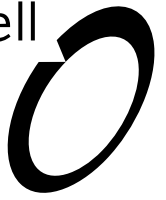


Boffa Miskell



Whenuapai East Private Plan Change

Urban Design Assessment
Prepared for Cabra Developments Limited

6 November 2024



Executive Summary

This report provides an urban design assessment of a Private Plan Change (PPC) application by Cabra Developments Limited (Cabra) to rezone Future Urban Zone (FUZ) land on the Whenuapai East peninsula in Whenuapai to Residential – Mixed Housing Suburban (MHS) and Residential – Mixed Housing Urban (MHU) and also to introduce the Whenuapai East Precinct into the Auckland Unitary Plan – Operative in Part (AUP).

The PPC applies to 10 Sinton Road, 12 Sinton Road, 14 Sinton Road, 16 Sinton Road, 15 Clarks Lane, 17 Clarks Lane and 17a Clarks Lane ('the Site'). The Site has a long northern boundary to the Upper Waitematā Harbour and is just to the north of Hobsonville Local Centre and bus stops for high frequency bus routes to Hobsonville ferry, Westgate, and connections to WX1 and NEX Express services to the City Centre.

The PPC is subsequent to and is informed by both Auckland Council's Whenuapai Structure Plan 2016 and the Sinton Road Clarks Lane Neighbourhood Plan – the latter being a structure planning process undertaken by Cabra's consultant team focusing on the Whenuapai East peninsula and prepared in accordance with the Regional Policy Statement Appendix 1 Structure plan guidelines.

The potential urban design effects of the PPC, as assessed under the following headings, are summarised below.

A quality compact urban form

- The combination of MHS and MHU zoning, the latter proposed to apply to the majority of the Site, will enable an appropriate level of density to support the nearby Hobsonville Local Centre and Hobsonville Road public transport stops, while providing access to these services to future residents.
- The Site is within a reasonably convenient walk and cycle to the Hobsonville Local Centre and public transport stops via the Clarks Lane footbridge, being 10 minutes' walk from its eastern end and 15-20 minutes' walk from its western end.
- Required upgrades to Sinton Road and Clarks Lane will support quality access routes for walking and cycling to and from the Site.
- The proposed MHS and MHU zoning will enable a variety of housing types, from standalone houses to various type of attached dwellings, which will provide for a range of lifestyles and housing needs.
- A combination of proposed Precinct and AUP urban subdivision provisions will support the development of the Site as a liveable, walkable and connected neighbourhood.

Response to character

- The Site has an existing mixed rural / coastal character, with this character influenced by the presence of urban form (Ockleston Landing) and urban structure (SH18) within and neighbouring the wider Whenuapai East peninsula. While urban development of the Site will significantly change its character from one of a moderately open landscape with few buildings to one in which buildings are more prominent, this is not considered an adverse effect within the context of the FUZ which applies to the land.
- The PPC positively responds to the natural character of the Site's coastal environment, which is one of a vegetated coastal edge and a moderately open landscape with few buildings

that offers views both out to the coast and views towards it (from Kauri Street and Rata Street, to the north-west). This is by, in addition to requiring indigenous planting of future coastal esplanades, a stepping down in height and density along the coast from the MHU to MHS Zone, excluding application of the MDRS as a response to the natural character of the coastal environment, and requiring side yards and rear yards within the MHS Zone of a greater depth than in the underlying zone. Furthermore, bespoke Precinct controls modify the underlying MHS Zone by enabling the effects on coastal character of bulkier, longer buildings to be assessed.

Response to cultural values

- Consultation has been undertaken with mana whenua, which has resulted in the receipt of a Cultural Impact Assessment from Te Kawerau ā Maki (October 2024). This assessment and the broader engagement with mana whenua to date has identified cultural values including (but not limited to) avoiding direct discharge to waterways, indigenous vegetation replanting, restoration of waterbodies, archaeological features discovery protocols, cut-fill neutrality, and pedestrian connections to the coast and streams.
- In addition to the mechanisms available in the underlying AUP, the PPC addresses these matters through requirements regarding stormwater management, access to and along the coast, and indigenous planting of coastal and riparian esplanades. The adequacy of these methods to sufficiently respond to cultural values identified by iwi is acknowledged to be a matter determined by those iwi.

Access to high amenity public open spaces that meet future community needs

- The Site will have quality access to public spaces that meets a range of community needs and that provides access to and along its coastal and riparian environments. These spaces include a future esplanade along the length of its coastal and permanent stream edges, a centrally positioned Neighbourhood Park, and nearby existing and planned public open spaces including sports fields.
- Quality links between these spaces will be realised through required visual and physical connections, upgrades to roads, connections achieved through Chapter E38 assessment of subdivision applications and bespoke Precinct provisions.
- Requirements for planting within coastal and riparian esplanades, which in addition to their ecological benefits, will have broader visual amenity benefits, contributing to the amenity of these public open spaces.
- Overall, the suite of proposed Precinct and underlying zone provisions, is considered sufficient to achieve the delivery of high quality access to planned public open spaces within the Site and existing and planned public open spaces around it in a form which contributes to the Site's legibility, wayfinding and sense of place, is convenient and permeable, and safe and attractive.

A well-connected transport network with quality active transport options

- The Site is within a reasonably convenient walk (10-20 minute) and cycle, via the Clarks Lane footbridge, of high frequency bus routes with stops on Hobsonville Road that connect the wider region, including the city centre.
- An internal road network that appropriately serves the Site, providing well-connected local roads, can be achieved through Council's discretion via Chapter E38 on subdivision applications.

