

# **Auckland Unitary Plan Operative in Part APPLICATION FOR PRIVATE PLAN CHANGE**

## **Smales Farm**



## **Explanation, Assessment of Environmental Effects and Section 32 Analysis**

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## 1. INTRODUCTION

- 1.1. This application seeks changes to provisions in the Auckland Unitary Plan – Operative in part (the “Unitary Plan”) affecting the Smales Farm Business Park (“Smales Farm” or “the Site”).
- 1.2. The Site is a strategic one on the North Shore of Auckland City, located adjacent to the Northcote interchange of the Northern Motorway, and adjoining the Northern Busway and Smales Farm Station.
- 1.3. Under the Unitary Plan, Smales Farm is zoned Business Park and the Smales 1 Precinct applies to activities and development on the Site. In keeping with the expectations for a business park, offices are permitted in the zone, up to a gross floor area (“GFA”) limit specified in the precinct provisions. However, Residential activity (except visitor accommodation) is a non-complying activity in the Business Park Zone. The Smales 1 Precinct imposes a maximum height on buildings at Smales Farm of RL48.5 (approximately 25m above the average ground level at the Taharoto Road frontage). This allows for the development of 5 – 6 storey buildings on the Site.
- 1.4. The purpose of the plan change application is to facilitate the development of a Transit Oriented Development (“TOD”) on the Site to take advantage of the exceptional transportation links available and the relative lack of sensitive neighbouring activities around the boundaries of the Site. To enable this form of development it is proposed to maintain the amount of office activity currently anticipated, while providing for dwellings (most likely apartments) to be established at Smales Farm as a permitted activity. To make the most efficient use of the land, it is also proposed to significantly increase the height limit over much of the Site.

## 2. THE SITE AND SURROUNDING AREA

- 2.1. Smales Farm is identified in **Figure 1**. The Site is located at 68 – 94 Taharoto Road, comprises two certificates of title under single ownership and has a total area of about 10.8 hectares.
- 2.2. The Site is bordered by major roading infrastructure on all four boundaries. Taharoto Road and Northcote Road form, respectively, the northern and eastern boundaries of the Site, while the Northern Busway and the Northcote Road Off-ramp of the Northern Motorway are located adjacent to the southern boundary. Shakespeare Road provides access along the western boundary of the Site to the Smales Farm bus station.
- 2.3. The high point of the Site is adjacent to the intersection of Taharoto Road and Northcote Road, and from there the land slopes down along Taharoto Road and Northcote Road. The fall across the Site ranges from 2m along the north-western (Shakespeare Road) boundary to 6m along the south-eastern (Northcote Road) boundary. The average ground level along the Taharoto Road boundary (the historic basis for the height limit on the Site) is RL23.4m.
- 2.4. There are two internal private roads within the Site. The Avenue forms the east-west spine of Smales Farm, linking Northcote Road with Shakespeare Road, while The Boulevard links Taharoto Road to The Avenue. The layout formed by this internal road system was established with the approval of the initial development of the Site.



- 2.5. Development to date has been characterised by a small number of standalone buildings, set within the landscaped Site and accompanied by large areas of on-grade parking. Over time the Site will be progressively developed with surface carparks being replaced by new buildings incorporating basement or above-ground parking.
- 2.6. Access to the Site is available via signalised intersections on Northcote Road (adjacent to Takapuna Normal Intermediate School) and Taharoto Road. On Shakespeare Road, there is access at two locations via unsignalised intersections: adjacent to the bus station; and adjacent to the Taharoto Road intersection. All signalised intersections include phases for pedestrians to cross the road.



**Figure 1. The Site and Surrounding Area**

- 2.7. Smales Farm Station on the Northern Busway adjoins the north-western corner of the Site and Westlake Girls High School is located to the north, separated from the Site by Shakespeare Road. To the east of the Site, on the opposite side of Taharoto Road, are North Shore Hospital (operated by Waitemata District Health Board) and The Poynton retirement village. Across Northcote Road to the south is Takapuna Normal Intermediate School which is located within a low density residential area, although many properties fronting roads are occupied by businesses.
- 2.8. The zoning of the area surrounding the Site is shown on **Figure 2** and described in the following paragraph.

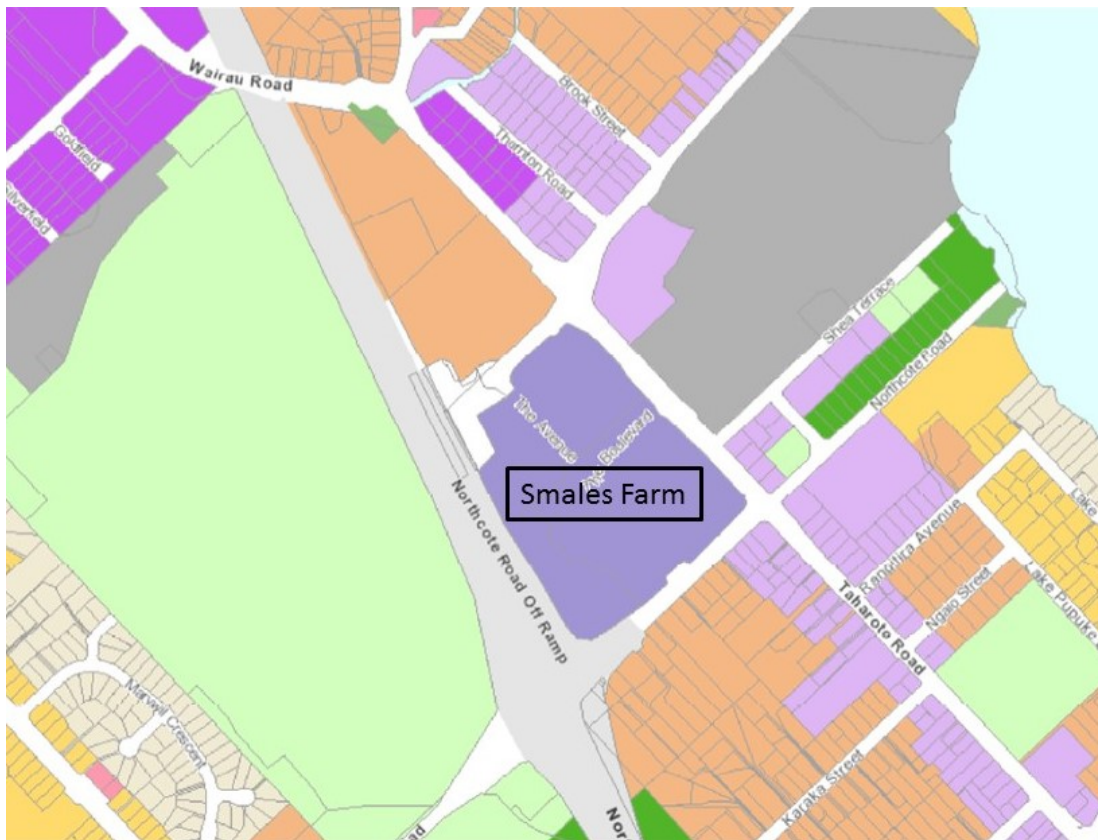


Figure 2. Zoning Map

- 2.9. Both Westlake Girls High School and Takapuna Normal Intermediate School are zoned Mixed Housing Urban and are designated for educational purposes. The Special Purpose – Healthcare Facility and Hospital Zone applies to North Shore Hospital while the site occupied by The Poynton retirement village is zoned Mixed Use. The Mixed Use Zone also applies to other properties fronting Taharoto Road in the vicinity of the Site, and on the eastern side of Northcote Road adjacent to the intersection with Taharoto Road. The balance on the properties along the eastern side of Northcote Road are zoned Mixed Housing Urban. Beyond the immediate vicinity of the Site are A.F Thomas Park (Takapuna Golf Course) opposite the Site on the western side of the Northern Motorway and Onewa Domain further south. The Wairau Valley industrial area lies to the north, and large areas to the east, north and south of the Site are zoned residential.
- 2.10. Geotechnical investigations have been carried out by Tonkin & Taylor Limited and an overview of the geological conditions on the Site and concept level foundation advice is provided in the report in **Annexure 2** to the plan change application. In essence, the ground conditions are suitable for the form of development enabled by the Proposed Plan Change with foundation options including shallow pads or piles for medium-rise buildings, and piles for multi-storey buildings exceeding 6-8 storeys.
- 2.11. The existing utilities infrastructure serving the Site is described in the Civil Engineering Assessment (**Annexure 3**). Stormwater management for the Site is currently provided by directing runoff to three ponds located along the western boundary of the Site. These ponds are used to manage both stormwater flows and water quality, and discharge into public stormwater reticulation flowing to Wairau Creek. The discharge is authorised by a stormwater network discharge

permit. The topography of the Site is such that there are no areas prone to flooding. According to the Auckland Council GIS, overland flowpaths generally follow the internal road network although one flows from east to west across the southern corner of the Site. Wastewater flows from individual buildings are directed by a private drainage network within the Site to a public trunk main at Shakespeare Road. The Site is well served by a public water supply network with the internal site reticulation connecting to it at several locations.

- 2.12. The existing transport environment is described in the Integrated Transportation Assessment prepared by Stantec (formerly Traffic Design Group). This report is provided in **Annexure 4** to the plan change application.
- 2.13. The Smales Farm station on the Northern Busway is identified as a public transport “interchange” on the new public transport network which is scheduled by Auckland Transport to operate from mid-2018. The interchange will act as a key hub for the North Shore public transport network where local and connector services link with higher frequency routes. Eleven separate bus routes will be served, including high frequency routes along the busway between Albany and Britomart, the universities in the City Centre, and Newmarket. Smales Farm is directly connected to the station by footpath. The Site therefore enjoys excellent connectivity to a public transport network with flexibility to reach a wide range of destinations at high frequencies, seven days a week.
- 2.14. The Site contains a well-developed network of walking and cycling routes and is well connected to existing footpath and cycling networks within the local area. Smales Farm is on the Northcote cycleway which will soon include a shared path along the Northcote Road frontage of the Site and, in the medium-term, link with the ShorePath and SkyPath sections of the cycling network linking the North Shore with the Auckland Isthmus.
- 2.15. Taharoto Road and Northcote Road are identified as arterial roads in the Unitary Plan while the western section of Shakespeare Road (adjacent to the Site) is a non-arterial road but provides access to the Smales Farm Bus Station. The Northern Motorway is a strategic road with access available via the interchange on Northcote Road adjacent to the southern corner of the Site.
- 2.16. Surveys of traffic volumes on the roads providing access to Smales Farm were carried out in November 2017. All of the roads surveyed carry high volumes of traffic over a full day and during peak hours. The highest volumes were measured on Northcote Road with 29,500 vehicles per day (weekday) and 2,300 vehicles per hour during the weekday pm peak. The peak hour for the roads surveyed is about 8am for the morning period and 4.30pm for the peak period. Count data from the NZTA database demonstrates that the northern motorway also carries very high traffic volumes over the full day and during the peak hours, with the highest being about 60,000 vehicles per weekday northbound and 5,000 vehicles per hour northbound during the pm peak. During the peak hours the motorway is heavily congested, limiting vehicle flows.
- 2.17. NZTA’s Crash Analysis System was examined to determine whether there are any particular road safety issues affecting the road network surrounding the Site. A mixture of crash types has occurred, including six crashes over five years at the intersection of The Boulevard with Taharoto Road. That particular issue appears to have been addressed with the recent installation of additional road markings. Overall, given the high traffic volumes on these roads, it is not considered that the number and types of crashes indicate any significant road safety issues.



- 2.18. A survey of employees at Smales Farm carried out in 2016 showed that, although private vehicle is the preferred mode of travel, buses are used by a significant number of people (19%). This is similar to the mode share for buses in the Auckland CBD.

### **3. SMALES FARM BUSINESS PARK**

- 3.1. The original Smales Farm was purchased in 1938 by predecessors of the current owners. It was originally much larger than the present area but over time the size has been reduced by a series of acquisitions by both the Crown and Auckland Council (and its antecedents). These acquisitions include land for:
- the Northern Motorway;
  - A.F. Thomas Park (Takapuna Golf Course);
  - Westlake Girls High School;
  - the widening of Northcote Road;
  - the widening of Taharoto Road;
  - Shakespeare Road Extension;
  - the Northern Busway; and
  - Smales Farm Station
- 3.2. In 1991 the Environment Court confirmed the business park zoning then proposed for Smales Farm by the North Shore City Council (Business Park 7A in the North Shore District Plan) and indicated that it envisaged the land becoming "... the major office centre of the North Shore, featuring the headquarters of various major companies, and accommodating other business, administrative and professional firms, and organisations". The Court also stated that it considered "... development of Smales Farm would be a comparatively slow process ..."<sup>1</sup>.
- 3.3. Following confirmation of the zoning, the owners of Smales Farm prepared a master development plan for the Site which envisaged an initial development with a gross floor area totalling 105,000m<sup>2</sup>. The maximum development potential under the provisions of the North Shore District Plan was 162,000m<sup>2</sup>, and that potential is reflected with provisions now applying under the Unitary Plan.
- 3.4. The Environment Court's prediction (made more than 25 years ago) of development of the Smales Farm Business Park being a "comparatively slow process" has subsequently proved to be correct with the 10.8ha site having only reached 36% of its maximum development potential, and only 55% of the size envisaged with the initial master development plan, at the beginning of 2018. Although the headquarters of Sovereign Insurance and Vodafone have been established at Smales Farm, the location is now also proving more attractive for small-to-medium sized businesses with the latest building, The B:HIVE, having been designed specifically with that market as the target.
- 3.5. To date, the internal road framework has been substantially established and five significant buildings have been completed: the Vodafone, Air New Zealand, Sovereign, Q4 and B:HIVE buildings. The Q4 building, completed in 2008 contains offices and a mixture of ancillary uses (such as retail, banking, cafes and

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<sup>1</sup> Environment Court Decision No. A93/91

tavern) which have been selected primarily to serve the office employees based on the Site. There are further food and beverage tenancies currently under construction adjacent to the B:HIVE building. Other facilities on the Site include a fitness centre, a medical centre and an early childhood education centre, all of which occupy ground-floor premises in the Sovereign Building. The developed area currently totals approximately 58,000m<sup>2</sup> gross floor area, with the area occupied by commercial services, food and beverage, other retail and care centres totalling 3,142m<sup>2</sup>. When the B:HIVE building is fully occupied, more than 4,000 employees will be accommodated on the Site.

- 3.6. With the completion of a new on-grade parking area currently under construction, a total of 2,044 parking spaces will be provided at Smales Farm. This is well within the maximum number permitted of 2,373 spaces under the Unitary Plan provisions for the current level of development.
- 3.7. The layout of the Site enables full integration with Smales Farm Station, on the Northern Busway, which was opened in February 2008. Convenient vehicle and pedestrian connections are provided and walking routes are provided through Smales Farm for pedestrians accessing various activities in the area from the bus station.

#### **4. THE UNITARY PLAN**

- 4.1. As set out in the introductory section of this report, under the Unitary Plan the Business Park Zone and the Smales 1 Precinct apply to Smales Farm.

##### *Business Park Zone*

- 4.2. The Business Park Zone recognizes existing business parks but it is stated in the Zone Description that the zone has a “limited future” as commercial activities are expected to primarily locate with the city centre, and in metropolitan and town centres in order to reinforce the role of those locations. To this end, limits are placed on the amount of office activity that can establish in each Business Park Zone. In the case of Smales Farm, a gross floor area limit is identified in the Smales 1 Precinct provisions.
- 4.3. With any amendments to the provisions applying to existing business parks, the policies applying to the zone require the office space limit to be set, as well as a means of limiting retail activities to those that meet the day-to-day needs of workers and visitors to the zone. Apart from visitor accommodation, residential activity is also to be limited. Other matters covered by policies relating to plan changes include requirements for a high standard of visual and pedestrian amenity, connections for pedestrian and cyclists through the Site, and minimising adverse effects on neighbouring zones. The potential for adverse effects on the safe and efficient operation of the transport network are also to be assessed.
- 4.4. Offices (up to the specified GFA limit) is a permitted activity, as are commercial services and food and beverage outlets. Most retail is a discretionary activity and dwellings are non-complying. New buildings are restricted discretionary activities.
- 4.5. The standard building height for the zone is 20.5m above ground level and development standards also address height in relation to boundary (“HIRB”), yards, the extent of landscaping, wind effects and outlook space. At least 20% of a site must be landscaped and the maximum impervious area in the zone is 80%. Because of the relatively low maximum height and the roads surrounding the Site, the HIRB and yard standards have no practical effect on the development of the Smales Farm.

### *Smales 1 Precinct*

- 4.6. While the provisions of the Business Park Zone do not encourage the development of new business parks, ongoing development at Smales Farm for business activity up to 162,000m<sup>2</sup> GFA is specifically enabled by the Smales 1 Precinct. Development in excess of this is a discretionary activity with potential effects on the function and amenity of Metropolitan and Town Centres being the primary matter to be addressed. In addition, for business development over 105,000m<sup>2</sup>, significant traffic effects on the safe and efficient operation of the road network are to be avoided or mitigated. A policy also requires that accessory activities be limited to those which meet the immediate needs of those who work at or visit Smales Farm.
- 4.7. In summary, the provisions of the Smales 1 Precinct:
- Limit accessory activities (including commercial services, food and beverage, retail, care centres, and community activities) by a formula that relates the maximum GFA of those activities to the amount of development on the Site;
  - Limit the maximum number of parking spaces on the Site, also by a formula relating the limit to the amount of development on the Site;
  - Provide that an assessment of traffic effects on the safe and efficient operation of the road network is not required until development on the Site exceeds 105,000m<sup>2</sup>; and
  - Increase the maximum building height to RL48.5m (which is approximately 25m above the average ground level along the Taharoto Road frontage).

## **5. REVISED VISION FOR SMALES FARM**

- 5.1. Smales Farm forms part of a node that includes the North Shore Hospital, other medical facilities, and a mixture of commercial activities occupying small premises. The Site has a major public transport interchange on its doorstep and major arterial roads on two boundaries, and is immediately adjacent to the Northcote interchange of the Northern Motorway. In addition, the Site is adjacent to Westlake Girls High School and Takapuna Normal Intermediate School, and there are several other schools in the vicinity<sup>2</sup>. Several cultural, and sports and recreational facilities are also readily accessible from the Site.<sup>3</sup>
- 5.2. During a review of opportunities for future development of the Site it was recognised that the current use of Smales Farm as an office park did not make the most of the attributes of the Site, including its size and location, its proximity to transport infrastructure, and the ease of access to a wide range and number of other activities and facilities.
- 5.3. With clear demand for new housing in Auckland, and an on-going need to increase employment opportunities, the owners of Smales Farm have revised their vision for the Site to take full advantage of those attributes. It has been decided, therefore, that the Site would be best developed as a mixed-use Transit Oriented

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<sup>2</sup> Other schools in the vicinity of the site include Carmel College, Milford School, Westlake Boys High School and Rosmini College.

<sup>3</sup> Cultural and sports and recreational facilities readily accessible from the site include the Lake House Arts Centre, North Shore Events Centre, Takapuna Golf Course, North Shore Rowing Club and facilities for other water-related activities, Takapuna Football Club, and facilities for squash, netball, cricket and rugby.

Development (“TOD”), comprising business and residential components, rather than an office park.

