

Wairaka Precinct: Plan Change Request to Auckland Unitary Plan

(including a request to change the precinct
name to Te Auaunga)

Planning Report

including section 32 assessment

Final

18 October 2023

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1 EXECUTIVE SUMMARY

- 1.1 This is an application by the Ministry of Housing and Urban Development (HUD) for a private plan change to rezone land within the current Wairaka Precinct and to amend the provisions within the existing precinct, including a request to rename the precinct “Te Auaunga” (referred to within this report as the Te Auaunga Plan Change, the plan change, or the proposal).
- 1.2 The existing Wairaka Precinct covers a 64.5ha block of land contained by Carrington Road, the North Western Motorway, Te Auaunga /Oakley Creek and a series of side roads and properties in the Woodward Road corridor in the south.
- 1.3 This Te Auaunga Plan Change request is supported by three Rōpū, representing 13 iwi/hapū: Marutūāhu, Ngāti Whātua and Waiohua-Tāmaki, who are leading the development of the precinct.
- 1.4 The Te Auaunga Plan Change takes account of, but excludes, the Mason Clinic site. The Mason Clinic site is subject to Plan Change 75 (PC75) which has been notified and hearings held. At the time of writing this report, the Council decision on this plan change was imminent.
- 1.5 The current precinct is characterised by five separate land uses and/ or ownership:
- the 13.39ha Mount Albert Te Pūkenga / Unitec campus, used as a tertiary education institute;
 - the 6ha Mason Clinic forensic mental health hospital operated by Te Whatu Ora – Health New Zealand (subject to PC75);
 - the 2.5ha Taylors Laundry site, being a specialist industrial unit now under leaseback to HUD, and so in the medium term it will be included in the Rōpū housing development;
 - the 4.4ha of land largely vacant but zoned for residential development and owned by the Ngāti Whātua Ōrākei commercial subsidiary, Whai Rawa; and
 - land purchased by the Crown from Unitec under the “Land for Housing” programme, also to be sold to the three Rōpū for them to undertake intensive housing development within the precinct, as part of Treaty settlement, which includes the Taylor’s Laundry site above and in total is 39.6752ha (the HUD land).
- 1.6 The core thrust of the Te Auaunga Precinct is to facilitate the development of an integrated community consistent with central and local government urban consolidation policies, including the National Policy Statement on Urban Development which promotes intensification in suitable locations in tier 1 urban environments and objective B2.2.1(1) and (2) of the operative Auckland

Unitary Plan (AUP) that promotes “A quality compact urban form...” And notes “Urban Growth is primarily accommodated within the urban area 2016...”. It will provide for growth, jobs, education, parks and associated facilities to the benefit of all residents living within the precinct as well as to the broader community.

- 1.7 This proposal is not only consistent with the National Policy Statement on Urban Development but is a key contributor to the objectives of that statement as it applies to the Auckland isthmus.
- 1.8 The Te Auaunga Plan Change is consistent with the Medium Density Residential Standards set out in the “Resource Managing (Enabling Housing Supply and Other Matters) Amendment Act 2021” (Enabling Act) as given effect to through Auckland Council’s Intensification Plan Change 78 (PC78). Medium Density Residential Standards apply to existing residential zoning in the southern and western part of the precinct, which is otherwise unchanged by this plan change request.
- 1.9 This precinct is the largest “brownfields” development site on the Auckland isthmus. It is a critical part of the Council’s growth management strategy and an important opportunity to provide a significant number of new homes adjacent to a town centre on high frequency public transport routes and within 8.5km of the city centre.
- 1.10 The Crown supports the Council’s aspirations in this area and has participated in that process by acquiring land for housing and in partnering with the Rōpū to facilitate the development of the precinct.
- 1.11 This plan change seeks to rename the precinct to “Te Auaunga” following a request from the Rōpū for a name change for the precinct.
- 1.12 The Te Auaunga Plan Change is consistent with the overall strategy and direction of the existing precinct. There are six key elements of the Te Auaunga Plan Change:
 - (a) Rezoning of land acquired by HUD from Unitec from ‘Special Purpose: Tertiary Education’ to ‘Business - Mixed Use’ (B-MU) with the land primarily intended for residential development, but enabling a mix of ancillary activities to create an integrated community.
 - (b) Proposed amendments to the precinct provisions to promote Māori economic development as a key objective for the precinct.

- (c) Identification of areas within the precinct where additional height can be accommodated. This will enable the precinct to deliver a higher yield than might otherwise occur in the underlying zone, therefore contributing to the Council's growth strategy, as well as more variety in urban form.
- (d) In areas where higher buildings are allowed, additional development controls around wind, separation of buildings, and the maximum dimension of floor plates are introduced.
- (e) Detailed design criteria to ensure all buildings, and particularly the higher buildings, achieve a high quality of design and functionality.
- (f) Proposed amendments to the precinct provisions to equitably redistribute retail provision within the precinct (excluding Sub-Precinct A – the Mason Clinic) due to the redistribution of land from the Special Purpose: Tertiary Education Zone to zoning that enables housing development. The same overall retail cap is maintained.

1.13 This application comprises:

Attachment 1 Planning Report and Section 32 Analysis by Tattico (this report);

Attachment 1.1 Planning Additional Information;

Attachment 1.2 Economic Development Additional Information;

Attachment 2 Requested Plan Change;

Attachment 3 Urban Design Report by Boffa Miskell;

Attachment 3.2 Shadow Diagrams;

Attachment 3.3 Urban Design Cl23 Responses;

Attachment 4 Landscape and Visual Effects Assessment by Boffa Miskell;

Attachment 5 Open Space Assessment by Tattico / Boffa Miskell

Attachment 5.1 Open Space Accessibility Plan;

Attachment 6 Infrastructure Assessment by MPS

Attachment 7 Integrated Transport Assessment (Te Auaunga Precinct 2022 ITA) by Stantec;

Attachment 7.1 Transport Additional Information;

Attachment 8 Ecological Assessment;

Attachment 8.1 Ecological Additional Information;

Attachment 8.2 Ecological Additional Information Appendices;

Attachment 9 Heritage Impact Assessment by DPA Architects;

Attachment 10 Assessment of Effects on Historic Heritage by Adam Wild;

Attachment 11 Archaeological Assessment by CFG Heritage;

Attachment 12 Heritage and Archaeology Additional Information;

1.14 The following document is also included as an attachment to this report for background as referenced below, but do not form part of the application:

Attachment 13 Contaminated Soils Management Plan by Beca.

2 THE APPLICANT

2.1 This is an application by HUD, administering Crown land held for housing. The Crown owns 39.7 ha of the 64.5ha in the precinct subject to this change. The land in Crown ownership is shown on Diagram 1.

2.2 The Te Auaunga Plan Change has been developed collaboratively with the three Rōpū who will develop the Crown land portion of the precinct. The Rōpū are Marutūāhu, Ngāti Whātua and Waiohua-Tāmaki.

2.3 The iwi comprising the Marutūāhu Rōpū are:

- Ngāti Maru.
- Ngāti Pāoa.
- Ngāti Tamaterā.
- Ngaati Whanaunga.
- Te Patukirikiri.

2.4 The iwi comprising the Ngāti Whātua Rōpū are:

- Ngāti Whātua Ōrākei.
- Te Rūnanga o Ngāti Whātua.
- Ngāti Whātua ki Kaipara.

2.5 The iwi comprising the Waiohua-Tāmaki Rōpū are:

- Ngāi Tai Ki Tāmaki.
- Ngāti Tamaoho.
- Ngāti Te Ata.
- Te Ākitai Waiohua.
- Te Kawerau ā Maki.

- 2.6 While the intention is that each of the Rōpū eventually obtain ownership and development control of a specific portion of the precinct, for the purpose of this plan change, all three Rōpū are collaborating with HUD to ensure the provisions are fit for each of their purposes.
- 2.7 In that respect, an enabling works consent authorising the bulk infrastructure works and key internal road network was recently granted to the Marutūāhu Rōpū and the Waiohua-Tāmaki Rōpū, reference BUN60386270 and EPA ENG60396158 (enabling works consent).
- 2.8 Each of the Rōpū will continue to progress their own masterplan for their respective parts of the site. Each Rōpū will, at the appropriate time, obtain resource consents and advance their development projects, with some of these granted as above, and further consents underway through the COVID Fast-Track process.

3 LAND OWNERSHIP

3.1 Land tenure

Diagram 1 shows the land ownership within the precinct.

Diagram 1: Land Ownership

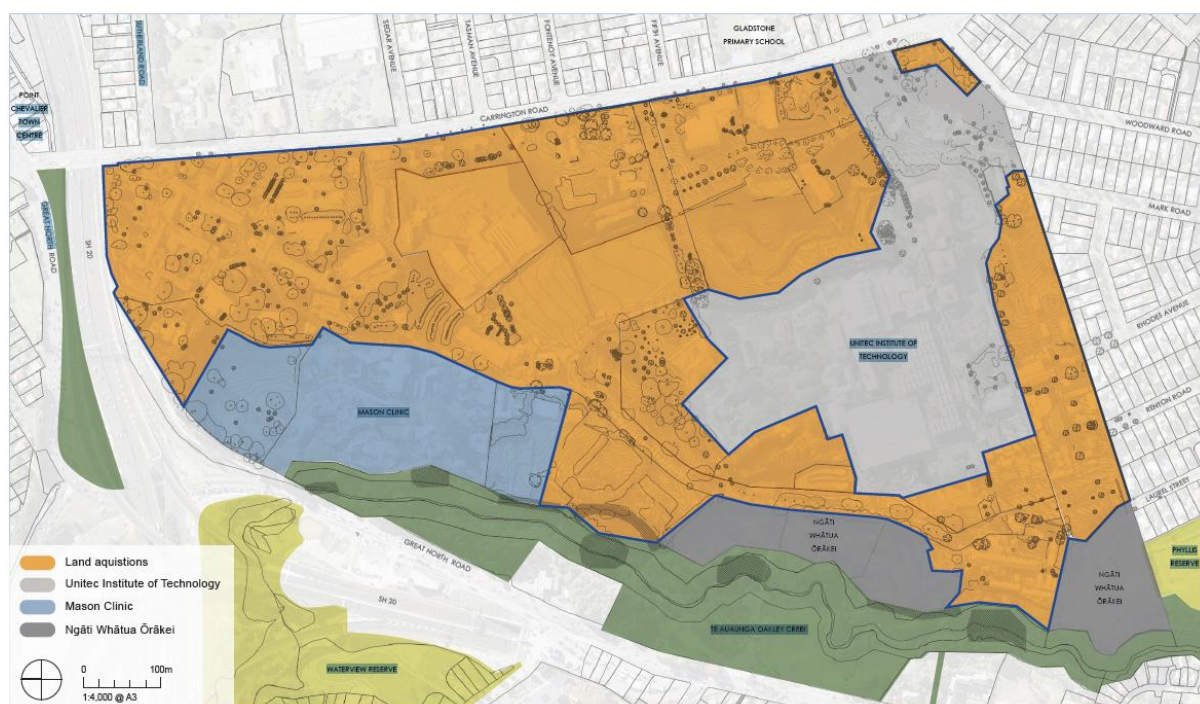


Diagram 2 below is a table showing the titles, land area and ownership of all blocks within the precinct.

Diagram 2: Schedule of titles and ownership

Title	Land area (more or less)	Current owner	Future owner	Current occupier
1071371 (being Section 2-5 Survey Office Plan 573867)	10.6452 hectares	Crown	Rōpū	Largely vacant with some casual users
1017462	15.8242 hectares	Crown	Rōpū	Largely vacant

(being Section 3 Survey Office Plan 520006)				
867815 (being Lot 2 Deposited Plan 531494)	9893 square metres	Crown	Rōpū	Vacant
799993 (being Lot 6 Deposited Plan 515012)	2.4753 hectares	Crown	Rōpū	Vacant
799989 (being Lot 2 Deposited Plan 515012)	3.6655 hectares	Crown	Rōpū	Vacant
868264 (being Lot 2 Deposited Plan 531496)	2.1229 hectares	Crown	Rōpū	Vacant
NA93B/540 (being Lot 2 Deposited Plan 156226)	3.939 hectares	Te Whatu Ora	Te Whatu Ora	Mason Clinic
867814 (being Lot 1 Deposited Plan 531494)	1.6351 hectares	Te Whatu Ora	Te Whatu Ora	Vacant
868263 (being Lot 1 Deposited Plan 531496)	1.2053 hectares	Te Whatu Ora	Te Whatu Ora	Vacant
NA93B/541 (being Lot 3 Deposited Plan 156226)	2.5304 hectares	Crown	Rōpū	Tenanted by Taylors Laundry
799990	1.4215 hectares	Crown	Rōpū	Unitec

(being Lot 3 Deposited Plan 515012)				
579605 (being Section 348 Survey Office Plan 434446)	Not specified	Whai Rawa	Whai Rawa	Vacant
58981 (being Lot 3 Deposited Plan 314949)	8604 square metres	Whai Rawa	Whai Rawa	Vacant
58980 (being Lot 2 Deposited Plan 314949)	7718 square metres	Whai Rawa	Whai Rawa	Vacant

3.2 Crown land

The Crown land comprises Lot 3 Deposited Plan 156226, Lots 2, 3 and 6 on Deposited Plan 515012, Lot 2 Deposited Plan 531494, Lot 2 Deposited Plan 531496, Section 3 Survey Office Plan 520006 and Sections 2-5 Survey Office Plan 573867. This land was purchased by the Crown and is administered by HUD under the “Land for Housing” programme.

HUD is facilitating the development, including advancing this plan change request. In time, the intention is that the HUD land will transfer to each of the Rōpū. The allocation and transfer will be the subject of a future subdivision consent, as the boundaries of land allocated to each of the Rōpū do not coincide with existing title boundaries. The Rōpū will progressively redevelop the land for housing and ancillary uses necessary to create an integrated community. Those redevelopment proposals are the subject of current and future resource consent applications and are not part of this application.

3.3 Mason Clinic

Te Whatu Ora – Health New Zealand owns and administers the Mason Clinic forensic secure unit hospital. In 2019, Te Whatu Ora purchased two additional blocks of land from the Crown, essentially

an approximately 1ha block south of the existing Mason Clinic facility and an approximately 2ha block to the north, totalling 2.8ha.

This land will be progressively redeveloped by Te Whatu Ora for expansion of the Mason Clinic. The existing Mason Clinic land and additional blocks are identified on Diagram 1 above.

Te Whatu Ora has lodged PC75 with the Council to enable expansion of the Mason Clinic into the newly acquired properties. This plan change has been publicly notified with submissions and further submissions now closed.

There has been a collaborative approach between HUD and Te Whatu Ora to their respective plan changes. While these two plan changes will advance separately, they deal with distinct parts of the precinct and have been aligned so as to create an integrated package of controls. Consultation is ongoing between HUD and Te Whatu Ora as the two plan changes progress.

3.4 Taylors Laundry

The Crown has purchased the Taylors Laundry site identified on Diagram 1, also through HUD as part of the Land for Housing programme. This land will also eventually transfer to the Rōpū.

Taylors Laundry continues to occupy this property in the interim under a lease to HUD. Consequently, it is appropriate to retain the existing Sub-precinct B provisions which specifically enable the operation of the Taylors Laundry site. However, the proposed amendments clarify the existing intent that in the medium term this sub-precinct will be developed for housing. Sub-precinct B is proposed to be reshaped, in a minor way, to reflect the exact extent of the Taylors Laundry lease.

3.5 Additional Unitec land

The Crown has purchased land from Unitec in two tranches. The first tranche was already zoned B-MU and therefore enabled for housing development. The second tranche, of 10.67 hectares, is proposed to be rezoned from Special Purpose: Tertiary Education to B-MU as shown in Attachment 2. This land is not on a discrete title. A future subdivision resource consent, noted above, will create the relevant titles for development.

This land has colloquially been known as the B and F Blocks. The B Blocks comprise land along the Carrington Road frontage, south of Farm Road, and have previously been used for a variety of uses

associated with the Unitec campus including a gym, squash courts and a commercial office, some of which continue for the short to medium-term.

The F Blocks sit on the western side of the campus adjacent to the Whai Rawa land. This land has some vacant tracts, but also included areas and buildings used by Unitec for teaching, and former administrative offices.

The B and F Blocks will form an integrated part of the overall development and will also be ultimately transferred to the Rōpū.

3.6 Whai Rawa land

The Whai Rawa land identified on Diagram 1 is land owned by Ngāti Whātua Ōrākei since the 1990s through their commercial subsidiary Whai Rawa. The land is in two blocks. One is vacant and the other is largely vacant but is partly occupied by a residential accommodation block called the 'Oaks'. HUD understands Whai Rawa intend to develop the land for housing.

3.7 Unitec land

Following the land transactions noted above, Unitec has consolidated its campus into a core area of 13.4385 hectares (held in record of title 1071326), which is unchanged by this plan change process except for the reallocation of retail provision noted above.

4 SITE

4.1 Land contour

The Te Auaunga Precinct comprises some 64.5ha of land on the western side of Carrington Road between the Point Chevalier motorway overbridge and south to the properties accessed off Woodward Avenue. The land falls in a moderate slope from Carrington Road to the west dropping to a mid level terrace, typically some 12m below Carrington Road level before again dropping off towards the boundary with Te Auaunga / Oakley Creek, a significant contour which lends itself to intensive housing typologies.

The land exhibits different characteristics depending on its historic land use as described below.

4.2 Built environment

Diagram 3 is an aerial photograph of the precinct.

Diagram 3: Aerial photo with current sub-precincts



The northern portion of the precinct is characterised by the large institutional buildings of the Former Oakley Hospital. The primary feature of the building (the Former Oakley Hospital building) was constructed in the second half of the 1800s and early 1900s. This building is scheduled for heritage

reasons (reference 1618 in the AUP schedule 15) There are no changes to this scheduling as part of this plan change. Other buildings further south date subsequently, ranging through the early 1900s.

The Former Oakley Hospital Building is situated within mature landscaped grounds with a significant number of trees.

The northern forecourt to the Former Oakley Hospital Building in particular exhibits a landscaped character, although its historical form, including entrance driveway, was severed in the 1970s with the construction of the north-western motorway.

In the 1960s-80s, the Polytechnic (now Unitec) established on the site with two major land purchases. The first was of farmland, which has been turned into the core campus now operating in the southern portion of the precinct. The second was the purchase of the northern land, including Oakley Hospital, from the then Auckland Hospital Board. While the southern campus has been developed over the decades for a range of purpose-built tertiary education facilities, the northern block has seen little new construction with Unitec operating out of existing buildings, both the pre-1940s original structures plus some interim buildings.

As a result, the northern part of the precinct has several buildings which are no longer required for tertiary education purposes. There are no changes to the provisions which apply to these buildings.

The Former Oakley Hospital Building is a scheduled building. There is no change to the existing scheduling or the heritage provisions that apply to the scheduled building as part of the Te Auaunga Plan Change request.

The southern part of the precinct has a mix of new purpose-built buildings, which will be retained and form the core Unitec campus, and some temporary buildings, currently used by Unitec but which have been sold to the Crown via HUD. As with the northern portion of the precinct, these buildings are no longer required for tertiary education purposes. There are no changes to the provisions which apply to these buildings.

Unitec's campus consolidation, is being managed by Unitec under the standard consenting regime.

The Mason Clinic land itself is characterised by a reasonably intensive (compared to the rest of the precinct) built environment with buildings from the 1970s, 80s and 90s. Te Whatu Ora is part way through a programme to upgrade the site and buildings of the Clinic.

The built environment of the precinct is therefore characterised by a broad range of institutional purpose-built and temporary buildings in a wide variety of states of repair.

4.3 Natural environment

A full description of the natural environment is set out in the Ecological Assessment (Attachment 8). The key features to note are set out below.

Because the land within the precinct is long-established and has had comparatively little redevelopment, it benefits from having a well-established treed environment. Furthermore, Unitec, for a variety of reasons, has fostered a range of different trees and protected them. The net result is that the treed environment adds a distinct character to the area.

The existing Wairaka Precinct provisions protect 47 trees. No change to the protected trees is proposed as part of this plan change.

The Wairaka Stream and the connection between the precinct and the Tūpuna Maunga through the Ōwairaka / Te Ahi Kā a Rakataura lava flows are a dominant ecological and cultural part of the precinct. This spring fed water is protected through the existing precinct provisions and no change to that is proposed as part of this plan change request.

The precinct also contains a central (artificial) wetland area between the Unitec core campus and Carrington Road, as identified on the plans in attachment 8.1 (being the appendices to the Ecological Assessment at Attachment 8).

The central wetland area was established in the 1970s and 80s by Unitec and the then Auckland Regional Council as an educational and scientific experiment to analyse the benefits of establishing secondary stormwater treatment and polishing through a wetland. While accepted practice now, this was a new concept for testing when established.

The Council channels part of its stormwater off Carrington Road and Woodward Road into this portion of the Unitec site. The wetland was formed in one of the precinct's natural depressions. Unitec students and staff then instituted a programme to monitor water quality over time and identify the beneficial effects of the wetland.

The core of this artificial wetland and its functionality will remain and is contained within the open space area identified on Precinct Plan 1.