- The Site will benefit over time from a number of planned upgrades to the wider North-West strategic transport network.

Managing reverse sensitivity effects

- The PPC seeks to avoid adverse effects on the RNZAF Base Auckland of subdivision, use and development within the Site as far as practicable by standards relating to lighting and temporary activities/dwelling construction within the Site and a requirement for a no-complaints covenant in respect of any noise associated with the Base to be included on each title issued for subdivision within the Site. While the adequacy of these standards to address potential reverse sensitivity effects on the Base is outside Boffa Miskell's urban design expertise to comment on, it is considered that they do not affect built form outcomes for a future residential community on the Site.

Summary comments

Based on the assessment summarised above, the urban design outcomes of the PPC are considered to be consistent with the objectives, policies, principles and statutory requirements of relevant planning documents, including the RMA, NZCPS, NPS-UD, RPS, relevant AUP zone provisions, the WSP, and the New Zealand Urban Design Protocol.

The PPC will enable management of the urban development of the Site in a manner which:

- positively contributes to a quality compact urban form;
- appropriately responds to the Site's rural/coastal character and identified cultural values;
- will provide access to high amenity public open spaces that meet future community needs;
- will achieve a well-connected transport network with quality active transport options; and
- will manage potential reverse sensitivity effects.

Approval of the PPC is considered appropriate from an urban design perspective.



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Reviewed by:	Nicole Bitossi Associate Principal / Urban Designer Boffa Miskell Limited	
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1.0 Introduction

1.1 Overview

Cabra Developments Limited ('Cabra') is applying for a Private Plan Change to rezone approximately 16 hectares of land on the eastern peninsula of Whenuapai (**'the Whenuapai East PPC'**) from its current Future Urban Zone (**'FUZ'**) in the Auckland Unitary Plan – Operative in Part (**'AUP'**) to Residential – Mixed Housing Suburban Zone, Residential – Mixed Housing Urban Zone and Open Space – Informal Recreation Zone and to introduce the Whenuapai East Precinct into the AUP.

Cabra has acquired an interest in 10 Sinton Road, 12 Sinton Road, 14 Sinton Road, 16 Sinton Road. In addition to these properties, the area to which the PPC applies includes 15 Clarks Lane, 17 Clarks Lane and 17a Clarks Lane (**'the Site'**).

Prior to undertaking a plan change to give live zoning to FUZ land, the AUP's Regional Policy Statement (**'RPS'**) requires that a structure plan be prepared to demonstrate how the proposal will give effect to the RPS. The Site is within an area which has already been subject to a structure planning process: Auckland Council's Whenuapai Structure Plan 2016 (**'WSP'**).

In light of changes that have occurred to the planning, strategic and infrastructure delivery environments since 2016, Cabra requested Boffa Miskell (**'BML'**) to work with experts from other disciplines to test and update the WSP in terms of its application to the peninsula area around its landholding and within the context of RPS Appendix 1 Structure plan guidelines. This has resulted in the July 2024 Sinton Road – Clarks Lane Neighbourhood Plan (**'the Neighbourhood Plan'**).

The Neighbourhood Plan forms part of the application documents for the Whenuapai East PPC. It has served as an input to the PPC and the proposed Whenuapai East Precinct. It has assisted Cabra's consultant team in determining, amongst other matters:

- the appropriate extent of FUZ land to be given live urban zoning via a PPC;
- the appropriate arrangement of land uses (and corresponding zoning) within the PPC area; and
- the necessary supporting elements in terms of infrastructure and open space to support urbanisation of the land.

The purpose of this report is to provide an urban design assessment of the PPC and the proposed Whenuapai East Precinct in terms of statutory requirements.

1.2 Report structure

Using the Neighbourhood Plan as a base, this report describes the characteristics of the Site, its physical and strategic context and the opportunities and constraints the Site presents to development. It then provides an urban design assessment of the Whenuapai East Precinct as proposed by the PPC.

The analysis in this report is supported by the maps, photos and plans within the Neighbourhood Plan. Reference should be made to the Neighbourhood Plan, which provides a

wider contextual understanding of the Site and neighbourhood around it, for this graphic material.

1.3 Urban design assessment methodology

The urban design assessment in this report is based on a series of principles that have been informed by and distilled from:

- the requirements of the Resource Management Act 1991 ('**RMA**'), including its recent amendments,¹ and National Policy Statements including the National Policy Statement on Urban Development 2020 ('**NPS-UD**') and its requirement for well-functioning urban environments;
- a distillation of RPS objectives and policies, insofar as they are relevant to an urban design assessment;
- the RPS Appendix 1 Structure plan guidelines;
- the planning principles of the WSP;
- the seven design qualities (commonly referred to as the '7Cs') of the New Zealand Urban Design Protocol 2005 (Context, Character, Choice, Connections, Custodianship, and Collaboration); and
- good urban design practice.

This has resulted in six outcomes to assess the PPC and proposed Whenuapai East Precinct against. These are:

- Contribution to a quality compact urban form;
- Response to character;
- Response to cultural values;
- Access to high amenity public open spaces that meet future community needs;
- A well-connected transport network with quality active transport options; and
- Managing reverse sensitivity impacts.