- 5.4. The principles of Transit Oriented Development, and its benefits, are addressed in the Urban Design report (**Annexure 5** to the plan change application) and the Integrated Transport Assessment. In addition, the economic benefits of this form of development form are set out in the Economics Assessment (**Annexure 8**).
- 5.5. In essence, a TOD is a high-density, mixed-use development in close proximity to a major public transport station or interchange. The aim is to maximise the amount of urban development that falls within the primary walking catchment of frequent and rapid public transport services. They typically incorporate a mix of land uses, such as residential, employment, leisure and service activities. The integration of public transport services and the physical development has a synergistic effect producing benefits including:
  - Greater efficiency in the use of land;
  - An increased intensity of residential development;
  - Support for public transport services;
  - A reduction in the use of private vehicles;
  - Increased opportunities for walking and cycling;
  - Increased support for local businesses;
  - More cost effective provision of services; and
  - The opportunity to create a high-quality urban environment with activity occurring over an extended period, seven days a week.
- 5.6. The nature of the surrounding uses and the existence of roads on all boundaries, combined with the orientation of the Site, enable a significant scale of development to take place with minimal adverse effects on the owners and occupiers of neighbouring properties. The revised vision for Smales Farm (the “Concept Masterplan”) is depicted graphically in **Figure 3** and comprises a number of buildings of varying scales, with the residential development generally constructed above the office component. In order to make the most efficient use of the land, and retain the proportion of landscaped spaces required under the existing zone provisions, it is proposed to substantially increase the height limit applying to development within the Site.
- 5.7. The Concept Masterplan is indicative of the type of development that is likely to be undertaken and provides an opportunity to consider the issues that might arise from such development. It does not represent a fixed vision for the Site that will necessarily be implemented. Accordingly, the plan change proposes provisions that would address effects that are likely to be generated by development but does not seek to constrain development to ensure implementation of or compliance with the Concept Masterplan.



**Figure 3. Concept Masterplan**

- 5.8. Intensifying the scale and form of development will enable a more concentrated mix and range of activities to coexist on the Site, leading to increased levels of pedestrian activity and vitality over an extended period of time. Increasing the diversity of activities will benefit those working and living at Smales Farm, as well as visitors.
- 5.9. A Transit Oriented Development at Smales Farm will have a different function to the Metropolitan Centres and Town Centres identified in the Unitary Plan because the amount of retail activity is proposed to be limited, as is the case generally in the Business Park zone and reflected in the current Smales 1 Precinct provisions. In contrast, retail activity is considered to be a major component of both of those Centre zones. Smales Farm has long been recognised as a suitable location for a significant amount of office activity and the proposed enablement of residential activity takes advantage of the proximity of the adjacent public transport interchange (and provides support for the services available there) and enables the more efficient utilisation of the large site.
- 5.10. The revised vision for Smales Farm is a long-term one, with development taking place over a period of 20 to 30 years. It is considered that the current GFA allowance for business development on the Site is appropriate over that period of time, and it is anticipated that a similar amount of residential development would be feasible over the same time period.
- 5.11. The assessment of the plan change application, therefore assumes full development of some 300,000m<sup>2</sup> GFA, with 162,000m<sup>2</sup> of that being business activities and the balance residential activities. No GFA limit is proposed in the proposed plan change provisions for residential activities, however, because this



activity will generate minimal adverse effects on the environment and will support the use of public transport services at the Smales Farm station.

5.12. To enable the revised vision to be implemented, while ensuring that potential adverse effects are managed, a number of amendments will be required to the provisions currently applying to Smales Farm under the Unitary Plan. The key changes required are:

- Amend existing, and add new, objectives and policies to support the proposed Transit Oriented Development;
- Enable residential activity as a permitted activity;
- Ensure sufficient retail and commercial services activities can be provided to meet demand from workers, residents and visitors to the Site;
- Rationalise the activity table to provide for other activities that can contribute to the success of a Transit Oriented Development;
- Increase the height limit so that the Site can be efficiently developed, while maintaining a high percentage of landscaping; and
- Add further standards, matters for discretion and assessment criteria to address potential effects related to residential activities and taller buildings.

## 6. THE PROPOSED PLAN CHANGE

6.1. The purpose of the Proposed Plan Change is to enable the revised vision for Smales Farm to be realised. This will entail retaining GFA limits on non-residential activities as is the case at present, but enabling residential activity as a permitted activity and substantially increasing the height limit applying to the Site. As identified in the s32 evaluation (Section 11), none of the existing Unitary Plan zones provides for the combination of activities required to implement the revised vision, while retaining GFA limits on non-residential activities.

### *Underlying Zoning*

6.2. Alternatives to the current Business Park zoning for the Site have been considered in the s32 evaluation. The Mixed Use Zone doesn't anticipate a major office component (which will remain the primary focus of Smales Farm) and retail activity (which is to be limited at Smales Farm) is anticipated to be a strong focus of both the Metropolitan Centre Zone and Town Centre Zone. Although modifications to two Business Park Zone policies are required to support the incorporation of residential activity on the Site, it is considered that this is the most appropriate zone to underly the provisions of the Smales 1 Precinct. The proposed amendments to the Business Park Zone policies are set out in **Appendix A**.

6.3. As noted above, residential activity (except visitor accommodation) is discouraged in the Business Park zone by its activity status (non-complying), and by the policy requiring this activity to be "limited". In order to enable residential development on the Site, the activity status can be adjusted in the provisions applying to the Smales 1 Precinct but it is considered that Business Park Zone Policy H15.3(18)(c) should be amended to identify Smales Farm as an exception to the requirement to limit residential development in the zone.

6.4. The provisions applying to the Smales 1 Precinct have been substantially amended to provide for residential activities on the Site and two precinct plans have been added. The amendments, and the reasons for them, are described in summary form in this section of the report. A track change version of the Smales

1 Precinct provisions, identifying the proposed amendments is in **Appendix B** to the plan change application and a “clean” version is in **Appendix C**.

***Business Park Zone Description***

- 6.5. No amendments are proposed to the Business Park Zone description. It is a generalised description and, although it doesn't reference residential activity, this is not considered necessary because the underlying zone provisions are not being challenged by the Proposed Plan Change. Instead, the plan change is seeking to augment the range of activities that may be undertaken on the Site.

***Business Park Zone Objectives***

- 6.6. Similarly, no amendments are considered necessary to the Business Park Zone objectives.

***Business Park Zone Policies***

- 6.7. It is considered necessary to modify two policies which do not acknowledge the possibility of residential development in the zone or support its enablement. It is proposed, therefore, to amend policy H15.3(18)(b) so that services such as food and beverage and convenience goods are limited to meet not only the needs of workers and visitors, but also residents on the Site. Policy H15.3(18)(c) currently “limits” residential activity in the zone except for visitor accommodation, and it is proposed to identify the Smales 1 Precinct as an exception to that policy.

***Smales 1 Precinct Description***

- 6.8. It is proposed to make minor amendments to the precinct description to include reference to residential activities being permitted by the Precinct provisions.

***Smales 1 Precinct Objectives***

- 6.9. It is proposed to amend the one objective currently applying to the Smales 1 Precinct and to include three additional objectives. The proposed modification to the existing objective is to remove reference to adverse effects on the transport network because the network has been modelled, and effects assessed, with this plan change application.
- 6.10. The additional objectives all relate to the proposed enablement of residential activity on the Site, and the change of Smales Farm from an office park to a mixed-use Transit Oriented Development.

***Smales 1 Precinct Policies***

- 6.11. Currently, three policies apply to the Smales 1 Precinct. It is proposed to retain the policy that places a floor area limit on business activities but to modify the other two. The proposed modification to the policy addressing accessory activities changes the emphasis so that those activities are provided for (rather than being “limited”), but that a limit applies in order to manage potential adverse effects of those activities on the function and amenity of higher order centres. It is proposed to amend the policy addressing effects on the transport network so that it only applies with development over the 162,000m<sup>2</sup> of business development which the Precinct enables as a permitted activity.
- 6.12. Additional policies are proposed to refer to the inclusion of intensive residential development on the Site, and to address the amenity for residents, workers and visitors to the Smales 1 Precinct. A further policy requires the limitation of the parking supply for non-residential activities, consistent with the existing standard addressing this matter.

**Activity Table**

- 6.13. The amendments proposed to the precinct table for the Smales 1 Precinct are described below.
- 6.14. The status of accommodation activities follows that applying in the Metropolitan Centre, Town Centre and Mixed Use zone, recognising that no restrictions are proposed on residential uses in the Smales 1 Precinct.
- 6.15. Under the Commerce heading, however, the activity status is more tailored to the circumstances applying to the Smales 1 Precinct, in particular the limit placed on retail and commercial services activities, and the proposal that Smales Farm be a Transit Oriented Development. Accordingly:
- Retail is a generally a permitted activity (but subject to the proposed cap).
  - Larger supermarkets, however, are discretionary activities because it is intended that retail activities are to be focused on serving the employees and residents of the Site. The 2,000m<sup>2</sup> limit for a supermarket as a permitted activity is consistent with that applying in the Local Centre zone, which is also intended to provide for local convenience needs.
  - Conference facilities is identified as a permitted activity because it is allied to the office use and also benefits from the excellent transport links enjoyed by the Site.
  - A more enabling activity status than applies under the underlying zone is applied to Drive-through restaurants and Entertainment facilities because those activities can be established to serve the resident population.
  - Service stations, however, are identified as a non-complying activity because they not anticipated on the Site. Service stations primarily serve passing traffic and have implications in terms of traffic effects. In addition, they do not represent an efficient use of the land resource.
- 6.16. Allied with the enablement of residential activities, it is considered that Community facilities should be a permitted activity in order to enable a level of community infrastructure to be established on the Site. Education facilities and Tertiary education facilities have been identified as permitted activities because they can be appropriate occupiers of multi-storey buildings (evidenced by the use of many buildings in the City Centre) and because they are very well suited to sites with excellent public transport services.
- 6.17. Temporary structures and activities have been identified as permitted activities (up to a specified duration), reflecting the historic and ongoing programme of community-focused events at Smales Farm. The large size of the Site, and the lack of sensitive uses in the immediate vicinity, will ensure that adverse effects of such activities are unlikely to be of a magnitude to cause concern.
- 6.18. Comprehensive development signage more than 30m from the Site's road frontages are identified as permitted activities because, at that distance, they are unlikely to have an effect on visual amenity or traffic safety, which are the primary matters of concern under the standard provisions relating to signs in the Unitary plan.

### **Standards**

- 6.19. Explanations for the standards proposed to apply under the precinct provisions are given below.

#### *Gross floor area*

- 6.20. The GFA limit for development on the Site is currently 162,000m<sup>2</sup>. Within the GFA limit, a further limit applies to the cumulative GFA of seven categories of activities including commercial services, food and beverage and retail activities. This limit is expressed as a formula, with the limit linked to the development of office activities.
- 6.21. With the Proposed Plan Change it is proposed to maintain the overall limit on non-residential activities at 162,000m<sup>2</sup> but, consistent with the other zones that enable residential development, have no limit on residential activity.
- 6.22. The limit on commercial activities other than offices was originally intended to limit activities that might adversely affect the function and amenity of centres. This provision has been fine-tuned in the Proposed Plan Change so that it focuses only on those non-office activities that are most likely to impact centres in that way, i.e. retail and commercial services activities. The formula has not been amended but applies to all development on the Site (including residential) to ensure that the provision of activities required to service the convenience needs of both workers and residents on the Site can meet demand. An alternative mechanism for limiting retail activities has been considered as part of the s32 evaluation of the Proposed Plan Change but it was concluded that the existing formula is the most appropriate method.

#### *Parking*

- 6.23. It is not proposed to amend the formula in the Smales 1 Precinct provisions which is used to calculate the maximum number of parking spaces on the Site for business activities. However, consistent with the parking rates applying to the Metropolitan Centre, Town Centre and Mixed Use zones, no maximum or minimum parking rate is proposed for residential activities.

#### *Trip generation*

- 6.24. Standard I538.6.3 of the Smales 1 Precinct exempts development up to 105,000m<sup>2</sup> from the requirement in E27.3(2) for an Integrated Transport Assessment to be provided with all resource consent applications where specified trip generation thresholds are exceeded.
- 6.25. An ITA has been prepared for this plan change application and it is considered that an ITA should not be required when resource consent applications are made for future development. This is consistent with the situation applying under Unitary Plan Standard E27.6.1(2) to the Metropolitan Centre, Town Centre and THAB zones, and also when “development is being undertaken in accordance with ... provisions approved on the basis of an Integrated Transport Assessment where the land use and the associated trip generation and transport effects are the same or similar in character, intensity and scale to those identified in the previous assessment”.

#### *Building height*

- 6.26. Under the legacy plan, the maximum height of buildings on the Site was measured from the average ground level along the Taharoto Road frontage. This was carried through to the Unitary Plan, although expressed as a Reduced Level

(“RL”). The current height limit for buildings under the Smales 1 Precinct is RL48.5, which is equivalent to approximately 25m above the average ground level along the Taharoto Road frontage (RL23.4).

- 6.27. It is proposed that increased height limits apply to the Smales 1 Precinct in order to enable the efficient development of the Site. The Site is large and deep, with a maximum fall of 6m from Taharoto Road to the rear boundary of the Site. Expressing the height limit as an RL is considered appropriate because the rolling height method would result in smaller buildings at the rear of the Site when, relative to potential effects, taller buildings are more appropriate there.
- 6.28. For a depth of 50m from the road frontages, the maximum building height is proposed to be RL50.4 which is equivalent to 27m above the average ground level of the Taharoto Road frontage. This is consistent with the maximum height in the Unitary Plan applying to many areas zoned Town Centre.
- 6.29. Over the balance of the Site the maximum building height is proposed to be RL123.4 (100m above the average ground level along the Taharoto Road frontage) but buildings extending above RL98.4 are restricted to an area of 3,000m<sup>2</sup> (cumulative building footprints above RL98.4). Effectively, therefore, the maximum height in buildings over much of the Site is 75m above the average ground level along the Taharoto Road frontage. A height of 75m is consistent with the maximum building height on the North Shore Hospital site, and 100m is equivalent to the height of the Sentinel residential building in Takapuna. It should be noted that the height of buildings in part of the Takapuna Metropolitan Centre is unlimited under the Unitary Plan, although height is governed in that case by Floor Area Ratio (“FAR”) and HIRB standards.
- 6.30. Alternatives to the proposed maximum height have been considered in the s32 evaluation.

*Maximum tower dimension and tower separation*

- 6.31. The Business Park zone doesn’t include standards to control building mass because tower development is not provided for. With the proposal to provide for higher buildings on the Site it is considered that such standards would be appropriate. A Floor Area Ratio control has historically been used to encourage slender floorplates with tall buildings. However, as Smales Farm comprises two large sites, it is not practicable to control building mass by this method. In any case, this standard has limited application in the Unitary Plan. In order to address this aspect of building design, therefore, a combination of standards is proposed - maximum tower dimension and building separation.
- 6.32. The basis for the maximum tower dimension standard is that applying in the Metropolitan Centre zone, i.e. for that part of a building above 32.5m in height the maximum plan dimension must not exceed 55m. However, the maximum height in the Metropolitan Centre zone is generally 72.5m and buildings above that height are not addressed in the standards. For the Smales 1 Precinct, it is proposed that above 75m, the maximum plan dimension should be 35m, which approximates to the plan dimension of the Sentinel tower at Takapuna. The Sentinel is a residential building and the upper levels of the higher buildings at Smales Farm are expected to be occupied by residential activity (apartments).
- 6.33. The only standard applying to building separation in the Metropolitan Centre zone is one requiring the upper levels of buildings to be at least 6m from a side boundary. Metropolitan Centres generally comprise multiple titles and sites separated by roads, and this layout naturally provides a degree of building



separation. The Sylvia Park Metropolitan Centre is an exception as it consists of just one title, and in that precinct parts of buildings between 27m and 50m in height must be separated from each other by a minimum horizontal distance of 20m. This standard has been adopted for the Smales 1 Precinct.

*Outlook space*

- 6.34. In the Business Park zone, the outlook space standard (H15.6.7) applies only to visitor accommodation and boarding houses, both restricted discretionary activities. The standard doesn't apply to other forms of residential activity which are non-complying activities. With the increased height limit and the proposal for dwellings to be a permitted activity, it is considered that the outlook space standard applying to the Metropolitan Centre Zone is a more appropriate basis for a standard to apply to the Smales 1 Precinct. Accordingly, the standard from the Metropolitan Centre zone has been adopted in a modified form. The modification is the deletion of references to outlook over roads or "sites" because those features do not apply to the Smales 1 Precinct.

*Minimum dwelling size*

- 6.35. Another standard required with the change in status for dwellings is that specifying a minimum dwelling size. Again, the standard applying in the Metropolitan Centre zone has been adopted.

*Pedestrian plaza*

- 6.36. As a consequence of the area of impervious surfaces being limited to 80% of the area of a site in the Business Park Zone, there will be a significant amount of open space within the Smales 1 Precinct – more than 2ha of the 10.8ha Site. It is considered, however, that it is appropriate for the proposed mixed use development to have a central public area specifically designed to be an attractive place for people to gather. A rule has therefore been proposed that will require such an area to be provided not later than the completion of 125,000m<sup>2</sup> of development within the Precinct. The GFA trigger has been determined from the indicative development schedule in Section 9 of this report and represents the cumulative gross floor area that is likely to be in place at the time the central part of the Site is under development. A number of amenity related requirements are specified in the standard, including a minimum area of 400m<sup>2</sup> (which is consistent with a similar requirement for the Sylvia Park Precinct).

*Restricted discretionary activities - Matters of discretion and Assessment criteria*

- 6.37. Only three additional restricted discretionary activities are proposed for the Smales 1 Precinct. These relate to activities exceeding the proposed height limits, the conversion of a building or part of a building for residential purposes and drive-through restaurants (both of which are currently non-complying activities in the Business Park zone). Matters of discretion and assessment criteria have been included in the precinct provisions to address those activities, as well as the existing matters and criteria applying to an infringement of the parking standard.
- 6.38. Additionally, in acknowledgement of the greater intensity of development and taller buildings enabled with the Proposed Plan Change, as well as the inclusion of residential activities in the mix provided for, matters of discretion and assessment criteria are proposed which will supplement the criteria applying to new buildings (and additions and alterations) under Business Park Zone provisions.

### *Precinct plans*

- 6.39. It is proposed that the Smales 1 Precinct provisions include two precinct plans: one to identify the areas over which the two height limits apply; and the other to identify structuring elements to be provided as the Precinct is developed over time. These structuring elements include the location of vehicle access points, indicative routes of pedestrian links, and an indicative location for the required pedestrian plaza.

## **7. STATUTORY CONTEXT – RESOURCE MANAGEMENT ACT**

### **7.1. Resource Management Act Provisions**

- 7.1.1. Clause 21(1) of the First Schedule to RMA provides that any person may request a change to a Unitary Plan or a regional plan. Clause 22 of the Schedule 1 requires that the request explain the purpose of and reasons for the Proposed Plan Change, and include an evaluation report prepared in accordance with section 32 of the Act. Where environmental effects are anticipated the request is to describe those effects, taking account of clauses 6 and 7 of Schedule 4, in such detail as corresponds with their scale and significance.
- 7.1.2. As set out in Section 11 of this report, an evaluation report under section 32 of RMA requires consideration of the objectives of the proposal in terms of the purpose of the Act; the policies and rules proposed in the proposal in terms of the relevant objectives; and benefits and costs.
- 7.1.3. This report summarises the circumstances which have led to the plan change application, assesses the environmental impacts which may arise from acceptance of the provisions of the Proposed Plan Change, considers the application in relation to the Auckland Regional Policy Statement, the Unitary Plan and other planning documents, and assesses the proposed provisions in accordance with section 32.

## **8. STRATEGIC FRAMEWORK**

### **8.1. Introduction**

- 8.1.1. The strategic framework for the assessment of the Proposed Plan Change comprises both RMA and non-RMA documents. While the primary document to be considered is the Unitary Plan, The Auckland Plan (given effect to by the Unitary Plan) and the National Policy Statement on Urban Development Capacity (which is also to be given effect to by the Unitary Plan) are also relevant documents.