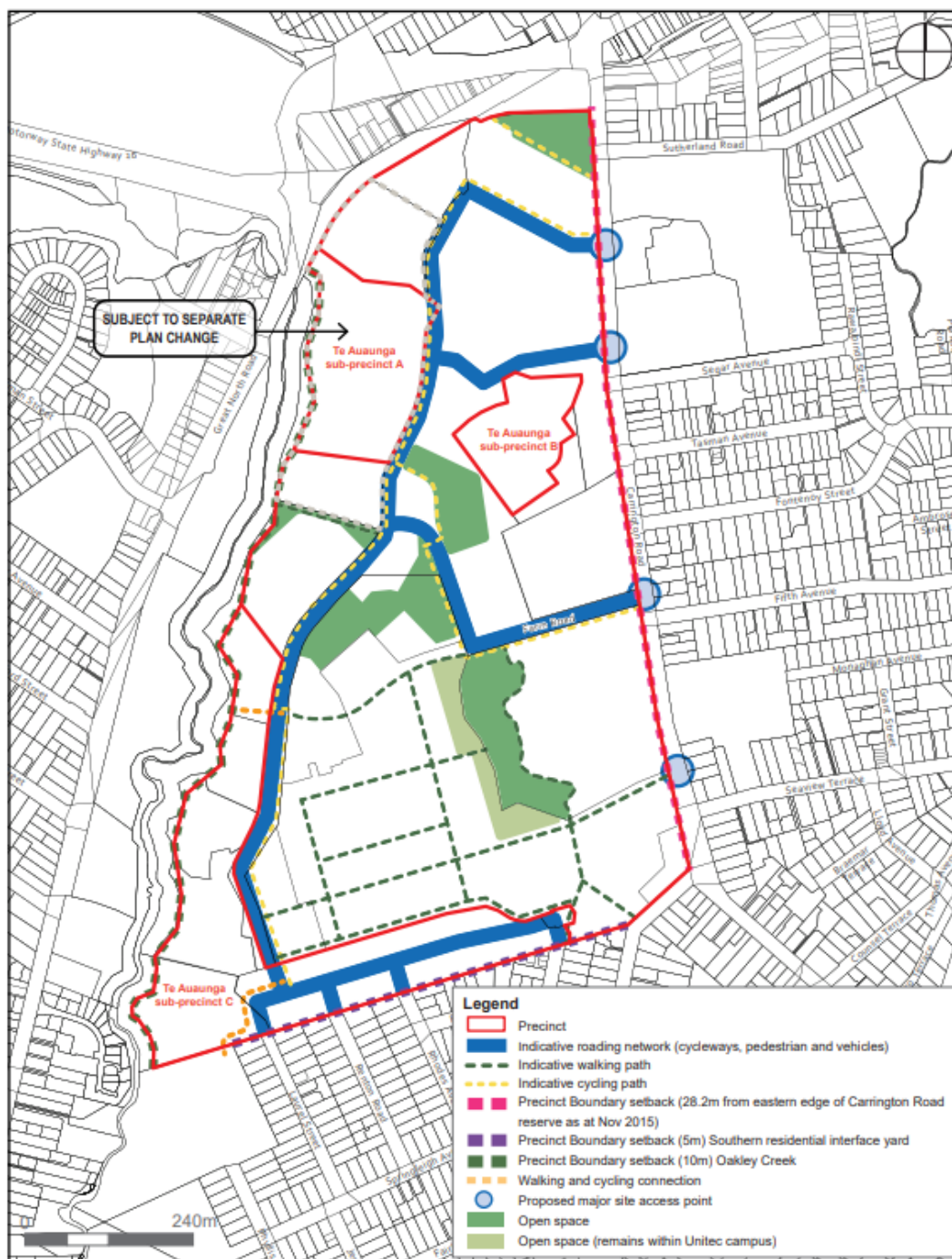
4.4 Transport network

The proposed Precinct Plan 1 shown in Diagram 4 below identifies a key internal road network largely based on the existing roading pattern as consented in the enabling works consent. This new alignment is shown in the Plan Change Precinct Plan 1. This is in Attachment 2 to this application.

In addition Precinct Plan 1:

- Identifies the existing four gates on Carrington Road and sets these as key access points to the precinct. It limits other access points to Carrington Road.
- Sets a spine road that comes down the western side of the precinct connecting up to Gates 1-3. Gate 4 connects to the Unitec campus..
- Sets constraints on the ability for the northern network to connect into the road network to the south, but retains the plan provisions which allow connections between the future southern development and the existing residential neighbourhood.

Diagram 4: Road network



This plan change essentially leaves intact the four key gate locations on Carrington Road with a minor adjustment to Gate 1 to reflect its new location. The roading network is also essentially the same, although there are minor adjustments to take account of the alignment of the spine road network as granted under the recent enabling works consent, noted above.

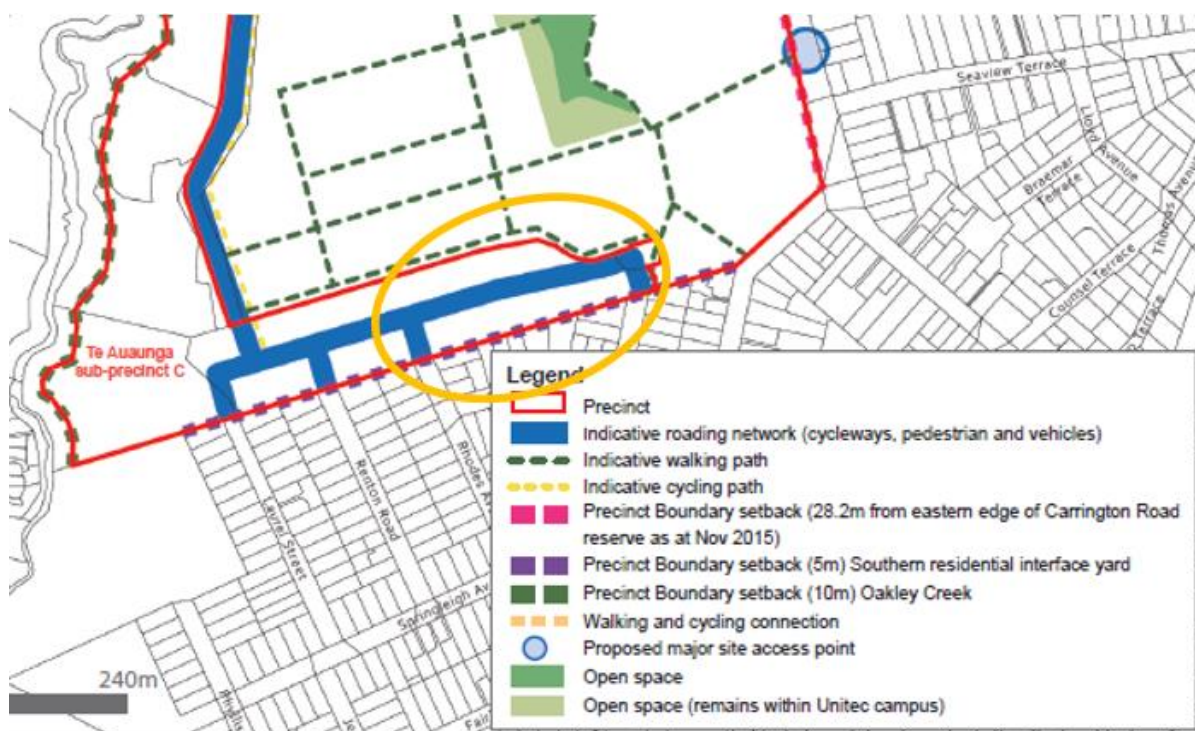
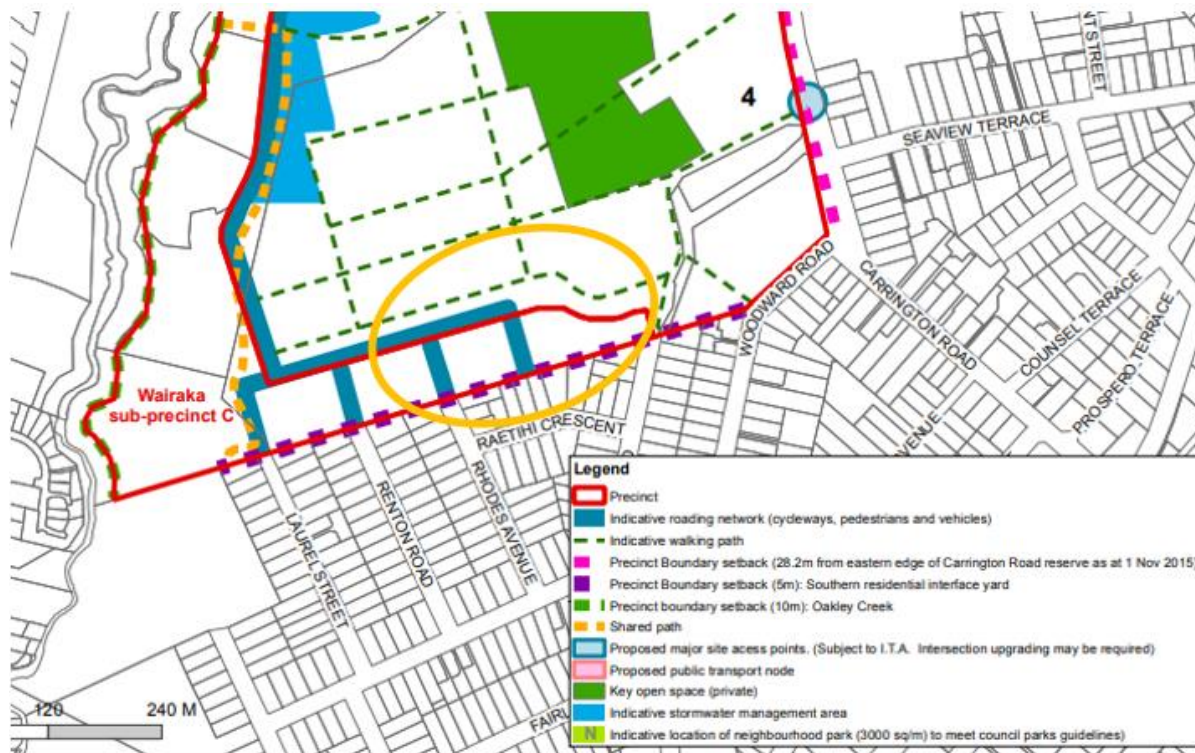
This plan change largely retains those controls on the southern connections but for the requested amendments which would enable Mark Road to join up with the small internal roading network in

the south. The key intent of the control is to minimise these roads from the south being used as a direct route into the campus for Unitec students, thereby encouraging a higher use of student vehicles through these side roads, and rat-running by commuters seeking to avoid Carrington Road. With the change in ownership of the land in the south of the precinct, and the reconfiguration of the southern road network, this additional connection provides good functionality for future residents and further spreads residential cars across the side streets to the benefit of the southern residents. However, it does not enable the direct connection to Unitec, or through to Carrington Road, consistent with the current AUP provisions.

The transport assessment by Stantec states that: *“For clarity, the traffic model assumes that Mark Road is also connected up to the future internal road network in the southern zone (without permitting motor vehicle connections to the Unitec Core or the central and northern areas).”*

There is also the deletion of a minor terminating spur road within the precinct that was located between Rhodes Ave and Mark Road. This road does not connect to anything. The arrangement of access to properties from within the precinct will be addressed through future development applications. This spur is highlighted on the Precinct Plan 1 extract below (see the orange ovals).

Diagram 5: Deleted Spur Road



4.5 Open space

Precinct Plan 1 (forming part of the plan change and shown in Diagram 6) identifies the different open spaces within the Precinct Plan.

One of the larger private open space areas identified on the current Precinct Plan is now part of the Mason Clinic site. Te Whatu Ora provide for open space within their compound for their patients and staff. Given the nature of this hospital, public access to this land is not appropriate. Consequently, this plan change removes the open space from the Mason Clinic site and relocates it to more appropriate locations, central and north in the precinct.

The plan change acknowledges the potential for significant open space in the north in the foregrounds to the Former Oakley Hospital Building. This is the site surrounds for Building and forms part of its 'extent of place'. It is a high amenity area and in a good strategic location for public access, connecting both to the north-western cycleway and into the Point Chevalier township over the motorway bridge. It is a logical and appropriate place for long term open space to be provided.

The other key open space proposed is in the centre of the precinct, in a flat location easily accessed by most areas of the future development, and inter-connected with the open spaces further south and Te Auaunga/ Oakley Creek to the west.

There is also open space complementing the stormwater management area (artificial wetlands) in the south and the surrounding land. This area provides amenity space as well as open space areas around the margins.

The land adjacent to Unitec's Building 48 has a significant area of treed open space. This is also identified through Precinct Plan 1, as part of the network of central open space that is interconnected both north and south-east from this location.

The final aspect of the open space network is the linkage between the Spine Road and the Te Auaunga / Oakley Creek walkway network. This is on the southern boundary of the Mason Clinic land.

Attachment 5 addresses the open spaces forming part of this plan change request.

4.6 Zoning

Diagram 6 shows the current zoning of the precinct. Proposed new zonings are addressed in section 6.3 of this report.

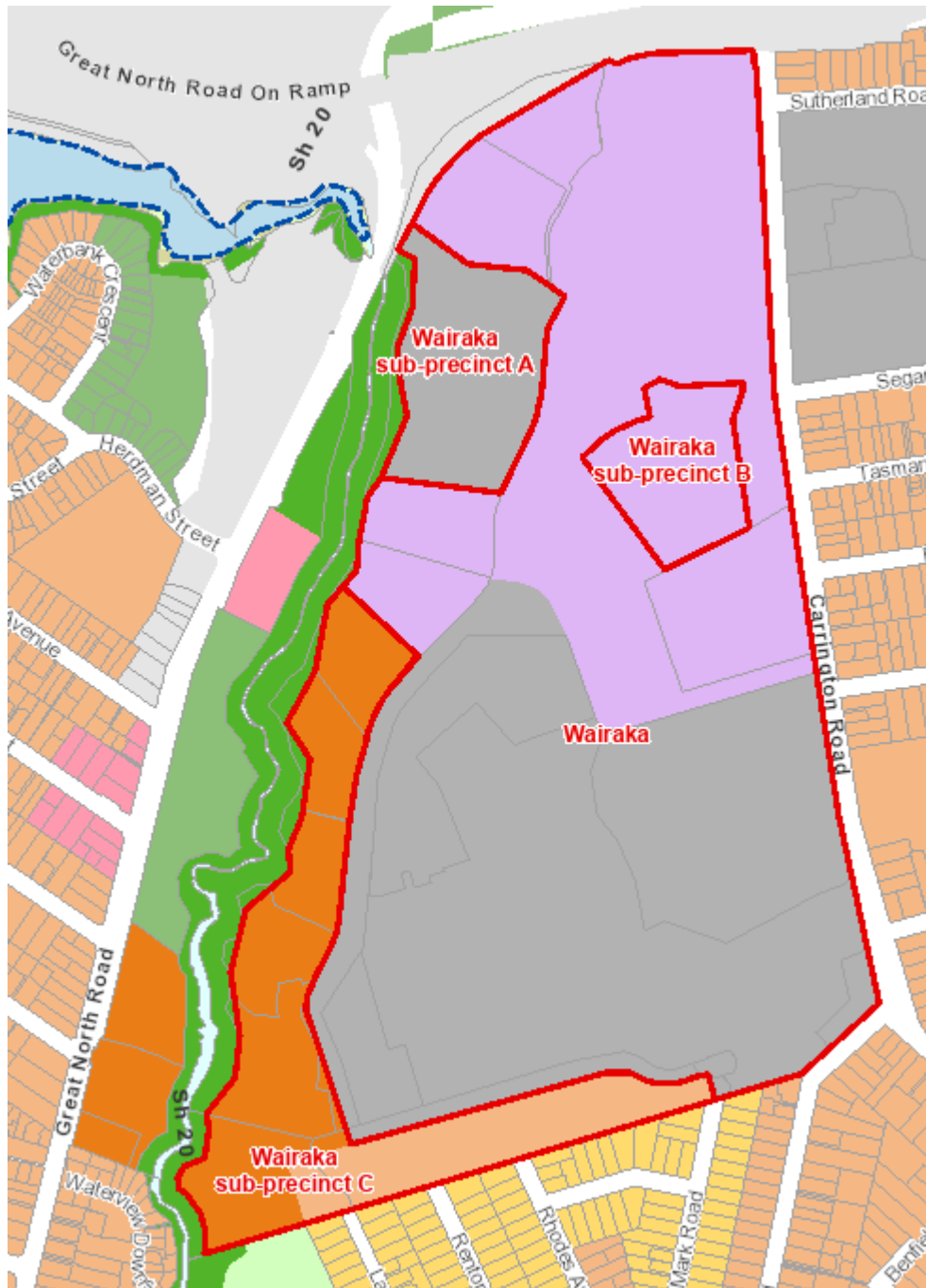
The precinct land comprises land with the following zonings:

- Special Purpose: Tertiary Education Zone;
- Special Purpose: Hospital and Healthcare Facilities Zone;
- Business - Mixed Use Zone (B-MU);
- Residential – Terrace House & Apartment Building (THAB); and
- Residential – Mixed Housing Urban Zone (Mixed Housing Urban).

10.67 hectares of the HUD land is zoned Special Purpose: Tertiary Education reflecting its former Unitec operation.

To the north, the HUD land is zoned B-MU. The remainder of the HUD land comprises a small section of THAB zoning facing Te Auaunga/ Oakley Creek and west, adjacent to the Whai Rawa land also zoned THAB, and the strip of Mixed Housing Urban zoned land along the southern boundary which creates an interface to the existing homes on the streets off Woodward Road.

Diagram 6: Current Zoning



4.7 Overlays, Controls and designations

For completeness, diagram 7 below shows the overlays and controls applying to the precinct. These are:

Overlays

- Natural resources: quality sensitive aquifer management area;
- Natural heritage: regionally significant volcanic viewshaft and height sensitive area;
- Natural resources: significant ecological area;
- Historic heritage and special character: historic heritage overlay and extent of place; and
- Natural heritage: notable tree overlay.

Controls

- Macroinvertebrate community index.

Diagram 7: Overlays

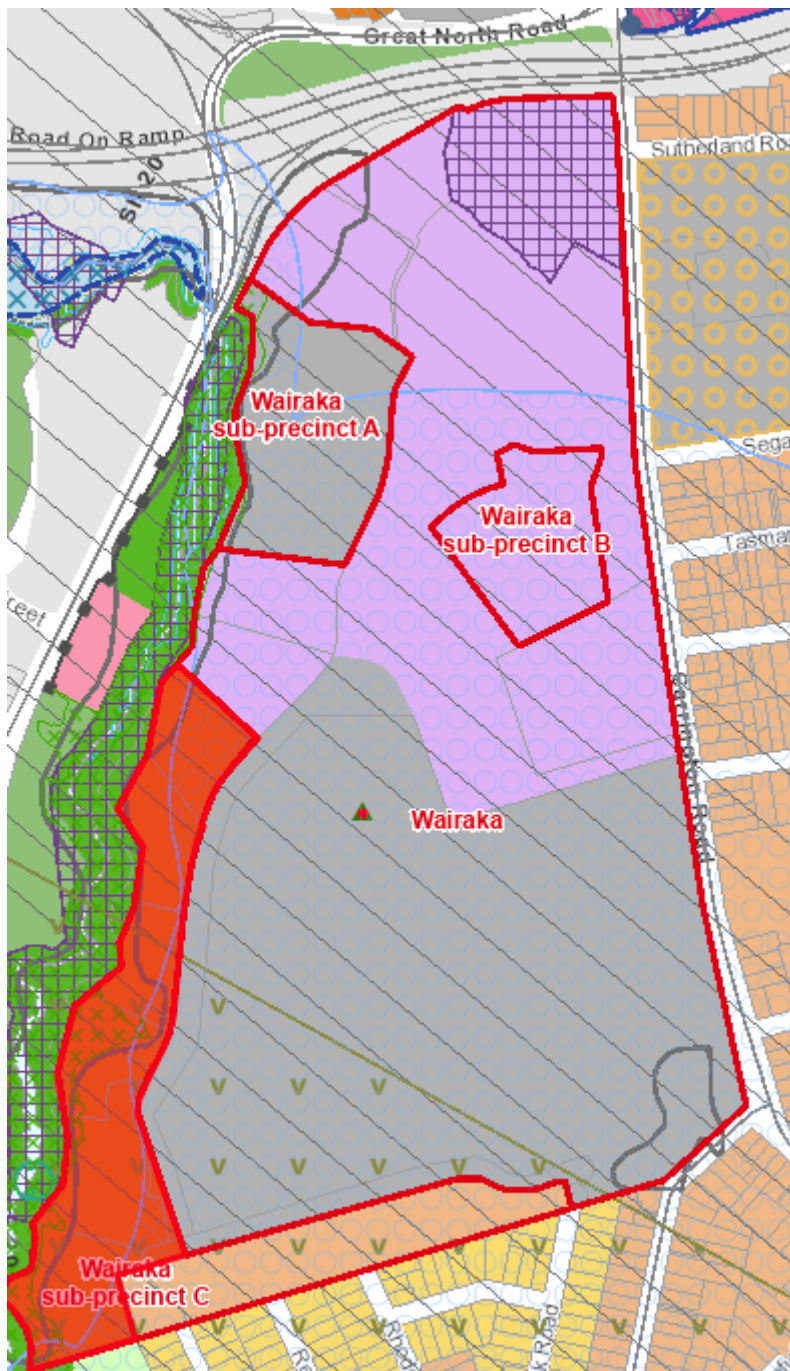
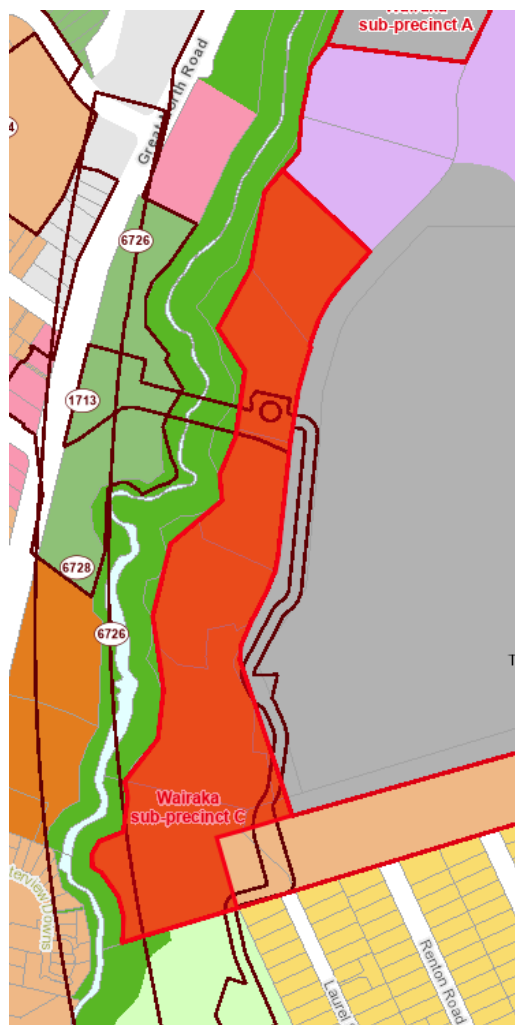


Diagram 8 shows the designations applying to the precinct. The dominant impacting designation is the Auckland Transport Designation 1713 shared path from the south-western quadrant of the precinct. This connects from the southern boundary moving northwards alongside the spine road and then crossing over the Te Auaunga pedestrian / cycling bridge to the suburb of Waterview.

There is a second designation which is the Waterview Tunnel. This designation applies at subsurface level to a small portion of the south-western corner of the precinct, and is at a depth such that it has no practical impact on the precinct.

While not designated, there are controls in the plan which set an 8m building line set back along Carrington Road to provide for the future widening of Carrington Road. This plan change, and the work Rōpū have been doing in preparing for development of the precinct, have all taken account of this road widening set back.

Diagram 8: Designations



There is no change sought to designations or overlays as part of this plan change request.

5 PURPOSE AND REASON FOR THE PLAN CHANGE

5.1 Strategic overview

This land is strategically important to the Council and government's urban consolidation and growth management strategies for Auckland. The HUD land at approximately 39.7ha is the largest block on the isthmus of effectively vacant residential land held in single ownership and ready for development.

In addition to its size, this land is strategically located on high frequency public transport routes (Carrington Road and Great North Road, which both have high frequency bus services) and within walkable distance of the Mount Albert and Baldwin Avenue Train Stations.

The objectives of the precinct cover a broad range of issues including the opportunities this land offers for materially contributing to managing Auckland's growth and creating an integrated community.

One of the key outcomes from the Te Auaunga Plan Change is to dedicate more land for urban growth and to enable appropriate parts of the precinct to have additional height and therefore additional growth opportunity, and variety of form.