The assessment relies on the expert input of the following consultants who have variously contributed to the Neighbourhood Plan and PPC processes:

- Planning - Forme Planning;
- Engineering - Capture Land Development Consultants;
- Transport - Commute Transportation Consultants;
- Ecology – Viridis Environmental Consultants;
- Arboricultural - Arbor Connect;
- Economics - Formative;
- Mana whenua engagement and open space - WLA;

¹ Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021.

- Coastal Hazards - SLR Consulting;
- Masterplanning - DKO Architecture;
- Geotechnical and contamination - ENGEO;
- Archaeology - Archaeology Solutions; and
- Landscape planning - LA4 Landscape Architects.

1.4 Process to date

In preparing the Neighbourhood Plan, BML has visited the Site and wider area several times since engagement by Cabra. BML has also reviewed, as is relevant to the current PPC process, a range of planning and strategic documents. These documents are:

- the RMA, including the Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021;
- the New Zealand Coastal Policy Statement ('**NZCPS**');
- the NPS-UD;
- the Auckland Plan;
- the Upper Harbour Local Board Plan 2023;
- the WSP (and supporting assessment reports);
- the Auckland Future Development Strategy 2023-2053;
- the Te Kawerau ā Maki Cultural Impact Assessment October 2024; and
- relevant sections of the AUP including RPS chapters B2 Urban Growth and Form, B8 Coastal Environment, B10 Environmental Risk, H3 Residential – Single House Zone, H4 Residential – Mixed Housing Suburban, and the RPS Appendix 1 Structure plan guidelines.

2.0 Site and surrounds

2.1 The Site

In addition to Cabra's landholdings of 10 Sinton Road, 12 Sinton Road, 14 Sinton Road, 16 Sinton Road, the PPC area applies to 15 Clarks Lane, 17 Clarks Lane and 17a Clarks Lane.

The Site is located on a peninsula at the eastern edge of Whenuapai, adjacent to the Waiarohia Inlet to the Upper Waitematā Harbour and to the north of State Highway 18 ('**SH18**') and Hobsonville Local Centre – refer to **Figure 1**, below. Its southern boundary is formed by Sinton Road and Clarks Lane. The Whenuapai Royal New Zealand Air Force Base ('**RNZAF Base Auckland**') is to the north-west of the Site across the Waiarohia Inlet.

The Site and all neighbouring properties are zoned FUZ in the AUP. There are some small areas of Coastal – Coastal Transition zone along the coast – refer to **Figure 2**, below. The Site

is clear of an Aircraft Noise Overlay which applies from the RNZAF Base Auckland to the north-west.

Individual lots within the Site are, with the exception of 17a Clarks Lane, all around 2.5ha in size or above, reflecting their past horticultural or agricultural land uses. 17a Clarks Lane, at the corner of Sinton Road and Clarks Lane is the smallest of the lots at 4,000m², and has been purchased by Auckland Council for the purposes of a future Neighbourhood Park.



Legend



Figure 1: Site location.

Lots within the Site were historically used for rural purposes, but no horticultural or rural activities currently occur and the sites are limited to rural residential / living purposes. There are few buildings, with the Site being predominantly in pasture. Tall shelter belts run along the boundaries of a number of lots. There is an extensive area of mangroves along the Waiairohia Inlet. This is adjoined by mixed native and exotic (including weed species) coastal edge vegetation, some of it within a Significant Ecological Area ('SEA') which extends along the south-western end of the Site's shoreline. On some properties, the coastal edge vegetation intermingles with garden planting from rural and rural lifestyle houses.

There are groupings of largely exotic trees within the road reserve to the front of some properties along parts of Sinton Road and Clarks Lane, including radiata pines, phoenix palms

and Japanese cedar. Arbor Connect has confirmed that no trees in the Site are worthy of scheduling.

