to Korowai Manaaki.'* Given

² SIA, 6.2, page 22.

³ SIA, 6.2, page 22.

⁴ SIA, 6.2, page 22.

this is a heavy industrial estate, this may well have been a very small number of letters and presumably none were provided to residential areas (the closest of which is, as noted, approximately 1.3 km away). As such, limited consultation has been undertaken prior to lodging of the NoR.

The consultation letter to adjacent property owners sets out the main changes to the designation. Given the simplicity of the change requested (increased capacity and increase age of children accommodated), the author of this expert review believes the information provided is fit for a lay audience.

In development of the SIA, no businesses were spoken to by the SIA team, nor were community members or community organisations.

3.2 Notification and Submissions

The NoR was lodged with the Council on 22 February 2019 and notified for public submissions on 1 March 2019. The closing date for the receipt of submissions was 29 March 2019. A total of three submissions were received by Auckland City Council within the statutory timeframes.

For Korowai Manaaki, two submissions are in support, received from the Minister of Education and TeRata Boldy, a resident of Weymouth. One submission is in opposition from Samuel Trenouth. The submissions from Mr Boldy and Mr Trenouth contain no detail. The Minister of Education supports the NoR because it will enable Oranga Tamariki to meet its responsibilities towards tamariki or rangatahi that have been placed under its care or custody. The Minister supports the retention of the existing Community Liaison Committee condition. I agree with this suggestion.

4 OVERALL CONCLUSION AND MITIGATIONS

The author of this expert review agrees with the assessment of potential adverse social effects in the SIA as being minor in nature.

Section 7.5.3 of the NoR AEE presents 'Mitigation measures' and recommends the Community Liaison Committee that is established be retained. The author of this expert review agrees with that recommendation (and notes that this is a requirement of the Oranga Tamariki (Residential Care) Regulations 1996 in any event) and agrees that no further mitigation measures are necessary with respect to potential social impacts.

C2. Security Report – C Polaschek

C3. Transport Report – T Church



**Youth Justice Centre
Designation Alteration -
Korowai Manaaki**

Review of Transportation
Matters

April 2019

flow

TRANSPORTATION SPECIALISTS



TRANSPORTATION SPECIALISTS

Project: Youth Justice Centre Designation Alteration - Korowai Manaaki
Title: Review of Transportation Matters
Document Reference: P:\ACXX\369 Whakatakapokai and Korowai Manaaki Designation Alteration\R2A190405_Transport Review Korowai Manaaki_FINAL.docx
Prepared by: Sophia Chen
Reviewed by: Terry Church

Revisions:

Date	Status	Reference	Approved by	Initials
5 April 2019	A - FINAL	R2A190405	T Church	TC

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EXECUTIVE SUMMARY

Flow Transportation Specialists (**Flow**) has been commissioned by Auckland Council (**Council**) to review the traffic and transportation matters associated with a Notice of Requirement (**NoR**) by the Minister for Children to alter Designation 3802 for the Youth Justice Centre, Upper North, which is known as 'Korowai Manaaki' located at 21–24 Kiwi Tamaki Road in Wiri, Auckland.

The current residence provides placement for up to 46 young people for youth justice purposes aged up to and including 17 year olds. Under the Raising the Age changes to the Oranga Tamariki Act that come into force on 1 July 2019, Oranga Tamariki will be required to accept young persons who are aged up to and including 17 years, and may also be required to accept some young adults aged 18 and 19. In order to accommodate the additional demand for placements generated by this change to the Oranga Tamariki Act, the Minister for Children seeks to alter Designation 3802 to increase the maximum number of children and young persons who may reside at Korowai Manaaki from 46 to 56 people.

The subject site is currently zoned Business – Heavy Industry Zone under the Auckland Unitary Plan – Operative in Part (**AUP-OIP**). No transportation-related matters are identified in the conditions to Designation 3802 as set out in Chapter K of AUP-OIP.

The Transport Assessment supporting the designation alteration has been reviewed, which focusses on transportation matters associated with increasing the maximum number of children and young persons who may reside at Korowai Manaaki from 46 to 56, should the designation of the subject site be altered.

Three submissions were received on the NoR to alter Designation 3802. Two supported the NoR and one opposed it. No transport-related matters were raised in the submissions received.

Conditions are proposed, covering the following transportation matters:

- ◆ Safe and direct connection between the main entrance and roading network
- ◆ On-site parking provision
- ◆ Travel Management Plan to encourage the use of alternative transport modes
- ◆ On-site cycle provision.

Following Flow's review of the NoR, the supporting Transport Assessment, and the conditions proposed, Flow is of the view that the Alteration to Designation 3802 can be safely and efficiently provided for from a transportation perspective.

To conclude, Flow is of the view that the adverse transport effects of the alteration to Designation 3802 can be appropriately mitigated and managed through the proposed conditions.