5.2 Māori cultural expression and economic development

A significant proportion of land within the Te Auaunga Precinct is currently owned by the Crown. The Crown in turn is advancing the Te Auaunga Plan Change for the land under the Land for Housing programme and will transfer the 39.7ha block to the three Rōpū for development.

The three Rōpū will develop the land for a variety of different housing typologies, which may include papakāinga or kaumātua housing. A significant portion of the housing will be a range of affordable and market housing.

The Land for Housing programme contributes to the government's Māori housing and economic development strategies. The release of land in this way contributes to these strategies in that it (among other things):

- (a) Provides Rōpū with the opportunity to undertake property development in a way that reflects their own aspirations for housing.

- (b) Ensures the development programme can include housing of different typologies, tenures and price-points, including the potential for papakāinga housing, kaumātua housing, and affordable housing and rentals.

There is no difference in the zoning activities or standards that would be applied to the precinct whether this development is driven from a Māori economic development perspective or from a standard urban development perspective. This assessment demonstrates that the proposed land rezoning, modifications to rule activities and standards, and assessment criteria are based on sound planning, urban design, landscape, and visual assessment practice. However, because of the cultural importance of this land adjacent to the Te Auaunga/ Oakley Creek, which historically was one of the routes traversing between the Waitemātā and the Manukau, and because of the Treaty obligations underpinning the development opportunity, demonstrably this land also brings significant Māori economic development benefits enabling the three Rōpū, on behalf of their member iwi, to advance their housing aspirations. This will benefit not only the Auckland economy but benefit the Rōpū and members of the respective iwi. This is consistent with section 8 of the Resource Management Act 1991 (RMA).

In terms of the plan change itself, this manifests itself in the objectives and policies of the plan change and in the cultural assessment criteria reflected in the Council’s Urban Design Manual and Te Aranga principles in what will be future design of buildings within the precinct.

5.3 Supporting urban intensification

The Te Auaunga Precinct is the single largest “brownfields” block of land on the Auckland isthmus. This land can make a meaningful contribution to the government and Council’s urban consolidation strategies. Maximising land efficiency is therefore a key aspect of the planning controls.

The National Policy Statement on Urban Development identifies the benefit of urban intensification on major public transport routes and adjacent to town centres. The Te Auaunga Precinct is well placed in terms of both these factors, being on high frequency public transport bus routes on Carrington Road itself and Great North Road, and with an easy walking distance to the Mount Albert and Baldwin Avenue Rail Stations. In addition, much of the precinct is within easy walking distance of Point Chevalier and Mount Albert town centres.

On top of this, the topography and planning characteristics of this land lend itself to high density, residential development. In the north-western corner, high rise residential development is appropriate, due to its unique location adjacent to the Waterview interchange which significantly separates this land from the nearest residential neighbours.

The Council's Auckland Plan 2050 and the section 32 justification for the AUP both demonstrate the benefits and importance of urban consolidation if Auckland is to manage the extent of greenfields development. Objective B2.2.1(1) of the AUP states:

"A quality compact urban form that enables all of the following:

- (a) A higher-quality urban environment;*
- (b) Greater productivity and economic growth;*
- (c) better use of existing infrastructure and efficient provision of new infrastructure;*
- (d) improved and more effective public transport;*
- (e) greater social and cultural vitality;*
- (f) better maintenance of rural character and rural productivity; and*
- (g) reduced adverse environmental effects."*

Objective (2) states:

"Urban growth is primarily accommodated within the urban area 2016 (as identified in Attachment 1A)".

Similarly the Auckland Plan 2050 sought to provide a significant portion of Auckland's growth within the current urban area.

There is therefore an important role for greenfields development, but equally there is a fundamental need to provide for high quality residential opportunity in parts of currently urbanised Auckland where high density development is appropriate. The Te Auaunga Precinct is a key part of this.

5.4 Targeted areas for increased height

This matter is addressed in detail in the Urban Design Report by Boffa Miskell (Attachment 3).

In summary, there are four areas where this plan change proposes additional height:

(a) Carrington Road frontage:

- Currently there is an 18m height limit within 20m of the Carrington Road existing legal boundary. With the future 8m road widening, effectively this height limit applies to a 12m wide strip.
- This plan change seeks to increase this height from 18m to the 27m height that applies to the majority of the remainder of the precinct.
- Carrington Road is a strategic arterial road on a high frequency public transport bus route. This land is in a location which fully meets the criteria for high density development. It is suitable for residential housing and other urban activities.
- The widened Carrington Road will give a 28.2m setback to properties on the eastern side of the road. This land is suitable for 7-8 level development consistent with the height limit effectively 12m back from what will be the new street boundary (20m from the current street boundary).
- This land is eminently suitable for intensive medium rise building typologies. In terms of land efficiency, this height change will allow a more effective use of this land and an enhanced contribution towards providing for residential growth in a key part of the Auckland isthmus.

(b) 35m height limit:

- In key parts of the precinct that are removed from the southern residential properties and, by topography, from Carrington Road, an increased height of 35m is provided for (compared to the current 27m). This will provide for 2-3 additional levels.
- The contour of the subject land sees it drop from Carrington Road relatively steeply to a more central plain which is typically some 12 m below Carrington Road level in the central part of the precinct.
- The effect of the 35m height is to place an additional 2-3 storeys on land which is at a lower level than Carrington Road. These heights, when viewed from Carrington Road, will be completely masked by the future buildings in the foreground. This masking occurs based on

the current height levels of 18m, whether or not the Carrington Road frontage height increase is approved.

- The additional 35m height Area 2 is also kept well north (some 500m) from the residential neighbourhood along the southern boundary of the precinct. When the intervening land is developed it will likely not be visible from this location.
- This additional built form can be effectively subsumed within the bowl of the precinct. As outlined in the section 32 analysis, this height change allows increased land efficiency and an enhanced contribution towards meeting demand for housing within Auckland, that housing being within easy walking distance of high frequency public transport routes, employment, education and amenity.

(c) North-western corner:

- The north-western corner of the precinct is unique because of its location adjacent to the Waterview interchange and the two elevated roading flyovers which provide the logistical connections between State Highway 16 and 20.
- This particular corner of the precinct is well removed from residential neighbours. It is outside the key volcanic view sightlines of Ōwairaka (Mount Albert). This land is eminently suitable for high rise development.
- The plan change provides for 35m high buildings in this location with one building enabled up to 72m, one building to 54m, and one building up to 43.5m. The diagonal dimension of these taller building (floor plate dimension) are limited to ensure they will comprise a slender tower form.
- The upper levels, once clear of the Waterview interchange flyovers, provide significant views and good sun orientation. These buildings have ready access to two high frequency public transport routes and are within easy walking distance of the Point Chevalier Shopping Centre. In addition, when the new rapid transport route along the North-Western Motorway is completed (possibly a busway or bus prioritisation approach), that will provide additional rapid transport access to residents, particularly in the northern portion of the precinct. The location is ideal for higher intensity high rise residential development.

- The Boffa Miskell report undertakes an extensive urban design and visual impact assessment of these proposed taller buildings.
- The combination of a 35m permitted height and specific provision for the 72m / 54m / 43.5m buildings enables good land efficiency in a key location. This in turn will assist in contributing to accommodating Auckland's growth.

(d) Southern boundary:

- A 10m wide strip of land along the southern boundary is currently subject to a height limit of 8m. This land is zoned Mixed Housing Urban. That height control is inconsistent with the new Enabling Act. That Enabling Act sets a height limit of 11m for housing in this location, which is being given effect to through PC78.
- The proposed height limit for the land on this boundary is consistent with the new legislation and PC78.
- The 5m special yard along this interface between the precinct and the residential land to the south is retained. This compares to a standard yard control of 1m.

5.5 Ensuring development quality

A key policy initiative of the precinct and of this plan change is to promote high quality development opportunities.

With the increased height on certain buildings, key additional amenity controls are introduced. These include:

- (a) A restriction on the diagonal dimension of any building over 35m in height (Standard I334.6.11). This restriction varies based on building height. That dimension has been identified following a design assessment by Boffa Miskell.
- (b) Wind controls are introduced for buildings over 27m in height (Standard I334.6.12). These controls are the standard controls applying throughout the AUP.

- (c) A 14m building-to-building setback is introduced to ensure good outlook amenity for all apartments and around taller buildings (Standard I334.6.10). This is in addition to the standard outlook controls.
- (d) In addition to these standards, detailed additional assessment criteria are introduced for all buildings (Standard I334.8.2). These assessment criteria draw heavily from other assessment criteria targeting quality design.

The cumulative effective of these standards and the assessment criteria will ensure a high quality of residential development.

5.6 Equitable distribution of retail allocation

The precinct currently provides for retail development in four ways:

- (a) Retail associated with the Unitec campus (cafés, bookshops etc) (existing Policy I334.3(29)(a), existing Activity I334.4.1(A5)).
- (b) A retail node at the Farm Road (Gate 3) entrance (existing Policy I334.3(29)(b), existing Activities I334.4.1(A6), (A8), (A9)).
- (c) A small node around what was to be the bus hub (existing Policy I334.3(29)(b), existing Activity I334.4.1(A11)).
- (d) An opportunity for retail development associated with the adaptive reuse of the Former Oakley Hospital Building (existing Policy I334.3(29)(c), existing Activity I334.4.1(A7)).

When the precinct was first established, significant work was carried out to determine the appropriate amount of retail for the location in light of the re-zoning that occurred at that time and, as a result, an overall cap was placed on retail of 6,500m² gross floor area (existing Standard I334.6.2(1)(a)).

Additionally, the existing precinct provisions include the following specific caps within various zones/areas of the precinct (Standard I334.6.2):

- 4,500m² cap in B-MU.

- 3,000m² cap in Special Purpose – Tertiary Education Zone.
- 1,000m² cap in Historic Heritage Place.
- 1,200m² cap on retail activities within 100m of the supermarket.

Recent land ownership arrangements have had two consequences in terms of the existing retail allocation model embodied within the existing precinct:

- (a) The precinct now has multiple land owners. The original concept that a single land owner could internally manage the distribution of retail allocation no longer applies. If a “first in, best dressed” circumstance is to be avoided, then a more prescribed allocation of retail is necessary.
- (b) The decision by Unitec to consolidate its campus, and to release the additional land for other non-educational purposes, means that there is a decreased demand for retail associated with the campus and an associated increased demand for general community retail.

In addition to these two land ownership matters, the decision by Auckland Transport that, for various reasons, it wishes to retain buses on Carrington Road rather than divert buses off Carrington Road into a bus hub, means that retail associated with the bus hub is no longer needed.

Accordingly, this plan change proposes to adjust the allocation/distribution of retail spaces within the precinct. This plan change does not propose any amendment to the overall cap of 6,500m² gross floor area of retail.

The same retail node at Farm Road is maintained.

Due to the change in ownership, and related proposed re-zoning with a larger area of the precinct proposed to be zoned B-MU, the allocation of retail is proposed to be distributed between Unitec and HUD / the Rōpū as follows (proposed Standard I334.6.2):

- 4,700m² cap in B-MU (i.e. the HUD land to be transferred to, and developed by, the Rōpū).
- 1,800m² cap in Special Purpose – Tertiary Education Zone (within the remaining land owned by Unitec).
- Retention of the 1,000m² cap in Historic Heritage Place, but with the ability for that allocation to be used elsewhere within the B-MU within the precinct.
- Increase in cap on activities within 100m of the supermarket to 1,700m², provided that any unutilised gross floor area may be used elsewhere within the B-MU within the precinct and that

the 1,700m² may be increased by any transferred gross floor area unutilised in the Historic Heritage Place.

The Rōpū are also interested in adaptive reuse of the Pumphouse building. Retail in this building, e.g. food and beverage, would provide a key opportunity to enable the long-term conservation of the building through adaptive reuse. New proposed policy 30A encourages adaptive reuse of buildings exhibiting heritage qualities and identifies retail as a suitable use.

Mr Heath of Property Economics has addressed the retail provision proposed. This is contained in attachment 1.2

6 TE AUAUNGA PRECINCT – REQUESTED CHANGES

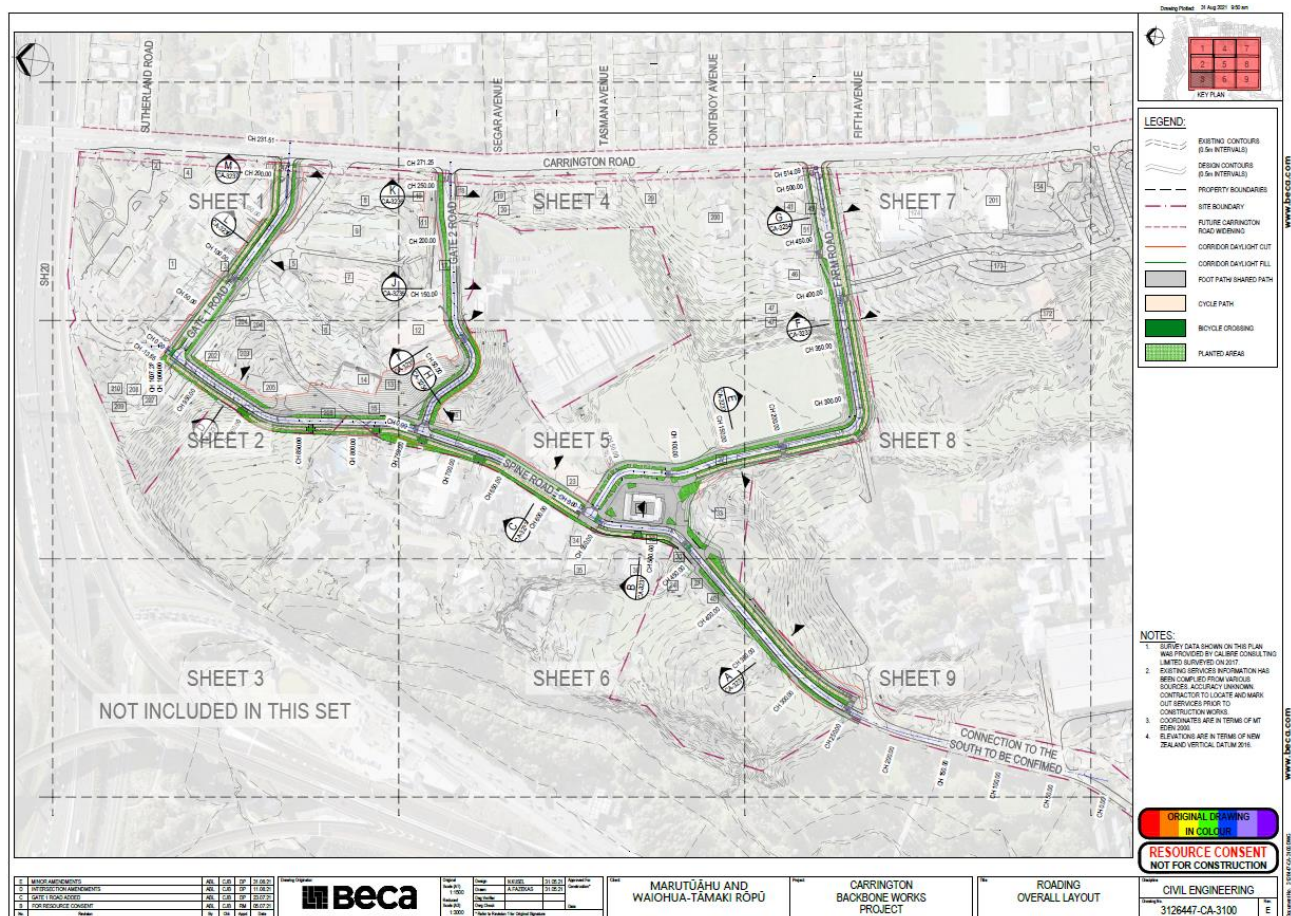
6.1 Masterplan

The Rōpū have progressively been working on their masterplanning for how their respective landholdings within the precinct will be developed. Multiple variants/aspects of different parts of the plan change have been tested by Boffa Miskell, as part of developing this Te Auaunga Plan Change as addressed in the Urban Design Report, Landscape Assessment and Visual Assessment.

The new proposed Precinct Plan 1 and amended precinct provisions will act as a high-level framework for development within the precinct.

For completeness, the enabling works consent is attached to this request. Diagram 9 is a copy of the proposed enabling works.

Diagram 9: Backbone works



6.2 Plan Change

There are six key elements of the Te Auaunga Plan Change:

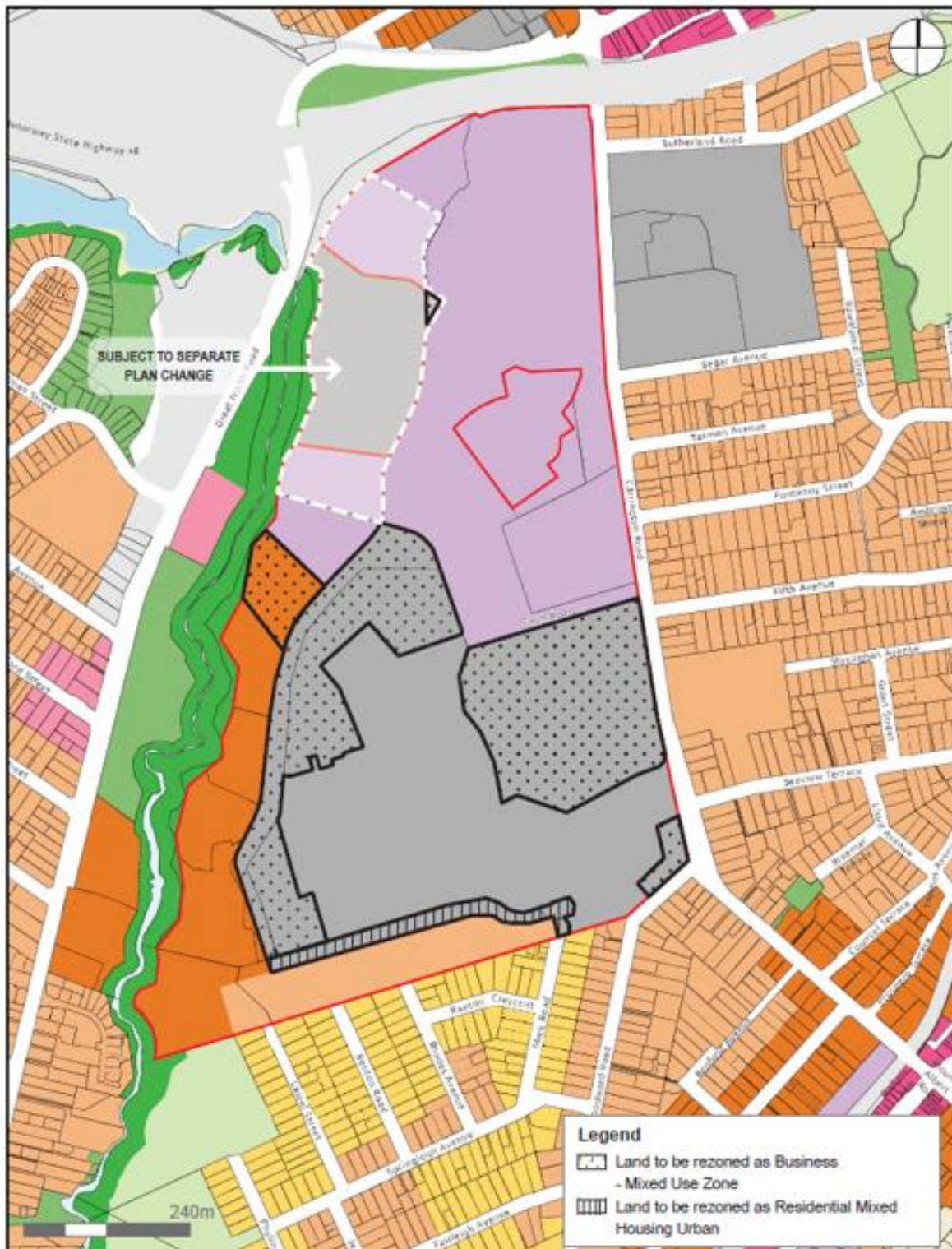
- (a) Rezoning of land acquired by HUD from Unitec from 'Special Purpose: Tertiary Education' to B-MU with the land primarily intended for residential development, but enabling a mix of ancillary activities to create an integrated community.
- (b) Proposed amendments to the precinct provisions to promote Māori economic development as a key objective for the precinct.
- (c) Identification of areas within the precinct where additional height can be accommodated. This will enable the precinct to deliver a higher yield than might otherwise occur in the underlying zone, therefore contributing to the Council's growth strategy, as well as more variety in urban form.
- (d) In areas where higher buildings are allowed, additional development controls around wind, separation of buildings, and the maximum dimension of floor plates are introduced.
- (e) Detailed design criteria to ensure all buildings, and particularly the higher buildings, achieve a high quality of design and functionality.
- (f) Proposed amendments to the precinct provisions to equitably redistribute retail provision within the precinct (excluding Sub-Precinct A – the Mason Clinic) due to the redistribution of land from Special Purpose: Tertiary Education to zoning that enables housing development. The same overall retail cap is maintained.

The plan change document in Attachment 2, follows the standard Council convention of showing deleted text as ~~red writing strike-out~~ and new text in underlined red writing.

6.3 Zoning changes

Diagram 10 shows the requested zoning changes.

Diagram 10: Requested zoning changes



The key changes are:

(a) The former Unitec land:

- along Carrington Road, at the corner of Carrington Road and Woodward Avenue; and
- on the western side of the core campus,

is proposed to be rezoned from 'Special Purpose - Tertiary Education Zone' to B-MU. This zoning is then consistent with the zoning applied in the northern block of the precinct, also intended for residential development. This will ensure that an appropriate range of future uses can be developed on this former Unitec land which is now no longer held for tertiary education.

- (b) There is a small block of land on the western boundary proposed to be rezoned from THAB to B-MU. This block of land on the western boundary has a split zoning, across the HUD title. It is appropriate that it has a single, consistent zone.
- (c) A small triangle in the north by the Mason Clinic which will be vested from the Mason Clinic to Auckland Council (to be administered by Auckland Transport as road controlling authority) as part of the new spine road, and is proposed to be appropriately re-zoned from 'Special Purpose – Healthcare Facility and Hospital Zone' to B-MU consistent with the rest of the future road through the northern Crown land.
- (d) A strip of land along the southern part of the Unitec site is proposed to be rezoned from 'Special Purpose – Tertiary Education Zone' to 'Mixed Housing Urban' to align with the existing zoning along the southern boundary of the precinct.

6.4 Changes to precinct description

The two key changes to the precinct description are to:

- (a) Identify the range of building heights applied across different parts of the precinct. This plan change recognises that the nature of the topography of the precinct means that a range of heights are appropriate from the existing, more restrictive, height controls in the south to the enabled higher heights in the north-west.
- (b) The recognition of the importance of this precinct in the restoration and enhancement of Māori cultural, social and economic interests including Māori cultural expression and economic development.