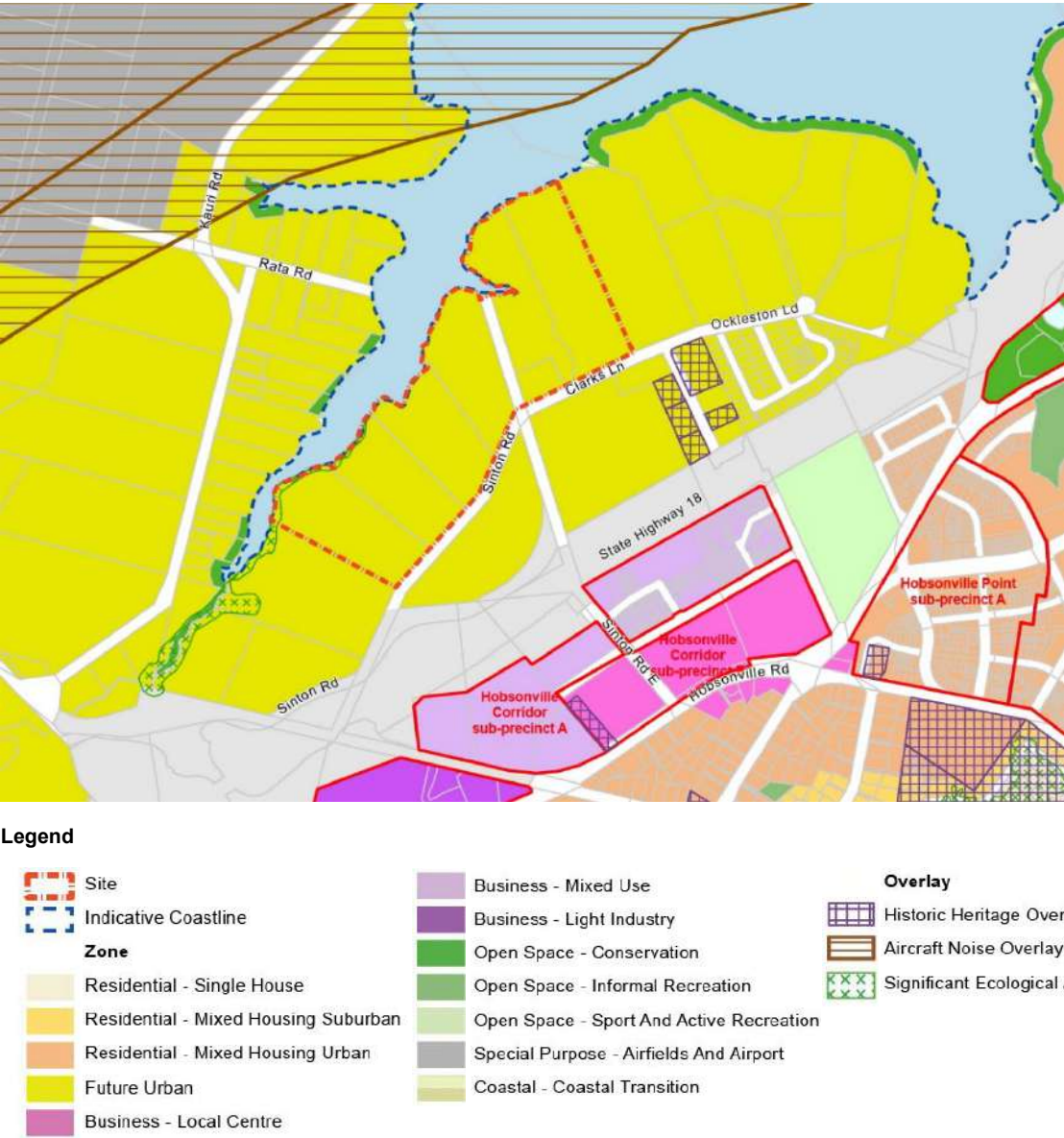


Figure 2: Zoning of the Site and surrounding area showing relevant management layers.

The Site has a mild slope to the north / northwest down from Sinton Road and Clarks Lane of generally no more than 12.5 degrees, except for along the coastal edge where there are low cliffs and embankments of approximately 2m - 4m in height.

There is a permanent stream towards the eastern end of the Site which runs north from Clarks Lane to the coast between 15 and 17 Clarks Lane. There is an area of wetland at the southern end of this stream. There are also two short reaches of intermittent streams which extend in from the coast at 10 Sinton Road and 16 Sinton Road. Artificial farm channels adjoin the shelterbelts along the boundaries of some properties – refer to **Figure 3** below.

Vehicular access to the Site is via Sinton Road and Clarks Lane, which connect to the south-west to Bringham Creek Road. The Clarks Lane footbridge, which crosses SH18, provides

pedestrian and cycle access to services within Hobsonville Local Centre, adjoining playing fields and a playground (Hobsonville War Memorial Park), and bus services.

Those parts of Sinton Road and Clarks Lane which adjoin the Site have a rural character with no footpaths and no kerbs or channels. At the south-western end of Sinton Road there is a 'paper' (unformed) section of road in front of 16 Sinton Road and 18 Sinton Road. There is also a paper road that extends north to the coast from the intersection of Clarks Lane and Sinton Road with 17a Clarks Lane, running between 10 Sinton Road and 17 Clarks Lane.

An archaeological assessment prepared by Archaeology Solutions Ltd for the PPC recorded the presence of three midden locations along the coastal edge of the Site – at 10 Sinton Road, 12 Sinton Road and 17 Clarks Lane.



Figure 3: Mapping from Viridis Environmental Consultants showing ecological features within the Site.

2.2 Coastal hazards

A study by SLR Consultants Ltd which accompanies the PPC has assessed inundation and erosion risks along the coast of the Site. The study assessed potential erosion at four locations along the coastline and found that the maximum amount of regression at these points would be between 14.6m and 17.9m, based on the most conservative regression scenario (1% exceedance probability). It concluded that future erosion potential will likely be confined to the coastal areas of the site which are to be vested as esplanade reserve (i.e. 20m inland of Mean Highwater Springs).

2.3 Cultural values

Eleven iwi have been approached in order to understand the values that are important to mana whenua within the Site and its wider area. Those iwi are:

- Ngāti Paoa;
- Te Akitai Waiohūa;
- Te Rūnanga o Ngāti Whātua;
- Ngāti Whātua o Kaipara;
- Te Kawerau ā Maki;
- Ngāti Whātua o Ōrākei;
- Ngāti Manuhiri;
- Ngāti Te Ata Waiohūa;
- Ngāti Maru;
- Ngāti Tamaterā; and
- Ngāti Whanaunga.