### **8.2. The Auckland Plan**

- 8.2.1. The Auckland Plan is a 30-year plan that sets a strategic direction for Auckland and its communities, integrating social, economic, environmental and cultural objectives. It identifies policies, priorities, programmes and investments to implement the strategic direction.
- 8.2.2. A major focus of the first Auckland Plan (produced in 2012) was a development strategy to accommodate growth in a compact urban form.
- 8.2.3. The Auckland Plan 2050 is a revised plan based on up-to-date information and reconsidered issues, outcomes, directions and areas of focus. This plan was adopted on 5 June 2018 but is only able to be accessed at present as a Planning Committee agenda item.

- 8.2.4. The Auckland Plan 2050 retains the quality compact development approach to accommodating growth of the first Auckland Plan, with development to be focused mainly within the urban footprint, in areas that are easily accessible and in a form that maximises efficient use of land.
- 8.2.5. The benefits of a quality compact form of development listed in the Plan include:
- Increased economic productivity as a result of businesses, workers and consumers being more closely located;
  - Better use of existing infrastructure;
  - A more efficient transport network; and
  - Greater social and cultural vitality from the concentration of activity into urban centres and neighbourhoods.
- 8.2.6. Better integration of land use and transport decisions is sought with housing and employment growth encouraged to occur in areas with better travel options so that the pressure on the transport system is reduced.
- 8.2.7. Unsurprisingly given the current shortfall in the supply of houses, the Plan has a strong focus on housing.
- 8.2.8. The Northern Busway is recognised as a core component of Auckland’s strategic public transport network, forming the backbone for public transport services on the North Shore. It not only provides an opportunity to avoid congestion on the motorway but also significantly increases the capacity of the motorway corridor. Planning for improvements is underway, including ways to increase the capacity of the Busway services.
- 8.2.9. The existing urban areas which are likely to undergo significant housing and business growth over the next 30 years (either by the private sector or through public sector intervention) are identified as either “nodes” or “development areas”. The nodes are the City Centre, Albany, Westgate and Manukau. The Plan sets out a number of characteristics of development areas, including:
- Substantial capacity for housing and business development.
  - Access to a large number of jobs within a reasonable commuting time.
  - Access to centres and the strategic public transport network within easy walking distance.
  - Current or planned infrastructure capacity that is likely to enable significant additional growth.
  - Market feasibility.
- 8.2.10. Smales Farm is within the Takapuna Development Area.

Comments

- 8.2.11. The Proposed Plan Change is consistent with the Auckland Plan 2050 because it enables development within the Takapuna Development Area on a Site with substantial capacity for both residential and business development, and with the backbone of the North Shore strategic public transport network on its doorstep. Furthermore, it provides for both employment opportunities and housing on the one site, the Site is served by sufficient existing or planned infrastructure to meet demand, and Smales Farm has an established track record of feasible development.

### **8.3. National Policy Statement: Urban Development Capacity**

- 8.3.1. The National Policy Statement: Urban Development Capacity provides direction to local authority decision-makers under the RMA on planning for urban environments. It covers development capacity for both housing and business, and recognises the national significance of urban environments and the need to enable such environments to develop and change. Sufficient development capacity should be provided by local authorities to meet the needs of a growing population, both by intensifying existing urban areas (“going up”) and by releasing land in greenfield areas (“going out”). Development capacity must be supported by infrastructure and the NPS encourages the integration and coordination of land use and infrastructure planning. Increasing feasible development opportunities will increase the competitiveness of the property market and, in relation to housing, will “provide communities with more choice, at lower prices”.
- 8.3.2. The NPS aims to ensure that planning decisions enable the supply of housing needed to meet demand with local authorities required to prepare a “housing and business development capacity assessment”. The assessment is to be regularly monitored and planning decisions made to ensure that plentiful development opportunities are made available, recognising that not all feasible development opportunities will be taken up. Auckland is identified as a “high-growth urban area” and all of the objectives and policies of the NPS apply to the Auckland Council.
- 8.3.3. Auckland Council released its first “Housing and business capacity assessment for Auckland” in December 2017. For housing capacity under the Auckland Unitary Plan, it is concluded in the report that feasible supply is expected to meet forecast demand for the short and medium terms but, in the long-term (between 10 and 30 years), the current feasible supply is less than demand. Although there is no shortfall in business land in the short or medium term, there is a shortfall in some locations in the long term.

#### Comment

- 8.3.4. The Proposed Plan Change will enable the development of a significant number of dwellings (apartments) at Smales Farm and in that way contribute to the supply of housing to meet the demand from a growing population in the medium to longer term. The ongoing role of Smales Farm as a focus for employment opportunities will be unaffected by the proposed amendments to the provisions of the Smales 1 Precinct.

### **8.4. Auckland Unitary Plan**

#### **Regional Policy Statement**

- 8.4.1. Two issues identified in section B1 of the Auckland Unitary Plan (Issues of regional significance) are relevant to the Proposed Plan Change. These are:
- Urban growth and form (addressed in section B2); and
  - Infrastructure, transport and energy (B3)
- 8.4.2. Of the issues identified in section B2, four specifically relate to the matters addressed by the Proposed Plan Change, namely:

*“Growth needs to be provided for in a way that ... :*

*(2) supports integrated planning of land use, infrastructure and development;*

*(3) optimises the efficient use of the existing urban area;*

(5) *enables provision and use of infrastructure in a way that is efficient, effective and timely; and*

(6) *maintains and enhances the quality of the environment, both natural and built;*

8.4.3. Two of the issues in section B3, which lists matters to be addressed to realise Auckland's full economic potential, are also pertinent:

- (1) integrating the provision of infrastructure with urban growth; and
- (4) traffic management

8.4.4. These issues are addressed by a number of objectives and policies.

8.4.5. From the consideration of these issues, and objectives and policies, a number of themes of the Regional Policy Statement, relevant to the Proposed Plan Change, can be identified:

- (a) Urban growth should be primarily accommodated within the RUB;
- (b) Growth should be accommodated in a compact urban form;
- (c) Development should respond to the qualities and characteristics of a site;
- (d) Infrastructure should be used efficiently and its planning and provision should ensure that it is integrated with land use;
- (e) Sufficient development capacity should be provided to accommodate residential and commercial growth;
- (f) Intensification should be enabled with the highest residential intensity in and around centres, along corridors and close to public transport network, social facilities and employment opportunities;
- (g) The rate of growth of private vehicle usage should be reduced by encouraging the use of public transport and active transport nodes; and
- (h) Maintaining the quality of the environment.

#### Comments

8.4.6. The Proposed Plan Change directly and positively addresses these themes because:

- (i) It enables the integration of land use and public transport infrastructure to form a Transit Oriented Development;
- (ii) The increased height of buildings enabled is consistent with a compact urban form and provides for a significantly increased efficiency in the utilisation of the land resource;
- (iii) The co-location of commercial and residential uses at a high intensity makes efficient use of existing and planned infrastructure, particularly transport infrastructure;
- (iv) Intensive development is enabled at a location within a major transport corridor and immediately adjacent to a public transport interchange;
- (v) The characteristics of the Site (location, size and orientation, and the nature of the adjacent uses) enable intensification without generating significant adverse environmental effects;



- (vi) The increased population occupying a site adjacent to a major public transport node will make more efficient use of the existing and proposed public transport services;
- (vii) The adjacency of the public transport node, combined with an existing congested road network (which can only get worse over time), will promote the use of public transport and a corresponding decrease in private motor vehicle usage;
- (viii) It makes more efficient use of the existing and proposed public transport services that are readily accessed from the Site; and
- (ix) It assists with addressing the current shortfall in the supply of housing in Auckland, while maintaining the employment potential of the Site.

### **Business Park Zone**

- 8.4.7. The Business Park zone anticipates moderate to intensive office activity occupying buildings grouped on a site in a campus-like development. Ancillary activities including food and beverage, commercial services, childcare and fitness centres are also provided for. The zone is applied to a limited extent in the Unitary Plan, and limits on the amount of office space are usually specified. These areas are generally located adjacent to the rapid and frequent service public transport network.
- 8.4.8. General objectives and policies (common to the centres, Mixed Use, General Business and Business Park zones) are set out in the zone provisions, as well as objectives and policies applying specifically to the Business Park Zone. The following is a summary of the matters addressed by the objectives and policies of most relevance to the Proposed Plan Change.

#### General objectives and policies

- 8.4.9. The general objectives and policies for the centres, Mixed Use, General Business and Business Park zones emphasise a strong network of centres with those centres being focal points for the community. Business activity is to be distributed in locations, and of a scale and form, that provides for the community's social and economic needs, improves access to goods and services and social and community facilities, and manages adverse effects on the environment.
- 8.4.10. The city centre, metropolitan centres and town centres are identified as the primary location for commercial activity, while increased density, diversity and quality of housing is to be enabled in the centre zones and the Mixed Use zone.
- 8.4.11. Most of the policies relate to the design quality of development, and potential adverse effects. In that regard, the following policies are relevant to consideration of the private plan change:

#### Policy H15.3(3)

*Require development to be of a quality and design that positively contributes to:*

- (a) planning and design outcomes identified in this Plan for the relevant zone;*
- (b) the visual quality and interest of streets and other public open spaces; and*
- (c) pedestrian amenity, movement, safety and convenience for people of all ages and abilities.*

Policy H15.3(5)

*Require large-scale development to be of a design quality that is commensurate with the prominence and visual effects of the development.*

Policy H15.3(7)

*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.*

Policy H15.3(8)

*Require development adjacent to residential zones and the Special Purpose – School Zone and Special Purpose – Māori Purpose Zone to maintain the amenity values of those areas, having specific regard to dominance, overlooking and shadowing.*

Policy H15.3(11)

*Require development to avoid, remedy or mitigate adverse wind and glare effects on public open spaces, including streets, and shading effects on open space zoned land.*

- 8.4.12. The potential for an increase in the maximum building height at identified locations is specifically recognised in the general policies:

Policy H15.3(13)

*In identified locations within the centres zones, Business – Mixed Use Zone, Business – General Business Zone and Business – Business Park Zone enable greater building height than the standard zone height, having regard to whether the greater height:*

- (a) is an efficient use of land;*
- (b) supports public transport, community infrastructure and contributes to centre vitality and vibrancy;*
- (c) considering the size and depth of the area, can be accommodated without significant adverse effects on adjacent residential zones; and*
- (d) is supported by the status of the centre in the centres hierarchy, or is adjacent to such a centre.*

Comments on the General objectives and policies

- 8.4.13. The emphasis of the existing and enabled development at Smales Farm on commercial activities is complementary to the enablement of that activity in the centre zones and, with the Proposed Plan Change, it is not proposed to increase the potential for commercial development in the Smales 1 Precinct.
- 8.4.14. The policies regarding design quality and potential adverse effects are addressed with the standards and assessment criteria applying to development in the Business Park Zone, and with the proposed additions to the provisions relating to the Smales 1 Precinct.
- 8.4.15. In relation to the additional height proposed for the Smales 1 Precinct, it is considered that:
- (i) It significantly increases the efficiency of the use of the land;
  - (ii) The increased development enabled will provide significant support for public transport, and the proposed residential component will increase the

vitality and vibrancy of Smales Farm with 24 hour occupancy of the Site by a significant number of people;

- (iii) High buildings can be accommodated without causing significant adverse effects on the amenity of surrounding properties, including residential zones; and
- (iv) The proposed Transit Oriented Development is a specialised form of development and does not challenge the centres hierarchy.

Business Park Zone objectives and policies

8.4.16. The Business Park Zone objectives provide for existing business parks to be efficiently and effectively developed, and for retail activities that support intensive employment activities to be enabled.

8.4.17. The policies seek to implement those objectives and Policy H15.3(18) specifically addresses requirements for a plan change to amend the provisions of existing business parks as follows:

Require a plan change for new business parks and any amendment to the provisions of existing business parks, to:

- (a) limit the permitted amount of office space so as not to adversely affect the function, role and amenity of the Business – City Centre Zone, Business – Metropolitan Centre Zone and Business – Town Centre Zone;
- (b) limit retail to those services such as food and beverage and convenience goods which meet the day to day needs of workers and visitors to the zone;
- (c) limit residential activity except for visitor accommodation;
- (d) demonstrate that the business park will not adversely affect the safe and efficient operation of the transport network;
- (e) demonstrate that a comprehensively planned development and a high standard of visual, landscaped and pedestrian amenity will be achieved
- (f) control the scale of built development so that it remains compatible with a landscaped high quality business space;
- (g) limit development where environmental or servicing constraints exist, unless these can be adequately mitigated; and
- (h) maximise the number and quality of connections through the site where these provide logical links to the local street network, with a priority on pedestrian and cycle routes and avoiding fenced and gated environments.

8.4.18. When development is staged, management of the stages should ensure amenity values and the environment are enhanced, and impacts on the transport network are reduced or maintained (Policy H15.3(19)), and effects are to be managed such that the amenity of neighbouring zones is not degraded (Policy H15.3(20)).

Comments on the Business Park Zone objectives and policies

8.4.19. The Proposed Plan Change is consistent with those parts of Policy H15.3(18) that require the amount of office space and retail activity to be limited. No substantive amendments are proposed to the Smales 1 Precinct provisions that currently address those matters but it is proposed that the limit on retail activities should be aligned to the total development on the Site (including residential), and not just business activities. For this reason, it is proposed to amend Policy H15.3(18(b)) so that it refers to residents, as well as workers and visitors to the zone.

- 8.4.20. The Proposed Plan Change is not consistent with the policy that requires residential activity (except visitor accommodation) to be “limited” and an exemption to this policy is proposed for the Smales 1 Precinct so that residential activity on the Site will not be inconsistent with that policy.
- 8.4.21. Assessments of the effects of the development enabled with the Proposed Plan Change have determined that any effects on the safe and efficient operation of the transport network, and effects on visual, landscape and pedestrian amenity, will be minor. No change is proposed to the current standard that requires landscaped areas in the Business Park Zone to comprise at least 20% of the Site area. In the case of Smales Farm, that standard requires more than 2 hectares to be landscaped which is considered to be consistent with “a landscaped high quality” space.
- 8.4.22. The additional standards and assessment criteria will ensure that the current permeability of the Site, with links through the Site and to the surrounding street network will be maintained.
- 8.4.23. The existing and planned capacity of services infrastructure to the Site is sufficient for the extent and type of development envisaged with the Proposed Plan Change.
- 8.4.24. Overall, with the minor amendments proposed to provide for residential activity at Smales Farm, it is considered that the Proposed Plan Change is consistent with the objectives and policies applying to the Business Park Zone.

### **Transport**

- 8.4.25. E27 is largely a technical section of the Unitary Plan, which deals with the effects of activities on the transport system, parking access and loading. Much of the content is not specifically relevant to the Proposed Plan Change but Objective E27.2(1) addresses the integration of land use with the transport network as follows:

*Land use and all modes of transport are integrated in a manner that enables:*

- (a) the benefits of an integrated transport network to be realised; and*
- (b) the adverse effects of traffic generation on the transport network to be managed.*

### **Comments**

- 8.4.26. The Proposed Plan Change enables a Transit Oriented Development to be established at Smales Farm, integrating the land use activities with the adjacent transport network comprising all modes of transport. The intensive form of development enabled by the Proposed Plan Change, comprising a mix of activities, will support the increased use of public transport to and from the Site. This, together with greater opportunities for walking and cycling, will contribute to the management of adverse effects that would otherwise be generated by increased use of private motor vehicles. It is considered therefore, that the Proposed Plan Change is consistent with the relevant objectives and policies of the transport section of the Unitary Plan.

### **Conclusions regarding the Statutory Framework**

- 8.4.27. The Proposed Plan Change is consistent with the Auckland Plan 2050 which puts a strong emphasis on housing and the integration of land use and transport infrastructure. The enablement of residential activity in the Smales 1 Precinct is consistent with the National Policy Statement on Urban Development Capacity

because it will contribute, over the medium to longer term) to the supply of housing required to meet demand from a growing population.

- 8.4.28. Regarding the Unitary Plan, the Proposed Plan Change directly and positively addresses major themes of the Regional Policy Statement, particularly in relation to the integration of land use and transport infrastructure, and the support increased development at Smales Farm will provide to public transport services.
- 8.4.29. The Proposed Plan Change is consistent with the general objectives and policies applying to the centres, Mixed Use and Business Park zones and, in relation to the proposed increased height limit, readily meets the criteria in Policy H15.3(13).
- 8.4.30. The policies applying to the Business Park Zone do not anticipate residential activity (except visitor accommodation) but, in all other respects, the Proposed Plan Change is consistent with the objectives and policies of the zone. In particular, the strong focus on providing employment opportunities is unaffected by the Proposed Plan Change.
- 8.4.31. The Proposed Plan Change is also consistent with the relevant objectives and policies of the Transport section of the Unitary Plan.

## **8.5. Other Relevant Planning Documents**

- 8.5.1. The Devonport-Takapuna Local Board Plan 2017 and Auckland Council's Long-term Plan (2015-25 and draft 2018-28) have been reviewed. Although transport is identified in these documents as a key issue, there is no specific guidance relevant to the assessment of the Proposed Plan Change.
- 8.5.2. Transport-related policy of relevance to the Proposed Plan Change is addressed in Part 9 of the Integrated Transportation Assessment. The documents reviewed by Stantec include:
  - Government Policy Statement on Land Transport;
  - Auckland Transport Alignment Project;
  - Regional Land Transport Plan;
  - Regional Public Transport Plan; and
  - Integrated Transport Programme.
- 8.5.3. Stantec concludes that the Transit Oriented Development enabled by the Proposed Plan Change will align very well with these transport-related policy documents.

## **9. ASSESSMENT OF EFFECTS ON THE ENVIRONMENT**

### **9.1. Introduction**

- 9.1.1. Having regard to clauses 6 and 7 of Schedule 4 of the RMA, it is considered that the following matters should be addressed by this assessment of environmental effects:
  - The capacity of services infrastructure;
  - Urban design;
  - Landscape and visual effects;



- Economic effects;
- Transportation effects;
- Social effects; and
- Other environmental effects.

9.1.2. The proposed Transit Oriented Development will be implemented over a relatively long period of time – up to 30 years. In order to make a realistic assessment of effects on the environment of development enabled by the Proposed Plan Change, a possible sequence for the development of the buildings illustrated on the Concept Masterplan has been developed. The results of that exercise are set out in **Table 1**.

Year	Commercial (m <sup>2</sup> GFA)	Residential (m <sup>2</sup> GFA)	Apartments (number <sup>4</sup> )
Existing	58,000		
2021	12,000		
2026	22,000	19,000	190
2031	25,000	19,000	190
2036	8,000	19,000	190
2041	17,000	20,000	200
2046	8,000	26,000	260
2051	12,000	35,000	350
<b>Total</b>	<b>162,000</b>	<b>138,000</b>	<b>1,380</b>

**Table 1. Indicative staging of development.**

This staging sequence is assumed for the assessment of potential effects of development in accordance with the Proposed Plan Change.

## **9.2. Services Infrastructure**

9.2.1. The potential effects of development enabled by the Proposed Plan Change on services infrastructure have been considered in the Civil Engineering Assessment (**Annexure 3**).