6.5 Changes to objectives and policies

The key changes to the precinct objectives are changes to:

- (a) Provide for a variety of housing typologies within the precinct (Objective 3).
- (b) Emphasise the restoration and enhancement of Māori cultural, social and economic interests including Māori cultural expression and economic development (Objectives 10(f) and 12).
- (c) Provide for increased height in appropriate parts of the precinct so as to provide greater housing choice and increase land efficiency (Objective 13).

Key changes to the policies include:

- (a) Support for Māori social and economic interests including Māori cultural expression and economic development (Policy 4(e)).
- (b) Providing for a mix of housing lifestyles and typologies including higher density housing opportunities (Policies 4(d), (6) and (7)).
- (c) Providing for high rise buildings, in the north-western portion of the precinct (Policy 14A).
- (d) Introducing a new policy addressing new high rise buildings adjacent to the former Oakley Hospital heritage building to provide sympathetic contemporary and high quality design. (Policy 14AA).
- (e) Providing for taller buildings to allow for greater intensity and land efficiency in appropriate parts of the precinct (but retaining lower height within the southern part of the precinct) (Policy 14B).
- (f) Amendment to require the Integrated Transport Assessment (ITA) to be updated where new development beyond the previously modelled yield is proposed (Policy 23).
- (g) Amendment to specify that the requirement for graduated building heights applies only along the southern boundary (Policy 27(c)).
- (h) Encourages the adaptive reuse of existing buildings with historic value, by encouraging retail activity (Policy 30A).

6.6 Changes to activities

The key changes to the activities are set out below. References are to the numbering in the Activity table:

- (a) Provide for the retail enclave adjacent to the Carrington Road/Farm Road intersection to be located within 150m of, and accessed via, Farm Road (A6, A8, A9).
- (b) Make consequential changes due to the deletion of the southern bus node, to reflect Auckland Transport's decision to keep bus services within the Carrington Road alignment (A11).
- (c) Classifies any light manufacturing repair service or warehousing and storage within 150m of Carrington Road as a non-complying activity. This will ensure that any of these industrial type activities, to the extent they occur in the B-MU zone, are subsumed within the precinct, away from the Carrington Road frontage (A16A, A17, A17A, A18, 18A, A19, A19A).
- (d) Provides for papakāinga and whare manaaki as a permitted activity (A21A, A21B).
- (e) Provides for new buildings other than those required to be permitted activities under the Enabling Act, as restricted discretionary activities (A21C).
- (f) Classifies buildings in the special height areas identified on new Precinct Plan 3 as a restricted discretionary activity (A21D, A21E).
- (g) Clarifies the control over roads extending from the south (Laurel Street, Renton Road, Rhodes Avenue or Mark Road) and connecting to the western road (A29).
- (h) Classifies subdivision for the purpose of construction use of residential units or non-residential buildings is a restricted discretionary activity (A34A, A34B).

6.7 Changes to the notification provisions

A new provision is included stating that an application for a resource consent for restricted activity consent that complies with the standards on height will be considered as a non-notified application unless special circumstances apply.

6.8 Changes to standards

The key changes to the standards are set out below. References are to the clause reference in the Plan Change (Attachment 2):

- (a) Retail threshold: The retail threshold is modified to allow for up to 4,700m² of retail in the B-MU zone and 1,800m² of retail in the Special Purpose: Tertiary Education Zone. The provisions continue to provide for a supermarket within 150m of, and accessed via, Farm Road (I334.6.2).
- (b) New height controls: New height controls are provided for as identified on new Precinct Plan 3. For the B-MU zone, this sets a standard height of 27m.

Two areas are created allowing additional height:

- Area 1 in the north-west corner provides for buildings to a height of 35m with three buildings achieving additional height. Three buildings can achieve a height of 43.5m, 54m and 72m respectively.
- Area 2 in the central and western part of the precinct allows development to a height of 35m.

In addition, the height on buildings fronting Carrington Road is set at 27m. This allows building height on the Carrington Road frontage to be consistent with the height limit in the majority of the precinct. It also appropriately reflects the key location of this precinct adjacent to public transport and the town centres of Point Chevalier and Mount Albert.

Additional assessment criteria are introduced to ensure appropriate design of buildings fronting Carrington Road (I334.6.4 and Precinct Plan 3).

- (a) Setbacks: A building-to-building setback of 14m is introduced. This is measured 8.5m above ground level to allow common lobbies and communal facilities in the lower one or two levels of a building (I334.6.10).
- (b) Tower dimensions: A maximum tower dimension is introduced in Height Areas 1 and 2. Buildings above 35m and up to 54m have a maximum tower dimension of 50m. Buildings up to 72m have a maximum tower dimension of 42m.

These dimensions in Height Area 1 apply above a height of 8.5m. In Height Area 2 the control applies above a height of 35m (Standard I334.6.11).

(c) Wind: The wind control provisions used elsewhere in the AUP for tall buildings are introduced for buildings above 27m in height (Standard I334.6.12).

(d) There are some other consequential changes to standards. These include:

- Changes brought about by the deletion of the bus hub.
- Standard underlying zone provisions that do not apply because they are superseded by other precinct controls. These exclusions include building height, height in relation to boundary, building setback at upper floors, tower dimension and separation, yards, landscape and wind controls.

6.9 Changes to matters of discretion

The matters of discretion for the assessment of all new residential buildings have been modified to create a more comprehensive set of considerations (proposed Matters of Discretion I334.8.1(1A)). Additional matters of discretion are also introduced for the high-rise buildings (proposed Matters of Discretion I334.8.1(1B)).

The matters of discretion are designed to ensure a good quality of building with:

- strong integration with the street and public places;
- relating assessments to building frontages, given that some buildings within the development may not technically front legal roads;
- sunlight and daylight access to habitable rooms;
- quality of outlook;
- matters of CPTED and street activation;
- protection of privacy;
- avoidance of blank walls through methods such as artwork, articulation, modulation and detailed building design;
- design appearance;
- adequacy of infrastructure; and
- traffic management including travel management plans and response to ITA.

Additional matters apply to buildings fronting Carrington Road (proposed Matters of Discretion 1334.8.1(1A)(i)).

Specifically with respect to the transport assessment criteria, the ITA that is currently provided for within the precinct would see an update to the ITA every two years.

This requirement was set in place at a time when the Waterview Tunnel was still under construction, and the impact of the opening of the tunnel on Carrington Road and the primary east/west route was unknown. The upgrade to Carrington Road itself in terms of design and timing was also unknown, as well as upgrades to the public transport network and ongoing improvements to the north-western cycleway and other cycling connections.

Now there is significantly more certainty over future transport patterns. The Waterview Tunnel is fully operational, travel patterns are now well established, the cycleway network is now well established including direct connections into the city centre and the significant upgrade in public transport services have all been completed. The timetable for the Carrington Road widening is also clear, with the Crown making infrastructure funding available to the Council to fund the widening and having agreed with Auckland Transport that delivery will be staged in time to support the delivery of housing within the precinct.

Consequently, the proposed matters of discretion (in combination with the special information requirements addressed below) set up a process whereby:

- An ITA is prepared (this has been done and is contained within the assessment by Stantec provided as part of this private plan change request, as detailed below).
- That assessment is reviewed when 3,000 dwellings are constructed. If the ITA modelling has proved accurate up to that point, then future development proceeds in accordance with the ITA. If the circumstances have proved different to what has been predicted in the ITA, then a new ITA is required.
- The figure of 3,000 dwellings has been proposed as the trigger for the ITA review because it provides a reasonable timeframe through the development to address traffic matters and expected behavioural changes in travel patterns over time. If predictions are not accurate, there is still capacity within the network and time to adjust development parameters for the remainder of the precinct development.
- When 4,000 dwellings have been constructed on the site, a new ITA is required to support any further development.

The Te Auaunga Precinct 2022 ITA submitted in support of the Te Auaunga Plan Change comprises the following:

- the 2022 Executive Summary including a summary of recommendations and key aspects; setting out specific transport commitments, which supersedes and replaces the previous 2021 Executive Summary;
- the primary June 2022 ITA document prepared by Stantec (2020 ITA) which was accepted by Auckland Council, on the recommendation of Auckland Transport, on 30 March 2021 (reference SUB60223011), and anticipates the development of the precinct for at least 2049 dwellings by Year 2028;
- additional traffic modelling and sensitivity testing by Stantec to support the ITA (October 2020 Memorandum) which included an assessment of the housing yields at which at least one intersection upgrade between the precinct and Carrington Road should be delivered; and
- the updated Transport Assessment and Modelling Report produced in support of the plan change (December 2022 Report) which anticipates the development of the precinct for at least 4,000 dwellings by Year 2031.

The above documents are all included in Attachment 7-7.1 to this report and collectively now comprise the updated ITA for the purposes of this plan change.

This plan change request also modifies the format of the assessment criteria to adopt the more standard Council format in the AUP.

Particular criteria relating to other structures, e.g. retail or parking buildings, references back and relies on relevant matters identified in the generic building criteria (Matters of discretion I334.8.1(1A)(1A) and Assessment Criteria I334.8.2). This is in preference to extensive repetition within the criteria.

6.10 Changes to the “special information requirement”

The existing special information requirements relating to the requirement for stormwater management plans were drafted prior to a stormwater management plan being prepared for the precinct.

A full Stormwater Management Plan (SMP) has since been developed and approved for the precinct and is provided as part of this plan change request. This special information requirement is therefore no longer required as existing Standard I334.6.3, which is not proposed to be amended through this plan change, requires development of the precinct to proceed in accordance with an approved SMP.

The existing special information requirements for an ITA are proposed to be amended to reflect that an ITA has now been developed for the precinct and to include provisions reflecting the intended review process and checks at 3,000 and 4,000 dwellings as set out in section 6.9 above.

6.11 Changes to Precinct Plans

Currently there are two precinct plans within the precinct provisions. This plan change retains these two plans (Precinct Plan 1 is updated) and introduces a third precinct plan addressing height.

Precinct Plan 1

Diagram 11 below is a copy of existing Precinct Plan 1 for the Wairaka Precinct.

Diagram 11: Existing Precinct Plan 1

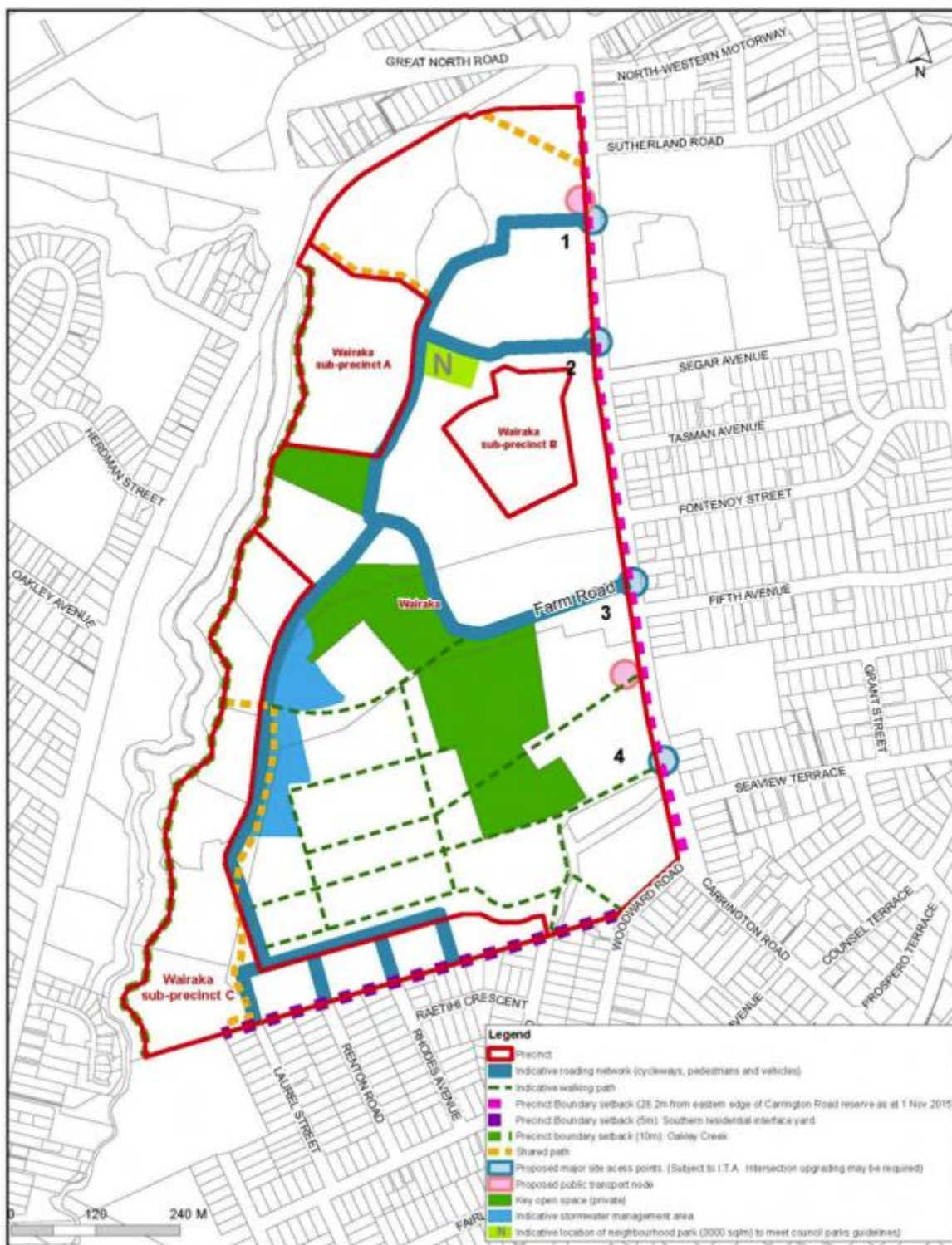
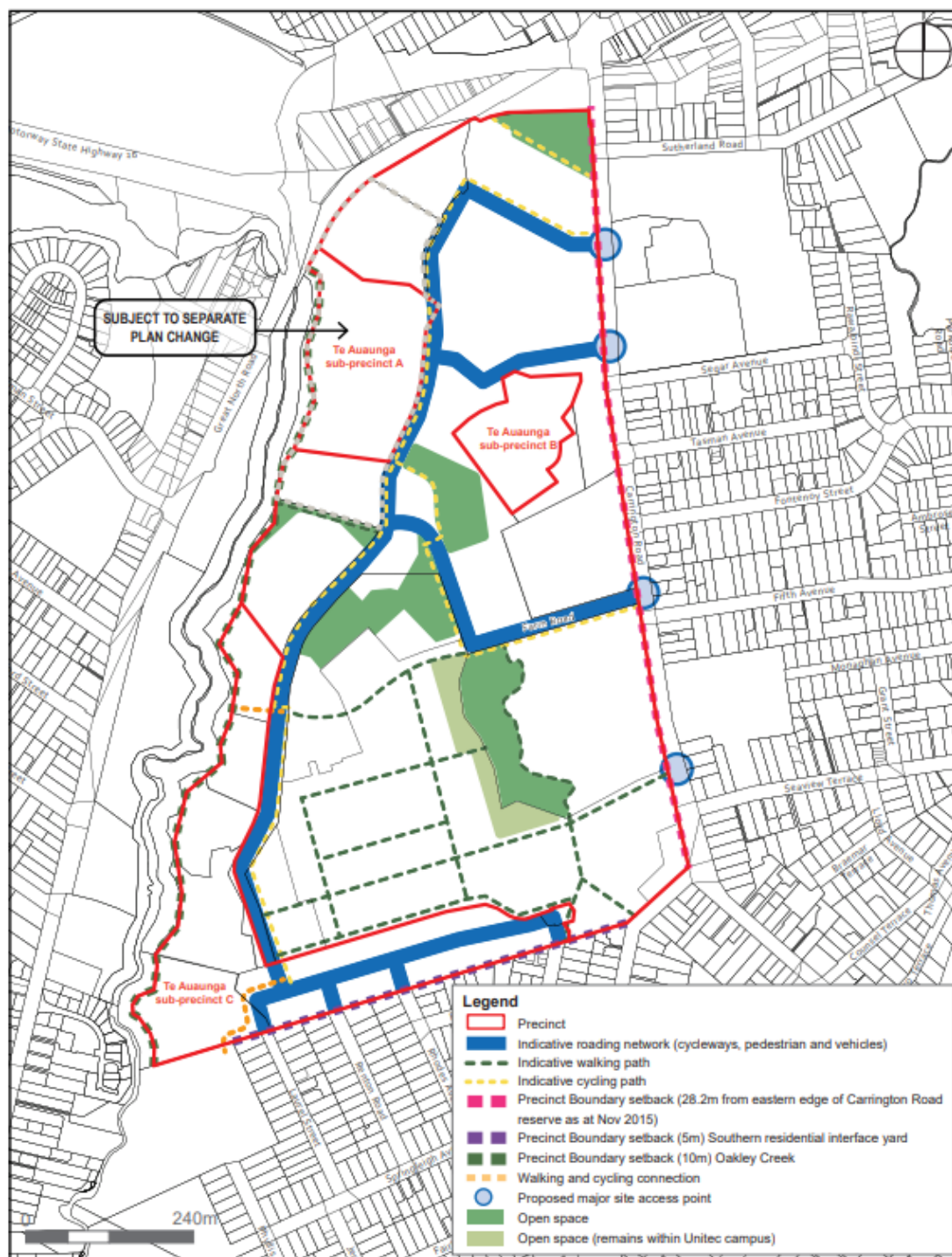


Diagram 12 below is a copy of the new proposed Precinct Plan 1 for visual comparison purposes.

Diagram 12: Proposed Precinct Plan 1



Precinct Plan 1 sets out the key planning parameters for development of the precinct. These key parameters, and how they are proposed to be amended from the existing to proposed Precinct Plan 1, are set out below:

- Key entrances from Carrington Road: This plan change proposes a minor refinement to the location of the Gates to reflect the resource consent noted above. Other locations are unchanged.
- An internal road network: The Te Auaunga Plan Change slightly amends the internal road network and is not wholly consistent with the approved enabling works consent for the 'back bone' road, as it reflects a future proposal. These changes are largely in the norther portion. The road network is changed in the southern precinct to connect to Mark Road.
- The open space network: The need to reflect the expanded scope of the residential development has prompted a reconfiguration of open space. This is set out in this report and shown in the precinct plan. It aligns with the proposals in PC75. The indicative western stormwater management area has also been proposed to be removed to reflect changes in the Auckland Council 'Healthy Waters' department methods for managing stormwater. The core of the central artificial wetland and its functionality will remain and is contained within the open space area identified on proposed Precinct Plan 1.
- Cycleway network: This is proposed to be updated by the Te Auaunga Plan Change request. The existing plan shows one connection to Great North Road in the north-western part of the precinct, which is deleted by PC75, the Te Whatu Ora plan change request. The Te Auaunga Plan Change updates the network, showing the future internal network connecting from the north-western cycleway at the bridge through to Carrington Road.
- Walkway network: The network is proposed to be modified in a minor way, with one walkway realigning to connect Farm Road to the Gate 4 Road within the site.
- Precinct boundary treatment on the southern boundary and on the Te Auaunga / Oakley Creek boundary is unchanged by this application.
- The Carrington Road setback and bus stop are unchanged by the Te Auaunga Plan Change.
- Off-street bus hub: This is proposed to be deleted following Auckland Transport's decision to keep all bus stops on-street.
- Sub-precinct areas: The plan change proposes a reduction in the extent of sub-precinct B to align with the boundaries of the current industrial activity on the site. The vacant land becomes part of the general precinct.

Precinct Plan 2

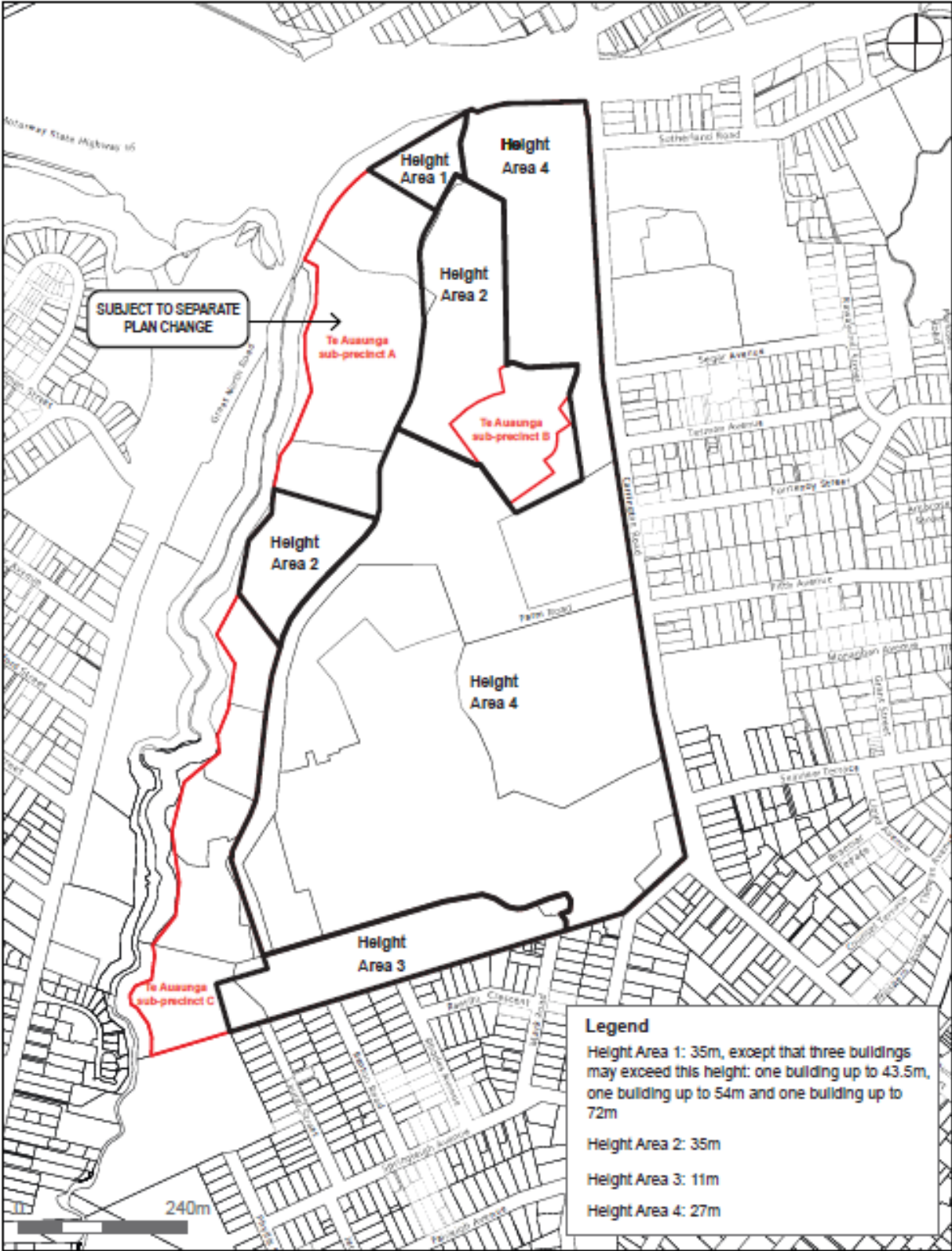
Precinct Plan 2 sets out a series of identified trees. There are no amendments proposed to Precinct Plan 2 in this plan change application.