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APPENDICES

APPENDIX A S92 REQUEST, RESPONSE AND SUBMISSION SUMMARY

1 INTRODUCTION

Flow Transportation Specialists (**Flow**) has been commissioned by Auckland Council (**Council**) to review the traffic and transportation matters associated with a Notice of Requirement (**NoR**) by the Minister for Children to alter Designation 3802 for the Youth Justice Centre – Upper North, which is known as ‘Korowai Manaaki’ located at 21 – 24 Kiwi Tamaki Road in Wiri, Auckland.

The scope of this report includes the following:

- ◆ A brief summary of the proposal
- ◆ Review of the NoR material as it relates to transport matters
- ◆ Feedback received from public submissions as they relate to transport matters
- ◆ Proposed conditions related to transport matters
- ◆ Summary and conclusions.

2 PROPOSAL SUMMARY

The current residence provides placement for up to 46 young people for youth justice purposes aged up to and including 17 year olds. Under the Raising the Age changes to the Oranga Tamariki Act that come into force on 1 July 2019, Oranga Tamariki will be required to accept young persons who are aged up to and including 17 years, and may also be required to accept some young adults aged 18 and 19. In order to accommodate the additional demand for placements generated by this change to the Oranga Tamariki Act, the Minister for Children seeks to alter Designation 3802 to increase the maximum number of children and young persons who may reside at Korowai Manaaki from 46 to 56 people.

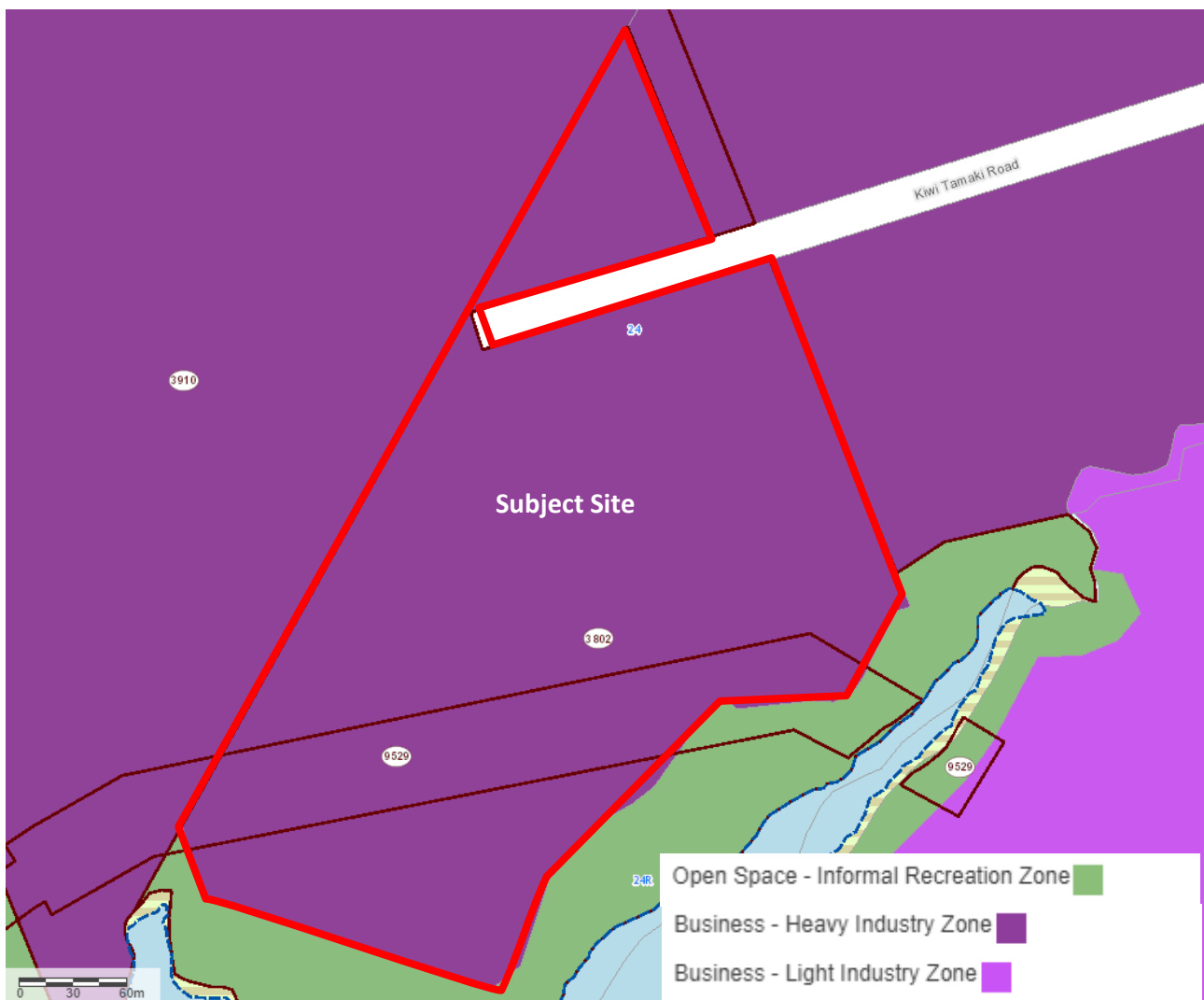
As shown in Figure 1 overleaf, the subject site is currently located at 21-24 Kiwi Tamaki Road, Wiri with visitor and staff parking provided on site. We note that Kiwi Tamaki Road bisects the site, with on-site car parking provided on both the northern and southern sides of Kiwi Tamaki Road. Auckland South Corrections Facility and Auckland Region Women’s Corrections Facility are both located to the north of the subject site, with the areas to the east being predominantly industrial.