To date, six iwi have deferred and there has been no response from Ngāti Tamaterā Settlement Trust. A Cultural Impact Assessment ('CIA') has been received from Te Kawerau ā Maki. Ngāti Whātua o Kaipara and Ngāti Whātua Ōrākei Trust Board have shown their intent to engage. Themes that have emerged from engagement to date and from the Te Kawerau ā Maki CIA, are:

- *Local eco-sourced revegetation:* Revegetation of coastal areas and waterways should use local eco-sourced plants where possible.
- *Avoiding direct discharge to waterways:* Discharge should be via soil or vegetation first to ensure the mixing of the wairua of different water sources is mediated via Papatūānuku.
- *Restoration of waterbodies:* Restoration of stream corridors and the coastal edge is an important and expected part of any development within the coastal environment.
- *Archaeological features and taonga:* Standard discovery procedures should be used, including notification of iwi, should archaeological features and taonga be unearthed during development.
- *Cut-fill neutrality:* Cut-fill neutrality (minimising movement of soil on and off the area) is an aspiration, with top-soil being reused.
- *Pedestrian connection to the coastal environment:* Development should achieve pedestrian connection to and along the coast.

2.4 Character

The Site has an existing mixed rural, coastal character of land predominantly in pasture with few built structures. The 'mixed' nature of its character results from a combination of factors, including:

- the moderate size (in a rural land use sense) of the lots that comprise the Site, meaning that open landscape views are relatively contained and are broken up by features such as shelterbelt planting;
- the lots no longer being actively used for rural purposes; and
- the influence of urban infrastructure (such as SH18) and urban form within the surrounding area on the Site's character, including the commercial and residential area in and around Hobsonville Local Centre directly to the south, the residential subdivision of Ockleston Landing to the east, the RNZAF Base Auckland to the north-west, the new and substantial interchange at SH18/Brigham Creek Road, and the rapidly urbanising around Whenuapai Local Centre to the west.

The Site's coastal character is formed from views both from the Site and to its coastal environment from the surrounding area:

- the Site's gentle slope down from Sinton Road and Clarks Lane offers vistas of the Waiarohia Inlet and Upper Waitemata Harbour, including views to coastal vegetation and the vegetated banks of land on the other side of the Inlet around Kauri Road; and
- from residential properties adjoining Kauri Road and from Rata Road there are views to the east to the vegetated coastal edge of the Site and areas of open pasture within it.

The Site's coastal character is modified and is not pristine. It is not recognised as a high or outstanding landscape in the AUP through the application of any management overlay. It nonetheless has an underlying quality of openness, low visible presence of buildings, and coastal vegetation that is one of its defining features.



Figure 4: 15 Clarks Lane looking north towards the coastal edge of Waiarohia Inlet and the area around Kauri Road to the north-west of the Site.



Figure 5: An existing house at 12 Sinton Road with agricultural shelter belt in the background.



Figure 6: A view to the east from the end of Rata Street across the Waiarohia Inlet towards the Site.

2.5 Neighbouring properties

Properties neighbouring the Site (16 Sinton Road to the west, 6 and 7 Sinton Road to the south, and 13 Clarks Lane to the east), are also all zoned FUZ and have a generally similar existing mixed rural / mixed rural coastal character to the Site, being largely in pasture with little presence of built form.

Adjoining the Waiarohia Inlet to the north-west, with views of the Site across the Inlet (as discussed above) and accessed off Kauri Road and Rata Road, is an established residential subdivision of older detached houses on large lots. Immediately to the west of these houses is the RNZAF Base Auckland, occupying a central position within Whenuapai on an approximately 300ha landholding.

To the south-east of the Site there is a collection of timber clad workers cottages along a section of Clarks Lane that leads to the Clarks Lane footbridge (also accessible for bicycles) over SH18 to Hobsonville Local Centre. Constructed in the early 20th century, the cottages are

set back from the road behind planted front gardens – refer to **Figure 7**, below. Most of the cottages are subject to a Historic Heritage Extent of Place overlay in the AUP. Adjoining this to the east, and in marked contrast to the open pasture landscape of the Site, is the modern residential subdivision of Ockleston Landing. This comprises largely detached 1-2 storey houses (with some terraces) on average 330m² lots – refer to **Figure 8**, below. Directly to the north of this, east of the Site, is a grouping of properties of a similar size to those on the Site, but used for rural lifestyle living. There are relatively new, large family homes on these properties with swimming pools, tennis courts and ancillary garage/shed structures.



Figure 7: Clarks Lane workers cottages.



Figure 8: The Ockleston Landing subdivision, to the east of the Site.

2.6 Access to amenities and employment

Services

Hobsonville Local Centre, to the south of the Site across SH18, has two supermarkets and a range of retail stores and food and beverage outlets. There is walking and cycling access to the Centre via the Clarks Lane footbridge, with the eastern end of the Site being 500m from the Centre via the footbridge from its Clarks Lane frontage, and the western end approximately 1100m from its Sinton Road frontage. Access by car to the Centre is via Brigham Creek Road and is approximately a 2.5km distance.

Whenuapai Local Centre, currently under construction for a range of retail and commercial activities including a medical centre, is approximately 3km to the west of the Site along Brigham Creek Road. The wider services of Westgate Metropolitan Centre are 3.5km to the south-west along SH18 and Hobsonville Road.

Public transport

Bus services from stops adjacent to Hobsonville Local Centre travel to destinations including Hobsonville Point Ferry, the Constellation Drive bus station, and Westgate Metropolitan Centre at frequencies of up to every 15 minutes during peak hour. The WX1 Express route from Westgate and the NEX Express route from Constellation Drive connect to the City Centre every ten minutes from 7am to 7pm.

Public open space

The largest existing public open space in the area is the playing fields of Hobsonville Memorial Park (with an associated children's playground), adjoining Hobsonville Local Centre and accessible from the Site via the Clarks Lane footbridge. Within the Ockleston Landing subdivision, there is another children's playground within a short walk of the Site.