Precinct Plan 3

Precinct Plan 3 introduces the new height controls. It does this through identifying four height areas and setting particular height standards within each of these areas.

Diagram 13 shows the new Precinct Plan 3 proposed to be introduced into the precinct provisions (included in Attachment 2 to this report). This shows the height areas within the precinct.

Diagram 13: Precinct Plan height control



7 OUT OF SCOPE OF THIS PLAN CHANGE REQUEST

This plan change does not seek changes to three key elements of the AUP that apply within the precinct and only minor tidy-up aspects to a fourth. These are:

- (a) Sub-precinct A: The Mason Clinic (previously explained as subject to PC75).
- (b) Trees.
- (c) Heritage Building schedule.

The controls on road access from the south to the Unitec campus are also retained in terms of the core controls, although these are subject to some minor changes in the wording to make it explicit the rule does not apply to new public roads connecting to Carrington Road.

7.1 Trees

There are no changes to the tree provisions as part of this plan change.

- (a) The operative AUP identifies six scheduled notable trees within the precinct.
There is no requested change to any of this scheduling.
- (b) Under Plan Change 83, Auckland Council is seeking to correct the schedule of notable trees to refer to the five, rather than six, notable trees contained within the precinct in this location.
- (c) The Precinct Plan notes 47 identified trees within the precinct.

There is no change to this list of identified trees as part of this plan change. Both the list of trees and the protection provisions that apply to them are outside the scope of this plan change.

7.2 Heritage buildings

There is one heritage building within the precinct, being the Former Oakley Hospital Building.

There is no change sought to the heritage schedule proposed as part of this plan change. The building will remain a Category A building with particularly identified primary features. The building is also on the Heritage New Zealand Heritage List as a Historic Place Category 1 building.

7.3 Extension of Laurel Street, Renton Road, Rhodes Avenue or Mark Road into the precinct as a public road

The current Wairaka Precinct provides significant limitations on the movement of traffic associated with student travel into the Unitec campus. Entry is restricted from either Laurel Street, Renton Road, Rhodes Avenue or Mark Road to the campus. These provisions and limitations are retained through this plan change.

The precinct provisions also continue to restrict connections between the south of the precinct and any roads in the centre and north that connect to Carrington Road.

The current wording could also be interpreted to apply to access on to Carrington Road. This was not the intention of the precinct. In fact, the primary access to the precinct is via a new vested road network off Carrington Road. The change to the provisions makes it explicit the control refers to the southern roads.

8 YIELD AND INFRASTRUCTURE

8.1 Overview

As part of the analysis for the Te Auaunga Plan Change, an assessment of potential yield and existing/planned infrastructure required to service that yield has been undertaken. This is intended to help inform the plan change and to assist in correctly sizing the infrastructure.

This has informed both the Transport Assessment (Attachment 7) and the Infrastructure Assessment (Attachment 6).

The yield analysis has been built around a series of assumptions as follows:

- (a) As is common in suburban high intensity residential developments across the isthmus, the development will include a mix of different housing typologies with a focus in key areas on apartments but also a reasonable proportion of terrace housing.
- (b) Land efficiency of 75% is assumed. Normally a 65% land efficiency would be provided except that this block analysis already takes account of the open space network and the spine road.
- (c) Site efficiency of 50% is achieved with the other 50% being in outlook areas, private open space, communal open space, access and parking.
- (d) Within the building, a terrace house achieves 100% efficiency, and an apartment building 80%. In the apartment building the other 20% is in lobbies, corridors, vertical circulation and plant rooms.
- (e) Terrace house assumed either a two level or three level walk-up, blocks of six terraces, and an average width of 7m -9m.
- (f) For apartments, it is assumed that all apartments would have a complying balcony and that the average apartment size would be 75m².
- (g) The maximum permitted size for a supermarket in the precinct would be constructed with some development above.

- (h) Other retail would be provided with some residential above.
- (i) The Transport Assessment is based on the student numbers for the Unitec campus as previously supplied by Unitec and for the numbers for the Mason Clinic as previously supplied by Te Whatu Ora (as the Waitemata District Health Board).

8.2 Yield

Overall, this analysis develops a yield of a minimum of 4,000 dwellings. Depending on the mix of terrace to apartment product and the size of apartments, the yield varies. Based on the assumptions above, a realistic yield of 4,000 to 4,500 was identified. However, under different scenarios, a yield of approximately 6,000 dwellings can be achieved.

This analysis takes account of the open space identified within the Precinct provisions, the roading network, and the infrastructure impact for the site. It also assumes quality development complying with the assessment criteria proposed as part of this plan change.

The Transport Assessment identifies that at about 4,000 dwellings under the current travel behaviour patterns as assumed through the Transport Assessment, that roading capacity does become a potentially limiting factor. However, the model is sensitive to issues such as the level of student accommodation and potential higher forms of densities such as a retirement village. This analysis was used to inform the infrastructure design elements internal to the development.

Given the minimal cost differential, and given that this precinct will develop over some considerable time, the inground infrastructure is intended to be put in place with a capacity to service approximately 6,000 dwellings. This simply offers flexibility in the future.

Any proposal beyond 4,000 will require a new ITA in accordance with proposed special information requirement I334.9(1)(b). Furthermore, any development triggers a restricted discretionary activity. This in turn triggers an assessment of infrastructure capacity as well as urban design and the quality of the built environment.

Attachment 1.1 includes an assessment of yield. It contains the draft indicative model that was used to inform the yield / population analysis. The model is not intended to give precise development

outcomes on each block. Rather it represents an indicative set of assumptions to assist in developing the Precinct provisions.

8.3 Three Waters infrastructure

The Infrastructure Assessment is set out in the report of MPS provided as part of this application at Attachment 6.

That analysis identified that:

(a) Stormwater:

- Stormwater management will continue to be driven by the hardstand elements of the precinct. This plan change has minimal impact on theoretical hardstand provided within the precinct. Effectively it is the same amount of impermeable surface that is provided for already and there are no significant changes to site coverage proposed.
- The precinct benefits from being located in the lower Te Auaunga / Oakley Creek catchment immediately adjacent to the stream mouth and harbour.
- Here the agreed stormwater approach has been to adopt a treatment train process to progressively treat the water. This includes appropriate roofing material, catchpits, swales, raingardens and wetlands. The objective is to move the water relatively quickly into the Te Auaunga / Oakley Creek so that the peak flows have exited this part of the catchment before the peak flows from the upper portions of the catchment reach this part of the stream system.
- That is explained within the report of MPS and the adopted SMP.

(b) Wastewater:

- Development of the precinct will be integrated with the Central Interceptor project. Prior to the Central Interceptor coming on stream, the MPS analysis and subsequent discussions with Watercare Services Limited (Watercare) identified that approximately 1,050 dwellings can be constructed based on the existing network capacity. Watercare has subsequently revised

this to 750 DUEs but with some additional capacity also available as existing buildings are demolished or removed.

- However, once the Central Interceptor is operational, then there are few limits on wastewater connection. Certainly a higher development yield of approximately 6,000 dwellings will be readily serviceable once the Central Interceptor is operational.

(c) Potable water:

- The existing potable water network does need upgrading in order to service the development enabled by this plan change. The trunk-lines to the Carrington Road corridor and the Sutherland Bulk Supply Point also both require upgrading to service approximately 4,000 dwellings. This is addressed within the MPS assessment.

(d) Matters of discretion and assessment criteria:

- The matters of discretion and assessment criteria put forward in this plan change require development to be able to be fully serviced by infrastructure. This will require the implementation of the treatment train process for stormwater, and effectively require development to keep step with wastewater capacity pending the Central Interceptor becoming operational, and the water trunk upgrades being completed (I334.8.1(1A)(d) and I334.8.2(1A)(d)).

8.4 Transport

The current precinct provisions were prepared at a time when:

- the Waterview Tunnel had yet to be constructed;
- the Carrington Road widening was uncertain; and
- the public transport links were still in development.

Due to this uncertainty, the precinct provisions were originally framed such that any development had to be supported by an ITA prepared less than two years previously.

The transport context has fundamentally changed since that time:

- (a) The Waterview Tunnel has been fully operational for a number of years and as a result its impact on traffic patterns are now well established.
- (b) The Crown has recently announced significant infrastructure funding to Auckland Council, through Auckland Transport. This was in response to the Council constraints in a post-COVID era where infrastructure funding was at risk. Amongst other things, the funding brings forward the works for the full widening of Carrington Road, a critical east-west link within the regional network. The majority of the uncertainty over the timing and scope of the Carrington Road upgrades is now removed. Auckland Transport has committed to advance the project in the reasonable future, including seeking to start works by October 2025 (recognising that the design work and land acquisition will be the first stage then followed by construction, and so there is some uncertainty around the exact works start date).
- (c) The public transport network, particularly around high frequency train services on the Western Line and high frequency 'outer link' services, as well as core services along Great North Road and through Point Chevalier, offer significant and viable public transport options.
- (d) This plan change identifies for completion (on Precinct Plan 1) the cycleway network coming south from Phyllis reserve connecting either across the now completed pedestrian and cycling bridge to Waterview or continuing north on the recently consented separated cycleway to join with the north-west cycleway at the Carrington Road crossing.

The Te Auaunga Precinct 2022 ITA by Stantec (and specifically the December 2022 Report) models these new assumptions and their impact for development of the entire precinct (in this case including Unitec and the Mason Clinic). It finds that the precinct can accommodate 4,000 dwellings alongside the planned and funded transport upgrades and based on key assumptions about mode shift.

The precinct provisions set a trigger for review of the ITA at 3,000 dwellings (I334.9(1)(a)). At that point, the actual performance in terms of transport utilisation within the precinct is tested. If the assumptions in the existing Te Auaunga Precinct 2022 ITA prove to be valid, then development to 4,000 dwellings proceeds. If the assumptions prove to be incorrect in that more private vehicle trips are generated, then a new ITA is required. That gives time to respond over the 3,001-4,000 dwellings construction timeframe.

At 4,000 dwellings, at some time in the future, then a new analysis and ITA will need to be undertaken to determine whether or not the precinct has any additional capacity for generated private vehicle trips, and hence development (I334.9(1)(b)).

Attachment 7, and 7.1 address transportation matters including the current ITA for the Precinct.

8.5 Power and telecommunications

Power and telecommunications will be a key factor as the precinct is developed. The assessment by MPS is that these infrastructure requirements are able to be accommodated.

These matters can all be assessed at resource consent stage, as has been happening with the consents lodged to date. Appropriate assessment criteria apply within the existing Auckland-wide subdivision controls.

8.6 Other uses

The assumptions in the infrastructure reports by Stantec and MPS take account of the expected generation by Unitec, the Mason Clinic and non-residential activity within the current HUD landholdings.

The transport assumptions for Unitec and Mason Clinic derive from earlier work with those respective organisations, and the traffic analysis Mason Clinic produced for its PC75. That work remains valid with projections remaining the same or similar.

The retail assessment within the current HUD land is based on the retail cap within the plan change, which reflects the existing precinct provisions.

The other non-residential activity assumes the continuation of the existing office building (part of the former Unitec land on Carrington Road between gates 3 and 4), and some activity in the rest of the precinct consistent with the B-MU zone which provides, as a permitted activity, for small office operations of up to 500m².

In terms of water and wastewater, limited account is taken for office development because residential uses have a higher water and wastewater demand. An allocation that would satisfy residential development would therefore satisfy normal office development.

In terms of transport, these alternative uses reduce the impact of development in the precinct on the transport network, as they generate trips in the reverse direction, i.e. inbound in the morning into the precinct and outbound in the afternoon – the opposite of typical residential/commuter activity for vehicle trips.

8.7 Overall assessment

The amendments to the Te Auaunga Precinct proposed through this plan change will enable at least 4,000 units to be provided, reflecting the government’s commitment to enabling development of a minimum of 4,000 units within the precinct. It is likely that transport will be the key governing factor as to whether any further development can be accommodated in the precinct and surrounding transport environment – as reflected in the analysis set out within the Te Auaunga Precinct 2022 ITA (and more specifically the December 2022 Report). However, in order to futureproof at the lowest cost the in-ground infrastructure, water and wastewater services, these have been designed and consented to provide capacity for approximately 6,000 dwellings through the enabling works consent.

Stormwater is unimpacted by this plan change as the difference in impermeable surface is minimal between the current and proposed plan change.

9 STATUTORY REQUIREMENTS

9.1 Statutory Context

The RMA sets out the statutory framework, within which resources are managed in New Zealand. The following section analyses the relevant statutory provisions that apply to private plan change requests to change district plans.

Section 74 of the RMA sets out the matters to be considered by a territorial authority in preparing or changing its district plan. These matters include considering the purpose of the RMA under Part 2 and the evaluation of the proposal in accordance with section 32.

Section 75 of the RMA outlines the relevant matters to be considered for the preparation of a private plan change request. It requires that a district plan must give effect to any national policy statement, any New Zealand Coastal Policy Statement, and any regional policy statement. In addition any request must not be inconsistent with a regional plan. Section 75 states that:

“75 Contents of district plans

(1) A district plan must state—

- (a) the objectives for the district; and*
- (b) the policies to implement the objectives; and*
- (c) the rules (if any) to implement the policies.*

(2) A district plan may state—

- (a) the significant resource management issues for the district; and*
- (b) the methods, other than rules, for implementing the policies for the district; and*
- (c) the principal reasons for adopting the policies and methods; and*
- (d) the environmental results expected from the policies and methods; and*
- (e) the procedures for monitoring the efficiency and effectiveness of the policies and methods; and*
- (f) the processes for dealing with issues that cross territorial authority boundaries; and*
- (g) the information to be included with an application for a resource consent; and*
- (h) any other information required for the purpose of the territorial authority’s functions, powers, and duties under this Act.*

(3) A district plan must give effect to—

- (a) any national policy statement; and*
- (b) any New Zealand coastal policy statement; and*

- (c) *(ba) a national planning standard; and*
- (d) *any regional policy statement.*
- (4) *A district plan must not be inconsistent with—*
 - (a) *a water conservation order; or*
 - (b) *a regional plan for any matter specified in section 30(1).*
 - (c) *A district plan may incorporate material by reference under Part 3 of Schedule 1.*

This plan change request relates to Operative District Plan zoning and precinct provisions. The relevant part of the AUP is fully operative.

The AUP sets out the significant resource management issues for the Auckland region, methods for implementing the policies, principal reasons for adopting the proper policies, environmental results expected and the process for monitoring the efficiency and effect of policy.

With reference to the Te Auaunga Precinct there are no cross-territorial authority boundary issues.

There is no other relevant information to this particular application.

There are relevant National Policy Statements relating to urban growth capacity. There are relevant Regional Policy Statement matters and regional plans. These are addressed below.

There are no water conservation orders applying to the area.

This private plan change request complements the existing provisions and satisfies the requirements of section 75 of the RMA.

9.2 Contents of a Private Plan Change Request

Clause 22 of Schedule 1 of the RMA identifies the assessment requirements of a proposed plan change. Clause 22 states that:

“(1) A request made under clause 21 shall be made to the appropriate local authority in writing and shall explain the purpose of, and reasons for, the proposed plan or change to a policy statement or plan and contain an evaluation report prepared in accordance with section 32 for the proposed plan or change.

(2) Where environmental effects are anticipated, the request shall describe those effects, taking into account clauses 6 and 7 of Schedule 4, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change, policy statement, or plan.”

In terms of the requirements of clause 21:

- (i) the purpose and reason for the proposed plan change is set out in this planning report;
- (ii) this report includes an evaluation in accordance with section 32;
- (iii) this report and the other technical assessments forming part of this application provide a detailed assessment of effects;

9.3 Part 2 of the Resource Management Act

Section 5 seeks to promote “sustainable management of the natural and physical resources”.

Section 5(2) states:

“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 well-being 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.”

The core thrust of this plan change is:

- To provide sustainable management of the natural and physical resources of the precinct to enable Auckland to provide for appropriate residential growth and economic development within the precinct.
- To do this in a way that advances the social wellbeing of the community and the wellbeing of iwi.
- To manage the potential adverse effects of development on the environment through appropriate controls within the precinct to complement those within the AUP.

These issues are fully addressed in the section 32 analysis.

Section 6 sets out the matters of national importance. Section 6 states:

“In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance:

- (a) the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:*
- (b) the protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:*
- (c) the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:*
- (d) the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers:*
- (e) the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga:*
- (f) the protection of historic heritage from inappropriate subdivision, use, and development:*
- (g) the protection of protected customary rights:*
- (h) the management of significant risks from natural hazards.”*

Of particular relevance to the precinct are:

- This plan change retains full protection of Te Auaunga / Oakley Creek, and the Wairaka Stream including the puna.
- The constructed wetland within the precinct is retained.
- There is no change to the scheduling or identification of noteworthy trees.
- Public access through the precinct and to Te Auaunga / Oakley Creek is protected.
- The cultural traditions and associations of Māori with this land are enhanced through this plan change.

These matters are fully addressed in the section 32 analysis.

Section 7 sets out “other matters” that need to be considered as part of this plan change. This includes:

- (a) *kaitiakitanga:*
- (aa) *the ethic of stewardship:*
- (b) *the efficient use and development of natural and physical resources:*
- (ba) *the efficiency of the end use of energy:*
- (c) *the maintenance and enhancement of amenity values:*
- (d) *intrinsic values of ecosystems:*
- (f) *maintenance and enhancement of the quality of the environment:*
- (g) *any finite characteristics of natural and physical resources:*
- (h) *the protection of the habitat of trout and salmon:*
- (i) *the effects of climate change:*
- (j) *the benefits to be derived from the use and development of renewable energy.”*

In this case:

- Kaitiakitanga is protected through the cultural stewardship aspects of both the AUP and this plan change. This cumulatively provides protection of the natural environment and the added cultural protection through the focus of the precinct objectives and policies.
- This plan change has a significant focus on the efficient use of the scarce resource of development land on the Auckland isthmus, minimising resource use in a location appropriate for development, adjacent to high frequency public transport routes and within good walking distance of two town centres.
- The plan change includes a number of provisions targeted at enhancing amenity value particularly for medium and high rise development.
- Provisions which protect the values of the ecosystem and the quality of environment are retained. Where open space is lost due to expansion of the Mason Clinic, alternate quality open space of high environmental quality (and amenity) is provided in strategic locations.

These matters are fully addressed in the section 32 analysis.

Section 8 requires all persons exercising functions and powers under the Act to take into account the principles of the Treaty of Waitangi.

In this case:

- Particular objectives and policies are included to recognise Māori cultural, social and economic interests including Māori economic development and cultural expression within the precinct.
- The Crown accepts an obligation under the Treaty of Waitangi to provide redress where there have been Treaty breaches. The site is subject to Treaty settlement provisions that provide for redress, which will be given effect to through its development.
- HUD's Land for Housing programme will facilitate iwi advancing their social, economic development and cultural expression concurrently with the site's development meeting the broader Council objectives of providing for quality housing in appropriately located parts of Auckland, particularly focused around high frequency public transport routes and town centres.

The conclusion of this analysis is that the Te Auaunga Plan Change is the most appropriate way to achieve the purpose and principles of the Act for the reasons set out above. It is the plan change package as a whole which cumulatively delivers these planning, environmental, urban design and cultural outcomes.

9.4 National Policy Statement – Urban Development

The National Policy Statement on Urban Development requires tier 1 councils (which includes Auckland) to provide for 30 years of planned growth in a manner which provides for residential and economic development. It particularly encourages development focused on growth around high frequency public transport routes and town centres.

This precinct is fully consistent with the National Policy Statement. Essentially the rezoning of land from Special Purpose: Tertiary Education to B-MU is because of the change in use of the land at the campus. Consolidation of the campus releases this land for housing and other appropriate mixed use development. It is essential to make this land available for development, rather than remaining undeveloped and zoned for a use for which it is no longer available. Such development appropriately allows Auckland to achieve both its residential objectives but to complement this with enabling the creation of a new, intensive, mixed use community. The B-MU zone allows the opportunity to create a core residential neighbourhood but complement that with services such as retail and some employment opportunity embedded within the community. This 'whole community' concept enhances liveability and assists with transport behaviours. There are benefits if local shops, community facilities and some jobs are within a walkable catchment.

The following provisions are particularly relevant:

(a) Objective 2:

“Planning decisions improve housing affordability by supporting competitive land and development markets.”

This plan change meets this objective as it will provide for a variety of housing typologies which will include market affordable housing.

(b) Objective 3:

“Regional policy statements and district plans enable more people to live in, and more businesses and community services to be located in, areas of an urban environment in which one or more of the following apply:

(a) the area is in or near a centre zone or other area with many employment opportunities

(b) the area is well-serviced by existing or planned public transport

(c) there is high demand for housing or for business land in the area, relative to other areas within the urban environment.”

This plan change meets this objective as:

- The site is ideally located in close proximity to the Point Chevalier and Mount Albert town centre zones.
- The site is well serviced by public transport both on Carrington Road itself but also rail at the Mount Albert station, and high frequency bus services on the Great North Road.
- There remains a strong demand for housing within the Auckland isthmus.

(c) Objective 4:

“New Zealand’s urban environments, including their amenity values, develop and change over time in response to the diverse and changing needs of people, communities, and future generations.”

This plan change meets this objective as:

- This development and plan change will achieve a high amenity for the area. The Precinct Plan identifies core open space areas. The heritage building in the north and its extent of place contributes to this amenity.

The development adjacent to the Te Auaunga walkway network and the Phyllis Reserve contributes further open space amenity adjacent to the precinct.

(d) Objective 5:

“Planning decisions relating to urban environments, and FDSs, take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).”

This plan change meets this objective as:

- This plan change is supported by the three Rōpū. While the intention is that each of the Rōpū will eventually obtain ownership and development control of a specific portion of the precinct, for the purpose of this plan change, all three Rōpū are collaborating with HUD to ensure the provisions are fit for each of their purposes. It involves a collaborative approach between iwi and the Crown.

(e) Objective 6:

“Local authority decisions on urban development that affect urban environments are:

(a) integrated with infrastructure planning and funding decisions; and

(b) strategic over the medium term and long term; and

(c) responsive, particularly in relation to proposals that would supply significant development capacity.”

This plan change meets this objective as:

- This development is integrated with the necessary infrastructure funding.
- It benefits from the construction of the central interceptor wastewater network.
- The Crown, through infrastructure funding provision, has enabled Auckland Council and its CCO Auckland Transport to upgrade key transport infrastructure in Auckland including Carrington Road.
- The precinct is ideally suited in terms of public transport infrastructure, both existing and future, particularly rail and the existing bus network in the Great North Road corridor and future rapid transport bus facility in the north-west.
- The upgrade of the cycleway network, particularly the north-western cycleway is enabled.

