

MEMO

Re: Urban Design Requests for Information – Drury South Plan Change

To: Rachel Morgan, Senior Associate/Planner, B&A

From: Matt Riley, Senior Associate/Urban Designer, B&A

Date: 20 April 2020

This memo provides responses to the urban design queries contained in Auckland Council's 17 February 2020 letter on the Drury South Plan Change request.

UD1 **Maketu Road slip lane: Please provide urban design comment on the potential slip lane running alongside Maketu Road as illustrated in the Design Strategy.**

This is to help better understand the likely development scenarios under the mixed use zone, and the site related constraints and opportunities, including how active frontages, servicing and pedestrian amenity can be managed, and the pros/cons of slip lane.

Response Ms Ogden-Cork's query raises three distinct questions:

- Is a slip lane proposed?
- If a slip lane were proposed, how might active frontages, servicing and pedestrian amenity to that slip lane be managed?
- What are the pros and cons of a slip lane?

I answer each of these questions below.

Is a slip lane proposed?

A 'slip lane' is not proposed by the Plan Change. It is possible, however, that a future resource consent application developed in accordance with the Plan Change provisions might include a lane parallel to Maketu Road. Such a layout is shown in Sub-precinct C in the 'Design Strategy' at page 21 of Appendix 6b to my urban design report. This layout is conceptual and illustrative only.

A lane along the eastern side of Sub-precinct C would, in my view, be a logical response to the framework set up by the operative Precinct and as modified by the Plan Change.

This is because:

- The operative provisions (carried through unmodified in the Plan Change) restrict the creation of vehicle access points to sites fronting Maketu Road in order to manage the safe and efficient operation of the road network.¹ A lane along the eastern side of the Sub-precinct would therefore be an effective means of providing alternative access to adjoining uses.
- The Plan Change proposes a standard (I410.6.4) requiring noise sensitive activities in Sub-precinct C, such as residential uses, to meet specified internal noise maximums. I understand from the Marshall Day acoustic memo that a means to achieve compliance with this standard would be setting back the noise sensitive activities from Maketu Road. If a setback was used, a lane within the intervening space would, in addition to providing local access as discussed above, have the benefit of bringing movement and activity into the area.

If a slip lane were proposed, how might active frontages, servicing and pedestrian amenity to that slip lane be managed?

Should a lane be proposed as part of a future consent application for Sub-precinct C, I agree with Ms Ogden-Cork that it is necessary to consider active frontages, servicing and pedestrian amenity along that lane in order to achieve the built form and pedestrian environment outcomes sought in both the Precinct and in the Business – Mixed Use zone.

This is achieved by means of the restricted discretionary activity status for new buildings in the Business – Mixed Use zoning. Council has a wide range of discretion on new buildings and how they interface roads and lanes under H13.8.1(3). This provision gives to Council discretion on overall building design, the extent of glazing, screening of carparking and servicing, convenient and direct access to the street, achieving an overall attractive and pleasant space, and the contribution of landscaping. Under clause (f) of that provision, these matters equally apply to new roads and service lanes.

¹ Rule A3 in Activity Table I410.4.1 makes it a restricted discretionary activity to create vehicle access to any site which fronts Spine (now 'Maketu') Road where that site also has a frontage to another road shown on Precinct Plan 2.

I consider these matters of discretion provide Council with broad reaching ability to require a form of building design to any road or lane in a manner which enables active frontages, provides for a good level of pedestrian amenity, and appropriately manages servicing.

What are the pros and cons of a slip lane?

I return to an earlier point, that the operative Precinct provisions, carried through unmodified in the Plan Change, restrict vehicle access to Maketu Road. In other words, the operative planning framework that tends to encourage a 'slip lane' response alongside Maketu Road in Sub-precinct C is not proposed to be changed by the Plan Change.

That said, the Plan Change proposes to change the zoning of Sub-precinct C from Light Industry to Mixed Use. Does this change of zoning – which enables more sensitive uses such as residential – change the paradigm in relation to the appropriateness of a slip lane, should one be proposed? On this point, I make the following comments.

A potential lane parallel to Maketu Road would:

- *Allow a slow, localised scale of movement for pedestrians and cyclists, in addition to vehicles, contrasting with the 'through-corridor' function of Maketu Road.*

The lane would enable on-street landscaping additional to that along Maketu Road and would provide the sort of high amenity environment consistent with the range of activities the Mixed Use zone enables.