9.2.2. The existing stormwater ponds on the Site have been designed to manage runoff from an impervious catchment of 6.75ha. However, the maximum impervious area for the Site under the Business Park Zone provisions is 80% of the site area, which equates to about 8.64ha. As the Site is progressively developed, the ponds will need to be enlarged to address the additional impervious area created. The Proposed Plan Change does not seek to amend the impervious area standard and the same requirement applies currently to development enabled by the Unitary Plan provisions applying to Smales Farm. One beneficial effect of future development is that buildings will, over time, replace the existing on-grade parking

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<sup>4</sup> Assuming an average size of 100m<sup>2</sup> per apartment.

areas, resulting in an increase in the quality of stormwater discharged to the ponds.

- 9.2.3. The Site is currently well served with wastewater and water supply infrastructure with large mains nearby. There is no reason to expect that sufficient additional capacity cannot be provided to serve future development over the anticipated 30-year time period for development enabled by the Proposed Plan Change.

### 9.3. Urban Design Assessment

- 9.3.1. A comprehensive urban design assessment has been carried out by Boffa Miskell. This is attached as **Annexure 5** to the plan change application. **Annexure 6** is a drawing package for both the urban design and visual/landscape assessments. The urban design assessment provides a detailed evaluation of the provisions of the Proposed Plan Change, and the likely urban design outcomes for development carried out under those provisions.

- 9.3.2. Boffa Miskell has noted that the combination of development standards and the assessment of proposed development against the suitable criteria proposed with the plan change is consistent with the methodology used to manage the amenity effects of development in the other zones under the Unitary Plan that provide for a comparable scale and intensity of development.

- 9.3.3. In relation to the key urban design matters addressed in the Urban Design Assessment, the appropriateness of the provisions proposed to apply to development within the Smales 1 Precinct can be summarised as follows.

- (a) The Site is well suited to the greater intensity and mix of activities proposed with the plan change because of:
- The highly accessible location in relation to all modes of transport.
  - The large separation distance to surrounding small-scale residential uses.
  - The size of the Site and its capacity for a considerable amount of additional development.
  - The adaptability of the existing development, including existing facilities and amenity (including landscape amenity), to serve an increased population of workers, residents and visitors on the Site.
  - The opportunity for expansive coastal and city views from taller buildings.
- (b) Smales Farm is considered to be an ideal location to provide for tall buildings because of the site attributes listed above and the proposed development standards appropriately address the potential for adverse environmental effects from such development including visual amenity, dominance, privacy, wind and shading effects.
- (c) The Proposed Plan Change recognises the need to ensure that the high standard of design of buildings at Smales Farm is maintained. This is achieved by applying restricted discretionary activity status to new buildings and including assessment criteria that enable a wide range of design quality issues to be assessed, as well as the integration of each stage of new development with existing development on the Site.

- (d) The importance of high quality public spaces and priority for pedestrian access, safety and amenity is recognised by the inclusion of specific standards and assessment criteria to be applied with each stage of future development.
- (e) Similarly, standards and assessment criteria recognise and provide for an appropriate level of residential amenity with each stage of development, and the maintenance of that amenity with each subsequent stage.
- (f) In setting the height limits for development at Smales Farm, a clear distinction is made between the height opportunity afforded by the Site's adjacency to the motorway corridor and the desired outcome of smaller scale buildings along the frontages with the surrounding streets.
- (g) At each stage of development, the potential for adverse effects on neighbouring areas and activities will be assessed.
- (h) The provisions appropriately enable the establishment of a distinct node of high buildings, providing legibility to the Transit Oriented Development adjacent to the Smales Farm public transport interchange.

9.3.4. The conclusion of the Urban Design Assessment is that:

*Overall, it is considered that the proposed plan change has appropriately enabled the desired development outcome – the ability to transition towards a denser, more diverse and vibrant transit-oriented development node over time – while providing development standards and assessment criteria that address key urban design matters.*

9.3.5. It is considered, therefore, that any adverse amenity effects associated with the design of buildings at Smales Farm, their configuration on the Site, and the spaces between the buildings, will be appropriately mitigated by the application of the standards and assessment criteria proposed for the Smales 1 Precinct.

#### **9.4. Landscape and Visual Effects**

9.4.1. Boffa Miskell has carried out a landscape and visual effects assessment of development in accordance with the provisions of the Proposed Plan Change – **Annexure 7** to the plan change application.

9.4.2. A landscape assessment determines the effects of a proposal on an environmental resource while an assessment of visual effects considers how a proposal may affect the viewing audience and visual amenity. Boffa Miskell's assessment focuses mainly on visual effects.

9.4.3. A number of potential viewpoints were identified, reflecting both the immediate and wider context of the Site. These were reviewed and thirteen representative viewpoints were selected for the assessment. For each location, a photograph formed the basis of a visual simulation of the Concept Masterplan which was then analysed.

9.4.4. Boffa Miskell concludes that, given the urban context of the Site, the scale of the surrounding land uses, the additional height and density of built form currently provided for in the Unitary Plan, and the "relative distance and existing visual context of the viewing audience", the visual effects of development provided for with the Proposed Plan Change "will generally be neutral".

9.4.5. From some nearby locations and a limited number of residential properties there could be low to moderate visual effects and, from many locations, the higher

buildings enabled by the Proposed Plan Change are likely to result in positive visual effects due to well-designed taller buildings adding to the urban character and sense of place of the Smales Farm transport node.

- 9.4.6. Boffa Miskell has also assessed potential landscape effects associated with the Lake Pupuke Outstanding Natural Feature. In this regard, it is concluded that any such effects would be minor.
- 9.4.7. Overall it is considered that any adverse landscape and visual effects of development enabled by the Proposed Plan Change will be minor, and that there will also be positive visual effects.

## **9.5. Economic Effects**

- 9.5.1. Insight Economics has prepared an assessment of the likely economic effects of development enabled by the Proposed Plan Change - **Annexure 8** to the plan change application.
- 9.5.2. One of the most significant economic benefits identified is the contribution of development enabled by the Proposed Plan Change to the local and regional dwelling supply. The potential addition to the dwelling supply over the 30-year estimated timeframe for development is significant but, in addition, residential development on the Site is particularly beneficial because:
  - Apartment development is anticipated and apartments are generally more affordable than other dwelling types.
  - Apartments offer many benefits to residents, including greater security and less maintenance than other forms of residential development, and more opportunities to socialise.
  - A mix of employment opportunities and dwellings on the one site will enable people to live and work in the same location, eliminating the need for commuting to work.
- 9.5.3. The economic benefits of Transit Oriented Development are summarised in the report, all of which will apply to the development at Smales Farm enabled by the Proposed Plan Change. The most significant factor in this regard is the location of the Smales Farm bus interchange which adjoins the Site.
- 9.5.4. The synergies of the proposed mixture of activities on the Site have been identified, including the availability of jobs for residents and housing for workers, and increased support for retail, services and entertainment activities beyond the typical hours of work each day and over the whole week.
- 9.5.5. The Proposed Plan Change enables an incremental increase in floor area of retail and commercial services activities on the Site, in step with the staged residential and non-residential development. The potential for this aspect of the development on the Site to adversely affect the role, function and amenity of centres such as Milford and Takapuna has been assessed, despite the fact that those centres are well-established and successful, and are likely to be resilient to trading challenges generated by out-of-centre retail development. The analysis carried out for the assessment of economics effects shows that the future demand generated by development on the Site, and the pro-rata development of retail and commercial services enabled by the provisions of the Proposed Plan Change, are well-balanced. It is considered therefore that any adverse effects on centres will be unlikely and minor.

- 9.5.6. One of the key economic benefits of the Proposed Plan Change is in terms of efficiency – both in terms of land use and infrastructure. The Proposed Plan Change will enable high-density, mixed-use development to occur on scarce, under-developed urban land. This will enable the land to be put to its “highest and best use”, maximising the economic efficiency of land use. In addition, the Proposed Plan Change will maximise infrastructure efficiency because the Site is already connected to key networks, in contrast to development on the periphery of the city.

## **9.6. Transportation Effects**

- 9.6.1. An Integrated Transportation Assessment (“ITA”) for the Proposed Plan Change has been prepared by Stantec. This report is attached as **Annexure 4** to the plan change application. The report describes the existing transport environment, including accessibility of the Site to the different transport modes, and identifies ongoing and future transport initiatives. The transport benefits of Transit Oriented Development, as enabled by the Proposed Plan Change, are identified. The methodology and results of transport modelling are described and, finally, the proposal is assessed against the relevant transport-related policy and plans.
- 9.6.2. In relation to the proposed transport oriented development, the most attractive features of the Site are its proximity to supporting land uses and its extremely good connectivity to the full range of transport modes. This form of development capitalises on the availability of readily accessible and frequent public transport services, and reduces reliance on private motor vehicles. The Site is also well connected in relation to active modes of transport, increasing the choices for residents, workers and visitors to the Site. Future transport initiatives will further enhance the Site’s connectivity.
- 9.6.3. The addition of residential activity to the permitted activities in the Smales 1 Precinct causes the Site to be an origin, as well as a destination, for travel. For some residents, there will be an opportunity to work and live in the one location. As a major origin, the residential component will provide increased support for the bus services serving the Site, in particular the Northern Express route which provides high-frequency services throughout the day in both the northern and southern direction. A mode shift from private vehicles to public transport will be a very attractive option for residents.
- 9.6.4. Traffic modelling has been carried out to determine the ability of the road network surrounding Smales Farm to accommodate the levels of traffic expected to be generated by development on the Site. It was decided to carry out this collaboratively with the Waitemata District Health Board (“WDHB”) because a masterplan for the extensive development of the North Shore Hospital site is expected to be implemented during the same timeframe as development at Smales Farm. The modelling therefore takes account of traffic anticipated to be generated from the combined development and the results will be utilised with future resource consent applications for development on the hospital site, as well as for the proposed plan change for Smales Farm.
- 9.6.5. Inputs to the modelling were provided by the Auckland Forecasting Centre, and this group, Auckland Transport and NZTA were consulted regarding modelling assumptions. Traffic surveys to gather data for the existing situation were undertaken under Stantec’s supervision.
- 9.6.6. Flow Transportation Consultants was engaged by WDHB to undertake the modelling exercise (for both parties) with Stantec carrying out a peer review (also

for both parties). Subsequently, Stantec developed the model further to explore additional future scenarios and to carry out analysis particular to the Smales Farm proposal.

- 9.6.7. The road network was modelled for the years 2026 and 2036 with the amount of development anticipated at Smales Farm being in accordance with the indicative staging set out in Table 1 (above). Conservatively, for the hospital site it was assumed that the whole of the masterplan would be implemented by 2026.
- 9.6.8. The area surrounding Smales Farm is well developed and the road network is already heavily congested during peak periods. There is very little ability to create new roads or add additional lanes to accommodate future traffic demands. Accordingly, the traffic modelling has considered how many trips would have to be removed from the network in order for the network performance to be comparable to the performance in the same year, assuming no additional development.
- 9.6.9. The modelling for the 2026 and 2036 years has demonstrated that a reduction of 250 vehicles per hour turning from Taharoto Road into Northcote Road will appropriately mitigate the effects of traffic generated by development on both the hospital and Smales Farm sites. This equates to 7-9% of the total peak hour traffic volume on Taharoto Road. The residential component of the anticipated development makes a negligible contribution to this requirement.
- 9.6.10. The largest contribution to this relatively modest reduction in traffic movements is expected to be by a mode shift away from private vehicles to public transport. In addition, people may choose a route that avoids the Northcote area, change their time of travel or work from an alternative location (such as from home). Mode share trends applying to the City Centre show that the reduction is achievable when the road network is congested, and when public transport is a viable alternative. The availability of frequent and rapid bus services at the Smales Farm station ensures that the use of public transport is a viable alternative for those working, living or visiting Smales Farm.
- 9.6.11. Stantec considers that the intensity of development enabled by the Proposed Plan Change is much more efficiently located at Smales Farm than in other areas that don't have the level of supporting infrastructure and facilities available adjacent to, or readily accessible from, the Site.
- 9.6.12. Stantec's review of transport related plans and policies has confirmed that transport oriented development at Smales Farm, as enabled by the Proposed Plan Change, aligns very well with those planning documents that promote the integration of land use and transport planning, and increased use of public transport and active transport modes.
- 9.6.13. It is concluded in the ITA that Smales Farm is an excellent location for a Transit Oriented Development with the levels of activities enabled by the Proposed Plan Change, primarily because of its proximity and connectivity to a wide range of transport modes, particularly public transport. Stantec considers that such a development "can be efficiently integrated into the surrounding transport network in a complementary and sustainable manner".

## **9.7. Other Effects**

### *Social effects*

- 9.7.1. Well designed intensive urban development can generate a range of social benefits particularly if, as is the case at Smales Farm, ready access to rapid and frequent public transport services is available.
- 9.7.2. The compact nature of such development encourages walking which is beneficial in terms of fitness and health. There are also more opportunities for interaction with neighbours and other residents of the area than is the case in low-density suburban situations. In addition, the increased diversity and density of activities increases the vitality of the development and incorporating residential activity, in particular, increases the hours of activity on a site.
- 9.7.3. Ready access to safe and convenient public transport services, and to walking and cycling networks, enables residents, workers and visitors to be less car-dependent. The active modes have beneficial effects on health, and there is often more social interaction with walking and public transport. Proximity to well supported public transport services also provides improved mobility options for disabled persons and other non-drivers.
- 9.7.4. Overall, it is considered that the Transit Oriented Development enabled by the Proposed Plan Change will be beneficial in terms of social effects.

### *Other environmental effects*

- 9.7.5. Other environmental effects to be considered include the effects of earthworks and travel efficiencies associated with decreased reliance on the private motor vehicle.
- 9.7.6. Earthworks are required with almost all development projects and the potential for the discharge of sediment-laden stormwater from a site is managed by the implementation of an erosion and sediment control plan. The City-wide provisions of the Unitary Plan will apply to construction works at Smales Farm.
- 9.7.7. One of the acknowledged benefits of Transit Oriented Development is reduced reliance on travel by private motor vehicle. This will have a consequential positive effect on air quality.

## **9.8. Conclusions regarding Effects**

- 9.8.1. Overall, it is considered that any adverse effects generated by development enabled by the Proposed Plan Change will be minor and satisfactorily mitigated, and that there will be significant positive effects from the form of development enabled.

## **10. ASSESSMENT AGAINST PART 2 OF THE RMA**

- 10.1. The Purpose of the Resource Management Act 1991 is set out in section 5 as follows:

*(1) The purpose of this Act is to promote the sustainable management of natural and physical resources.*

*(2) In this Act, sustainable management means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while—*

- (a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- (c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

- 10.2. It is considered that the Proposed Plan Change promotes sustainable management as it encourages the integration of land use and transport infrastructure, supports public transport services, enables residential activity to contribute to the supply of housing needed to meet demand from Auckland's growing population, enables the ongoing provision of employment opportunities, and avoids or mitigates adverse effects on the environment.
- 10.3. Section 6 lists a number of "Matters of National Importance". None of these matters has particular relevance to the Proposed Plan Change.
- 10.4. Of the "Other Matters" listed in section 7, it is considered that Items (b), (ba), (c) and (f) are relevant to this proposal. The Proposed Plan Change enables the more intensive use of the Site, substantially increasing the potential for the land resource to be efficiently used for development. The Transit Oriented Development anticipated by the proposed modifications to the Unitary Plan provisions applying to the Smales 1 Precinct will promote travel efficiency, will encourage the use of public transport, and will provide support for the services available at the bus station adjacent to the Site. This will have benefits in relation to the efficient use of energy and the maintenance and enhancement of the quality of the environment. The new and modified provisions introduced with the Proposed Plan Change, combined with the characteristics of the Site, will ensure that amenity values of the Site and the surrounding area will be maintained.
- 10.5. In relation to section 8, there are no known Treaty issues associated with the Site.
- 10.6. In summary, the application will assist in achieving the Purpose of the RMA, there are no matters of national importance relevant to the proposal, it is consistent with the relevant matters listed in section 7, and there are no known Treaty issues associated with the Site in terms of section 8 of the RMA.
- 10.7. It is considered that the Proposed Plan Change will promote sustainable development, will positively impact on the social and economic wellbeing of the people and communities of Auckland and will have an acceptable effect on the environment. Accordingly, the Proposed Plan Change as a whole will achieve the purpose of the RMA.

## **11. SECTION 32 EVALUATION**

- 11.1.1. The requirements for preparing an evaluation of a proposed plan change are set out in Section 32 of the RMA, the key parts of which for this assessment are as follows:
- (1) An evaluation report required under this Act must -*
    - (a) examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and*
    - (b) examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by -*



- (i) *identifying other reasonably practicable options for achieving the objectives; and*
        - (ii) *assessing the efficiency and effectiveness of the provisions in achieving the objectives; and*
        - (iii) *summarising the reasons for deciding on the provisions; and*
      - (c) *contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.*
    - (2) *An assessment under subsection (1)(b)(ii) must -*
      - (a) *identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for—*
        - (i) *economic growth that are anticipated to be provided or reduced; and*
        - (ii) *employment that are anticipated to be provided or reduced; and*
      - (b) *if practicable, quantify the benefits and costs referred to in paragraph (a); and*
      - (c) *assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.*
    - (3) *If the proposal (an amending proposal) will amend a standard, statement, national planning standard, regulation, plan, or change that is already proposed or that already exists (an existing proposal), the examination under subsection (1)(b) must relate to -*
      - (a) *the provisions and objectives of the amending proposal; and*
      - (b) *the objectives of the existing proposal to the extent that those objectives -*
        - (i) *are relevant to the objectives of the amending proposal; and*
        - (ii) *would remain if the amending proposal were to take effect.*
- 11.1.2. The required evaluation is a two-part analysis, firstly of proposed objectives and, secondly, of policies, rules and any other methods proposed. It is implicit in s32 that an evaluation will involve the consideration of alternatives in order to determine whether proposed objectives, policies and rules are the “most appropriate”.
- 11.1.3. The fundamental decision to be made with the Proposed Plan Change is whether the Unitary Plan should be amended to enable the implementation of a Transit Oriented Development (incorporating residential activities) at Smales Farm. As concluded above, it is considered that the Proposed Plan Change will promote sustainable development, will positively impact on the social and economic wellbeing of the people and communities of Auckland and will have an acceptable effect on the environment. Accordingly, it is considered that the Proposed Plan Change as a whole will achieve the purpose of the RMA.
- 11.1.4. In **Appendix D, Table D1**, an evaluation is made under the s32 framework as to whether it is more appropriate for the status quo to remain, with the Site continuing to be developed as an office park, or for objectives to be added or amended to

enable a mixed-use Transit Oriented Development (incorporating residential activity). The conclusion is that the latter is more appropriate.

- 11.1.5. In order to apply a zone to the Site (without a precinct) that would facilitate the incorporation of residential activity as a component of a Transit Oriented Development, the provisions of that zone would:
- Enable office development but with a cap;
  - Enable unlimited residential development;
  - Enable a limited amount of retail and commercial services activities to serve workers and residents occupying the Site.
- 11.1.6. None of the existing Unitary Plan zones provides for that combination of activities with the restrictions identified, and it is not considered appropriate to create a new zone for one 10ha site. In order to enable the development concept to be implemented, therefore, a precinct is necessary to modify the provisions of an underlying zone.
- 11.1.7. Since its inception as a location for office development, Smales Farm has been zoned as a business park. Under the Unitary Plan, the Site is zoned Business Park with the Smales 1 Precinct modifying the underlying zone provisions. Other zones could potentially apply to the Site, again modified by precinct provisions, and in **Appendix D, Table D2** four alternative zones have been considered: Business Park Zone, Mixed Use Zone, Metropolitan Centre Zone and Town Centre Zone. Although, the provisions of any of these zones could be modified by precinct provisions in order to enable the proposed Transit Oriented Development to be developed, it is considered that the analysis in Table D2 of Appendix D demonstrates that the Business Park Zone is the most appropriate zone for Smales Farm.