The subject site is zoned Business – Heavy Industry Zone under the Auckland Unitary Plan – Operative in Part (**AUP-OIP**) and includes a designation across the land, being Designation 3800.

Figure 1: Current Site



Figure 2: Site Zoning under the AUP-OIP



3 TRANSPORT MATERIAL REVIEWED

Flow has reviewed the traffic and transportation information provided to support the NoR, including:

- ◆ Korowai Manaaki Oranga Tamariki Residence Form 18, prepared by Boffa Miskell, dated 22 February 2019
- ◆ Oranga Tamariki Korowai Manaaki: Change to Designation – Transport Assessment Report, prepared by Stantec, dated 22 February 2019
- ◆ Oranga Tamariki Alterations to Wiri and Weymouth Designations – Transport Response to Section 92 Request, prepared by Stantec, dated 14 March 2019.

4 REVIEW OF NOTICE OF REQUIREMENT MATERIAL

The Transport Assessment Report included in the NoR materials provides sufficient material from which to determine and understand the potential effects of the alteration to the designation. The Transport Assessment completed by Stantec is to enable an appreciation of the additional traffic volumes generated as a result of the alteration to designation.

The following sections summarise the key transportation matters raised following a review of the NoR material. **Appendix A** (Table A1) of this report provides Flow’s position on transport matters raised through the review.

4.1 Access

The existing vehicle access to the main site is gated (for security reasons) and is some 9 m wide. This is appropriate for the current and future activities operating on the site. On the northern side of Kiwi Tamaki Road, a secondary car park exists. Again, the vehicle access design is sufficient.

The Transport Assessment report notes that there is no pedestrian access from the site to Kiwi Tamaki Road. As mentioned above however, the site is gated for security reasons. We accept that a separated pedestrian gate in this instance may not be reasonable.

While the site has signs directing staff and visitors to the front entrance of the facility, it would be beneficial for the site to provide a safe route for pedestrians upon entering the facility grounds. We recommend that a condition be included that requires a safe internal pedestrian route be provided between the front pedestrian entrance to the facility and the front gate. The proposed wording for the condition is provided below.

[xx] Measures that provide for the safe movement of pedestrians to and from the site shall be provided.

4.2 Servicing

Flow understands that the servicing of the site is not subject to change as a result of the alteration to Designation 3802. If the frequency of services increases as a result of the alteration, Flow is satisfied that the site operation and impacts on the surrounding environment would not be affected.

4.3 Car Parking

The parking assessment in the Transport Assessment Report relies on supported residential care (T50) activity specified in Table E27.6.2.4 Parking Rates – Area 2 of the AUP-OIP, as a means to determine the appropriate number of parking spaces for the current activity and that is required for the designation alteration. In our view, the use of the T50 activity in isolation does not represent the extent of the activities on site, with administration, professionals and visitors associated with Oranga Tamariki Korowai Manaaki not being captured in the parking space evaluation.

It was noted during the site visit that a number of cars park on-street with the car park on-site being full. While a parking area exists over the road, which was relatively empty, we note that the Transport Assessment states (at page 3) that this parking area is shared with the Auckland South Corrections Facility. The Transport Assessment however assumes that Oranga Tamariki Korowai Manaaki has 100% use of the shared car park. The Council’s section 92 further information request queried this. In the Minister’s further information response, Stantec confirmed that “100% of the staff car park on Kiwi Tamaki Road, across the road from the main residential building, is for use by Korowai Manaaki staff”.¹

¹ Letter from Stantec dated 14 March 2019, at page 3.

It has been acknowledged in the Transport Assessment and the response to information requests that the activity has a high dependence on private vehicle travel.

Table 4 in the Transport Assessment gives a greater appreciation of parking demand when considering typical business hours, and the changeover of shift staff. The further information response also draws on information summarised in Table 4.