- *Increase the overall width of the road corridor between Sub-precinct C and Sub-precinct E.*

Very wide road corridors are typically not encouraged in urban design thinking, as they can impede cross-movement and restrict land use integration. That is generally, however, where the road corridor would act to divide an otherwise cohesive neighbourhood. In this case, however, I do not consider Sub-precincts C and E to be parts of the same 'neighbourhood', such that the width of the road corridor between them should be minimised in order to 'knit' them together. Their respective zonings enable land uses which, while in some areas overlapping, are largely distinct. The Mixed Use zone has an overall higher amenity expectation and the Light Industry zone, a lower one. The Sub-precincts will develop as definably different land use areas, a characteristic which would not be undermined by a potential 'slip lane' in Sub-precinct C.

To the contrary, some increased distance between land use and buildings in Sub-precinct E and Sub-precinct C may be of benefit to the amenity of the latter. The Plan Change proposes to change the zoning of Sub-precinct E From Heavy Industry to Light Industry. While Light Industry uses do not generate the odour, dust or noise of Heavy Industry uses, nonetheless (as stated in the zone description) the zone does, overall, have a lower level of amenity than other Business zones, including the Mixed Use zone. In that context, providing some greater separation between the zones, by way of a slip lane, may have the benefit of reduced adverse amenity effects on Sub-precinct C.

In summary, I consider that were a slip lane to be proposed as part of any land use/subdivision development of Sub-precinct C, it would have an overall benefit, enabling an enhanced level of localised pedestrian, cyclist and vehicular movement consistent with the higher amenity expectations of its requested Mixed Use zoning, while also potentially reducing the level of any adverse amenity effects from activities in the adjoining Light Industry zoned Sub-precinct E.

UD2 **Scale drawing: Please provide a scale drawing of the precinct and the indicative layout illustrated in the Design Strategy, and/or alternative development scenarios.**

This is to help better understand the likely development scenarios under the mixed use zone, and the site related constraints and opportunities.

Response Refer to **Attachment 1** to this memo.

UD3 **Car parking: Please explain how car parking is anticipated to be managed within the precinct – as illustrated in Page 21 of the Design Strategy**

This is to help better understand the likely development scenarios under the mixed use zone, and the site related constraints and opportunities.

Response Parking is managed in Sub-precinct C, which is the focus of the Plan Change, by the Sub-precinct's underlying Business-Mixed Use zone. In that zone, via H13.8.1(3)(a)(v), Council has discretion, when assessing a new building and alterations and additions to buildings not otherwise provided for, regarding '*the effectiveness of screening of car parking and service areas from the view of people using the public space.*' This is linked, via assessment criterion H13.8.2(3)(e) to policy H13.3(7). That policy states '*Require at grade parking to be located and designed in such a manner as to avoid or mitigate adverse effects on pedestrian amenity and the streetscape.*'

My understanding is the car parking in the concept design shown on page 21 of Appendix 6b is, in part, in the basement of buildings. At-grade or surface parking, however, is anticipated by the Business-Mixed Use zone, with discretion reserved to Council – as discussed above - to ensure good amenity results, including by consideration of the location, overall design, and screening of such parking.

UD4 **Reserve: Please provide cross sections through the precinct from the reserve to Maketu Road to illustrate any changes in levels and the likely relationship between the park and future streets and built elements.**

This is to help better understand the likely development scenarios under the mixed use zone, and the site related constraints and opportunities, as well as the scale/height of development relative to adjoining streets and the reserve areas.

Response Refer to **Attachment 2** to this memo, which shows consented bulk earthworks between the Sub-precinct C area and adjacent stormwater management area.

In addition to the information shown in the attachment, in regard to how the Precinct provisions manage the relationship between the stormwater management area on the western side of Sub-precinct C and any development within the Sub-precinct – this is done through the restricted discretionary activity status of subdivision or development. An assessment criteria related to this activity status is I410.8.2(1)(e)(v):

‘the extent to which the earthworks required by the subdivision or development: (v) ensure that the creation of level development platforms are contoured to integrate with the surrounding street environment and open space corridors.’

This sets up an expectation for earthworks associated with either subdivision or building development to achieve a positive relationship, in terms of levels, between the Sub-precinct and the adjoining stormwater management area.

UD5 **Pedestrian and cycle network: Please provide more information on the location and quality of the pedestrian/cycle connections to the residential precinct across the reserve**

This is to better understand the planned connectivity between precincts and the options for walking and cycling, including likely amenity and ease of access between key destinations and routes.

Response The walking and cycling connection between the Residential and Industrial Precincts, as shown on Precinct Plan 2 in the operative Drury South Residential Precinct, is currently being enabled by the earthworks presently being undertaken by Drury South Limited to establish the stormwater management area between the Precincts. This includes providing a bridge to cross the Hingaia/Maketu Streams.