**The extent to which each objective is the most appropriate way to achieve the purpose of the Act**

- 11.1.8. Having established that the most appropriate way of achieving the purpose of the Act is to enable to development of Smales Farm as a Transit Oriented Development, and that the Business Park Zone is the most appropriate zone to apply to the Site, it is necessary to determine whether the proposed new and modified objectives appropriately support that form of development.

*Business Park Zone Objectives*

- 11.1.9. One of the existing Business Park Zone objectives applies only to new business parks while the other two require existing business parks to be efficiently and effectively developed, and for retail activities that support intensive employment activities to be enabled. It is considered that no new objectives or modifications to the existing objectives are required to enable a Transit Oriented Development to be established at Smales Farm because it is not precluded by the existing zone objectives. Residential development on the Site can, therefore, be enabled without offending the objectives applying to the zone. The precinct mechanism can appropriately address the proposed residential development which will be particular to Smales Farm.

*Smales 1 Precinct Objectives*

- 11.1.10. It is considered that the existing objective applying to the Smales 1 Precinct does not give any indication that residential development is anticipated on the Site,

and that new objectives should apply to the precinct to guide the policies and rules to enable that activity to be established there.

- 11.1.11. Three new objectives are proposed, therefore, that refocus the outcome anticipated for the Site to a mixed use Transit Oriented Development, incorporating residential development which will enable the more efficient use of the land, contribute to Auckland's housing supply, and take greater advantage of the proximity of the Smales Farm bus station. With the proposed addition of a residential population it is also considered appropriate for there to be a greater emphasis on the amenity values of the Site and an additional objective is proposed to address that matter.
- 11.1.12. It is proposed to modify the existing Smales 1 Precinct objective by removing the reference to managing significant effects on the operation of the transport network because traffic modelling has shown that the surrounding road network will continue to operate satisfactorily with a relatively modest reduction in the number of vehicles on the roads, achieved by greater use of public transport, walking and cycling, and other realistic changes to travel patterns.
- 11.1.13. Taken as a whole, it is considered that the proposed new and modified precinct objectives will appropriately enable an intensive mixed-use Transit Oriented Development to be established on the Site which, in turn, will better achieve the Purpose of the Act than would the status quo.
- 11.1.14. Accordingly, it is considered that adding the proposed new objectives, and modifying the existing objective applying to the Smales 1 Precinct, as proposed, is the most appropriate way to achieve the purpose of the Act.

**Whether, having regard to efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives**

***Proposed Policies***

- 11.1.15. It is proposed to modify two Business Park Zone policies which do not acknowledge the possibility of residential development in the zone and support a Transit Oriented Development at Smales Farm.
- 11.1.16. The existing policies applying to the Smales 1 Precinct, address effects on centres of office activity over a limit of 162,000m<sup>2</sup> GFA and effects on the transport network of development over 105,000m<sup>2</sup> GFA, and limit accessory activities to those which meet the immediate needs of workers and visitors associated with the office activity. These policies will not fully give effect to the new and modified existing objectives proposed to apply to the precinct.
- 11.1.17. It is proposed, therefore, to modify two of the existing policies to enable accessory activities to address the needs of residents as well as workers and to require an assessment of effects on the transport network for office development above the limit applying to that activity on the Site (162,000m<sup>2</sup>) rather than 105,000m<sup>2</sup> as at present.
- 11.1.18. New policies are proposed to enable the full range of residential activities on the Site, and to ensure that an appropriate level of amenity is provided for residents, as well as workers and visitors. To rectify an omission from the existing policy framework for the precinct, a new policy is also proposed to address the parking standard currently applying to the Site.
- 11.1.19. The existing policies will not give effect to the objectives proposed to apply to the precinct and, having regard to efficiency and effectiveness, it is considered that

the proposed policy framework for the precinct proposed with this plan change application are necessary and appropriate to give effect to the proposed objectives.

### **Methods**

- 11.1.20. With the changed outcome sought for development at Smales Farm, modifications to the activity table, and new and modified standards and assessment criteria applying to the Smales 1 Precinct, are required to implement the policies and thereby give effect to the proposed objectives. These are assessed below.

### **Activity Table**

- 11.1.21. It is proposed to amend the activity status of several activities from that applying under the Business Park Zone. Some of these amendments are required to provide for residential activities, while others are proposed to enable activities to establish on the Site that will support the proposed Transit Oriented Development. The latter include temporary activities, the status of which is proposed to be amended so that events can be held without onerous and unnecessary consenting processes being required.
- 11.1.22. It is considered that the proposed changes to the activity status applying under the Business Park zone are appropriate to efficiently and effectively achieve the Smales 1 Precinct objectives.

### **Standards**

#### *Exceptions*

- 11.1.23. The proposed exceptions to the application of the standards applying under the underlying zone and the Transport section of the Unitary Plan are necessary to confirm the relevant standards set out below.

#### *Gross Floor Area*

- 11.1.24. No GFA limit is proposed on residential activity within the precinct, consistent with the centre zones and the Mixed Use Zone in order to enable the efficient and effective development of a mixed-use, Transit Oriented Development.
- 11.1.25. The proposed limit on retail and commercial activities is a simplified version of the standard currently applying to the zone, with the list of activities to which the limit applies reduced to those that could, potentially lead to the establishment of a de facto centre at Smales Farm. The formula provides for retail and commercial services activities to be provided incrementally on the Site, in step with other development (including residential activities). Apart from the fine-tuning of the activities to which the formula applies, and the proposed permitted status of residential activities, the formula is unchanged from that currently applying to the Smales 1 Precinct.
- 11.1.26. An alternative way of limiting retail activities would be to have permitted activity status apply only to tenancies 200m<sup>2</sup> GFA or less, as is the case in the Mixed Use Zone. The alternatives are evaluated in **Appendix D, Table D3**, where it is concluded that the proposed formula is the most appropriate way of achieving the objectives of the Smales 1 Precinct.

*Parking*

- 11.1.27. It is not proposed to amend the parking provisions that currently apply to development in the Smales 1 Precinct for business activities. No minimum or maximum limit is proposed for parking associated with residential activity. That is the case with the Metropolitan Centre, Town Centre, Local Centre, Mixed Use and THAB zones and it will be consistent for residential activity in the Business Park Zone to be treated in the same way. It is considered that the lack of a maximum or minimum parking requirement will facilitate residential development on the Site and is, therefore, appropriate for achieving the objectives of the precinct.

*Trip generation*

- 11.1.28. The exemptions provided for with this standard will enable development on the Site without an assessment of the surrounding road network for every new development proposal. This will contribute to the efficient and effective achievement of the precinct objectives.

*Building height*

- 11.1.29. Three alternatives have been considered for the height limit to apply to the Smales 1 Precinct:
- The status quo – RL48.5 (approximately 25m above the average ground level along the Taharoto Road frontage);
  - The height limit generally applying in the Metropolitan Centre Zone – 72.5m measured by the rolling height method; and
  - RL123.4 (approximately 100m but with the floorplate area above RL98.4 limited to 3,000m<sup>2</sup>).

- 11.1.30. These options have been evaluated in **Appendix D, Table D4** where it is concluded that the proposed height limit (RL123.4/98.4) is the most appropriate way of achieving the objectives of the Smales 1 Precinct.

*Maximum tower dimension and tower separation*

- 11.1.31. Standards have been proposed to limit the dimensions of towers and to specify a minimum separation distance between taller buildings. It is considered that these standards are necessary to ensure an appropriate level of visual amenity with the development of tall buildings.

*Residential amenity*

- 11.1.32. Similarly, it is considered that the proposed standards that address residential amenity (I538.6.6 and 6.7) are necessary to ensure that Smales Farm is an attractive place to live.

*Pedestrian plaza*

- 11.1.33. A standard is proposed that requires a pedestrian plaza to be established, approximately in the middle of the Site, designed to meet specified parameters, no later than the completion of 125,000m<sup>2</sup> of development within the precinct. The proposed standard will contribute to the achievement of the objectives requiring the Smales 1 Precinct to be a vibrant and attractive place for residents, workers and visitors.

### ***Matters of discretion and Assessment Criteria***

- 11.1.34. Matters of discretion and criteria are necessary for the assessment of restricted discretionary activities and it is considered that those proposed for the Smales 1 precinct will contribute to the efficient and effective achievement of the precinct objectives.

### **S32 Conclusions**

- 11.1.35. The potential effects associated with the provisions proposed to be introduced to the Unitary Plan through the plan change application for Smales Farm have been assessed throughout this document and in the supporting technical reports. In this section of the planning report, an evaluation of the proposed objectives, policies, activity table, standards and assessment criteria has been undertaken. Having regard to that analysis, and the conclusions of assessment in other sections of this report, it is considered that:
- (a) Enabling a mixed-use Transit Oriented Development, including residential activity, at Smales Farm is more appropriate than limiting development on the Site to office activity.
  - (b) The Business Park Zone is the most appropriate underlying zone for the Site.
  - (c) The proposed new and modified objectives of the Smales 1 Precinct are the most appropriate way to achieve the purpose of the Act and to contribute to the achievement of the objectives in the RPS section of the Unitary Plan;
  - (d) The proposed new and modified policies applying to the Business Park Zone and the Smales 1 Precinct will efficiently and effectively achieve the objectives of the zone and the precinct.
  - (e) The proposed modifications and additions to the activity table, standards and assessment criteria applying to the the Smales 1 Precinct will efficiently and effectively address the zone and precinct policies.
- 11.1.36. Overall, it is considered that the Proposed Plan Change is the most appropriate way of achieving the purpose of the Act.

## **12. CONSULTATION**

- 12.1.1. For the past two years Smales Farm management has consulted extensively with Auckland Council over the Proposed Plan Change, particularly in relation to providing for residential development on the Site within taller buildings than can currently be developed as a permitted activity. Those consulted include the Councillors representing the area within which Smales Farm is located, the Chief Executive Officer, and senior planning officers. The feedback on the principle of providing for intensive development, including residential activity has been positive with no adverse comments received.
- 12.1.2. In addition, consultation has taken place with council planners and external specialist consultants, particularly in relation to the proposed amendments to the provisions applying to the Smales 1 precinct. With this consultation the Council has been provided with drafts of the proposed provisions and feedback has been received. That feedback has been taken into account when developing the set of provisions lodged with the application for the Proposed Plan Change. The draft urban design and landscape/visual assessment reports, and the accompanying

graphics package, have also been provided to the Council for comment prior to those documents being finalised.

- 12.1.3. Consultation has also been carried out with the management of Auckland Transport and the New Zealand Transport Agency on the principle of a Transit Oriented Development, incorporating a mix of residential and commercial activities on the Site. Again, the proposal has been positively received. Consultation has also taken place with officers of those organisations to ensure that the transport modelling and effects assessment carried out for the plan change application were appropriate. These organisations (through the Auckland Forecasting Centre) also provided input to the models used for the assessment.
- 12.1.4. Consultation was also undertaken at a senior level with Watercare in relation to the ability of the development enabled by the Proposed Plan Change to be supplied with the services required.
- 12.1.5. A key party consulted on the Proposed Plan Change is the Waitemata District Health Board. The Board has prepared a masterplan for the long-term development of the North Shore Hospital site, and the traffic modelling to assess the transport effects of contemporaneous development on the hospital site and Smales Farm was carried out jointly by the transportation consultants employed by each party.
- 12.1.6. Discussions have also been held with the principals of the nearby schools, Westlake Girls High School and Takapuna Normal Intermediate, and initial feedback has been positive.

### **13. CONCLUSIONS**

- 13.1. Because of the location, size and orientation of the Site, the proximity of a major public transport interchange, and the relative insensitivity of the surrounding uses to effects of tall buildings and intensive development on the Site, Smales Farm is very suitable for development as a Transit Oriented Development.
- 13.2. The integration of land use and transport infrastructure facilitated with the enablement of residential activity on the Site, and the co-location of commercial and residential uses at a high intensity, makes efficient use of the physical land resource and existing infrastructure, particularly transport infrastructure.
- 13.3. The Site is extremely well located in relation to the transport network with the Smales Farm station on the Northern Busway, and an interchange with the Northern Motorway, which together make up the backbone of the transport system on Auckland's North Shore, immediately adjacent.
- 13.4. The Proposed Plan Change will support and encourage the use of readily accessible public transport services available at the bus station. Although additional travel demand will be generated by the anticipated development on the Site, increased public transport usage and other trends that have the potential to reduce work related travel at peak times, will enable the intensive development of the Site to take place without having significant adverse effects on the operation of the surrounding road network.
- 13.5. The Site is surrounded by uses that are relatively insensitive to the effects on intensification, both because of the nature of the activities on adjacent sites, and due to the separation distance provided by the roads forming the boundaries of the Site. Intensification can therefore occur without generating significant adverse effects on the owners and occupiers of the surrounding properties.

- 13.6. Smales Farm is a large site within which development is unconstrained by a public street network. This enables a high amenity development to be provided within the Site to accompany staged development.
- 13.6.1. A comprehensive assessment of environmental effects potentially generated by development enabled by the Proposed Plan Change has been carried out. It is considered that any adverse effects generated by the proposed development will be minor and satisfactorily mitigated, and that there will be significant positive effects from the form of development enabled.
- 13.7. An evaluation of the Proposed Plan Change has been undertaken in accordance with the requirement of s32 of the Act. Through that evaluation it has been determined that enabling a mixed-use Transit Oriented Development, including residential activity, at Smales Farm is more appropriate than the status quo but that the Business Park Zone remains the most appropriate underlying zone for the Site.
- 13.8. It has also been determined that the proposed new and modified objectives of the Smales 1 Precinct are the most appropriate way to achieve the purpose of the Act and to contribute to the achievement of the objectives in the RPS section of the Unitary Plan, and that the proposed new and modified policies and rules of the Smales 1 Precinct will efficiently and effectively achieve the objectives of the zone and the precinct.
- 13.9. Overall, it is considered that the Proposed Plan Change is the most appropriate way of achieving the purpose of the RMA and it is therefore recommended for favourable consideration pursuant to the procedures set out in the Act.

Vaughan Smith  
**Vaughan Smith Planning Limited**  
March 2019



## **APPENDIX A**

### **H15 Business – Business Park Zone Proposed Amendments to Policies**



## APPENDIX A

### Proposed Plan Change – Smales Farm

#### Proposed Amendments to H15 Business – Business Park Zone

##### Policy H15.3(18)

*Amend as follows:*

(18) Require a plan change for new business parks and any amendment to the provisions of existing business parks, to:

...

(b) limit retail to those services such as food and beverage and convenience goods which meet the day to day needs of workers, residents and visitors to the zone;

(c) except within the Smales 1 Precinct, limit residential activity (except for apart from visitor accommodation).

...



## **APPENDIX B**

**I538 Smales 1 Precinct  
Proposed New and Amended Provisions (Track Change)**



## **I538. Smales 1 Precinct**

### **I538.1. Precinct description**

The zoning of land within the ~~precinct~~Smales 1 Precinct is the Business - Business Park Zone.

The Smales 1 Precinct (Smales Farm) is located on the corner of ~~Taharato~~ Taharoto and Northcote roads, and is adjacent to State Highway 1 and the Northern Busway. The precinct permits non-residential activities (subject to a maximum gross floor area for), residential activities, a maximum number of car parking spaces, and provides for some accessory activities to address demand from those employed on the site, residents, and visitors to the precinct.

### **I538.2. Objectives**

(A1) The intensive development of the Smales 1 Precinct as a vibrant mixed-use Transit Oriented Development is enabled.

(1) Ongoing development of the Smales ~~Farm Technology Office Park~~1 Precinct as an employment node is enabled while managing significant adverse effects ~~on the safe and efficient operation of the transport network~~, on the amenity of neighbouring zones, and on the function and amenity of the Business – Metropolitan Centre Zone and Business – Town Centre Zone.

(2) Residential development is enabled to use the land more efficiently, increase housing capacity and choice, particularly for employees of businesses at the Smales 1 Precinct and other nearby business areas, and to take advantage of the proximity of the Smales Farm station on the Northern Busway.

(3) The Smales 1 Precinct is an attractive place to live, work and visit.

The overlay, Auckland-wide and zone objectives apply in this precinct in addition to those specified above.

### **I538.3. Policies**

The Auckland-wide and underlying zone policies apply in this precinct in addition to those specified below.

(1) Require ~~office activity~~development over 162,000m<sup>2</sup> gross floor area of business activity in the Smales 1 Precinct to demonstrate that significant adverse effects on the amenity of neighbouring zones will be managed and that the function and amenity of the Business – Metropolitan Centre Zone and Business – Town Centre Zone will not be significantly adversely affected.

(1A) Enable the development of intensive residential activities at the Smales 1 Precinct and require it to be designed to provide privacy and outlook; and have access to daylight and sunlight.

(1B) Require landscaped open space and pedestrian connections to be provided or maintained with each stage of development to ensure an appropriate level of amenity for residents, workers and visitors to the Smales 1 Precinct.

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- (2) ~~Limit~~Provide for accessory activities to ~~those which~~ meet the immediate needs of office workers ~~and visitors to Smales Farm, residents and visitors to the Smales 1 Precinct while limiting the extent of those activities to manage potential adverse effects on the function and amenity of the Business – Metropolitan Centre Zone and Business – Town Centre Zone.~~
- (3) Require ~~business~~ development over ~~405~~162,000m<sup>2</sup> gross floor area of business activity in the Smales 1 Precinct to demonstrate that ~~they~~the activity will not significantly adversely affect the safe and efficient operation of the transport network, or that such effects will be mitigated.
- (4) Limit the supply of on-site parking over time to recognise the accessibility of the Smales 1 Precinct to public transport services, while supporting the planned growth of non-residential activities and acknowledging the need for an appropriate supply of parking on the site in the short term to encourage that growth.

The overlay, Auckland-wide and zone policies apply in this precinct in addition to those specified above

**I538.4. Activity table**

The provisions in any relevant overlays, zone and the Auckland-wide apply in this precinct unless otherwise specified below.

Table I538.4.1 specifies the activity status of land use activities in the Smales 1 Precinct pursuant to section 9(3) of the Resource Management Act 1991.

**Table I538.4.1 Activity table Smales 1 Precinct**

Activity	Activity status
<b>General</b>	
(A1) <del>Activities</del> <u>Non-residential activities</u> exceeding the <del>162,000m<sup>2</sup></del> gross floor area <del>maximum</del> <u>maximums</u> in Standard I538.6.1.	D
<del>(A2) Activities exceeding the gross floor area limit in Table I538.6.1.1</del>	<del>D</del>
(A3) Activities exceeding the limits in Standard I538.6.2	RD
<u>(A4)</u> Activities exceeding the limits in Standard I538.6.4	RD
<b>Use</b>	
<u>Accommodation</u>	
<u>(A5) Dwellings</u>	<u>P</u>
<u>(A6) Conversion of a building or part of a building to dwellings, integrated residential development, visitor accommodation or boarding</u>	<u>RD</u>
<u>(A7) Integrated residential development</u>	<u>P</u>
<u>(A8) Supported residential care</u>	<u>P</u>



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<u>(A9)</u>	<u>Visitor accommodation and boarding houses</u>	<u>P</u>
<u>Commerce</u>		
<u>(A10)</u>	<u>Conference facilities</u>	<u>P</u>
<u>(A11)</u>	<u>Entertainment facilities</u>	<u>D</u>
<u>(A12)</u>	<u>Retail</u>	<u>P</u>
<u>(A13)</u>	<u>Service stations</u>	<u>NC</u>
<u>(A14)</u>	<u>Supermarkets up to 2,000m<sup>2</sup> gross floor area per tenancy</u>	<u>P</u>
<u>(A15)</u>	<u>Supermarkets greater than 2,000m<sup>2</sup> gross floor area per tenancy</u>	<u>D</u>
<u>(A16)</u>	<u>Drive-through restaurants</u>	<u>RD</u>
<u>Community</u>		
<u>(A17)</u>	<u>Community facilities</u>	<u>P</u>
<u>(A18)</u>	<u>Education facilities</u>	<u>P</u>
<u>(A19)</u>	<u>Tertiary education facilities</u>	<u>P</u>
<u>Development</u>		
<u>(A23)</u>	<u>Temporary structures that are established for less than 21 days.</u>	<u>P</u>
<u>Signs</u>		
<u>Comprehensive development signage</u>		
<u>(A25)</u>	<u>Comprehensive development signage that is further than 30m from the Shakespeare Road, Taharoto Road and Northcote Road frontages.</u>	<u>P</u>
<u>Temporary activities</u>		
<u>Temporary Activities – General</u>		
<u>(A26)</u>	<u>Temporary activities for up to 21 consecutive days.</u>	<u>P</u>
<u>Specific Temporary Activities</u>		
<u>(A27)</u>	<u>Noise events</u>	<u>P</u>

**I538.5. Notification**

- (1) Any application for resource consent for ana restricted discretionary, discretionary or non-complying activity listed in Table I538.4.1 Activity table above will be subject to the normal tests for notification under the relevant sections of the Resource Management Act 1991.
- (2) When deciding who is an affected person in relation to any activity for the purposes of section 95E of the Resource Management Act 1991 the Council will give specific consideration to those persons listed in Rule C1.13(4).