(a) Policy 1:

“Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:

(a) have or enable a variety of homes that:

(i) meet the needs, in terms of type, price, and location, of different households; and

(ii) enable Māori to express their cultural traditions and norms; and

(b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and

(c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and

(d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and

(e) support reductions in greenhouse gas emissions; and

(f) are resilient to the likely current and future effects of climate change.”

This plan change gives effect to this policy as:

- The zoning and precinct provisions provide a wide variety of different housing typologies.
- Māori economic development and cultural expression is a critical part of the objectives and policies of the plan.
- The land is well serviced in terms of public transport but also walking and cycling network.
- The development is based on alternative transport modes including high use of walking and cycling as a result of work from home opportunities.
- The precinct is well serviced in terms of open space, adjacent retail and public transport to support an urban form which in turn supports reduction in greenhouse gas emissions.

There are no known natural hazards within the precinct. Overland flow paths are managed through the backbone resource consents.

(b) Policy 8:

“Local authority decisions affecting urban environments are responsive to plan changes that would add significantly to development capacity and contribute to well-functioning urban environments, even if the development capacity is:

(a) unanticipated by RMA planning documents; or

(b) out-of-sequence with planned land release.”

This plan change gives effect to this policy as:

- It will result in increased capacity for housing within the western part of the isthmus.
- The location for further intensification in this precinct is contemplated by the existing AUP.
The level of development is increased due to the additional residential land area added.

(c) Policy 9:

“Local authorities, in taking account of the principles of the Treaty of Waitangi (Te Tiriti o Waitangi) in relation to urban environments, must:

- (a) involve hapū and iwi in the preparation of RMA planning documents and any FDSs by undertaking effective consultation that is early, meaningful and, as far as practicable, in accordance with tikanga Māori; and*
- (b) when preparing RMA planning documents and FDSs, take into account the values and aspirations of hapū and iwi for urban development; and*
- (c) provide opportunities in appropriate circumstances for Māori involvement in decision-making on resource consents, designations, heritage orders, and water conservation orders, including in relation to sites of significance to Māori and issues of cultural significance; and*
- (d) operate in a way that is consistent with iwi participation legislation.*

This plan change gives effect to this policy as:

- The iwi authorities comprising the three rōpū have been heavily involved in the development of this plan change.
- The plan change promotes Māori economic development as a key objective and policy for the precinct.

The precinct is appropriate for high intensity development, and the plan change meets the criteria of the National Policy Statement on Urban Development.

9.5 National Policy Statement – Freshwater Management and New Zealand Coastal Policy Statement

This proposal is consistent with the National Policy Statement on Freshwater Management (NES:FW).
In particular:

- (a) The core of the central artificial wetland and its functionality will remain and is contained within the open space area identified Precinct Plan 1.
- (b) The Wairaka Stream and its environs are protected. The underlying zoning continues to provide for appropriate riparian yard setbacks.

Part of the Wairaka Stream has been daylighted pursuant to existing resource consents.

The current precinct plan does envisage a new stormwater pond / treatment area on the western side of the Unitec campus. That pond is no longer proceeding due to changes in Council best practice for dealing with stormwater management, and this notation has therefore been removed from Precinct Plan 1 proposed through this plan change. However, that pond was not associated with any stream or wetland and so it not impacted by the NES:FW.

There is minimal difference in the provisions between the current and proposed plan change as concerns the NES:FW. The existing precinct protects the key areas of fresh water. There is no alteration to that through this plan change request.

Attachment 8.1 includes an assessment of the NES:FW

The precinct does not adjoin the coast being separated by the Waterview interchange and Great North Road. However an assessment was undertaken under the objectives of the NZCPS. This is set out in attachment 8.1.

9.6 Regional Policy Statement

This proposal also gives effect to the Regional Policy Statement, as required by s 75(3). In particular, the following provisions are relevant:

- (i) B2.1 Issues:

The Regional Policy Statement identifies key issues for Auckland. In B2.1 the Regional Policy Statement states:

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

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

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

In terms of the issues, this proposal:

- will provide for additional housing with some local employment opportunities;
- provides full physical infrastructure, and makes provision for appropriate community and neighbourhood infrastructure;
- reflects an integrated approach to planning and land use for the development;
- optimises the efficient use of the existing urban area;
- provides a core residential population in an area well serviced by public transport, the open space network and in good proximity to educational facilities;
- sets standards and assessment criteria to ensure a high quality of environment that protects the natural areas, particularly streams and trees, and promotes a quality built environment;
- indirectly supports rural production by creating more efficient land use within the existing urban area; and
- enables mana whenua to participate in the precinct.

(ii) Objective B2.2.1(1):

“A quality compact urban form that enables all of the following:

- (a) a higher-quality urban environment;*
- (b) greater productivity and economic growth;*
- (c) better use of existing infrastructure and efficient provision of new infrastructure;*
- (d) improved and more effective public transport;*
- (e) greater social and cultural vitality;*
- (f) better maintenance of rural character and rural productivity; and*
- (g) reduced adverse environmental effects.”*

This proposal meets this objective by:

- providing for the efficient utilisation of the precinct, and ensuring that land no longer required for tertiary education purposes is not left undeveloped in a part of the city where development land is needed;
- contributing to providing a quality compact urban form on the Auckland isthmus, which reduces the adverse environmental effects associated with a less compact form;
- creating an opportunity for greater productivity and economic growth through the efficient utilisation of the land;
- making use of existing infrastructure, and in fact expanding the cycle network. It will also increase the catchment for public transport which in turn assists in the long-term sustainability of the high frequency public transport routes; it also leverages existing investment in future infrastructure, including the Central Interceptor, City Rail Link and the committed upgrade to Carrington Road; and
- contributing to greater cultural vitality through the Rōpū leadership of development within the precinct.

(iii) Objective B2.2.1(3):

“Sufficient development capacity and land supply is provided to accommodate residential, commercial, industrial growth and social facilities to support growth.”

This proposal meets this objective as:

- it increases the amount of land available for residential and business development; and
- the increased height allows more intensive development in a location ideal for high intensity development.

(iv) Policy 2.2.2(4):

“Promote urban growth and intensification within the urban area 2016 (as identified in Attachment 1A), enable urban growth and intensification within the Rural Urban Boundary, towns, and rural and coastal towns and villages, and avoid urbanisation outside these areas.”

This plan change gives effect to this policy as it seeks to create additional growth opportunities and higher intensification on the subject land, which is well embedded within the 2016 Urban Boundary and in fact is well placed within the isthmus in terms of connectivity.

(v) Policy 2.2.2(5):

“Enable higher residential intensification:

(a) in and around centres;

(b) along identified corridors; and

(c) close to public transport, social facilities (including open space) and employment opportunities.”

This proposal gives effect to this policy as:

- this precinct land is located close to and between the town centres of Point Chevalier and Mount Albert;
- this is a key public transport corridor serviced by the outer link bus service and other cross town services; and
- it is in easy walking distance of the Mount Albert train station or the Great North Road corridor with its high frequency bus services.

(vi) Policy 2.2.2(7):

“Enable rezoning of land within the Rural Urban Boundary or other land zoned future urban to accommodate urban growth in ways that do all of the following:

- (a) support a quality compact urban form;*
- (b) provide for a range of housing types and employment choices for the area;*
- (c) integrate with the provision of infrastructure; and*
- (d) N/A.”*

This proposal gives effect to this policy as:

- this precinct land is well within the Rural Urban Boundary;
- it achieves a compact urban form;
- it provides the opportunity for a broad range of housing typologies; and
- it is fully serviced and can be future-proofed in terms of infrastructure.

(vii) Objective B2.3.1(1):

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

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

This proposal meets this objective by:

- responding to the intrinsic qualities of this particular environment, particularly Te Auaunga waterway and the extensive treed area within the site;
- providing for retail services for the residential neighbourhood and for Unitec. However it caps the level of retail so as to maintain the primacy of the Point Chevalier and Mount Albert town centres;
- providing intensive residential development on Carrington Road – a major public transport corridor;

- enabling a diverse range of housing which will create opportunities for a broader range for the community;
- providing all necessary infrastructure to service the enabled development. The key area here is the opportunity for utilisation of the wastewater services once the Central Interceptor is complete; and
- responding to climate change by creating housing close to town centres on good public transport connections and close to key employment areas including the CBD.

(viii) Objectives B2.4.1(1)-(5) and supporting Policies B2.4.2(1) & (2):

“B2.4.1 Objectives

- (1) Residential intensification supports a quality compact urban form.*
- (2) Residential areas are attractive, healthy and safe with quality development that is in keeping with the planned built character of the area.*
- (3) Land within and adjacent to centres and corridors or in close proximity to public transport and social facilities (including open space) or employment opportunities is the primary focus for residential intensification.*
- (4) An increase in housing capacity and the range of housing choice which meets the varied needs and lifestyles of Auckland’s diverse and growing population.*
- (5) Non-residential activities are provided in residential areas to support the needs of people and communities.*

B2.4.2 Policies

- (1) Provide a range of residential zones that enable different housing types and intensity that are appropriate to the residential character of the area.*
- (2) Enable higher residential intensities in areas closest to centres, the public transport network, large social facilities, education facilities, tertiary education facilities, healthcare facilities and existing or proposed open space.”*

This proposal gives effect to the above objective and policies:

- by providing for a range of different housing opportunities;
- by providing for higher density housing close to the Point Chevalier and Mount Albert town centres;
- as it is on the public transport connection;
- as is adjacent to the tertiary educational facility of Unitec and close to schools; and
- as it has extensive access to public open space.

In addition attachment 1.1 further addresses matters relating to the RPS.

9.7 Auckland Unitary Plan

This precinct continues the primary approach to precincts within the AUP, i.e:

- (a) Regional policies and standards take precedence. The Te Auaunga Precinct does not change or override these regional provisions.
- (b) The Auckland-wide provisions apply in full. Again, the Te Auaunga Precinct does not override these provisions.
- (c) The zone provisions apply unless specifically exempted within the Te Auaunga Precinct. In this case, the significant majority of standard zone objectives, policies, activity standards and assessment criteria also apply within the precinct. These exceptions are set out at the beginning of the Activity Table, notification issues, standards and assessment criteria. These include:
 - precinct specific provisions relating to retail;
 - limits on industrial activity, warehousing and servicing in the B-MU zone as it applies within 150m of Carrington Road; and
 - substitute standards around height, height in relation to boundary, maximum tower dimension, yards and wind.

9.8 Any other applicable documents

The other applicable statutory document is the Hauraki Gulf Marine Park Act. This legislation is designed to protect the Hauraki Gulf Marine Park from inappropriate development and to maintain the ecology of the Gulf.

The Te Auaunga Precinct is at the mouth of the Te Auaunga / Oakley Creek which drains into a marine reserve and the Waitematā Harbour. The Waitematā Harbour (and the marine reserve) is part of the Hauraki Gulf. The Te Auaunga waterway is one of the tributaries.

The Act itself relies on the instruments of the RMA to give effect to the key issues of water quality, stormwater management, wastewater management and the management of erosion and sediment. These are covered in the NES:FW and in the AUP. Management of earthworks, stormwater, and wastewater and the protection of biodiversity along streams are addressed through the AUP Auckland-wide provisions. There is no change as a result of the Te Auaunga Plan Change.

This plan change is consistent with the Hauraki Gulf Marine Park Act in that the AUP already provides the planning provisions to ensure environmental protection of the Gulf. This proposed precinct effectively adopts all the Auckland-wide objectives, policies and standards for stormwater management, water quality, land disturbance and wastewater. All development would be subject to the NES:FW.

10 SECTION 32 EVALUATION

10.1 Legislative tests

Section 32 of the Act requires any proposed plan change to provide an assessment of the appropriateness, effectiveness, efficiency, costs, benefits and risks of the requested plan change including alternative options. Section 32 states:

“32 Requirements for preparing and publishing evaluation reports

(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 (and **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.”*

This will be an amendment to an existing Unitary Plan. The provisions of section 32(3) apply.

This entire planning report and the technical reports forming part of this application are all part of the section 32 analysis in support of this plan change request.

10.2 Objectives the Most Appropriate Way to Achieve Part 2 of the RMA

The inclusion of the precinct specific objectives is the most appropriate way to meet the purpose and principles of the RMA, set out in Part 2.

There are two key changes to the objectives. The first deals with Māori cultural, social and economic interests (proposed Objective 12). The second deals with providing for increased height and a broader range of housing typologies (proposed Objective 13).

These are addressed in turn:

- (a) Māori cultural, social and economic interests, including, cultural expression and economic development:
 - These proposed objectives directly relate to section 8 of the RMA: *“In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).”*
 - The objective of Māori economic development is delivered through a combination of RMA and non-RMA processes. The Crown intends to transfer this land to the three Rōpū to enable them to develop the precinct for housing and associated retail and recreational uses to create a new community at Te Auaunga. This has the direct benefit of enabling the Rōpū to manage directly the natural and physical resources of the precinct. It will also create opportunities for economic and social development of the three Rōpū both in terms of the benefits it will bring the Rōpū from the development itself, as well as the opportunity to provide particular housing opportunities including papakāinga housing if desired.

- This plan change provides for papakāinga housing and for whare manaaki. These provisions flow from this objective of cultural expression and economic development.
- The opportunity for the Rōpū to house iwi members is also a key cultural, social and economic benefit.
- The whare manaaki can be reflected in a variety of different forms and accommodate a range of activities, such as providing a common base for the area, enabling community facilities, education, environmental programmes and other initiatives that support the broader cultural initiatives of mana whenua. These objectives also reflect section 8 and help deliver on a plan which is consistent with, and helps give effect to, the principles of the Treaty of Waitangi.
- Additionally, it will create an opportunity for the Rōpū to showcase development which responds to and reflects their cultural aspirations. These objectives are seen by the Rōpū as an effective way to achieve the requirements of section 8 of the RMA in terms of this precinct.

(b) Greater diversity of housing choice and increased land efficiency through increased height:

- These objectives directly relate to section 5 of the RMA.
- The strategic purchase of this land from Unitec was in part to secure land for intensive residential development to assist in managing Auckland’s significant growth.
- The purpose of section 5 is to provide for the sustainable management of the natural and physical resources. This includes creating housing to meet the “reasonably foreseeable needs of future generations”. Section 7(b) requires that: *“All persons exercising functions and powers under it (the Act) in relation to managing the use, development, and protection of natural and physical resources shall have particular regard to – (b) the efficient use and development of the natural and physical resources.”*
- The subject land is uniquely placed, because of its topography, to provide for additional height. This in turn will allow a broader range of housing typologies and increased density. The geography of the site, being effectively a west-facing bowl, that has a northern part significantly removed from the nearest residential neighbours by virtue of the State Highway

16/20 interchange, creates the opportunity to provide significant additional height with minimal effect on the surrounding areas.

- The National Policy Statement on Urban Development has signalled the importance of creating high density housing around town centres and along major transport corridors. The subject land is the largest block of undeveloped land on the isthmus and well suited to the urban consolidation policies of the Council and government.
- Enabling greater intensification on this land, and doing that through a combination of development opportunities, including additional height, is the best way to give effect to the provisions of sections 5 and 7(b).
- The Te Auaunga Plan Change objectives ensure the maintenance and enhancement of amenities as per section 7(c) and the maintenance and enhancement of the quality of the environment which is important for the Te Auaunga Precinct (section 7(f)).
- The objectives are carefully crafted to achieve this appropriate balance.

These objectives are those additional to the underlying objectives of the relevant zones and Auckland-wide provisions which also apply. Those objectives have been well tested under section 32 as part of their inclusion within the AUP. That analysis is not repeated here but it is still relevant to this plan change.

10.3 Provisions Most Appropriate Way to Meet the Objectives

Section 32(1)(b) requires this analysis to “examine whether the provisions in the proposal are the most appropriate way to achieve the objective” and then sets out the matters that must be addressed in this analysis. This is elaborated on by section 32(2).

The following sections 11.4 -11.9. set out the analysis undertaken. The first step is to examine the policies followed by the examination of rules and assessment criteria.

Interrelated policies, rules and assessment criteria are assessed as a group. The groups of interrelated provisions are:

- Providing for Māori cultural promotion and economic development.

- Re-zoning of Special Purpose: Tertiary Education Land to B-MU and other minor re-zonings.
- Providing for additional height in key parts of the precinct.
- Retail allocation within the precinct.
- Open space.

For each group of interrelated provisions, the analysis comprises, as required by s 32:

- Description of the proposed amendment.
- Analysis of how the provisions are the most appropriate way to achieve the objectives set out in the preceding section.
- The options considered.
- Efficiency and effectiveness of the options.
- Effects associated with the options.
- Benefits and costs.
- Associated risk.
- The reasons for the proposal chosen.

The following paragraphs set out this analysis.

10.4 Providing for Māori Cultural Promotion and Economic Development

(a) **Proposed amendment**

Policy 4(e) provides for “*economic development and employment, including supporting Māori cultural promotion and economic development*”.

Policy 5 states “*promote economic activity and provide for employment growth that will create opportunities for students, graduates and residents of the precinct and Auckland, including Māori*”.

The activity table provides for papakāinga and whare manaaki as a permitted activity.

(b) **Provisions most appropriate way to achieve the objective**

The policies give effect to the objectives which are about providing the opportunity to Māori to develop to meet their social, economic and cultural interests, and to allow them to reflect the cultural representation of this critical place adjacent to Te Auaunga / Oakley Creek which was a portage between the Waitematā and Manukau harbours.

With the exception of the two elements identified below, there are no standards or assessment criteria which seek to allow a form of Māori cultural housing or expression beyond that which would apply to all housing. Rather, the objectives are a recognition that in the assessment of development and the application of features such as the Te Aranga urban design principles adopted by Auckland Council, or in other expressions in the built form, this precinct will have a particular emphasis on cultural elements as identified and expressed by Māori, rather than on their behalf as is common in other projects.

The additional factor added is the opportunity for papakāinga housing and for whare manaaki. The papakāinga housing is to be at the same density and design standards as other housing within the development. It does, however, provide for this specialist housing typology within the precinct if iwi wish to provide for it on the land they are developing.

The whare manaaki provides the opportunity for community facilities to support the neighbourhood within the precinct. The whare manaaki brings with it a particular cultural expression appropriate to this place and community. It is designed to embody and reflect the cultural dimension of the project.

(c) **Options considered**

Essentially there were three options:

- (i) the one adopted in this plan change;
- (ii) to not have any policies relating to Māori cultural, social and economic development, and not provide for papakāinga housing and whare manaaki; or
- (iii) to provide different development standards which in some form gave less restrictive development standards for culturally driven projects.

(d) **Efficiency and effectiveness**

The option adopted through this plan change is efficient in that it provides a direct linkage to these important cultural elements and enables them to become an integral part of the development of the precinct. The significant iwi involvement in the precinct enables the project to be an exemplar of Māori development. The provisions are also effective.

The option of reduced standards for culturally driven projects could lead to higher yield, and therefore increased efficiency, was rejected, due to the intention to achieve a cohesive and integrated development across the precinct. In addition, cultural elements will manifest themselves in the detailed design and cultural representation that will form part of all aspects of the development.

Where effectiveness can manifest itself is in housing forms such as papakāinga, multi-generational housing, and kaumātua housing.

(e) **Effects**

The effects of this policy and the two additional activities are significantly beneficial.

It recognises the cultural importance of this land adjacent to the Te Auaunga / Oakley Creek and, as stated, its portage functions in pre-Treaty times. It provides for community facilities and the opportunity to create buildings that will enable future residents to meet and celebrate a range of activities including the cultural dimensions of this place. It also provides for papakāinga housing, albeit with the same yield and development controls as other apartments but potentially with different ownership models or management arrangements more appropriate to its inter-generational cultural function.

It also recognises the opportunity for iwi to participate in responding to managing the growth within the region.

(f) **Benefit and cost**

The benefit of this development is that:

- it creates the opportunity for the Rōpū to achieve their cultural, social and economic objectives, through the development of the HUD portion of this precinct (under the Land for Housing programme);
- it provides specifically for cultural facilities through the whare manaaki which places a particular emphasis on the cultural importance of this site; and
- it provides for different housing structures through the provision of papakāinga, albeit applying the same standards as to the balance of the precinct.

Because these developments are subject to the same standards and infrastructure requirements as all other housing development and other development in the precinct, the costs are no different than the standard urban development which this precinct is targeted for.

(g) **Risk**

There is no risk to the inclusion of these provisions. It will have no impact on either the built form or environmental standards to be achieved for the area but will have a significant benefit to iwi.

(h) **Reasons for proposal**

These proposals reinforce the Crown's objectives through the Land for Housing programme to give effect to its Treaty settlement commitments, while providing for much needed housing, particularly centrally located in Auckland. It does this in an area that is suitable for residential development and targeted through the AUP for such. The precinct policies are consistent with other national and regional policy statements promoting urban consolidation in suitable areas.

It achieves this in a manner which enables iwi to expand their footprint in this area. The cultural dimensions will add to the variety and richness of the urban design of this place. It will also enable iwi to express their culture in the built form.

10.5 Rezoning of Special Purpose: Tertiary Education Land to Mixed Use and other minor re-zonings

(a) Proposed amendment

This proposal fundamentally rezones two main blocks of land from Special Purpose: Tertiary Education to B-MU.

The first block is adjacent to the Carrington Road frontage between Gate 3 and Woodward Road.

The second block of land is on the lower central portion west of the former campus area.

Together these blocks, with a portion of the spine road, comprise 122,329m² of Special Purpose: Tertiary Education zoned land to be rezoned to B-MU.

In addition, there are the following minor zoning corrections:

- (i) 10,093m² of land on the western boundary is rezoned from THAB to B-MU to avoid a split zoning within the one superlot.
- (ii) A small approximately 300m² block of Special Purpose: Healthcare Facility and Hospital Zone is rezoned B-MU.
- (iii) 9,898m² of land in the south is rezoned from Special Purpose: Tertiary Education Zone to Mixed Housing Urban.

The extent of sub-precinct B is reduced to reflect the land currently used for industrial purposes.

(b) Provisions most appropriate way to achieve the objective

The two large blocks of rezoned land and the strip in the south are no longer held by Unitec. The Special Purpose: Tertiary Education Zone is a specialist zone, as the name identifies, for educational purposes. It does not enable an appropriate range of non-educational uses. It would be an underutilisation of a scarce resource being available development land in

Auckland if this land was to be left in its current zoning, now that it is held by the Crown for housing purposes.

Similarly, the small triangle of Special Purpose: Healthcare Facility and Hospital Zone is within the design of the new spine road that is being built through the development. It is logical to rezone this land to the adjacent zoning.

The shrinking of sub-precinct B more accurately reflects the usage of the land.

(c) **Options considered**

There were three options considered:

- (i) The proposed rezoning to B-MU.
- (ii) Retention of the land under its existing zoning.
- (iii) Rezoning of the land to THAB.

Option (i) was adopted for the reasons set out in this plan change request. In summary:

- This zoning is consistent with the dominant zoning of the precinct.
- The B-MU better enables a mix of different uses important to supporting a residential neighbourhood. While B-MU land within the precinct will be predominantly developed for residential, it does provide opportunities for local employment and for the services and community facilities necessary to support a residential neighbourhood.
- The B-MU does retain some options for non-residential activities to collocate with Unitec. The controls setting industrial type uses within 150m of Carrington Road as a non-complying activity ensure that any industrial or service type uses are pushed away from residential properties.