As noted earlier, Auckland Council has purchased 17a Clarks Lane (a property within the Site area), with the intention of it being developed as a future Neighbourhood Park. Auckland Council is also the owner of a 16ha property at 161 Brigham Creek Road, to the south-west of the Site, which is intended to be developed as future sports fields.

Schools

There are a number of schools within a 3km radius of the Site. These include Hobsonville Primary School, Hobsonville Point Primary School, Whenuapai Primary School, Timatanga Primary School, Hobsonville Point Secondary School, and Whenuapai School Senior Campus.

Employment

There are several employment hubs within a short drive of the Site or accessible via high frequency buses (as discussed above) along Hobsonville Road. These include the developing Light Industry zoned area of the Hobsonville Corridor Precinct, the recently Light Industry zoned Spedding Block Precinct on Spedding Road, the Light Industry zoned area within the Westgate Precinct, and the Westgate Metropolitan Centre itself.

Future transport network

Waka Kotahi and Auckland Transport have recently lodged with Auckland Council confirmed designation decisions on Notices of Requirements ('**NORs**') for a number of strategic transport projects in Auckland's north-west. These are intended to improve how people move around the area and are anticipated to be delivered over the next ten to thirty years.

Projects in the vicinity include upgrades to Trig Road North (NOR W1), Māmari Road (NOR W2), Brigham Creek Road (NOR W3), Spedding Road (NOR W4) and Hobsonville Road (NOR W5).

A future Alternative State Highway route has also been designated (via NOR S1), extending the North Western Motorway from Brigham Creek Road to SH16 east of Waimauku.

3.0 Planning and strategic context

3.1 Resource Management Act, 1991 (RMA)

3.1.1 Part 2 matters

Section 6 Matters of national importance and section 7 Other matters of the RMA set out matters of relevance to an urban design assessment of the potential effects of future urbanisation of the Site. Relevant excerpts from these sections are repeated below:

S6 Matters of national importance

All persons exercising functions and powers under the RMA shall recognise and provide for:

(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:

(d) the maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers:

(e) the relationship of Māori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga;

(g) the protection of protected customary rights;

(h) the management of significant risks from natural hazards.

S7 Other matters

All persons exercising functions and powers under the RMA shall have particular regard to:

(a) Kaitiakitanga;

(aa) the ethic of stewardship;

(b) the efficient use and development of natural and physical resources:

(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;

(i) the effects of climate change.

3.1.2 MDRS

The Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 amended the RMA to introduce provisions regarding the Medium Density Residential

Standards ('MDRS'). The MDRS is a list of objectives, policies, and density standards that permit three storey buildings on a site.

Section 77G requires the MDRS to be introduced into every relevant residential zone of a specified territorial authority.

Section 77I enables the territorial authority to make the MDRS less enabling of development in relation to an area where a 'qualifying matter' (or matters) is present, but only to the extent necessary to accommodate that matter (or matters). The section lists the categories of qualifying matters. These include:

- a matter of national importance that decision makers are required to recognise and provide for under section 6 (section 77I(a));
- a matter required in order to give effect to a national policy statement (other than the NPS-UD) or the New Zealand Coastal Policy Statement (section 77I(b)); and
- any other matter that makes higher density as provided for by the MDRS inappropriate in an area, subject to satisfying the requirements of section 77L (section 77I(j)).

Section 77J requires, where a qualifying matter is proposed, that the section 32 evaluation report must:

- (3) *[...In] relation to the proposed amendment to accommodate a qualifying matter, -*
 - (a) *demonstrate why the territorial authority considers –*
 - (i) *that the area is subject to a qualifying matter; and*
 - (ii) *that the qualifying matter is incompatible with the level of development permitted by the MDRS [...]; and*
 - (b) *assess the impact that limiting development capacity, building height, or density (as relevant) will have on the provision of development capacity; and*
 - (c) *assess the costs and broader impacts of imposing those limits.*
- (4) *The evaluation report must include, in relation to the provisions implementing the MDRS,—*
 - (a) *a description of how the provisions of the district plan allow the same or a greater level of development than the MDRS:*
 - (b) *a description of how modifications to the MDRS as applied to the relevant residential zones are limited to only those modifications necessary to accommodate qualifying matters and, in particular, how they apply to any spatial layers relating to overlays, precincts, specific controls, and development areas, including—*
 - (i) *any operative district plan spatial layers; and*
 - (ii) *any new spatial layers proposed for the district plan.*

3.2 National Policy Statement on Urban Development

The NPS-UD requires specified territorial authorities, including Auckland Council, to undertake actions in order to increase housing supply and enable increased housing density. Policy 1 of

the NPS-UD requires that planning decisions contribute to 'well-functioning urban environments.' These are defined as 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;*
- (c) *have good accessibility for all people between housing, jobs, community services, natural spaces, and open space, including by way of public or active transport; and*
- (d) *support, and limit as much as possible adverse impact 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.*

3.3 New Zealand Coastal Policy Statement, 2010 (NZCPS)

The NZCPS is of relevance to the PPC as the Site is located within the coastal environment. Matters within the NZCPS policies of relevance to an urban design assessment of the PPC (in summarised form) include:

- Recognise that the extent and characteristics of the coastal environment vary from region to region and place to place, and includes elements and features that contribute to the natural character, landscape, visual qualities or amenity values (*Policy 1: Extent and characteristics of the coastal environment*);
- In relation to the coastal environment, consider the rate at which built development should be enabled to provide for the reasonably foreseeable needs of population growth without compromising the other values of the coastal environment, consider how adverse visual effects can be avoided in areas sensitive to such effects, and set back development from the coastal marine area where practicable and reasonable, to protect the natural character, open space, public access and amenity values of the coastal environment (*Policy 6: Activities in the coastal environment*);
- Preservation of the natural character of the coastal environment and its protection from inappropriate subdivision, use and development by:
 - (a) avoiding adverse effects of activities on natural character in areas of the coastal environment with outstanding natural character; and
 - (b) avoiding significant adverse effects and avoiding, remedying or mitigating other adverse effects of activities on natural character in all other areas of the coastal environment (*Policy 13: Preservation of natural character*);
- Restoration or rehabilitation of the natural character of the coastal environment is promoted (*Policy 14: Restoration of natural character*);
- The need is recognised for public open space within and adjacent to the coastal marine area, with consideration of the likely impact of coastal processes and climate change on future access to public open space (*Policy 18: Public open space*);

- The public expectation and need for walking access to and along the coast is recognised (*Policy 19: Walking access*);
- Areas in the coastal environment that are potentially affected by coastal hazard risks, over at least 100 years, are identified and assessed (*Policy 24: Identification of coastal hazards*); and
- In areas potentially affected by coastal hazards over at least the next 100 years, avoid redevelopment, or change in land use, that would increase the risk of adverse effects from coastal hazards (*Policy 25: Subdivision, use and development in areas of coastal hazard risk*).

3.4 Auckland Unitary Plan

3.4.1 RPS objectives and policies

The RPS set out the AUP's overarching objectives and policies for managing growth in the Auckland region. RPS Chapters B2 Urban growth and form, B8 Coastal environment and B10 Environmental risk, are of particular relevance to assessing the potential urban design effects of the PPC. Objectives and policies of these chapters, as pertinent to this assessment, are summarised below.

B2 Urban growth and form

B2.2 Urban growth and form

- Auckland develops with a quality compact urban form that has a higher-quality built environment, efficiently uses infrastructure, and has effective public transport (*B.2.2.1(1)*).
- A hierarchy of centres supports a quality compact form including: at regional level, town centres which function as commercial, cultural and social focal points for the region or sub-region; and at local level, local and neighbourhood centres that provide for a range of activities to support and serve as focal points for their local communities (*B2.2.2(6)*).
- Rezoning of land within the RUB or other FUZ land is enabled where it supports a quality compact urban form, provides for a range of housing types, and integrates with infrastructure provision (*B2.2.2(7)*).

B2.3 A quality built environment

- A quality built environment is achieved which responds to the intrinsic qualities and physical characteristics of the area and its setting, reinforces the hierarchy of centres and corridors, contributes to a mix of choice and opportunity for communities, maximises resource and infrastructure efficiency, and can adapt to both changing needs and the effects of climate change (*B2.3.1*).
- Subdivision, use and development is encouraged that enables walking, cycling and public transport, and minimises vehicle movements (*B2.3.2(2)*).

B2.4 Residential growth

- Residential growth is provided for in a manner which supports a quality compact urban form, with higher residential intensity close to amenities including centres, public

transport and open space, and lower residential intensity in areas that are not close to centres and public transport (B2.4.1(1), B2.4.2(2) and B2.4.2(4)).

B2.7 Open space and recreation facilities

- A range of quality open spaces and recreation facilities are provided to meet the recreational needs of communities (B2.7.1(1)).
- Access along streams and wetlands is maintained and enhanced, accessible open spaces and recreation facilities are provided, and physically connected open spaces are promoted to enable people and wildlife to move around efficiently and safely (B2.7.1(3), B2.7.2(2) and B2.7.2(3)).

B2.8 Social facilities

- Social facilities are provided that are accessible and that meet the needs of communities (B2.8.1(1) and B2.8.1(2)).

B8 Coastal environment

- Avoid significant adverse effects and avoid, remedy or mitigate other adverse effects on natural character of the coastal environment not identified as outstanding natural character and high natural character from inappropriate subdivision, use and development (B8.2.2(4)).
- Public access to and along the coastal marine area is maintained and enhanced, except where it is appropriate to restrict that access, in a manner that is sensitive to the use and values of an area (B8.4.1).
- Subdivision, use and development in the coastal environment must, where practicable, maintain and enhance public access to and along the coastal marine area, including through the provision of esplanade reserves and strips; and be set back sufficiently from the coast so as to take into account the likely impact of coastal processes and climate change (B8.4.2(1)).

B10 Environmental risk

- Communities are more resilient to natural hazards and the effects of climate change (B10.2.1(1)).
- Assess natural hazard risks using the best available and up-to-date hazard information, up to at least a 100 year timeframe for evaluating flooding and coastal hazards (B10.2.2(4)).

3.4.2 Residential zones

In addition to the AUP's overarching RPS objectives and policies as to how growth should be managed, as part of the assessment process when developing the Neighbourhood Plan (and in review of the WSP), consideration has been given as to which AUP zones would be best applied to the Site in order to optimise consistency with the RPS, provide a well-functioning urban environment as required by the NPS-UD, and positively respond to the characteristics of the Site and surrounding area. Three residential zones in particular have been considered: Residential – Single House ('**Single House**'); Residential – Mixed Housing Suburban ('**MHS**'); and Residential – Mixed Housing Urban ('**MHU**').