The assessment provided in the further information response however does not consider the parking requirements on site when the ground staff change over occurs. As such, based on an activity that has a high reliance on private vehicle travel, parking spaces that cater for the shift changeover period (particularly that during typical business hours where a number of staff are on site) need to be considered also. The expected parking space requirements required to serve Korowai Manaaki, as assessed by Flow are set out in Table 1.

The table below assumes 15% of staff on site during typical business hours (including the AM shift) will be encouraged, through a Travel Management Plan for the site to use alternative travel modes, such as carpooling.

Table 1: Parking Provision

Purpose	Parking Requirement
Business Hours Staff	70 parking spaces
Ground Staff (AM/PM shift)	24 parking spaces
Visitor Rooms (three)	3 parking spaces
Total Parking when considering change-over of ground staff	103 parking spaces
Parking Provision currently on-site	97 parking spaces
Shortfall (maximum)	6 parking spaces

Based on the above, it is recommended that the parking provision on site be addressed as part of the Designation alteration, with a provision for parking being based on staff numbers predicted on site during normal business hours and visitor numbers (based on the number of meeting/whanau rooms). Flow proposes the following condition be included in the Designation in order for sufficient on-site parking to be provided.

[xx] On-site car parking shall be provided at the rate of 0.85 car park spaces per full time equivalent staff expected on site at any one time (including ground staff change over periods). Additional car parking shall also be provided at a rate of one car park space per visitor/whanau room provided for on-site for family/whanau or professional visits.

The outcome of the parking condition proposed is that the facility would need to provide 103² parking spaces on site when further developed in accordance with the scenario used above. This is an increase of 6 parking spaces, with 97 parking spaces already provided for on site. For reference, based on the

² 103 spaces = 0.85*(70 business hour staff + 24 AM shift workers + 24 PM shift works (changeover)) + 3 spaces based on two visitor rooms being provided.

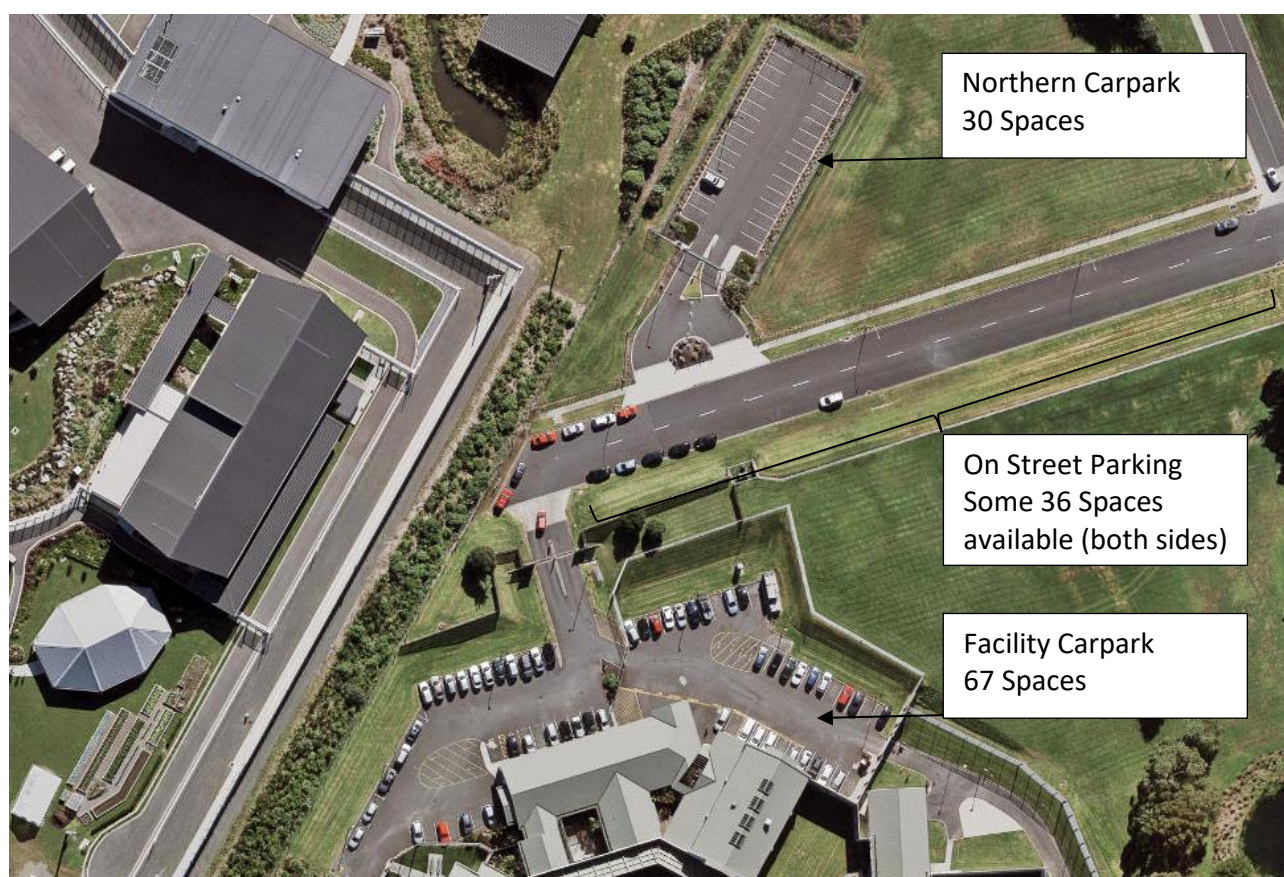
current staff numbers and meeting rooms, the current site complies based on the provision proposed, with some 86 parking spaces required.