Option (ii) was rejected because:

- The current specialist zoning clearly identifies the land as being used and intended for tertiary educational institutions and, in the minor case of the triangle, for healthcare

activities. That is not the current or intended use of this land. The land is no longer owned by Unitec, or required for educational purposes.

- The land is suitable for residential development. It is also suitable for a range of commercial uses.
- If the land retains its existing zoning it will effectively be moribund. It will remain undeveloped because there is no requirement for additional educational activity in this location or, in the case of the healthcare zoning, the land is not of sufficient size for any practical use.
- In terms of the efficient use of natural and physical resources and in terms of land efficiency, particularly in this part of the Auckland isthmus, it is important that this land is appropriately zoned to make an effective contribution to Auckland's Growth Strategy.

On balance, the B-MU zoning was favoured over the THAB zoning (option (iii)) for the following reasons:

- (i) The two large blocks of land proposed to be rezoned B-MU adjoin the substantial B-MU zoning within the existing precinct. Maintaining a consistency of zoning is appropriate and ensures integrated planning outcomes as similar controls and assessment provisions apply on similar blocks of land contributing to the cohesiveness of the precinct.
- (ii) The land is also suitable for a range of office and low scale business activity. The B Block in particular already has general office and related activity that better reflect a B-MU zone activity than a THAB zoning. A THAB zoning would render a number of these activities non-complying and force them to rely on existing use rights.
- (iii) The THAB zone does have the advantage over the B-MU zone in that certain core industrial activities are permitted under the B-MU zone but not provided for under the THAB zone.

For this reason, the plan change places a restriction on industrial, warehouse and storage activities and other associated industrial activity within 150m of the Carrington Road frontage. This will ensure that these activities are not located along Carrington Road, and – if any such activities are developed in the B-MU

zone – will be closer to the Unitec core and its activity, to which they are likely to be complementary.

(d) **Efficiency and effectiveness**

Retaining the land under its existing zoning (option (ii)), is a substantially inefficient use of land and ineffective in promoting urban consolidation.

This land is no longer required by Unitec for tertiary education. It is located in the heart of the isthmus close to town centres and on high frequency public transport routes. If left zoned for tertiary education, it would be a significantly more inefficient use of urban land at a time when Auckland is needing to foster growth and where there are significant costs in some peripheral expansion in terms of impacts on high productive soils, infrastructure cost and in the social cost of an expanded, less connected, urban area. Rather, this plan change proposal brings efficiency by a good use of land in a critical location which will contribute to Auckland's balanced growth strategy with its significant focus on urban consolidation.

The efficiency of the B-MU zone is that it provides for a range of supporting uses for the existing and new community. It can provide for some employment activity, and important retail and other community services necessary to assist in supporting neighbourhoods that will deliver a range of services within a walkable distance of the future community at this location, reducing the need for private transport connections.

The B-MU zone better provides for this range of uses than does the THAB zone.

With reference to the reduced size of the sub precinct B land, this maximises the efficiency of the land for alternative uses especially housing.

(e) **Effects**

The potential effects of the plan change proposal are clearly to shift a significant portion of the land from a future of tertiary education (which is now no longer required) to housing and related support services. There is therefore a change in the nature and form of activity on the land.

The land is demonstrably suitable for housing:

- The precinct is a large block of land providing significant opportunity for residential and non-residential development. The topography is not a constraint on a logical efficient subdivision pattern.
- The land generally orientates to the west with the contour falling from Carrington Road down to Te Auaunga waterway. This provides good westerly outlook and the ability for apartments to align in a north/south direction with east and west outlook.
- The contour of the land provides a significant opportunity for good westerly outlook across the treed valley of Te Auaunga waterway and to the Waitakere Ranges. Other sites provide good orientation and outlook.
- There are no geotechnical, natural hazard, or land contamination constraints which would compromise residential development.

Consideration was given to the B-MU zone and the effects that some of the more industrial type uses could have on the adjacent residential properties.

Some of these activities may be desirable to Unitec and can become adjunct complementary uses, e.g. services supporting the trades school and Unitec programmes. These have been used historically enabled at Unitec and this option should be retained.

To manage the effects of these types of development, industrial activities within 150m of Carrington Road are made a non-complying activity. This pushes any of that type of activity away from adjacent residential neighbours.

The other effects of the development can be appropriately managed through the standard development controls within the plan.

There are no effects from the reduction to sub precinct B.

(f) **Benefit and cost**

The cost of leaving the zoning as is (option (ii)) is significant. It means strategically located and underutilised land within the urban Auckland isthmus remains moribund. Land inefficiency represents a critical cost to the community.

The benefits of the B-MU zone is that it provides for the same intensity of residential activity as the THAB zone but does allow for complementary uses. The land is particularly suited for complementary uses given its topography and its adjacency to the Unitec location.

It is also the dominant zone within the precinct. There is planning logic in extending the zone to the other portions. The primary benefit is that it provides an efficient use of this land to deliver on the Council's Urban Intensification and compact city form primary objectives. It is a large block of land centrally located within urban Auckland. It is close to town centres, public transport and well located for urban intensification purposes.

The costs are carefully managed particularly through the non-complying activity status for industrial activity within 150m of the adjacent residential properties to the east on Carrington Road. This ensures those activities are not introduced to adjacent residents.

The more accurate reflection of sub-precinct B has the benefit of enabling the public to get a better understanding of the likely future use of the sub-precinct. The more substantial industrial use of the laundry site no longer requires the more extensive land. It is appropriate to reduce this land to the required size.

(g) **Risk**

The risk of option (ii) is significant in that the land will remain unutilised and moribund. That has a cost to the community and a knock-on effect of needing to provide for growth elsewhere within the Auckland region to address demand.

The risk to the existing community is essentially in the potential for industrial type development to locate adjacent to established residential areas which, for these residents, could create some level of uncertainty. The control on the 150m setback prevents this. For new residents, they obviously purchase into a master-planned development where, if there are to be these non-residential activities, they can be successfully planned into the overall development and people purchase knowing the type and form of development.

Furthermore the B-MU zone has amenity controls to ensure successful residential communities.

(h) **Reasons for proposal**

The application of the zones as set out above provide the best fit for the area. The Mixed Housing Urban Zone in the south reflects the MDRS provisions. The B-MU zone of the former Special Purpose: Tertiary Education zoned areas continues the current zoning of the central and northern parts of the precinct and provides a suitable range and best fit of form of development for this location.

10.6 Providing for additional height in key parts of the precinct

(a) **Proposed amendment:**

- (i) Particular objectives are proposed which provide for additional height in the central and northern portions of the precinct with taller buildings in the north-western corner.
- (ii) While not technically part of this plan change, the effect of the MDRS provisions is to require the Mixed Housing Urban zone along the southern boundary to achieve an 11m height.
- (iii) The height along Carrington Road frontage is lifted from 18m to 27m.
- (iv) New height areas are located in the central and northern parts of the precinct which allow 35m height.
- (v) Three taller buildings are provided for in the north-western corner at 43.5m, 54m and 72m.
- (vi) Additional standards are introduced into the plan to control tower dimension, wind and building to building setback on taller buildings.
- (vii) Additional assessment criteria are introduced to deal with all buildings with additional controls on buildings on Carrington Road frontage and taller buildings.

(b) **Provisions most appropriate way to achieve the objective**

The policies, standards and assessment criteria provide a package of provisions which deliver on the objectives of the plan.

This precinct is unique in its location within the isthmus and its appropriateness for higher densities, and its availability, particularly because of the under-utilisation of the land and recent reconfiguration of the Unitec campus.

When these items are considered against the unique topography of the precinct, including the contour which creates a lower level in the central portion of the precinct with a 12m drop from Carrington Road level, and in the north-west corner where the configuration of the motorway, its flyovers and interchange that remove this portion of the site from other adjacent residential properties, means this precinct is well located to accommodate additional density reflected through increased height beyond the current standard 27m precinct control.

It is the cumulative impact of the policies, standards and assessment criteria which ensures high quality urban design elements are retained on the site and the land is capable and appropriate for these taller built forms.

These issues in particular are set out within the Urban Design Report (Attachment 3) and Landscape Assessment (Attachment 4). The findings of those reports are set out below.

The Urban Design Report states that "...the increased building height and intensity proposed by the Plan Change is an appropriate contextual response to a wider area planned for urban intensification. It will enhance the efficient use of a land resource in a high amenity location for a variety of uses, including intensive housing in a range of forms. The Plan Change development controls and assessment criteria ensure that the proposed scale of buildings can be accommodation in a manner which produces a high quality urban built form. Approval of the Plan Change is considered appropriate from an urban design perspective."

The Landscape Assessment concludes "...The proposed plan change, and updated precinct provisions seek to increase the development potential of the site, enabling greater development height in some parts of the site, whilst avoiding adverse effects on neighbours."

In this respect the site has the benefit of good separation from adjoining residential neighbours, except in the south where the proposed provisions retain the lesser scaled residential interface already established.

“Whilst development of greater height will have the potential to be seen as part of the urban environment the viewing distances, the proposed controls and assessment criteria will ensure that quality urban development will contribute to the emerging urban character of this part of inner Auckland.

“The redevelopment of the large site will progress over many years such that change will also occur in the surrounding area including intensification in Point Chevalier and Mt Albert as well as under the MDRS provisions across the wider suburban surrounds. In this changing context the masterplanned nature of this large site will enable appropriate off site interfaces and enable a node of urban intensification to assist in delivery of the quality, compact urban form aspirations of the Auckland Plan and Auckland Unitary Plan.

“The precinct provisions include control and assessment criteria to secure quality outcomes whilst enabling development. Proposed open space will enable connectivity and provide for residents as well as the wider community’s use of the area.

“The plan change will therefore achieve urban intensification in an appropriate way, making use of the opportunity of the large brownfield site and contributing to the overall character of the inner urban area of Auckland.”

(c) **Options considered:**

- (i) Retaining the existing height which would essentially see a 27m height limit apply to the majority of the precinct (except in the south) with an 18m height along Carrington Road.
- (ii) This proposal, which sees an increase in the height along Carrington Road and an increase in the central portion and northern portion to 35m, with the opportunity for taller buildings in the north-west.
- (iii) Retaining the Carrington Road frontage at 18m but implementing the other proposed changes of option (ii).

(iv) Implementing option (ii) but retaining the north-western height at 35m.

(d) **Efficiency and effectiveness**

The proposed option maximises the efficiency of the precinct. The Carrington Road frontage would enable an additional two storeys on the front 12m of the site. The central lower portion of the precinct would also facilitate an additional two storeys. The north-western corner creates the opportunity for a significantly increased number of storeys, albeit that the floor plate of the taller buildings is confined through the maximum diagonal dimension standard, i.e. it enables tall thin towers.

The cumulative effect of this is to enable increased land efficiency on a site and location which is suitable for more intensive built forms.

(e) **Effects**

Carrington Road Frontage

The effects of providing increased height on the Carrington Road frontage have been assessed compared to the existing zoning.

The nature of Carrington Road is changing. It will be widened to provide dedicated bus lanes and cycle lanes. The Outer Link service has a 15 minute frequency through most of the day.

Parts of the land opposite the precinct will be rezoned to THAB under PC78 (if adopted as notified). Other parts are already zoned for a 26m height limit. A portion will be Mixed Housing Urban zone as proposed under PC78, with several submissions seeking that this area also be rezoned to THAB.

While the plan change provides for increased height, it also proposes additional assessment criteria to ensure the quality of development.

The effect of the plan change proposal, as opposed to the option of the existing AUP provisions, is to enable buildings which, for the first 12m setback, are two levels higher.

Building height will match the 27m which applies beyond the 12m set back from the road widening. The effects of this are to provide increased opportunity for housing or other permitted activities. The assessment criteria ensure that the effects of the increased height will be successfully mitigated through control on the quality of the buildings. These criteria prevent, for example, large flat facades along the Carrington Road frontage.

In addition, with the 8m road widening setback on Carrington Road, this will become a particularly wide urban street with buildings a minimum of 28m from the front boundary of properties on the eastern side of Carrington Road. The Urban Design Assessment by Boffa Miskell finds that the combination of the 28m width on Carrington Road, the assessment criteria for new buildings and, given the street's north/south orientation, the increased height along the Carrington Road frontage is appropriate.

Central Part of the Precinct

The effects of the development in the lower central portion of the precinct can be fully mitigated. This is set out within the Urban Design Report (Attachment 3). The additional height will allow further residential development and more efficient use of the land. Importantly, the topography of the precinct means that these higher built forms will not be seen from the other side of Carrington Road or in fact from the residential community to the south. Instead, they will be successfully nestled in the 'valley' within the precinct.

The taller buildings will be seen from the Waterview area, but that is across land on the eastern side of the Waterview Strait and then across the dense treed valley of the Te Auaunga / Oakley Creek.

This area is also subject to enhanced design controls to ensure the quality of development.

North Western Part of the Precinct

The effects of additional height in the north-western corner have also been carefully assessed. This is partly a planning analysis, partly a landscape and visual assessment and partly an urban design analysis by Boffa Miskell. The landscape and visual assessment is set out in their report. In summary, they find that:

“...The future built form of the precinct will reflect the brownfield urban intensification opportunity of the site and create a distinctive medium density urban community that will read as a defined place or community within the wider landscape. ...

“The inclusion of the opportunity for the introduction of three landmark towers into the precinct will give the urban re-development of this key brownfield site greater legibility within the urban landscape and announce the presence of the new residential and mixed-use community...

“Whilst prominent in the landscape, the selected location of the taller buildings adjacent to the Waterview SH16 to SH20 interchange avoids them being dominant in respect of any residential neighbours. The height of the buildings also lifts their outlook above the elevated fly-over structures of the motorway interchange. That said, this portion of the site adjoins the northern boundary of the Mason Clinic. The current precinct provisions

From a planning perspective, it is notable that:

- This part of the site is somewhat unique in that it is beside the Waterview interchange and the significant land area and bridge connections which constitute this interchange. That means the site is well removed from adjacent residential homes outside the precinct.
- Development enabled by the precinct provisions would not impact the volcanic viewshafts of Ōwairaka / Te Ahi Kā a Rakataura (Mount Albert).
- The introduction of maximum building dimension controls on the tower footprints- is a method used elsewhere within the AUP to manage the effects of tall buildings. This precinct standard sets a significantly tighter control with a smaller footprint and that standard applies to all built form above 8.5m. This ensures any tower will achieve a relatively thin built form.

Consideration was also given to the juxtaposition of the Former Oakley Hospital Building and the north-western height control. This consideration is in part an urban design and landscape visual assessment analysis, and in part a planning analysis. The visual assessment and urban design effects are addressed in the reports of Boffa Miskell.

New policy 14AA was introduced to further address these planning and related heritage matters. *“14AA)Require proposals for new high rise buildings adjacent to the former*

Oakley Hospital scheduled historic heritage building to provide sympathetic contemporary and high quality design which enhances the precinct's built form." Assessment criteria reference back to this policy.

In terms of the planning effects:

- The Former Oakley Hospital Building is identified as a single building. It is not within a conservation area.
- The Former Oakley Hospital Building has extensive 'extent of place'. This is the method the AUP uses to control other activity or structure within the proximity to the heritage building. No part of the north western height area is within the 'extent of place'.
- The primary visibility of the building is across the significant forecourt area looking from Great North Road. This forecourt is in the protected 'extent of place'. It comprises the original layout of formal gardens for what were the previous hospital building (i.e. those that were not removed by the motorway). Secondary views are from the eastern or Carrington Road side. The views from the west are substantially compromised by the motorway interchange with the significant retaining walls. They are also heavily screened by the belt of protected trees. There are minimal public views of the building which are directly impacted by the new height zone.
- The new height zone is set to the south-west of the Former Oakley Hospital Building. Consequently, in terms of the site surrounds, views from the north, east and west are still protected, as in fact are views from the south. The new height zone sits diagonally off the south-western corner of the existing former hospital building.
- The intent of section 6 of the RMA is to find the balance between competing matters. Efficient use of the natural and physical resources including land is a key component, as is heritage. In many urban locations, there is a juxtaposition between heritage buildings (typically low rise) and taller built forms. The AUP has already worked through that balance in terms of identifying the Former Oakley Hospital Building as a protected building and establishing the 'extent of place'. As stated, that balance is not compromised by this plan change which ensures that the new higher built forms are outside the 'extent of place'.
- The effect of the proposed change, in a heritage sense, will be to enable three tall buildings adjacent to a heritage building. However that is successfully mitigated so that the effects are significantly reduced by the locational factors identified above, and through the assessment criteria which ensure the quality of the building in this location.

- Boffa Miskell makes the following comments in their Landscape Assessment regarding the relationship between the towers and the former Oakley Hospital Building:

“The interface of the three taller buildings with the scheduled heritage building, the Former Oakley Hospital Building is addressed in the assessment of heritage architect David Pearson. In landscape terms the increased urban scale of development in this portion of the site, at 35m as opposed to 27m and incorporating three landmark buildings will reinforce the disjunct in the nature and scale of historical to contemporary development. ...

“The more detailed design of this interface will be addressed at the time of any future resource consent but there is nothing inherently inappropriate, in urban landscape terms, about the additional height sought above that already enabled. Such relationships are not uncommon in the urban landscape particularly where precincts involve heritage protection, restoration and adaptive re-use alongside the introduction of larger scaled contemporary development. In the Auckland context the Britomart precinct is a useful example of situations where new buildings, such as the EY Building on Takutai Square has interfaces to the north and south across the relatively narrow street corridors of Tyler and Galway Streets with a successful urban outcome.

This analysis demonstrates that the effects of height can be successfully managed with the new proposed height limits (as in fact it can be successfully managed with the option of lower height limit). The difference is that the higher height limit supports a greater land efficiency and provides for increased housing in a location within Auckland eminently suitable for intensive housing development and ideally located in terms of access to the city centre, employment and public transport.

Mr Wild has undertaken a review of the impact of this height on the heritage former Oakley Hospital Building. That is contained at attachment 10. Attachment 12 further addresses heritage issues including a planning analysis.

(f) **Benefit and cost**

Benefits of the additional height are:

- It provides for additional housing in an area of the city identified for intensive housing typologies.
- It helps reinforce the National Policy Statement on Urban Development supporting more intensive development in established parts of cities well serviced by public transport.
- It provides a range of housing typologies with high rise residential development in a part of the isthmus, because of the motorway interchange, that is well suited for more intensive forms of development.

The costs are:

- The visual impact of the taller buildings and potentially shading.
- Shading on the Carrington Road frontage is managed through the particularly wide 28m width of the road corridor.
- Shading on the Area 2 central portions of the site is all contained within the Precinct.
- Shading from Area 3 has been analysed through the Boffa Miskell work and demonstrate the unique location of the site results in low impact from shading.

In terms of visual impact, this is assessed in the Boffa Miskell report. With regard to the additional height sought, Boffa Miskell states that while development of greater height will have the potential to be seen as part of the urban environment the viewing distances, the proposed controls and assessment criteria will ensure that quality urban development will contribute to the emerging urban character of this part of inner Auckland. Boffa Miskell has also assessed the interface between the taller towers and the adjoining interfaces with the Mason Clinic and the scheduled Former Oakley Hospital Building, noting that in each instance that the potential visual effects are acceptable and able to be mitigated through detailed design via the proposed planning provisions.

The costs can be mitigated through the design assessment approach for buildings to ensure the quality of built form outcomes. In this regard Boffa Miskell identified that *“...any potential privacy or sunlight access effects on residentially zoned properties oppose the precinct from the increase in height along the Carrington Road frontage are considered to be low due to the width of the road and the short duration of additional shadow on those properties.*

(g) **Risk**

There are no risks in terms of natural hazards, or building integrity.

To the extent it could be described as risk, the risk is the impact of tall buildings on adjacent properties, and the risk of under-utilisation of land that can make a meaningful contribution towards Auckland's growth. The risk in terms of under-utilisation of land is the potential loss of opportunity to maximise the efficient use of the land.

In terms of the taller built form, risks are managed in the same way that effects are managed. All buildings trigger a resource consent. That resource consent will be subject to detailed assessment criteria strengthened through this plan change. That will lead to quality buildings in an urban environment context.

(h) **Reasons for proposal**

This height change effectively enables greater efficiency of use of the land. It provides for a higher opportunity for housing development on a block of land ideally suited for that activity, together with supporting community services and some local employment.

The height location in Area 2 is nestled into the topography of the precinct. The effects can be successfully managed.

The height of Area 1 in the north-west corner is a unique location because of the motorway interchange. The effects can be successfully managed through the precinct standards and assessment criteria. The height on Carrington Road simply reflects the expanded width of the street and the high public transport connection. The 12m step in the built form is not warranted.

Importantly the assessment criteria proposed in the plan change have been carefully crafted so as to ensure the quality of the built form.

10.7 Retail allocation within the precinct

(a) **Proposed amendment**

This plan change:

- Introduces a new policy identifying the appropriateness of retail opportunities as part of adaptive reuse of heritage and character buildings.
- Redistributes the allocation of retail between the tertiary education campus and the rest of the site.
- Gives greater clarity around the location of the retail core at the Gate 3 “Farm Road” entrance.

(b) **Provisions most appropriate way to achieve the objective**

The key retail provision that ensures an appropriate level of retail activity within the precinct without negatively impacting the Mount Albert and Point Chevalier town centres is the overall cap of 6,500m² gross floor area as a permitted activity. This is to ensure the role of the Point Chevalier and Mount Albert centres is not adversely impacted. Any retail above this cap triggers consent requirements. Typically that would be accompanied by an economic development analysis depending on the magnitude of the exceedance.

This measure is unchanged in this process. The primary control remains.

In terms of the reallocation of retail space within the precinct, with the shrinking of the Unitec campus, the demand for retail will also reduce. Furthermore, students within the campus are able to use any of the food and beverage / shops throughout the precinct. What this change does is enable a more targeted level of retail for the increased residential community. These provisions are the most appropriate way to achieve the objective.

(c) **Options considered**

- Remove retail cap altogether.
- Retain retail cap as currently applied.
- Retain the retail cap between Unitec and the rest of the precinct as currently applied.
- Reallocate retail cap as per proposed plan change.

(d) **Efficiency and effectiveness**

Removal of the retail cap would obviously allow for significantly increased retail. While that might be efficient for the residents of the precinct in that they would likely be able to gain more retail services within their precinct, that could have unintended consequences and material economic impact on the adjacent town centres. That in itself would lead to inefficiency in the broader business land resources within the area. Obviously retail caps are not about protecting individual businesses – that would be trade competition. It is however about managing the physical resources to ensure a robust economic strategy for the city and inner western suburbs. Consequently this option of removing the caps altogether was rejected.

In terms of the option of retaining the caps on the individual portions of the site as current, that would mean that there would be an over-provision of retail opportunity within the Unitec campus and an under-provision within the broader neighbourhood. That leads to inefficient use of land. It also means some increased external travel for residents needing to source services outside the precinct.