**I538.6. Standards**

The standards applicable to the underlying zone and Auckland-wide apply in this precinct, except the following:

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- ~~Policy Standard E27.3(2) Integrated transport assessment 6.1 Trip generation for non-residential development up to 105,162,000m<sup>2</sup> gross floor area (see Standard I538.6.3);~~
- ~~Standard E27.6.1 Trip generation or for residential development up to 105,000m<sup>2</sup> gross floor area (see Standard I538.6.3); and~~
- Standard E27.6.2(5);
- ~~Standard H16H15.6.1 Building height;~~
- Standard H15.6.3 Yards; and
- Standard H15.6.7 Outlook space.

All activities in the Smales 1 Precinct must comply with the following standards.

**I538.6.1. Gross floor area (GFA)**

- (1) The maximum gross floor area in the precinct for non-residential activities is 162,000m<sup>2</sup> subject to ~~the following in Table I538.6.1.1(2) below:~~

**Table I538.6.1.1 Gross floor area**

<b>Activity</b>	<b>Gross floor area</b>
Commercial services	Must not exceed 3,800m <sup>2</sup> plus a cumulative gross floor area of 500m <sup>2</sup> for every 10,000m <sup>2</sup> of gross floor area of offices over 41,120m <sup>2</sup> including development already established in the Smales 1 Precinct
Food and beverage	
Retail	
Service stations	
Care centres	
Community facilities	
Repair and maintenance services	

- (2) The Gross Floor Area occupied by retail and commercial services activities must not exceed 3,800m<sup>2</sup> plus a cumulative gross floor area of 500m<sup>2</sup> for every 10,000m<sup>2</sup> of gross floor area of development over 41,120m<sup>2</sup> including development already established in the Smales 1 Precinct.

**I538.6.2. Parking**

- (1) The number of parking spaces accessory to non-residential activities must not exceed:
- (a) 1936 car parking spaces for the first 44,770m<sup>2</sup> gross floor area;
  - (b) an additional one car parking space per 31.8m<sup>2</sup> gross floor area for development between 44,770m<sup>2</sup> and 105,000m<sup>2</sup> gross floor area; and
  - (c) an additional one car parking space per 45.1m<sup>2</sup> gross floor area for development in excess of 105,000m<sup>2</sup> gross floor area to a maximum of 5094 spaces

- (2) No minimum or maximum parking requirements apply to residential activity.

### I538.6.3. Trip generation

(1) ~~Development~~Non-residential development up to ~~405~~162,000m<sup>2</sup> gross floor area, and residential development, will not be subject to the following:

- (1) Policy E27.3(2) Integrated transport assessment; and
- (2) Standard E27.6.1 Trip generation.

### I538.6.4. Building height

(1) Buildings must not exceed ~~RL48.5m in height~~the heights in the following table (expressed as an RL - Reduced Level above Mean Sea Level):

**Table I538.6.4.1 Building height**

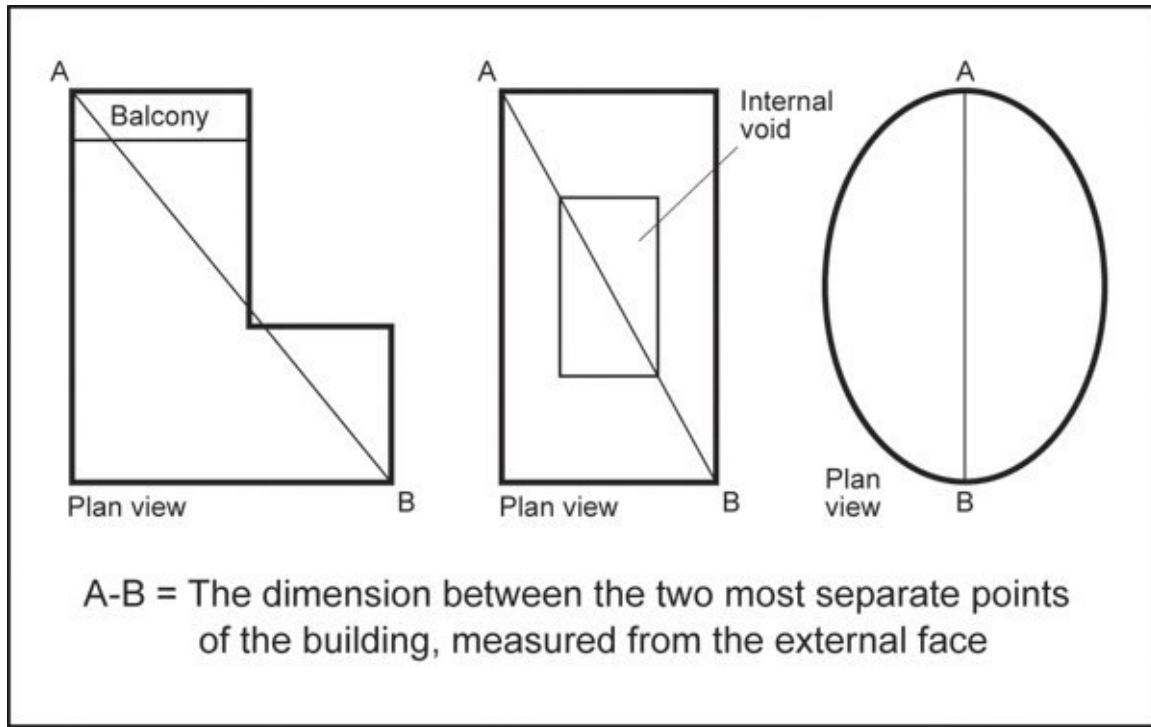
<u>Height Area as identified on Precinct Plan 1</u>	<u>RL</u>	<u>Height above average GL at Taharoto Road frontage</u>
<u>1</u>	<u>50.4</u>	<u>27m</u>
<u>2</u>	<u>123.4</u>	<u>100m</u>

(2) Notwithstanding I538.6.4(1) the cumulative area of the largest floor plate in each building in Height Area 2 above a height of RL98.4 (75m above average GL at the Taharoto Road frontage) must not exceed 3,000m<sup>2</sup>. For clarity, this standard does not constrain the total gross floor area of buildings above RL98.4.

### **I538.6.5. Maximum tower dimension and tower separation**

- (1) The maximum plan dimension of that part of a building above 27m must not exceed 55m.
- (2) The maximum plan dimension of that part of a building above 75m must not exceed 35m.
- (3) The maximum plan dimension is the horizontal dimension between the exterior faces of the two most separate points of the building.
- (4) Above a height of 27m, a minimum distance of 20m must be provided between buildings.

### **Figure I538.6.5.1 Maximum tower dimension plan view**



#### **I538.6.6. Outlook space**

(1) Refer to H9 Business – Metropolitan Centre Zone, Standard H9.6.10.

#### **I538.6.7. Minimum dwelling size**

(1) Refer to H9 Business – Metropolitan Centre Zone, Standard H9.6.11.

#### **I538.6.8. Noise events**

(1) Refer to E40 Temporary activities, Standards E40.6.1 and E40.6.4.

#### **I538.6.9. Pedestrian Plaza**

(1) No later than the completion of 125,000m<sup>2</sup> GFA of development in the Smales 1 Precinct, a pedestrian plaza shall be provided approximately in the location shown on Precinct Plan 2. The pedestrian plaza shall:

- (a) have a minimum area of 400m<sup>2</sup>.
- (b) receive adequate winter sun between the hours of 11am and 2pm.
- (c) be appropriately sheltered from the south-westerly wind.
- (d) be designed having regard to CPTED principles.
- (e) incorporate hard and soft landscaping.

#### **I538.7. Assessment – controlled activities**

There are no controlled activities in ~~this precinct~~ the Smales 1 Precinct.

#### **I538.8. Assessment – restricted discretionary activities**

##### **I538.8.1. Matters of discretion**

~~The~~ For activities and development that are restricted discretionary activities in the Smales 1 Precinct, the Council will restrict its discretion to ~~all of~~ the following matters

## I538 Smales 1 Precinct

~~when assessing a restricted discretionary activity resource consent application, in addition to the matters specified for the relevant restricted discretionary activities in the overlay, Business – Business Park zone and the Auckland-wide or zone provisions:~~

(1) ~~(1) refer~~ Activities exceeding the limits in Standard I538.6.2

- (a) Refer to E27 Transport and H16 Business – Business Park Zone, Rule E27.8.1(5) for the matters for activities that do not comply with the above standards.

(2) Activities exceeding the limits in Standard I538.6.4

- (a) The effects of the infringement on the amenity of neighbouring sites.  
(b) The effects of the infringement on on-site amenity.  
(c) The location of the site in relation to its suitability for high buildings.  
(d) The contextual relationship of the building with adjacent buildings and the wider landscape.

(3) Conversion of a building or part of a building to dwellings, integrated residential development, visitor accommodation or boarding houses

- (a) Refer to H9 Business – Metropolitan Centre zone, Rule H9.8.1(5).

(4) Drive-through restaurants

- (a) Refer to H9 Business – Metropolitan Centre zone, Rule H9.8.1(1).

~~(4)(5)~~ New buildings, and additions and alterations not comply with the above standards otherwise provided for

- (a) Consistency with Precinct Plan 2.  
(b) Building design.  
(c) The design of ground floor residential activity.  
(d) The provision and design of landscaped open space.  
(e) Pedestrian amenity, safety and access.  
(f) The design of tall buildings.

### **I538.8.2. Assessment criteria**

~~The~~For activities and development that are restricted discretionary activities in the Smales 1 Precinct, the Council will consider the relevant assessment criteria below ~~for restricted discretionary activities,~~ in addition to the ~~assessment~~ criteria specified for the relevant restricted discretionary activities in the ~~overlay, Auckland wide or zone provisions:~~

~~(1) refer to E27 Transport and H16 Business – Business Park Zone for the relevant assessment criteria for activities that do not comply with the above standards.~~zone and the Auckland-wide rules:

(1) Activities exceeding the limits in Standard I538.6.2.

- (a) Refer to E27 Transport, Rule E27.8.2(4)(b) to (h).

(2) Activities exceeding the limits in Standard I538.6.4

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(a) The extent to which the amenity of neighbouring sites is adversely affected.

(b) The extent to which the Smales 1 Precinct can accommodate higher buildings without generating significant adverse effects on the wider environment.

(c) The extent to which the height of a new building is appropriate in the context of the height of buildings on adjacent land and within the wider landscape.

(3) Conversion of a building or part of a building to dwellings, integrated residential development, visitor accommodation or boarding houses

(a) Refer to H9 Business – Metropolitan Centre zone, Rule H9.8.2(5).

(4) Drive-through restaurants

(a) Refer to H9 Business – Metropolitan Centre zone, Rule H9.8.2(1).

(5) New buildings, and additions and alterations not otherwise provided for

(a) Consistency with Precinct Plan 2

The extent to which development is generally consistent with the structuring elements identified on Precinct Plan 2. Note: Key Pedestrian Linkages need not be linear.

(b) Building design

The extent to which:

- Building design is of high quality.
- Features such as façade modulation and articulation, and/or the use of materials and finishes, are used to manage visual amenity effects of building bulk and scale, and to create visual interest.
- The roof profile is part of the overall building form and rooftop plant and equipment is integrated into the building design.

(c) Ground floor residential activity

Where ground floor residential activity adjoins a publicly accessible area of public access, the extent to which the design of the public/private interface:

- Addresses the privacy of occupiers of dwellings.
- Provides appropriate levels of passive surveillance of the adjoining area of public access.
- Maintains the visual and pedestrian amenity of the adjoining area of public access.

(d) Landscaped open space

The extent to which:

- Landscaped open space is provided or maintained with each stage of development.

## I538 Smales 1 Precinct

- the design of hard and soft landscaping integrates with and appropriately enhances the design and configuration of buildings and the amenity of public places within the site for the various users of the Smales 1 Precinct.

### (e) Pedestrian amenity, safety and access.

#### The extent to which:

- Legible pedestrian routes are provided within and through the site linking each of the main entrances from the surrounding street network and the bus station to the location of the future pedestrian plaza.
- The design of a building contributes to pedestrian vitality and interest where it fronts an area of significant pedestrian activity.
- Building entrances are easily identifiable and accessible, and provide pedestrian shelter.
- Separate pedestrian entrances are provided for residential activity that are clearly located and legible for public access and provide a sense of address for residents and visitors.
- The design of development has regard to pedestrian and personal safety.
- Parking, loading and service areas are located and screened (as necessary) to maintain pedestrian amenity.

### (f) Buildings extending above RL50.4m

#### The extent to which:

- the building maintains the visual amenity of the overall development on the site as viewed from residential zones and public places outside the Smales 1 precinct.
- the building makes a positive contribution to the collective skyline of the Smales 1 Precinct, including architectural expression to the rooftops and upper levels of tall towers.
- the building responds and relates appropriately to the scale and form of neighbouring buildings within the Smales 1 Precinct.
- adverse off-site effects of tall buildings, in particular wind, shadowing, dominance and privacy effects, are mitigated.

## **I538.9. Special information requirements**

There are no special information requirements in this precinct.

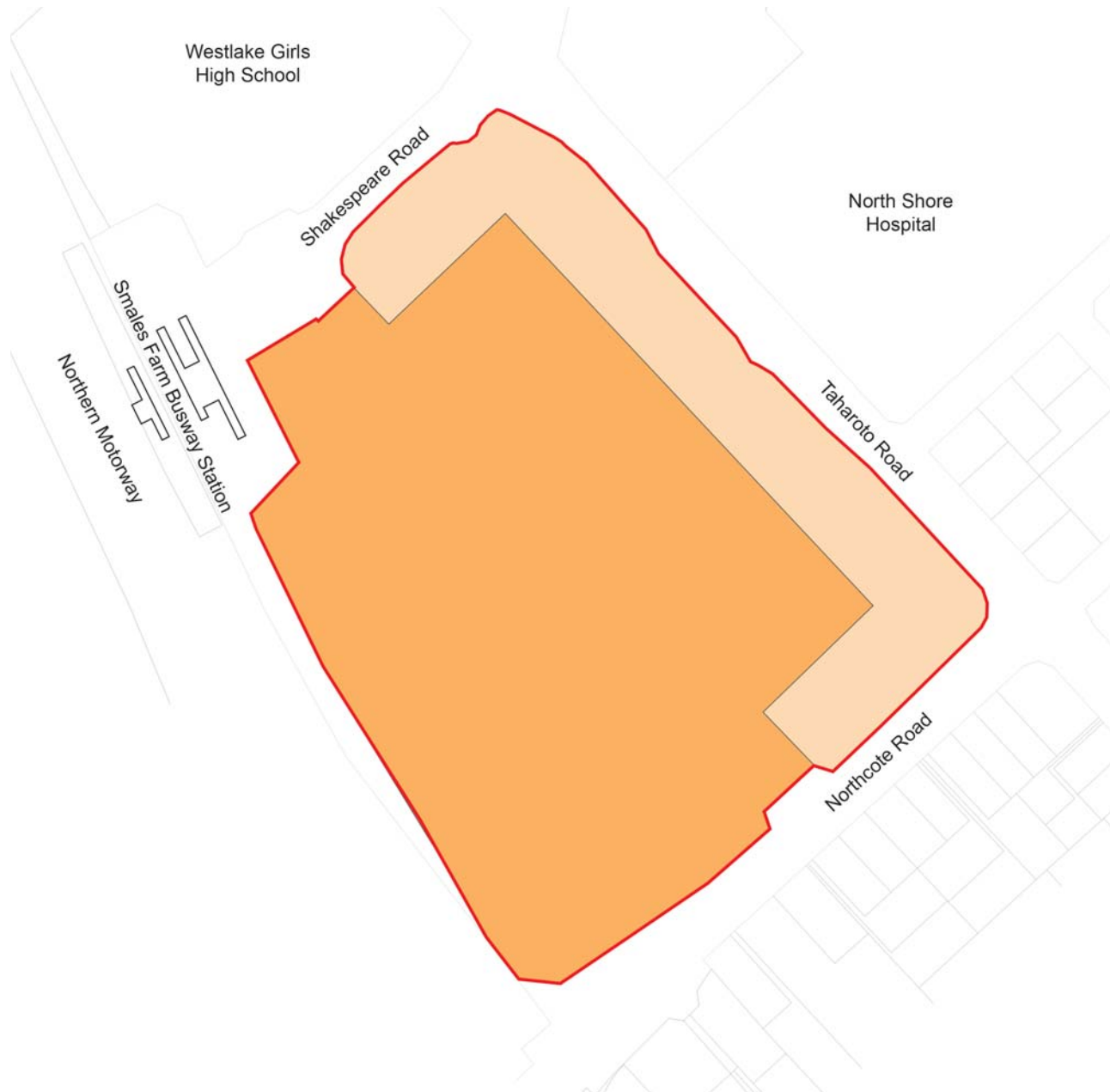
### **I538.10. Precinct plans**

I538.10.1 Smales 1 Precinct: Precinct Plan 1 – Maximum Height



I538.10.2 Smales 1 Precinct: Precinct Plan 2 – Structuring Elements







**SMALES FARM PRECINCT PLAN: MAXIMUM HEIGHT**





Height Area 1		RL 50.4m
Height Area 2		RL 123.4m







**SMALES FARM PRECINCT PLAN: STRUCTURING ELEMENTS**

-  Structuring Axes / Key Pedestrian Linkages
-  Pedestrian Plaza
-  Vehicle Access
-  Minor Vehicle Access





## **APPENDIX C**

### **I538 Smales 1 Precinct Proposed New and Amended Provisions (“Clean”)**



## **I538. Smales 1 Precinct**

### **I538.1. Precinct description**

The zoning of land within the Smales 1 Precinct is the Business - Business Park Zone.

The Smales 1 Precinct (Smales Farm) is located on the corner of Taharoto and Northcote roads, and is adjacent to State Highway 1 and the Northern Busway. The precinct permits non-residential activities (subject to a maximum gross floor area), residential activities, a maximum number of car parking spaces, and provides for some accessory activities to address demand from those employed on the site, residents, and visitors to the precinct.