Coupled with the above parking standard, a Travel Management Plan (TMP) is proposed as a condition, in order to encourage alternative modes of travel, such as carpooling to and from work, and therefore reduce the current reliance on single occupant private vehicle travel. The proposed condition is provided below.

[xx] A staff travel management plan (TMP) shall be prepared and lodged with the Council for certification by 1 July 2019. The TMP shall generally follow the 'Workplace Travel Plan Guidelines' (NZTA 2011). The objective of the TMP is to encourage staff to use alternative transport modes for commuting to and from the site. The TMP shall include provisions requiring regular monitoring of the performance of the TMP. The TMP shall be implemented and regularly monitored, as certified.

In addition to the on-site parking provision, and noting that the Korowai Manaaki facility is the only facility located at the end of Kiwi Tamaki Road, there are a number of on-street parking spaces available. When visiting the site and when looking at aerial photographs, the on-street spaces appear to be used more than the northern parking facility, as shown in Figure 3.

Figure 3: Parking Utilisation



While there is a sufficient number of on street parking spaces available for any overflow parking, Flow is of the view that parking provision onsite should be increased slightly by providing 90 degree parking along the western boundary of the car park where six parallel parking spaces currently exist. This would

increase onsite parking provision to some 103 parking spaces, in accordance with the provision proposed.

4.4 Walking and Cycling Facilities

The further information letter confirms that there are four cycle parks provided at Korowai Manaaki, with the response suggesting that the current provision is adequate, and should there be additional demand for cycle parking, there is ample space on site to provide additional bike racks if required. We agree that there is sufficient space on site to provide for cycle parking, however suggest that a proactive stance (rather than reactive) is taken regarding the provision of cycle facilities in order to encourage the use of alternative transport modes.

Flow is of the view that one secure bicycle parking space per 20 full time employees will provide a sufficient number of bicycle spaces. Flow proposes the following condition.

[xx] Secure cycle parking spaces shall be provided at the rate of one cycle space per 20 full time equivalent staff expected on site at any time (including ground staff change over periods).

4.5 Traffic Generation

Section 5.1 of the Traffic Assessment provides a summary of the trip generation predicted as a result of the increase in the number of children and young persons the site is to cater for. Flow is satisfied with the analysis completed and agrees with the conclusion reached in the Transport Assessment, being that the additional volumes generated by the designation alteration proposed can be accommodated on the surrounding road network without adverse effects on safety and efficiency.

5 SUBMISSIONS

Three submissions were received for the proposed Alteration to Designation 3802. Two submissions supported the NoR and one submission opposed it. No transport-related matters were raised.

6 CONSULTATION

Flow undertook a site visit to the Youth Justice Centre on Monday 4 February 2019.

During the review of transportation matters, Flow liaised directly with the Council team and the Applicant's traffic engineer (Stantec) through emails and phone conversations.

7 PROPOSED TRANSPORT CONDITIONS

The traffic and transportation conditions proposed are set out below. The background to the conditions is discussed earlier in the report.

[xx] On-site car parking shall be provided at the rate of 0.85 car park spaces per full time equivalent staff expected on site at any one time (including ground staff change over periods). Additional car parking

shall also be provided at a rate of one car park space per visitor/whanau room provided for on-site for family/whanau or professional visits.

[xx] A staff travel management plan (TMP) shall be prepared and lodged with the Council for certification by 1 July 2019. The TMP shall generally follow the 'Workplace Travel Plan Guidelines' (NZTA 2011). The objective of the TMP is to encourage staff to use alternative transport modes for commuting to and from the site. The TMP shall include provisions requiring regular monitoring of the performance of the TMP. The TMP shall be implemented and regularly monitored, as certified.

[xx] Measures that provide for the safe movement of pedestrians to and from the site shall be provided.