Precinct Plan 1 for the Drury South Industrial and Mixed Use Precinct has been updated to replicate the position of the connection shown on Precinct Plan 2 in the operative Drury South Residential Precinct. Please refer to response to RFI query T4 in the Beca memo for further detail.

UD6 **Spine Road: Please provide an explanation on the planned location of the ‘Spine Road’ shown in I410.10.2 and how this relates to Spine Road as shown in I451.9.2 Drury South Residential – Precinct Plan 2. This shows a different alignment.**

This is to better understand the planned connectivity between precincts and the route residents are likely to take to access the services in the mixed use zone.

Response Precinct Plan 2 of the operative Drury South Residential Precinct shows the ‘Spine Road’ (now called Maketu Road) on the western side of that area of land which is Sub-precinct C in the Plan Change. The ‘Spine Road’ is, however, shown on the eastern side of this area of land in Precinct Plan 2 in the operative version of the Drury South Industrial Precinct. Part of Spine Road has been consented and is constructed on this alignment. The alignment shown in the operative version of the Drury South Industrial Precinct has been taken through to this Plan Change. The alignment shown on the Drury South Residential Precinct represented potential alignment thinking at that time, which was subsequently changed as the design requirements for stormwater management areas and the road alignment for the Spine Road were progressed.

The position of the Spine Road shown in the Plan Change’s proposed Precinct Plan 2 mirrors what is shown in the operative version of the Precinct and is consistent with what has been consented by Council.

UD 7 **Maketu Road: Please provide information on the intended design of Maketu Road (as consented or planned) to better understand the likely pedestrian environment along the frontage.**

It is noted that road cross-sections are included in detailed appendices to the Drury South Industrial precinct, but if road design has been consented it would be helpful

to know the design to better understand the likely pedestrian environment along the frontage; and to assist with understanding the commercial activities that may locate along it.

Response Please refer to **Appendix 3**, attached to this memo, which shows typical cross sections of 'Spine Road South' (Maketu Road) which have received engineering plan approval. In summary, Maketu Rd includes the following:

- A dedicated 2.5m wide bi-directional off-road cycle path on the western side of the road;
- 1.8m wide footpaths on both sides;
- Signalised pedestrian and cycle crossings on all approaches to the signalised intersections with Roads 2W and Road 5A to connect with the shared paths on those roads.

The road is also designed to accommodate future bus stops, which would be implemented by Auckland Transport

UD 8 **1.410.11 Appendices: Please highlight any proposed conflicts between the proposed new provisions and the design guidance provided in the Appendices to the precinct, and explain the statutory weighting given to them.**

I understand that the detailed appendices to the Drury South Industrial precinct are not affected by the plan change. However, it is important to clearly understand their suitability for application to a mixed use zone.

Response The Appendix has been edited to avoid conflicts between it and the Precinct provisions (see **Appendix 1.2** in the lodgement package).

In terms of the statutory weighting of the Appendix, assessment criterion I410.8.2(1)(d) for subdivision of land refers to the extent to which subdivision design and layout is consistent with the subdivision design assessment criteria set out in Appendix I410.11.1. In other words, the Design Guidelines in the Appendix are 'pulled in' to the Precinct as a matter of assessment.

UD9 **Local Centre vs Mixed Use Zoning: Comment on whether or not a local centre zone was considered for part or all Sub-Precinct C and what the costs and benefits would be.**

The mixed-use zone has the potential to function as a local centre by default due to the mix of activities, its location separate from (not adjoining) an existing centre,

and the need to provide a focal point for residents and workers needs similar to what a local centre would typically do.

Response Please refer to the revised section 32 report.

UD 10 **Access to school: Please provide comment on the location of nearest schools (existing or planned) and the expected travel routes.**

The introduction of mixed use provides the potential for an increase in residential population in addition to the Drury South Residential Precinct, and to service their needs may require additional social infrastructure such as schools.

Response The nearest existing primary school to the Precinct is Ramarama School, which is located at 126 Ararimu Road, approximately 1.5km south by road from the southern end of Sub-precinct C. The nearest existing secondary school is Pukekohe High School, at 14 Harris Street, Pukekohe, which is approximately 13.5km to the south-west along Runciman Road.

Noting the large area of Future Urban zoned land directly to the north of the Precinct and the signalled intention by the Government to develop this area for a substantial new urban centre, including housing, it can be anticipated that any residential dwellings in Sub-precinct will be well served by schools that will be required in that area.