By achieving an equitable distribution based on level of activity, that clearly assists in efficiency and effectiveness because the level of retail activity is related to the likely intensity of the activity, be it housing and supporting business serves, or tertiary education.

(e) **Effects**

The removal of the overall retail cap has been rejected as an option for effective and efficiency reasons. No economic development analysis has been done on the effects of removing the cap. That analysis formed part of the original precinct development and is relied on.

The provisions do increase flexibility over the location of retail within the precinct. This allows for retail services to be located at different locations, or alternatively some increase in the size of the retail hub. However, the reallocation is all within the overall cap. The flexibility enables a more flexible response to the new neighbourhood needs.

The effect of keeping the retail cap in terms of the allocation of retail within the precinct, means that there is potentially insufficient retail to service the needs of the residentially community. That will force people to travel further for some services.

The plan change enables a retail hub within the campus on a site and location identified by Unitec. The effects of adjusting the retail cap as per the plan change are beneficial to future residents of the precinct.

The effects of increasing flexibility for retail location within 150m of the Farm Road area are beneficial. A tight control on sites needing to adjoin Farm Road constrains design flexibility and potentially quality. The intent is to create a node midway between the two town centres. The small degree of flexibility in location keeps this intent but allows better design outcomes. The overall effect of keeping the retail node in this location is achieved.

(f) **Benefit and cost**

The costs of removing the retail cap are unknown. This could allow an inappropriate scale of retail into the precinct. It could also have a detrimental effect on Point Chevalier and Mount Albert town centres if developed at scale.

The benefit of retaining the current retail cap is to ensure that the status quo remains for the Unitec students, notwithstanding the reduced size of the campus. The cost is the inability to create the appropriate level of retail to service the residents within the precinct.

The benefit of the reallocation of the individual retail area caps as proposed by the plan change is to create an appropriate level of retail for both the residents within the precinct and the students within Unitec. Unitec students will be able to use the retail within the precinct generally, whereas retail within the campus is more likely to have limited general access, particularly outside teaching times. Demonstrably the benefits outweigh the cost.

(g) **Risk**

The main risk is with the first option of removing retail caps altogether. That would create an economic risk in terms of the impact on the adjacent town centres. That is a key reason why this option is rejected.

There is minimal risk with the other two options, although if the current retail allocation within the Precinct is not adjusted, residents will likely have reduced retail services.

(h) **Reasons for proposal**

This plan change proposal provides the appropriate balance between providing a cap on retail services to ensure the integrity of the Point Chevalier and Mount Albert town centres as the precinct is developed over time. It provides an appropriate distribution of retail services between Unitec and the rest of the precinct.

10.8 Open space

(a) Proposed amendment

Diagrams 10 and 11 show the open space network between the existing Precinct Plan and this plan change.

The current Precinct Plan 1 is characterised by one area of public open space, being a neighbourhood park of 3,000-5,000m²; and four private communal open space areas.

The plan change seeks to expand the size of the neighbourhood park from 3,000m²-5,000m², to approximately 9,000m². The park also relocates from the corner of Road 2 and the Mason Clinic block to more centrally within the precinct. It has a rectangular shape factor and a connection through to the spine road and other open space.

The future ownership of the remaining parkland will be worked through as the precinct is developed. It is the Crown's intention that this land become public open space as part of the broader precinct and to the benefit of residents and the wider Mount Albert community. That will remain a Council decision as to whether the land is accepted as public open space.

While the western private open space area shown on the existing Precinct Plan 1 has now transferred to Te Whatu Ora – Health New Zealand, access to the Te Auaunga / Oakley Creek walkway will be enabled through this plan change. This retains one of the key functions of the originally mapped space, namely to improve connectivity to the Creek. On subdivision this will be offered to Council to be vested as reserve. This will help form the network that will also connect to the cycleway and to the major neighbourhood park.

The existing Unitec campus had two other areas of private open space, being a large treed knoll between Farm Road and the spine road and parkland around the wetlands in the southern portion of the site.

The Crown has purchased both these areas. Part of this land is identified as open space and has the potential to be vested as public open space.

One additional element of open space is introduced in the north, in front of the Former Oakley Hospital Building. It is in a significant location, in terms of supporting both the precinct and the adjacent Point Chevalier township, and will improve connectivity to and from the precinct. It also enables the heritage values of the scheduled building to be protected and enhanced.

(c) Provisions most appropriate way to achieve the objective

The objective of the precinct is to provide a network of open space suitable for the area. This is addressed in the report by Boffa Miskell. In this regard:

- (i) This will see the vested open space network increase from 3,000-5,000m²- to up to 49,382m².
- (ii) All open space identified on Precinct Plan 1 has the potential to be fully available to the public rather than private and/or communal open space.
- (iii) The open space creates a network of formal gardens in the north as part of the forecourt to the Former Oakley Hospital Building, active playground and recreational facilities in the central park, amenity and passive recreation areas associated with the mature tree stand in the central portion, through to informal passive open space and wetlands in the southern portion of the site, able to support an extensive ecological regeneration exercise.
- (iv) All open space is connected through a dedicated walking and cycleway network. The standard Council approach, in accordance with its Open Space Provision Policy 2016, is to try and create a neighbourhood park or open space within 400m of dwellings. This plan change achieves this. The central park is 400m from the rear

of the Former Oakley Hospital Building. The land in front of the Hospital Building creates a further open space which is more accessible, including in terms of topography, to development in the north.

- (v) The open space network provides for a variety of functions to meet a diverse community within this precinct.

The cumulative effect of these initiatives and the open space strategy demonstrate that this is the most appropriate way to achieve the objective.

(c) **Options considered**

The options considered were:

- (i) Leave the neighbourhood park in its current location on Precinct Plan 1.
- (ii) Retain the public open space network as private/communal open space.
- (iii) Add another park to the north.

In terms of these options:

- (i) The first option to keep the neighbourhood park where it is was not preferred due to its proximity to the Mason Clinic.
- (ii) The option of retaining land in private or communal open space was considered. This will be the option progressed if the Council does not want to accept vesting of some or all of the offered land. However, the analysis by Boffa Miskell demonstrates that all these different open space areas contribute a specific amenity to the benefit of the precinct and together make a cohesive open space network to the benefit of the public (refer section 4.1 of Landscape Assessment by Boffa Miskell (Attachment 4). Hence retaining this land in private ownership (unless the Council does not want vesting) was rejected as an option.
- (iii) The third option of a sole neighbourhood park in the north, on its existing location, was also not progressed. The neighbourhood park in the centre provides good

access to the majority of the precinct, which extends over 1500m. The existing northern park is a long distance from the balance of the precinct. The forecourt of the hospital building provides the opportunity for additional open space in the northern area. It has the potential to provide places for outdoor seating, picnicking and to have a restful character. It creates a high amenity when juxtaposed to the heritage building. The existing northern park in the north is therefore neither in a good location, nor warranted alongside the open space associated with the Former Oakley Hospital building.

(d) **Efficiency and effectiveness**

This open space network, in terms of the Boffa Miskell analysis, provides an effective network throughout the precinct to the benefit of existing precinct users (mainly Unitec students and staff) and future residents.

The Mason Clinic itself, by the nature of its function within the health system, is self-contained in terms of its open space requirements. Staff may use the broader network, but patients utilise open space within the clinic boundaries.

Unitec also provides extensive recreational facilities and an open space network within its campus to meet the needs of its students, although obviously they may also use the open space network within the precinct.

The effectiveness of this open space network is in the variety of different opportunities and recreational experiences which the land offers. The sites are efficiently located in terms of location and internal connectivity, but also in terms of their purpose. The core neighbourhood park is flat ground and centrally located. The other parklands relate to the nature of their development, e.g. the open space associated with the heritage building, the open space associated with the tree knoll, the open space and amenity around the wetlands, and the open space connecting through to Te Auaunga / Oakley Creek.

(e) **Effects**

Boffa Miskell again outlines the benefits the open space network will bring to future residents (at section 4.1 of the Landscape Assessment by Boffa Miskell (Attachment 4)).

The effects of keeping the open space (or large parts of it) as private or communal open space obviously benefits those residents who have access to that open space. However, in terms of access for both other residents within the precinct generally and the broader public, there is a demonstrable benefit in allowing general public access to these areas.

In terms of the effects of another park further to the north, that would create another opportunity for open space access. However, it would have the effect of displacing residential activity and the overall core benefit of this community to help Auckland manage its growth.

(f) **Benefit and cost**

The general benefit from the network as proposed is set out within the Boffa Miskell report.

The current proposal provides an appropriate balance between providing a robust network with a variety of different open space experiences. The spread of the network geographically through the precinct and the different functions also create a significant benefit.

The costs of open space are essentially two-fold.

The first is the cost of committing land to open space. This does reduce the available land for residential development. However open space is an essential community element. The benefits outweigh the costs.

The second is the cost of forming the open space. This is also a benefit to the new residential community and the wider area.

(g) **Risk**

There is minimal risk in terms of this open space network other than if the neighbourhood park is retained in its existing location.

The risks of the neighbourhood park adjacent to the Mason Clinic are explained above. The current proposal takes on board the benefits, avoids risk and creates the most suitable location to give an efficient and effective open space network.

(h) **Reasons for proposal**

The open space proposal:

- creates a variety of open space areas spread throughout the precinct;
- identifies a core neighbourhood park with the normal functions;
- creates other spaces for amenity and informal recreation areas;
- connects these open spaces through a dedicated walkway and cycleway network through the precinct.

10.9 Transport

(a) **Proposed amendment**

- (i) The triggers for updating the changes to an ITA are amended.
- (ii) The Te Auaunga Precinct 2022 ITA, including an updated assessment of transport matters (the December 2022 Report) is submitted as part of this plan change process. The Te Auaunga Precinct 2022 ITA is based on 4,000 dwellings and other related activity within the precinct.
- (iii) There is a review at 3,000 dwellings to validate the assumptions within the Te Auaunga Precinct 2022 ITA. If the assumptions prove correct, then development proceeds to 4,000 dwellings. If the ITA assumptions prove to have underestimated the vehicle trip generation, then a new ITA is triggered.
- (iv) A further ITA is required to support any development over 4,000 dwellings within the precinct.
- (v) Amendment to the Precinct Plan 1 indicative road network with minor adjustments to the primary spine road network within the precinct. Access points on to Carrington Road are essentially in the same location but with minor realignments.
- (vi) The provision to limit traffic from the south moving through the precinct inadvertently applies to traffic entering off Carrington Road when public roads are

vested. This error is rectified. The principle of not providing a direct link to Unitec carparks from the southern roads is retained. The intent is to make the gate 4 access the route for students coming from the south west.

- (vii) Deletion of the bus hub and a previous intention (now no longer the intention of Auckland Transport) to bring buses off Carrington Road into a dedicated hub.

(b) **Provisions most appropriate way to achieve the objective**

The key purpose of the objectives is to provide a transport network that puts an emphasis on alternate modes, particularly walking, cycling and public transport, and ensures these networks operate efficiently, and complement each other.

- This precinct benefits from significant changes in transport infrastructure since the inception of the original Precinct Plan 1. This includes a major investment in the Waterview Tunnel and State Highway 20 connection. This relocates significant east-west traffic off Carrington Road.
- The investment of the Crown, through the Infrastructure Acceleration Fund, creates the funding stream for the Council to upgrade Carrington Road fully from Great North Road at the Point Chevalier town centre to New North Road at the Mount Albert town centre.

In addition, there have been significant improvements in the frequencies on the railway network and in the bus network on the key corridors.

That means that the previous requirement of a continuously upgraded ITA is no longer appropriate or required.

(c) **Options considered**

Effectively there are two options.

- That set out in the Te Auaunga Plan Change and supported by the Te Auaunga Precinct 2022 ITA appended to this application at Attachment 7.

- The existing requirement of a new ITA every effectively two years.

(d) **Efficiency and effectiveness**

The current provisions are highly inefficient and of marginal effectiveness compared to the Te Auaunga Plan Change proposal. In particular:

- Needing to do an ITA every two years, apart from the transactional cost of the preparation and assessment of the ITA, fails to give any certainty or confidence to the development of the precinct. To plan and develop a residential community within the precinct needs a higher level of certainty than a two-yearly transport review can deliver.
- While the original uncertainty may have meant this method of repetitive ITAs an effective way to keep pace with the expected rapid changes in the transport performance (following opening of the Waterview Tunnel), that uncertainty is now largely resolved. The tunnel is constructed and traffic patterns are now known. The Infrastructure Acceleration Fund creates certainty as to funding and timing for the Carrington Road widening, with works anticipated to start by October 2025, and the upgraded transport rail and bus frequencies are known.
- Preserving the bus hub in its current location when Auckland Transport has made the decision to avoid off-corridor hub locations and retain buses on Carrington Road is not appropriate. Furthermore, it would distort, for no reason, the design and layout of this portion of the Carrington Road frontage.

(e) **Effects**

The effects of this plan change are all managed to ensure the transport network operates successfully.

The work by Stantec and the Te Auaunga Precinct 2022 ITA they have prepared demonstrates how transport matters will operate successfully within the development enabled by the precinct provisions as proposed in the plan change. They have outlined in their December 2022 Report the effects of this development on the transport network and how the ITA manages this. The conclusion by Stantec is:

“If [the assumptions within the report] are given effect to, then, combined with the good existing transport accessibility and the central location that the Te Auaunga Plan Change location enjoys, the transport effects of the rezoning and intensification sought by the Te Auaunga Plan Change are considered acceptable, and will place a much-reduced burden on Auckland’s transport networks compared to a development of similar size located further outside the Auckland Isthmus”.

Any modelling and the underlying assumptions will be impacted if trends change over time or if assumptions are not comprehensive. This plan change builds in a validation process at 75% of the assumed development potential. That gives appropriate time to respond to any emerging effects or invalid assumptions.

(f) **Benefit and cost**

The benefit of setting a more certain medium term ITA is that there is a comprehensive approach set now which enables all property owners and developers to respond to the transport requirements of the precinct. It enables development decisions to promote the medium term transport outcomes identified through the Te Auaunga Precinct 2022 ITA. It is the most cost efficient method, because it identifies works to be done and creates the framework under which all parties need to manage their development aspirations.

There will be significant cost in the transport infrastructure development for the precinct. However, the key transport infrastructure provision beyond the immediate site boundary, being the widening of Carrington Road, is effectively funded through the Infrastructure Acceleration Fund. Furthermore the opening of the City Rail Link will bring significantly improved connections to the City Centre on the western line. This will benefit the precinct with its proximity to the Mount Albert Station.

It is appropriate for Precinct Plan 1 to be aligned with the internal road network and connections on to Carrington Road now agreed and consented. This gives an accurate portrayal of the transport network within the precinct which is an advantage to landowners, developers and the general public who can gain a realistic expectation of the development potential of the precinct.

There is no cost in correcting this aspect of the plan.

(g) **Risk**

The risk with this development is relatively low.

There is some, but limited, risk in setting the ITA as proposed within the plan change, in that its underlying assumptions may not bear out. The risk is significantly mitigated by the validation review at 75% of the build out under the ITA assumptions, i.e. the trigger at 3,000 dwellings.

There is no risk in removing the bus hub given that Auckland Transport has made the decision to keep buses on Carrington Road.

There is no risk in updating Precinct Plan 1 to the approved road alignment, because that road layout is now consented and moving now to construction.

(h) **Reasons for proposal**

The proposal for the ITA review creates the appropriate balance between providing a robust ITA with a validation process part way through the anticipated build out, and yet providing certainty and confidence to the development of the precinct. The increased ability to model the future transport state is brought about by the completion of the Waterview Tunnel and the known effects of that major connection, and the Infrastructure Acceleration Fund enabling the widening of Carrington Road, and formalising its timing alongside progress on the development.

The proposal is advanced to accurately reflect the situation with the bus hub and the realigned spine road network.

11 CONSULTATION

11.1 Overview

HUD has consulted on this application with key stakeholders.

11.2 Auckland Council

The technical experts for HUD have met with the Council to work through the various provisions and aspects relating to the plan change.

This included the planning, urban design, stormwater, parks and transport specialists.

Some of this consultation has been in context, including, as discussed further below:

- Discussions with Council and Te Whatu Ora over open space within the precinct and the substitution of open space lost through the expansion of the Mason Clinic.
- Engagement with Council on the open space opportunities within the precinct, including its potential functions.
- The completion of the Stormwater Management Plan for the precinct, which has now been adopted by Council as part of its network discharge consent.
- Discussions relating to the preparation and acceptance of the previously prepared 2020 ITA which established a baseline of assumptions for the precinct which have subsequently been updated in the Te Auaunga Precinct 2022 ITA appended to this report at Attachment 7.
- The resource consent for the spine road, and associated walking and cycling networks, which establishes a framework for the future internal networks.

In response to the various consultation:

- (a) The plan change promotes a network of open space which fully addresses the replacement open space from the Mason Clinic, and provides a high quality open space network that will service existing users of the precinct and future residents.
- (b) A stormwater management approach has been developed which provides a sophisticated treatment train process. The existing Precinct Plan 1 identifies the existing central stormwater pond, and a new proposed western stormwater pond. This plan change deletes the proposed

western pond. It has been replaced with other stormwater management methods in line with current “Healthy Waters” practice. However, the core of the existing central stormwater pond and its functionality is retained and contained within the open space area identified on the proposed Precinct Plan 1. The detail of how this is reflected is set out in criteria within the existing precinct provisions and discussed in section 4.3 of this report.

- (c) For the reasons outlined in this report, height has been carefully assessed in terms of the existing topography of the site and the extent to which it will be visible to existing residents.
- (d) The transport response has been developed in accordance with an ITA. The site has an existing ITA which was approved by the Council in 2020 (the 2020 ITA). This application includes an updated ITA – the Te Auaunga Precinct 2022 ITA.

11.3 Local Board

Engagement with the Albert Eden Local Board on the open space opportunities within the precinct, including their potential functions, and the proposed plan change generally.

HUD and the Rōpū have presented to the Local Board on infrastructure resource consents, the open space proposals, and this plan change.

11.4 Auckland Transport

HUD has completed an ITA to be prepared to address all aspects of this development including this plan change. As addressed in the Te Auaunga Precinct ITA 2022 Executive Summary, and discussed above in section 6.9, the Te Auaunga Precinct 2022 ITA appended as Attachment 7 to this report comprises the 2022 Executive Summary, primary June 2020 ITA document, additional traffic modelling sensitivity testing by Stantec carried out in October 2020 and the updated Transport Assessment and Modelling Report dated December 2022. The primary 2020 ITA document was accepted by Auckland Council on the recommendation of Auckland Transport.

Discussions with Auckland Transport have been ongoing since that time in respect of the additional assessment undertaken.

One of the primary concerns for Auckland Transport has been uncertainty over the timing and extent of the Carrington Road upgrade. The Crown grant to upgrade Carrington Road substantially reduces this uncertainty.

11.5 Watercare

HUD, through its consultant MPS, has been engaging with Watercare in respect of wastewater and potable water infrastructure provision to service the development that will be enabled by the plan change and with respect to the recently lodged resource consents.

Wastewater

The completion of the Central Interceptor and associated works will significantly improve overall wastewater capacity. The existing precinct provisions already require that new development demonstrate it has adequate infrastructure to service proposals. No changes are suggested to these requirements. The level of intensity and timing is consistent with the general upgrade in the system already planned through the Central Interceptor given that the project itself is physically underway at present and intended to complete by 2026.

Potable water

HUD, through its consultant MPS, has engaged with Watercare on potable water. Once new connections to the Sutherland Bulk Supply Point are made, and the Bulk Supply Point is upgraded, the precinct will have capacity for around 4,000 dwellings (adopting a conservative assumption of average occupancy of three people per unit, as addressed further in the Infrastructure Assessment by MPS and Attachment 6).

The Sutherland Bulk Supply Point upgrade is included in Watercare's Asset Management Plan, and works are programmed to start in 2023, which will ensure that there is an increase in potable water capacity to meet the development as it progresses.

The current assessment criteria already require that new development demonstrate it has adequate infrastructure to service proposals. No changes are suggested to these requirements.

11.6 Tangata whenua

This plan change has been developed in collaboration with the three Rōpū, who together represent 13 iwi/hapū.¹

There has also been letters sent to the only other two iwi authorities who have identified the land within their area of interest, and who are not part of the three Rōpū, namely Waikato-Tainui and Makaurau Marae. At the time of completing this report no responses from these iwi authorities had been received.

11.7 Whai Rawa

Ngāti Whātua Ōrākei are a key member of one of the three Rōpū supporting this application, and their commercial subsidiary Whai Rawa has been leading engagement with HUD on behalf of the Ngāti Whātua Rōpū. Whai Rawa has, therefore, been consulted on this plan change. Their feedback is incorporated within this plan change request.

11.8 Te Whatu Ora – Health New Zealand

Te Whatu Ora and HUD have had various discussions over the two plan changes..

As it was first in terms of timing, the two parties worked through the provisions of the Te Whatu Ora plan change request, PC75. Detailed interface provisions have been agreed.

This plan change has been prepared so as not to duplicate those provisions but to equally ensure it does not undermine those provisions.

11.9 Heritage New Zealand Pouhere Taonga

There have been discussion with Heritage New Zealand Pouhere Taonga over the former Oakley Hospital Building. These have been related to the development allowed under this plan change request, and resource consents for the main backbone road and associated infrastructure.

¹¹ As noted above, Ngāi Tai ki Tāmaki, Ngāti Tamaoho, Ngāti Te Ata, Te Ākitai Waiohua, Te Kawerau ā Maki, Ngāti Whātua Ōrākei, Te Rūnanga o Ngāti Whātua, Ngāti Whātua ki Kaipara, Ngāti Maru, Ngāti Paoa, Ngaati Whanaunga, Ngāti Tamaterā and Te Patukirikiri.

12 NOTIFICATION

12.1 The RMA allows private plan change requests to be either non-notified, limited notified or fully notified depending on the circumstances.

12.2 HUD is seeking that this plan change be dealt with on a notified basis.

13 CONCLUSION

13.1 The effect of this plan change will be to:

- a. Provide for appropriate additional residential and mixed use development within the Auckland isthmus.
- b. Rezone land that is no longer required for tertiary education purposes, to residential development ensuring the efficiency of the land and to the benefit of housing in the Auckland isthmus.
- c. Enable additional height which provides additional opportunity for housing and a broader range of typologies.

13.2 This precinct has unique attributes which make it suitable for intensive development. It is adjacent location of the Te Auaunga waterway and the ecological and recreational facilities that enables, the land topography is suitable for additional height, and the precinct uniquely connected to public transport and the Auckland broader cycle network.

13.3 The precinct benefits from being close to existing town centres and on good public transport connections. It has good access to all modes of transport.

13.4 It is the largest undeveloped block of land on the isthmus and suitable for development for housing purposes.

13.5 The technical reports forming part of this plan change request demonstrate that the objectives of the Te Auaunga Precinct are consistent with the purpose of the Resource Management Act. The zoning, activities, standards, assessment criteria and specific precinct provisions meet the tests of section 32 of the RMA.