[xx] Secure cycle parking spaces shall be provided at the rate of one cycle space per 20 full time equivalent staff expected on site at any time (including ground staff change over periods).

8 SUMMARY AND CONCLUSION

Flow has been commissioned by Council to review the traffic and transportation matters associated with a NoR by the Minister for Children to alter Designation 3802 for the Youth Justice Centre, Upper North, which is known as 'Korowai Manaaki' located at 21–24 Kiwi Tamaki Road in Wiri, Auckland.

The Transport Assessment supporting the designation alteration has been reviewed, which focusses on transportation matters associated with increasing the maximum number of children and young persons who may reside at Korowai Manaaki from 46 to 56, should the designation of the subject site be altered.

Three submissions were received for the proposed Alteration to Designation 3802. Two supported the NoR and one opposed it. No transport-related matters were raised in the submissions received.

Conditions are proposed, covering the following transportation matters:

- ◆ Safe and direct connection between the main entrance and roading network
- ◆ On-site parking provision
- ◆ Travel Management Plan to encourage the use of alternative transport modes
- ◆ On-site cycle provision.

Following Flow's review of the NoR, the supporting Transport Assessment, and the conditions proposed, Flow is of the view that the Alteration to Designation 3802 can be safely and efficiently provided for from a transportation perspective.

To conclude, Flow is of the view that the adverse transport effects of the alteration to Designation 3802 can be appropriately mitigated and managed through the proposed conditions.

APPENDIX A

S92 Request, Response and Submission Summary

Table A1: S92 Request, Response and Submission Summary Table³

<p>S92 Transport Request (Council s92 Request – March 2019)</p>	<p>Applicant’s Response</p>	<p>Council Transport Specialist Response (Flow)</p>	<p>Relevant Submissions</p>	<p>Proposed Outcome</p>
<p>(5) Traffic / Parking</p> <p>(a) The parking assessments for both sites rely on the rate for supported residential care activity (T50) in Chapter E27 of the Auckland Unitary Plan (AUP), as a means to determine the appropriate number of parking spaces for the current activity and that required for the proposed alterations to the designations. The Council’s traffic consultants, Flow, note the following matters:</p> <ul style="list-style-type: none"> The current activities at both sites have a fairly high dependence on private vehicle travel. The use of T50 in isolation does not represent the full extent of the activities on each site (with administration, kitchen, professionals and visitors associated with activities at the site not being captured in the parking space evaluation). Tables 4 and 5 in each Transport Assessment appear to provide a better indication of parking demand. During the site visit to Whakatakakopai, the rear parking area was full, with vehicles being parked on the grass verge about the car park. Acknowledging that a number of cars associated with the site visit were parked in the front car park (which required several visitors to park on-street), it appears that while the current parking provision on site just meets current demand, further growth will need to provide for additional parking to manage off site effects. 	<p><u>Car Parking Analysis for Korowai Manaaki, Wiri:</u></p> <p>Parking demand can be determined from the expected number of staff and visitors to the site. It is understood that most staff commute by private car to the site in Wiri. For a conservative analysis, it is assumed this travel mode will be used by all staff and visitors.</p> <p>Based on Table 4 in the Wiri TA, a total of 70 staff during business hours and 24 floor staff during each shift will contribute to the peak parking demand of 94 parking spaces. Additionally, based on the number of visitation rooms, three spaces will be required for family visitors with an estimated demand of three additional spaces for professional visitors. With six fleet vehicles, the total peak parking demand will be for 106 spaces.</p> <p>A total of 64 parking spaces are currently allocated to staff (inclusive of fleet vehicle spaces and full use of the car park across the road from the main residential building) and 33 spaces for visitors; a total of 97 spaces currently provided on-site. With an expected future peak demand of 106 car park spaces, this equates to a shortfall of nine spaces during the weekday business hours.</p>	<p>Condition proposed to manage effects.</p>	<p>No relevant submissions</p>	<p>Outcome</p> <p>Flow proposes a parking provision condition to be included in the Designation of 3802 in order for sufficient on-site parking to be provided based on staff numbers predicted on site during normal business hours and visitor numbers.</p> <p>A Travel Management Plan is also proposed in order to assist with the reducing the reliance on single occupant private vehicle travel.</p>

³ This table omits requests for information and responses solely relating to Whakatakakopai.