### **I538.2. Objectives**

- (A1) The intensive development of the Smales 1 Precinct as a vibrant mixed-use Transit Oriented Development is enabled.
- (1) Ongoing development of the Smales 1 Precinct as an employment node is enabled while managing significant adverse effects on the amenity of neighbouring zones, and on the function and amenity of the Business – Metropolitan Centre Zone and Business – Town Centre Zone.
- (2) Residential development is enabled to use the land more efficiently, increase housing capacity and choice, particularly for employees of businesses at the Smales 1 Precinct and other nearby business areas, and to take advantage of the proximity of the Smales Farm station on the Northern Busway.
- (3) The Smales 1 Precinct is an attractive place to live, work and visit.

The overlay, Auckland-wide and zone objectives apply in this precinct in addition to those specified above.

### **I538.3. Policies**

The Auckland-wide and underlying zone policies apply in this precinct in addition to those specified below.

- (1) Require development over 162,000m<sup>2</sup> gross floor area of business activity in the Smales 1 Precinct to demonstrate that significant adverse effects on the amenity of neighbouring zones will be managed and that the function and amenity of the Business – Metropolitan Centre Zone and Business – Town Centre Zone will not be significantly adversely affected.
- (1A) Enable the development of intensive residential activities at the Smales 1 Precinct and require it to be designed to provide privacy and outlook; and have access to daylight and sunlight.
- (1B) Require landscaped open space and pedestrian connections to be provided or maintained with each stage of development to ensure an appropriate level of amenity for residents, workers and visitors to the Smales 1 Precinct.
- (2) Provide for accessory activities to meet the immediate needs of office workers, residents and visitors to the Smales 1 Precinct while limiting the

extent of those activities to manage potential adverse effects on the function and amenity of the Business – Metropolitan Centre Zone and Business – Town Centre Zone.

- (3) Require development over 162,000m<sup>2</sup> gross floor area of business activity in the Smales 1 Precinct to demonstrate that the activity will not significantly adversely affect the safe and efficient operation of the transport network, or that such effects will be mitigated.
- (4) Limit the supply of on-site parking over time to recognise the accessibility of the Smales 1 Precinct to public transport services, while supporting the planned growth of non-residential activities and acknowledging the need for an appropriate supply of parking on the site in the short term to encourage that growth.

The overlay, Auckland-wide and zone policies apply in this precinct in addition to those specified above

**I538.4. Activity table**

The provisions in any relevant overlays, zone and the Auckland-wide apply in this precinct unless otherwise specified below.

Table I538.4.1 specifies the activity status of land use activities in the Smales 1 Precinct pursuant to section 9(3) of the Resource Management Act 1991.

**Table I538.4.1 Activity table Smales 1 Precinct**

Activity		Activity status
<b>General</b>		
(A1)	Non-residential activities exceeding the gross floor area maximums in Standard I538.6.1.	D
(A3)	Activities exceeding the limits in Standard I538.6.2	RD
(A4)	Activities exceeding the limits in Standard I538.6.4	RD
<b>Use</b>		
Accommodation		
(A5)	Dwellings	P
(A6)	Conversion of a building or part of a building to dwellings, integrated residential development, visitor accommodation or boarding	RD
(A7)	Integrated residential development	P
(A8)	Supported residential care	P
(A9)	Visitor accommodation and boarding houses	P
Commerce		
(A10)	Conference facilities	P



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(A11)	Entertainment facilities	D
(A12)	Retail	P
(A13)	Service stations	NC
(A14)	Supermarkets up to 2,000m <sup>2</sup> gross floor area per tenancy	P
(A15)	Supermarkets greater than 2,000m <sup>2</sup> gross floor area per tenancy	D
(A16)	Drive-through restaurants	RD
<b>Community</b>		
(A17)	Community facilities	P
(A18)	Education facilities	P
(A19)	Tertiary education facilities	P
<b>Development</b>		
(A23)	Temporary structures that are established for less than 21 days.	P
<b>Signs</b>		
<b>Comprehensive development signage</b>		
(A25)	Comprehensive development signage that is further than 30m from the Shakespeare Road, Taharoto Road and Northcote Road frontages.	P
<b>Temporary activities</b>		
<b>Temporary Activities – General</b>		
(A26)	Temporary activities for up to 21 consecutive days.	P
<b>Specific Temporary Activities</b>		
(A27)	Noise events	P

**I538.5. Notification**

- (1) Any application for resource consent for a restricted discretionary, discretionary or non-complying activity listed in Table I538.4.1 Activity table above will be subject to the normal tests for notification under the relevant sections of the Resource Management Act 1991.
- (2) When deciding who is an affected person in relation to any activity for the purposes of section 95E of the Resource Management Act 1991 the Council will give specific consideration to those persons listed in Rule C1.13(4).

**I538.6. Standards**

The standards applicable to the underlying zone and Auckland-wide apply in this precinct, except the following:

- Standard E27.6.1 Trip generation for non-residential development up to 162,000m<sup>2</sup> gross floor area or for residential development (see Standard I538.6.3);
- Standard E27.6.2(5);

- Standard H15.6.1 Building height;
- Standard H15.6.3 Yards; and
- Standard H15.6.7 Outlook space.

All activities in the Smales 1 Precinct must comply with the following standards.

**I538.6.1. Gross floor area (GFA)**

- (1) The maximum gross floor area in the precinct for non-residential activities is 162,000m<sup>2</sup> subject to (2) below:
- (2) The Gross Floor Area occupied by retail and commercial services activities must not exceed 3,800m<sup>2</sup> plus a cumulative gross floor area of 500m<sup>2</sup> for every 10,000m<sup>2</sup> of gross floor area of development over 41,120m<sup>2</sup> including development already established in the Smales 1 Precinct.

**I538.6.2. Parking**

- (1) The number of parking spaces accessory to non-residential activities must not exceed:
  - (a) 1936 car parking spaces for the first 44,770m<sup>2</sup> gross floor area;
  - (b) an additional one car parking space per 31.8m<sup>2</sup> gross floor area for development between 44,770m<sup>2</sup> and 105,000m<sup>2</sup> gross floor area; and
  - (c) an additional one car parking space per 45.1m<sup>2</sup> gross floor area for development in excess of 105,000m<sup>2</sup> gross floor area to a maximum of 5094 spaces
- (2) No minimum or maximum parking requirements apply to residential activity.

**I538.6.3. Trip generation**

- (1) Non-residential development up to 162,000m<sup>2</sup> gross floor area, and residential development, will not be subject to the following:
  - (1) Policy E27.3(2) Integrated transport assessment; and
  - (2) Standard E27.6.1 Trip generation.

**I538.6.4. Building height**

- (1) Buildings must not exceed the heights in the following table (expressed as an RL - Reduced Level above Mean Sea Level):

**Table I538.6.4.1 Building height**

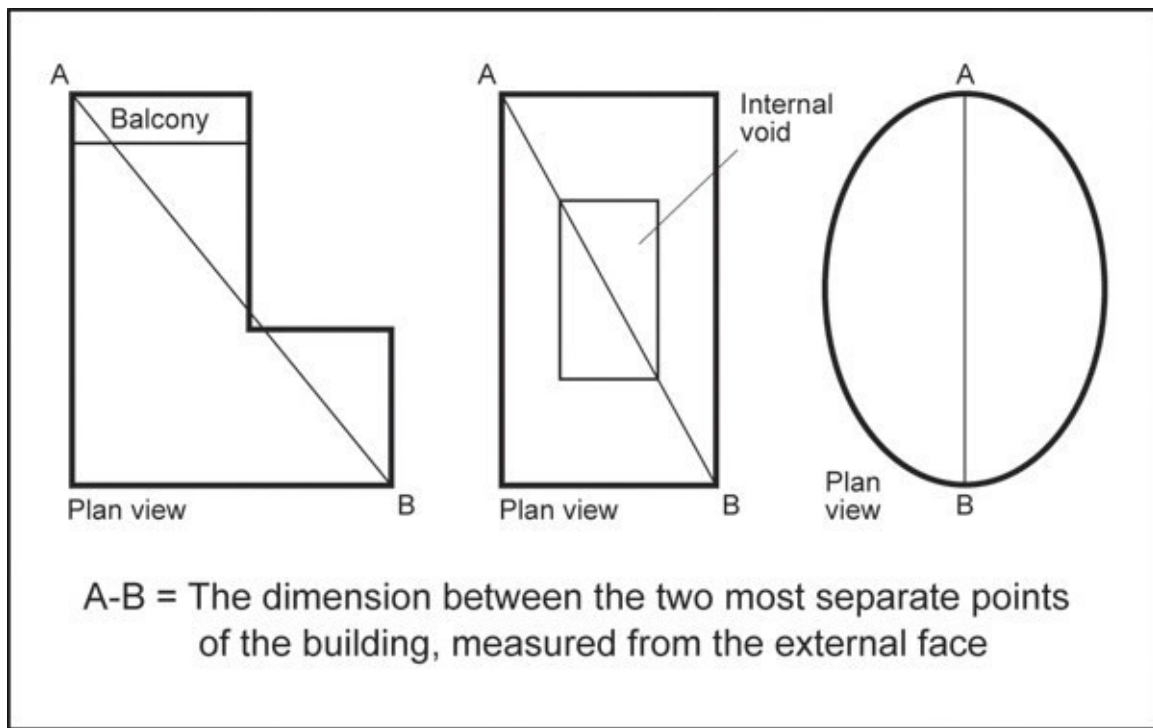
Height Area as identified on Precinct Plan 1	RL	Height above average GL at Taharoto Road frontage
1	50.4	27m
2	123.4	100m

(2) Notwithstanding I538.6.4(1) the cumulative area of the largest floor plate in each building in Height Area 2 above a height of RL98.4 (75m above average GL at the Taharoto Road frontage) must not exceed 3,000m<sup>2</sup>. For clarity, this standard does not constrain the total gross floor area of buildings above RL98.4.

**I538.6.5. Maximum tower dimension and tower separation**

- (1) The maximum plan dimension of that part of a building above 27m must not exceed 55m.
- (2) The maximum plan dimension of that part of a building above 75m must not exceed 35m.
- (3) The maximum plan dimension is the horizontal dimension between the exterior faces of the two most separate points of the building.
- (4) Above a height of 27m, a minimum distance of 20m must be provided between buildings.

**Figure I538.6.5.1 Maximum tower dimension plan view**



**I538.6.6. Outlook space**

- (1) Refer to H9 Business – Metropolitan Centre Zone, Standard H9.6.10.

### **I538.6.7. Minimum dwelling size**

- (1) Refer to H9 Business – Metropolitan Centre Zone, Standard H9.6.11.

### **I538.6.8. Noise events**

- (1) Refer to E40 Temporary activities, Standards E40.6.1 and E40.6.4.

### **I538.6.9. Pedestrian Plaza**

- (1) No later than the completion of 125,000m<sup>2</sup> GFA of development in the Smales 1 Precinct, a pedestrian plaza shall be provided approximately in the location shown on Precinct Plan 2. The pedestrian plaza shall:
  - (a) have a minimum area of 400m<sup>2</sup>.
  - (b) receive adequate winter sun between the hours of 11am and 2pm.
  - (c) be appropriately sheltered from the south-westerly wind.
  - (d) be designed having regard to CPTED principles.
  - (e) incorporate hard and soft landscaping.

### **I538.7. Assessment – controlled activities**

There are no controlled activities in the Smales 1 Precinct.

### **I538.8. Assessment – restricted discretionary activities**

#### **I538.8.1. Matters of discretion**

For activities and development that are restricted discretionary activities in the Smales 1 Precinct, the Council will restrict its discretion to the following matters in addition to the matters specified for the relevant restricted discretionary activities in the Business – Business Park zone and the Auckland-wide provisions:

- (1) Activities exceeding the limits in Standard I538.6.2
  - (a) Refer to E27 Transport, Rule E27.8.1(5) .
- (2) Activities exceeding the limits in Standard I538.6.4
  - (a) The effects of the infringement on the amenity of neighbouring sites.
  - (b) The effects of the infringement on on-site amenity.
  - (c) The location of the site in relation to its suitability for high buildings.
  - (d) The contextual relationship of the building with adjacent buildings and the wider landscape.
- (3) Conversion of a building or part of a building to dwellings, integrated residential development, visitor accommodation or boarding houses
  - (a) Refer to H9 Business – Metropolitan Centre zone, Rule H9.8.1(5).
- (4) Drive-through restaurants
  - (a) Refer to H9 Business – Metropolitan Centre zone, Rule H9.8.1(1).
- (5) New buildings, and additions and alterations not otherwise provided for
  - (a) Consistency with Precinct Plan 2.

- (b) Building design.
- (c) The design of ground floor residential activity.
- (d) The provision and design of landscaped open space.
- (e) Pedestrian amenity, safety and access.
- (f) The design of tall buildings.

#### **I538.8.2. Assessment criteria**

For activities and development that are restricted discretionary activities in the Smales 1 Precinct, the Council will consider the relevant assessment criteria below in addition to the criteria specified for the relevant restricted discretionary activities in the Business – Business Park zone and the Auckland-wide rules:

- (1) Activities exceeding the limits in Standard I538.6.2.
  - (a) Refer to E27 Transport, Rule E27.8.2(4)(b) to (h).
- (2) Activities exceeding the limits in Standard I538.6.4
  - (a) The extent to which the amenity of neighbouring sites is adversely affected.
  - (b) The extent to which the Smales 1 Precinct can accommodate higher buildings without generating significant adverse effects on the wider environment.
  - (c) The extent to which the height of a new building is appropriate in the context of the height of buildings on adjacent land and within the wider landscape.
- (3) Conversion of a building or part of a building to dwellings, integrated residential development, visitor accommodation or boarding houses
  - (a) Refer to H9 Business – Metropolitan Centre zone, Rule H9.8.2(5).
- (4) Drive-through restaurants
  - (a) Refer to H9 Business – Metropolitan Centre zone, Rule H9.8.2(1).
- (5) New buildings, and additions and alterations not otherwise provided for
  - (a) Consistency with Precinct Plan 2

The extent to which development is generally consistent with the structuring elements identified on Precinct Plan 2. Note: Key Pedestrian Linkages need not be linear.
  - (b) Building design

The extent to which:

    - Building design is of high quality.
    - Features such as façade modulation and articulation, and/or the use of materials and finishes, are used to manage visual amenity effects of building bulk and scale, and to create visual interest.
    - The roof profile is part of the overall building form and rooftop

plant and equipment is integrated into the building design.

(c) Ground floor residential activity

Where ground floor residential activity adjoins a publicly accessible area of public access, the extent to which the design of the public/private interface:

- Addresses the privacy of occupiers of dwellings.
- Provides appropriate levels of passive surveillance of the adjoining area of public access.
- Maintains the visual and pedestrian amenity of the adjoining area of public access.

(d) Landscaped open space

The extent to which:

- Landscaped open space is provided or maintained with each stage of development.
- the design of hard and soft landscaping integrates with and appropriately enhances the design and configuration of buildings and the amenity of public places within the site for the various users of the Smales 1 Precinct.

(e) Pedestrian amenity, safety and access.

The extent to which:

- Legible pedestrian routes are provided within and through the site linking each of the main entrances from the surrounding street network and the bus station to the location of the future pedestrian plaza.
- The design of a building contributes to pedestrian vitality and interest where it fronts an area of significant pedestrian activity.
- Building entrances are easily identifiable and accessible, and provide pedestrian shelter.
- Separate pedestrian entrances are provided for residential activity that are clearly located and legible for public access and provide a sense of address for residents and visitors.
- The design of development has regard to pedestrian and personal safety.
- Parking, loading and service areas are located and screened (as necessary) to maintain pedestrian amenity.

(f) Buildings extending above RL50.4m

The extent to which:

- the building maintains the visual amenity of the overall development on the site as viewed from residential zones and

public places outside the Smales 1 precinct.

- the building makes a positive contribution to the collective skyline of the Smales 1 Precinct, including architectural expression to the rooftops and upper levels of tall towers.
- the building responds and relates appropriately to the scale and form of neighbouring buildings within the Smales 1 Precinct.
- adverse off-site effects of tall buildings, in particular wind, shadowing, dominance and privacy effects, are mitigated.

**I538.9. Special information requirements**

There are no special information requirements in this precinct.

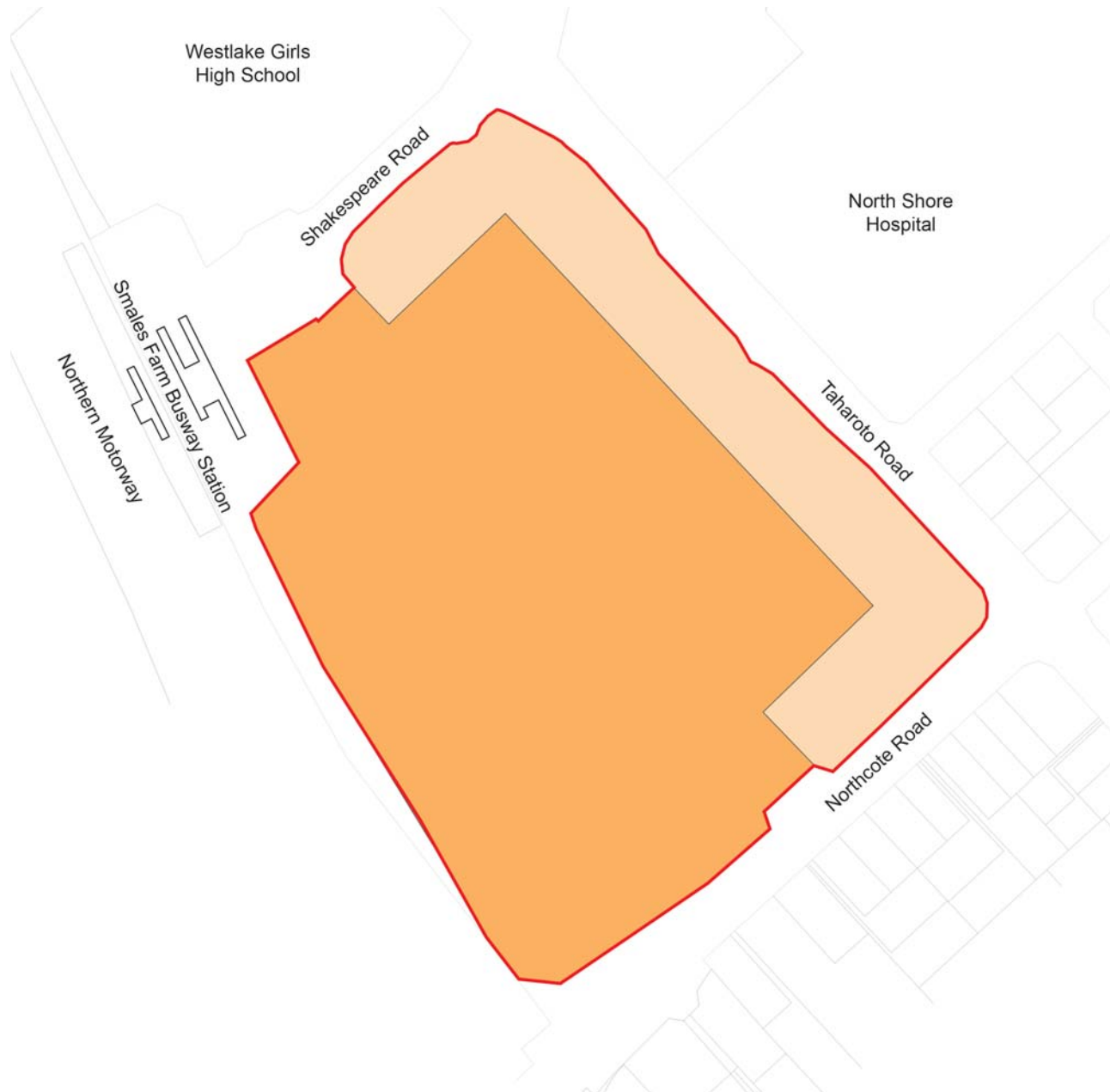
**I538.10. Precinct plans**

I538.10.1 Smales 1 Precinct: Precinct Plan 1 – Maximum Height



I538.10.2 Smales 1 Precinct: Precinct Plan 2 – Structuring Elements







**SMALES FARM PRECINCT PLAN: MAXIMUM HEIGHT**





Height Area 1		RL 50.4m
Height Area 2		RL 123.4m







**SMALES FARM PRECINCT PLAN: STRUCTURING ELEMENTS**

-  Structuring Axes / Key Pedestrian Linkages
-  Pedestrian Plaza
-  Vehicle Access
-  Minor Vehicle Access





## **APPENDIX D**

### **Section 32 Evaluation Tables**



## Proposed Private Plan Change – Smales Farm

Table D1 Future Development Options: Status Quo (office park) or Enable Residential Development at Smales Farm

Option	Description	Efficiency/effectiveness	Benefits/Costs	Comments
(i)	Status quo Smales Farm remains an office park with some limited accessory activities.	This option does not enable the efficient use of the Site, does not take full advantage of the proximity of the bus station to integrate land use and transport infrastructure and does not enable residential development to contribute to the housing supply.	<p><i>Benefits:</i></p> <ul style="list-style-type: none"> <li>• Does not challenge the perception of an office park being an employment centre, without residential activity.</li> <li>• Retains and perpetuates the relatively low density and very well landscaped form of development envisaged under the current provisions.</li> <li>• Limits or mitigates the generation of adverse effects that might arise from intensification of the site (eg: visual or traffic effects).</li> </ul> <p><i>Costs:</i></p> <ul style="list-style-type: none"> <li>• Is an inefficient use of land as it does not maximise the potential for greater height on the site or for increased density of development.</li> <li>• Does not take full advantage of the potential for integrating land use with the existing high quality transport infrastructure (including most notably the bus station).</li> <li>• Does not provide for a mixed range of activities and the efficiencies and social benefits that can produce.</li> </ul>	The existing office park development does not achieve the purpose of the RMA and the higher level objectives of the Unitary Plan to the extent that a Transit Oriented Development would. It reflects planning priorities and norms that applied two decades ago but which are outdated in the context of the Unitary Plan; the enhanced public transport infrastructure that has been developed adjacent to Smales Farm since then (ie: the bus station and busway); and the intensification strategy adopted by the city to accommodate future growth.

## Proposed Private Plan Change – Smales Farm

(ii)	Intensify at Smales Farm to create a Transit Oriented Development, incorporating residential activity.	This option makes more efficient use of the Site, takes advantage of its location relative to the transport network, supports public transport services and enables a substantial contribution of dwellings to the housing supply.	<p><i>Benefits:</i></p> <ul style="list-style-type: none"> <li>• Enables dwellings to be developed to contribute to the housing supply.</li> <li>• Ensures that those dwellings are in a location that is towards the centre of the urban area, a short distance from the Takapuna Metropolitan Centre and easily accessed from the CBD and Albany Metropolitan Centre.</li> <li>• Increases activity on the Smales Farm site over a longer period of time and supports ancillary services.</li> <li>• Supports public transport services and reduces commuting by car.</li> </ul> <p><i>Costs:</i></p> <ul style="list-style-type: none"> <li>• The campus-like office park development is superseded.</li> </ul>	<p>Intensifying to create a Transit Oriented Development will efficiently and effectively achieve the purpose of the RMA and the higher level objectives of the Unitary Plan. Whereas the previous district plan regime sought to separate activities geographically, other than in commercial centres such as Takapuna, the Unitary Plan anticipates the co-location of complementary activities to a greater degree and the intensification of residential activities (through enabling such activities in centres and through enabling greater height and residential density). A Transit Oriented Development at Smales Farm is therefore consistent with the planning philosophy adopted elsewhere in the Unitary Plan.</p> <p><b>This is considered the more appropriate option in terms of section 32.</b></p>
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## Proposed Private Plan Change – Smales Farm

Table D2 Zoning/Precinct Options

Option	Description	Efficiency/effectiveness	Benefits/Costs	Comments
(i)	Retain Business Park Zone with amended Smales 1 Precinct	<p>No amendments to the objectives are necessary and amendments to the zone policies can address the inclusion of residential activities.</p> <p>The zone already anticipates the substantial existing and expected future office component of development on the Site.</p>	<p><i>Benefits:</i></p> <ul style="list-style-type: none"> <li>• Retains the focus on Smales Farm being an office park providing employment opportunities.</li> <li>• The zone provisions anticipate its application to larger sites.</li> <li>• The precinct provisions already address office development and supporting commercial activities, so only provision for residential activity needs to be added.</li> <li>• The zone provisions were developed with the intent that a site-specific solution would be introduced for each subject site. Given the characteristics of Smales Farm, it is appropriate for a precinct to continue to apply to the site. That can be accomplished relatively easily using the existing zoning.</li> </ul> <p><i>Costs:</i></p> <ul style="list-style-type: none"> <li>• Because only limited residential activities are anticipated in the zone, the precinct provisions have to be modified to address residential amenity.</li> <li>• Tall buildings are not anticipated so the plan change provisions will need to</li> </ul>	<p>The Business Park zone, with modifications to enable residential activities will efficiently and effectively achieve the purpose of the RMA and the higher level objectives of the Unitary Plan.</p> <p>The zone has an existing focus on the provision of employment opportunities which is anticipated to be the major component of development on the Site in the medium term.</p> <p>An advantage of the Business Park zone is that it was designed to facilitate site-specific solutions, through use of the precinct mechanism. Accordingly, the zone provides a great deal of flexibility and it is a relatively simple exercise to amend the Smales 1 Precinct provisions to enable the development of residential activities in addition to the commercial activities currently provided for.</p> <p><b>This is considered the most appropriate option in terms of section 32.</b></p>

## Proposed Private Plan Change – Smales Farm

			explicitly address height in the context of the altered precinct, which adds some complexity to the plan change.	
(ii)	Rezone to Mixed Use with replacement Smales 1 Precinct	<p>No amendments to the zone objectives are necessary and amendments to the zone policies can address the enablement of a substantial amount of intensive office development.</p> <p>This zone has a strong focus on enabling intensive residential activities but anticipates just a moderate amount of commercial activities that will not compromise the function and role of centre zones.</p>	<p><i>Benefits:</i></p> <ul style="list-style-type: none"> <li>• The zone is principally a residential zone and the provisions already address residential amenity.</li> <li>• Retail activity is limited by activity status.</li> </ul> <p><i>Costs:</i></p> <ul style="list-style-type: none"> <li>• While some Mixed Use owned sites have been made the subject of precinct provisions, the zone itself has been developed as a comprehensive set of provisions (in contrast to the Business Park provisions which are then typically refined through the precinct mechanism).</li> <li>• The zone does not anticipate large scale office development.</li> <li>• Tall buildings are not anticipated so any plan change involving this zone will still need to address height.</li> <li>• The standards addressing residential activity will have to be modified by precinct provisions to address the nature of the Site - large site in single ownership rather than</li> </ul>	<p>The Mixed Use zone, with modifications to enable a much greater focus on office activity could efficiently and effectively achieve the purpose of the RMA and the higher level objectives of the Unitary Plan.</p> <p>However, the zone has an existing strong focus on residential development whereas offices are anticipated to be the major component of development on the Site in the medium term. In addition, the Mixed Use zone is intended to apply directly to most land subject to that zoning. In contrast, the Council has applied the Business Park zone to a limited number of sites, typically in the context of site-specific precincts.</p> <p>Although this zone would be appropriate for the Site, it is considered that the Business Park zone is more appropriate and is a more natural fit given its emphasis on the primary activity anticipated on the site (offices), and the precinct mechanism typically used to refine the Business Park zone provisions.</p>

## Proposed Private Plan Change – Smales Farm

			individual sites with street frontage.	
(iii)	Rezone to Metropolitan Centre with amended Smales 1 Precinct	<p>The Metropolitan Centre zone enables structures of similar height and bulk to those anticipated for Smales Farm but the other provisions are quite different from (and much more enabling than) those that are anticipated for the expanded Smales Farm Precinct.</p> <p>The Unitary Plan contains only 10 Metropolitan Centre zones which are distributed relatively evenly throughout the urban area. The allocation of Metropolitan Centre zoning therefore raises significant strategic issues. The applicant's understanding is that the Council does not want an additional Metropolitan Centre, let alone one so close to the Takapuna Metropolitan Centre. Applying this zoning to the Smales Farm land would, therefore, create an anomaly, particularly given that the Precinct provisions would ultimately result in a far more constrained development than is enabled</p>	<p><i>Benefits:</i></p> <ul style="list-style-type: none"> <li>• The Metropolitan Centre zone enables a full range of activities including office, residential and supporting commercial activities.</li> <li>• Tall buildings are anticipated in the zone.</li> </ul> <p><i>Costs:</i></p> <ul style="list-style-type: none"> <li>• The Precinct would need to impose significant constraints on the range and extent of activities that may be undertaken on the land (most notably office and retail), in comparison with the underlying Metropolitan Centre zoning. As a consequence, the planning outcome would be quite different from that applying in the Metropolitan Centres generally.</li> <li>• The Precinct would not be consistent with the objectives and policies of the Metropolitan Centre zone and the zoning would be anomalous.</li> <li>• The Precinct would be inconsistent with the distribution of Metropolitan Centre zones throughout the city.</li> </ul>	<p>The Metropolitan Centre zone, with modifications that will limit retail and office activity, could efficiently and effectively achieve the purpose of the RMA and the higher level objectives of the Unitary Plan. The zone already anticipates high buildings.</p> <p>However, retail activity is anticipated to be a major component of a Metropolitan Centre Zone and development typically takes place on individual sites within a public street network. In contrast, retail is to be significantly constrained at Smales Farm with the focus of development being on offices and residential activity.</p> <p>Limited Metropolitan Centre Zones have been identified in the Unitary Plan and these are located with large separation distances to ensure a substantial catchment.</p> <p>A Metropolitan Centre Zone at Smales Farm would not be consistent with that framework and it is not considered that it is an appropriate zone for the Site.</p>

## Proposed Private Plan Change – Smales Farm

		<p>in other Metropolitan Centre zones.</p> <p>The Smales 1 Precinct could not realistically give effect to the Metropolitan Centre zone objectives and policies, given that it would impose significant constraints on office, retail and other commercial activities.</p> <p>Whereas the existing Precinct largely expands the range of activities that may be undertaken on the land, a Precinct applied to the Metropolitan Centre zone would constrain activities to be carried out on the site. That would fundamentally change the nature of the Precinct in comparison with existing provisions, rather than simply refining those provisions.</p>		
(iv)	Rezone to Town Centre with amended Smales 1 Precinct	The Town Centre zone enables structures of much lesser height and bulk to those anticipated for Smales Farm. In addition, other provisions also differ from those anticipated for the expanded Smales Farm Precinct. In particular, the Town Centre zone provides for retail to a far greater	<p><i>Benefits:</i></p> <ul style="list-style-type: none"> <li>• Encourages both office and residential development.</li> </ul> <p><i>Costs:</i></p> <ul style="list-style-type: none"> <li>• Tall buildings are not generally anticipated in the Town Centre zone. Accordingly, the Precinct provisions will need to enable a very different building envelope from that currently</li> </ul>	There are significantly more Town Centre zones than Metropolitan Centre zones in the city. The zones still fall within a broader hierarchy, however, and the Smales Farm site would not fit comfortably within that hierarchy, given that it will have a focus on office and residential development, instead of commercial activity serving the immediate vicinity, along with bulk and location controls that are far more extensive than those in the Town Centre zone.

## Proposed Private Plan Change – Smales Farm

		<p>degree than will the revised Smales 1 Precinct.</p> <p>No amendments to the objectives are necessary although the focus of the zone is on activities to serve the surrounding area whereas the Precinct will have a much broader employment focus and will limit retail and commercial services to an extent sufficient to serve the residents of the site.</p> <p>Applying this zoning to the Smales Farm land would create an anomaly, with the Precinct provisions promoting a larger building envelope and very different activity mix from that anticipated for the Town Centre zones</p>	<p>applied to the Town Centre zone.</p> <ul style="list-style-type: none"> <li>• The Precinct provisions will need to enable a very different activity mix from that anticipated in the Town Centre zone.</li> <li>• The planning outcome would therefore be quite different from that applying in the Town Centres generally.</li> <li>• The Precinct would not represent an outcome that is consistent with the policies of the Town Centre zone and the zoning would be anomalous</li> </ul>	<p>The Town Centre zone, with modifications to limit retail activity, could achieve the purpose of the RMA and the higher level objectives of the Unitary Plan, but not as efficiently or effectively as the other zones considered.</p> <p>As with the Metropolitan Centre Zone, retail activity is anticipated to be a major component of town centres and development typically takes place on individual sites within a public street network. Tall buildings are not anticipated and the focus of the zone is on activities to serve the surrounding area, not a wide catchment.</p> <p>It is considered, therefore, that the Town Centre Zone is the least appropriate of the zones considered.</p>
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## Proposed Private Plan Change – Smales Farm

Table D3 Standard – Gross Floor Area Limitation (Retail and Commercial Services)

Option	Description	Efficiency/effectiveness	Benefits/Costs	Comments
(i)	Formula providing for incremental increase in retail and commercial services GFA as business and residential development occurs on the Site	Limits the GFA of activities on the Site that could potentially impact the function and (consequently) amenity of the Metropolitan or Town Centre zones.  The permitted supply increases incrementally in step with increased demand accompanying additional development. That is a relatively simple rule to interpret and apply.	<p><i>Benefits:</i></p> <ul style="list-style-type: none"> <li>• Demand is likely to be met by the supply of retail and commercial services on the Site.</li> <li>• Is unlikely to lead to the establishment of large shops with a broader catchment because development will tend to be incremental and to proceed in tandem with residential and office development. By virtue of the formula proposed, each increment is likely to be relatively small and to add additional small-scale services that provide a more comprehensive choice of activities for residents and office workers.</li> </ul> <p><i>Costs:</i></p> <ul style="list-style-type: none"> <li>• If the demand outstrips the supply enabled by the formula, a shortfall would result in increased travel to centres.</li> <li>• Large stores could establish on the Site because there is no limit on tenancy size.</li> </ul>	<p>This option is efficient and effective in limiting the activities on the Site that could potentially impact the function of the Metropolitan or Town Centre zones.</p> <p>Although larger stores could be established, this is unlikely because that would take up a large proportion of the allowance.</p> <p>In order for larger stores to threaten the function of centres, a critical mass would be required and this is unlikely to occur because of the incremental nature of increases to the limit. In any event, the provision has been designed to ensure that the quantum of retail space that will be enabled reflects the demand for convenience goods and surfaces that will be generated by activities on the Smales Farm site.</p> <p><b>This is considered the most appropriate option in terms of section 32.</b></p>
(ii)	Retail up to 200m <sup>2</sup> Permitted activity, larger shops Discretionary activity	Limits the size of retail shops (but not commercial services) but does not limit	<p><i>Benefits:</i></p> <ul style="list-style-type: none"> <li>• The demand for retail tenancies and commercial services can be met all times.</li> </ul>	Although this option would limit the size of tenancies, it would allow a virtually unlimited number, and hence extent, of retail (and commercial services) tenancies.

## Proposed Private Plan Change – Smales Farm

	<p>(as with the Mixed Use Zone).</p>	<p>the overall GFA of retail activities.</p>	<ul style="list-style-type: none"> <li>• Larger stores (which typically anchor centres and can pose a risk to other centres) would be discouraged by the requirement for a DA resource consent</li> </ul> <p>Costs:</p> <ul style="list-style-type: none"> <li>• A virtually unlimited amount of retail floorspace could be established on the Site at any time, irrespective of the demand from workers, residents or visitors to the Site.</li> <li>• This rule may be susceptible to misuse. It is possible, for example, that, having obtained a certificate of compliance in respect of a large quantum of retail contained in small premises, a developer might then seek to convert that retail space into large format shops on the basis that there will be no additional retail capacity and hence no greater risk overall to other centres.</li> </ul>	<p>Such an agglomeration of smaller tenancies is more likely to act as a defacto centre attracting customers from a wider catchment, than would retail and commercial services tenancies being established over time.</p>
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## Proposed Private Plan Change – Smales Farm

Table D4 Standard – Maximum Height

Option	Description	Efficiency/effectiveness	Benefits/Costs	Comments
(i)	Status quo (RL48.5)	An inefficient option as it does not promote the most efficient use of the Site, or enable the development of apartments above offices.	<p><i>Benefits:</i></p> <ul style="list-style-type: none"> <li>Retains a low scale of development which may be more acceptable for some.</li> </ul> <p><i>Costs:</i></p> <ul style="list-style-type: none"> <li>Does not enable the development potential of the Site to be realised, or contribute to the housing supply.</li> </ul>	This option does not contribute to the achievement of the new and modified objectives of the Smales 1 Precinct and is likely to severely compromise the ability to accommodate residential development at Smales Farm and hence to develop a Transit Oriented Development.
(ii)	Standard Metropolitan Centre Zone height limit (72.5m)	Provides for more efficient use of the Site and enables the development of apartments above offices.	<p><i>Benefits:</i></p> <ul style="list-style-type: none"> <li>Enables substantially more development potential to be realised than Option (i) and utilises one of the standard height limits in the Unitary Plan.</li> <li>Will enable the construction of a landmark development adjacent to the bus station.</li> <li>The increased development will support public transport services.</li> </ul> <p><i>Costs:</i></p> <ul style="list-style-type: none"> <li>Leaves development potential “on the table” and enables fewer dwellings to be developed than Option (iii)</li> <li>Does not recognise the unusual circumstances relating to the site whereby it is surrounded by major arterial roads on all four sides and has a number of adjacent activities</li> </ul>	This option contributes to the achievement of the new and revised objectives of the Smales 1 Precinct. It involves the application of a standard Unitary Plan rule and, accordingly, does not have regard to the particular characteristics of the site that may enable additional height.



## Proposed Private Plan Change – Smales Farm

			that are relatively insensitive to additional height (e.g.: the hospital and the golf course).	
(iii)	Application of site specific rules to the Smales Farm site, in the context of the Precinct, being a maximum height within 50m of roads (except the motorway) of RL50.4; and a maximum height over the balance of the Site of RL123.4 provided the total building footprint enabled above RL98.4 is limited to 3,000m <sup>2</sup> .	Provides for the most efficient use of the Site and enables the development of apartments above offices, while balancing this with GFA restrictions on higher buildings to limit the potential adverse effects of tall buildings on neighbouring properties, and on amenity more broadly.	<p><i>Benefits:</i></p> <ul style="list-style-type: none"> <li>• Enables buildings to different heights across different parts of the zone, which have been identified with respect to the sensitivity of the relevant neighbouring activities.</li> <li>• Enables the greatest development potential (floor area and dwellings) to be realised, with height limits that have precedents nearby.</li> <li>• Will enable the construction of a landmark development adjacent to the bus station.</li> <li>• The increased development will support public transport services.</li> </ul> <p><i>Costs:</i></p> <ul style="list-style-type: none"> <li>• The highest buildings will be more visible than with Option (ii), with greater potential for adverse effects to be generated.</li> </ul>	<p>This option contributes to the achievement of the new and revised objectives of the Smales 1 Precinct to the greatest extent, while taking into account the characteristics of the site and the neighbouring activities</p> <p><b>This is considered the most appropriate option in terms of section 32.</b></p>