Table A1: S92 Request, Response and Submission Summary Table³

<p>S92 Transport Request (Council s92 Request – March 2019)</p>	<p>Applicant’s Response</p>	<p>Council Transport Specialist Response (Flow)</p>	<p>Relevant Submissions</p>	<p>Proposed Outcome</p>
<p>• During the site visit to Korowai Manaaki, it was noted that a number of cars park on-street, with the car park on-site being full. While a staff parking area exists across the road, which was relatively empty, it is noted from the assessment that this parking area is shared with the Auckland South Corrections Facility staff. The Transport Assessment however assumes that Korowai Manaaki has 100% use of the shared car park.</p> <p>With the above background, it is requested that the parking provision on each site is calculated based on anticipated staff numbers, visitor numbers and travel mode (rather than an AUP parking rate provision for an activity that does not reflect the full extent of site activities).</p>	<p>This parking demand analysis is considered conservative as it is based on the assumption that all staff are present on-site on any given weekday and all travel individually by private car. Operationally, it is understood that not all staff are present on a daily basis and for the full day, such as medical staff and external school facilitators. Outside of business hours, the main parking demand will be generated by floor staff and visitors only; 30 in total which can be fully provided for.</p> <p>It was observed that parking demand on Kiwi Tamaki Road is low with no vehicles parked along the majority of its length, and the road only provides access to three other properties. It is therefore expected that any overflow of parking during peak times can be readily accommodated on Kiwi Tamaki Road without adverse effects.</p> <p>...</p>			
<p>(b) As noted, the number of cars parked on site at both residences suggests a high reliance on private vehicle travel, rather than alternative travel modes. The Transport Assessments do not provide an understanding on how alternative travel modes are encouraged (other than public transport) and what level of bicycle parking and facilities are provided for staff. Please provide further information on what facilities are or can be made available at both sites to staff who walk and cycle to work.</p>	<p>A bicycle rack for four bicycles is currently provided at Korowai Manaaki. The location of this site, in an industrial area with no dedicated cycling facilities and high traffic volumes on the surrounding roads, is unlikely to see cycling as a preferred method of commuting. Therefore, it is expected that the current provision is adequate, and should there be additional demand for bicycle parking, there is ample space on site to provide additional bicycle racks if required.</p>	<p>Conditions proposed to improve facilities and access to encourage alternative travel modes.</p>	<p>No relevant submissions</p>	<p>Outcome</p> <p>Flow proposes a condition to provide a safe and direct connection between the main entrance and Kiwi Tamaki Road.</p> <p>Flow proposes a condition to provide cycle parking spaces at the rate of one cycle space per 20 full time equivalent staff expected on</p>

Table A1: S92 Request, Response and Submission Summary Table³

S92 Transport Request (Council s92 Request – March 2019)	Applicant’s Response	Council Transport Specialist Response (Flow)	Relevant Submissions	Proposed Outcome
	<p>There is a footpath on the north side of Kiwi Tamaki Road connecting to the wider footpath network on surrounding roads, which allows pedestrians to access the site. However, due to the industrial nature of the surrounding land uses, walking is not expected to be a preferred method of commuting. While there is no specific footpath connection into the Korowai Manaaki site from Kiwi Tamaki Road, the provision is considered suitable for able-bodied staff members, who will be familiar with the site operation and can therefore safely cross the road and enter the site via the driveway and car park. Disabled staff members and all visitors can park on-site where pedestrian access to the building is provided from the car park.</p>			<p>site at any time (including ground staff change over periods).</p>
<p>(c) Please confirm whether 100% of the staff parking area across the road is available to Korowai Manaaki.</p>	<p>It is confirmed that 100% of the staff car park on Kiwi Tamaki Road, across the road from the main residential building, is for use by Korowai Manaaki staff.</p>	<p>Accept response. Matter resolved.</p>	<p>No relevant submission</p>	<p>No further action. Matter resolved.</p>

C4. Noise Report – J Styles

4 April 2019

Barry Mosley
Principal Policy Planner
Plans and Places – Central South
Auckland Council

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Dear Barry,

RE: Korowai Manaaki Youth Justice Facility – Review of Noise Effects

Introduction

Styles Group has been engaged by the Auckland Council to review the noise-related aspects of the Notice of Requirement to alter Designation 3802 for the Korowai Manaaki Youth Justice Facility (Korowai Manaaki) at 21-24 Kiwi Tamaki Road, Wiri.

The principal documents referred to herein are:

- 1) “Proposed Alteration to Designation 3802, Korowai Manaaki Youth Justice Facility, Noise Assessment”, Report No 19017v2, Hegley Acoustic Consultants, March 2019 (the **HAC Report**); and
- 2) Section 92 response on noise issues, “Whakatakapokai and Korowai Manaaki” Hegley Acoustic Consultants, 14th March 2019 (the **HAC Response**).

This advice comprises a review of the HAC Report and the HAC Response and also comments on any relevant submissions and proposed conditions on the designation. This review follows a visit to the site and discussions with the relevant experts for the Requiring Authority and the Council.

I understand that the proposed changes to the designation are intended to:

- enable Korowai Manaaki to accommodate tamariki and rangatahi who are placed in the custody of the chief executive of Oranga Tamariki for youth justice reasons, and certain adult jurisdiction reasons; and
- allow for an increase in the number of tamariki and rangatahi who may live at Korowai Manaaki from 46 to 56.

It is understood that most of the young people that Oranga Tamariki will be responsible for as a result of the changes are going to be under 18. However, Oranga Tamariki may be asked by the adult or youth courts (or Police or Corrections) to provide care for a small number of young adults aged 18 and 19.

I understand that there are no physical changes to the site or buildings proposed as part of the alteration, but that there is potential for alterations and additions to be made in the future which the designation conditions should provide for following the alteration.

The HAC Report

The HAC Report sets out only two noise-related issues arising from the proposal, being the consideration of noise generated on the site as it is received off the site, and the consideration of noise received on the site arising from noise generated legitimately by activities on neighbouring sites.

Noise generated from the site

I have reviewed the HAC Report and I generally agree with the conclusions reached therein. I agree that there is little risk, if any of the noise generated by the facility exceeding the relevant noise limits in the Auckland Unitary Plan (**AUP**) on any surrounding site.

Noise generated from other sites affecting Korowai Manaaki

The only remaining noise-related issue is to ensure that the occupants of the facility are adequately insulated from the noise arising from the heavy industry zone that is permitted to be generated on the Korowai Manaaki site. This is to ensure that Korowai Manaaki does not generate reverse sensitivity noise effects on other activities undertaken lawfully in the Heavy Industry zone.

The HAC Report states that the existing designation conditions should be updated to reflect the requirements of the AUP in terms of internal acoustic insulation, with some minor modifications to remove the low frequency noise limits. I agree with this suggestion.

The HAC Report suggests that the low frequency internal noise controls in Rule E25.6.10 of the AUP are designed to control for the effects of music, and that given the nature of activities undertaken on neighbouring sites (in the Heavy Industry Zone) such effects are unlikely to arise. I agree that if there were to be any low frequency noise issues arising, the source would be an industrial source which does not require the specific low frequency controls in the rule, as is proposed in the HAC Report.

I also agree with HAC Report where it proposes to ignore the potential for noise being generated in the Open Space zone to the South, the proposal to adopt a nominal frequency spectrum for the proposed condition set, and the proposal to apply the internal insulation

controls over the full 24hr period, rather than adopting the 11pm reduction in noise levels as suggested in Rule E25.6.10.

Proposed Designation Conditions

I have reviewed the proposed designation conditions and in general I support them. I have suggested minor edits to improve clarity (see the **Attachment** to this letter) and these edits have been captured in the conditions as recommended by the Council team in Appendix B1 to Barry Mosley's report.

Summary

Overall, I agree with the HAC Report and that with minor amendments to the designation conditions the alteration to the designation will not give rise to unreasonable noise effects or reverse sensitivity noise effects on the surrounding Heavy Industry zone.

I trust that this information is satisfactory. Please do not hesitate to contact me should you have any queries or require any further information.

Kind regards,



Jon Styles
Director & Principal
Styles Group

Attachment – Proposed Amendments to Noise Condition

4. Noise sensitive spaces constructed or altered after 1 July 2019 to the point that a building consent is required after July 2019 must be designed and constructed so that the internal noise levels do not exceed:

- 35dB LAeq in bedrooms; and
- 40dB LAeq in all other noise sensitive spaces.

Based on the assumption of an incident level at the site boundaries (and generated 50m away), shared with Business zoned sites as shown below:

	<i>Incident Noise at Business Zoned Site Boundaries, dB LAeq</i>						
<i>Frequency</i>	<i>63Hz</i>	<i>125Hz</i>	<i>250Hz</i>	<i>500Hz</i>	<i>1kHz</i>	<i>2kHz</i>	<i>4kHz</i>
<i>Noise Level</i>	76	75	70	66	64	62	60

Noise sensitive spaces are teaching spaces and residential spaces excluding any bathroom, water closet, laundry, pantry, walk in wardrobe, corridor, hallway, lobby, stairwell, clothes drying area, kitchens not part of a dwelling, garage or other space of a specialised nature occupied neither frequently nor for extended periods.

Noise sensitive spaces shall be adequately ventilated and cooled so that windows do not need to be opened for ventilation or temperature control, in accordance with a design provided by a mechanical engineer experienced in ventilation design.

That the parts of the facility existing at 1 July 2019 comprising the sleeping, living and learning areas shall be maintained in a state to ensure compliance with an internal noise limit of 43dB LAeq based on adjacent sites within the Business zone producing a level of 63dB LAeq when measured at, or within, the Korowai Manaaki boundary.

That the parts of the proposed facility comprising the sleeping, living and learning areas shall be designed and constructed to comply with the following internal noise limits:

	<u>Ldn</u>	<u>Lmax</u>
<u>Internal Noise Limits</u>	45dBA	55dBA