The purpose and objectives and policies of each of these zones, which give guidance as to the wider built form and character outcomes expected from development in each, are summarised below.

H3. Residential – Single House Zone

H3.1 Zone description: *The purpose of the Residential – Single House Zone is to maintain and enhance the amenity values of established residential neighbourhoods in number of locations. The particular amenity values of a neighbourhood may be based on special character informed by the past, spacious sites with some large trees, a coastal setting or other factors such as established neighbourhood character. To provide choice for future residents, Residential – Single House Zone zoning may also be applied in greenfield developments.*

H3.2. Objectives

- (1) *Development maintains and is in keeping with the amenity values of established residential neighbourhoods including those based on special character informed by the past, spacious sites with some large trees, a coastal setting or other factors such as established neighbourhood character.*
- (2) *Development is in keeping with the neighbourhood's existing or planned suburban built character of predominantly one to two storeys buildings.*

H3.3. Policies

- (1) *Require an intensity of development that is compatible with either the existing suburban built character where this is to be maintained or the planned suburban built character of predominantly one to two storey dwellings.*
- (2) *Require development to:*
 - (a) *be of a height, bulk and form that maintains and is in keeping with the character and amenity values of the established residential neighbourhood; or*
 - (b) *be of a height and bulk and have sufficient setbacks and landscaped areas to maintain an existing suburban built character or achieve the planned suburban built character of predominantly one to two storey dwellings within a generally spacious setting.*

H4. Residential – Mixed Housing Suburban Zone

H4.1 Zone description: *The zone enables intensification, while retaining a suburban built character. Development within the zone will generally be two storey detached and attached housing in a variety of types and sizes to provide housing choice.*

H4.2. Objectives

- (1) *Housing capacity, intensity and choice in the zone is increased.*
- (2) *Development is in keeping with the neighbourhood's planned suburban built character of predominantly two storey buildings, in a variety of forms (attached and detached).*

H4.3. Policies

- (1) *Enable a variety of housing types including integrated residential development such as retirement villages.*
- (2) *Achieve the planned suburban built character of predominantly two storey buildings, in a variety of forms by:*

- (a) limiting the height, bulk and form of development;*
- (b) managing the design and appearance of multiple-unit residential development; and*
- (c) requiring sufficient setbacks and landscaped areas.*

H5. Residential – Mixed Housing Urban Zone

H5.1 Zone description: The Residential – Mixed Housing Urban Zone is a reasonably high-intensity zone enabling a greater intensity of development than previously provided for. Over time, the appearance of neighbourhoods within this zone will change, with development typically up to three storeys in a variety of sizes and forms, including detached dwellings, terrace housing and low-rise apartments. This supports increasing the capacity and choice of housing within neighbourhoods as well as promoting walkable neighbourhoods, fostering a sense of community and increasing the vitality of centres.

H5.2. Objectives

- (1) Land near the Business – Metropolitan Centre Zone and the Business – Town Centre Zone, high-density residential areas and close to the public transport network is efficiently used for higher density residential living and to provide urban living that increases housing capacity and choice and access to public transport.*
- (2) Development is in keeping with the neighbourhood's planned urban built character of predominantly three-storey buildings, in a variety of forms and surrounded by open space.*

H5.3. Policies

- (1) Enable a variety of housing types at higher densities, including low-rise apartments and integrated residential development such as retirement villages.*
- (2) Require the height, bulk, form and appearance of development and the provision of sufficient setbacks and landscaped areas to achieve an urban built character of predominantly three storeys, in a variety of forms.*

3.4.3 RPS Appendix 1 Structure plan guidelines

The RPS requires rezoning of FUZ land to be subsequent to a structure planning process undertaken in accordance with the Appendix 1 Structure plan guidelines. Auckland Council has already undertaken a structure planning process for the wider FUZ area of Whenuapai, including the Site, which resulted in the WSP. BML, along with Cabra's wider consultant team, has assessed the WSP in the context of the RPS Appendix 1 guidelines. This assessment has considered whether there are any factors that have changed since the WSP was released in 2016 that would influence the appropriate urban form on the Site and the surrounding area. This has resulted in preparation of the Neighbourhood Plan (summarised at section 4.0).

The RPS Appendix 1 guidelines cover many of the same topics that form the subject matter of RPS objectives and policies. These include demonstration of how the structure plan area: contributes to a compact urban form and efficient use of land; provides for a mix of amenities and activities close to where people live; integrates green networks with open space and pedestrian and cycle networks; and integrates land use with local and strategic transport networks.

3.5 Whenuapai Structure Plan

Overview

The WSP is a non-statutory document adopted by Auckland Council in 2016. The WSP applies to 1,500ha of land at the fork of State Highway 16 (**SH16**) and SH18, adjacent to the Upper Waitematā Harbour that includes the Site.

The purpose of the WSP was as a precursor to plan changes to the AUP to rezone FUZ land to a range of live urban zonings and to set out how integrated land use, transport and infrastructure planning could occur in a manner consistent with the RPS, including the delivery of a quality compact urban form.

The WSP sets out a vision for Whenuapai as a:

'liveable, compact and accessible place with a mix of high quality residential and employment opportunities. It makes the most of its extensive coastline, and respects the cultural and heritage values integral to its distinctive character.'

WSP development and design principles

The WSP is underpinned by development and design principles (which have also been used to inform the urban design assessment methodology for this report, as discussed at section 1.3).² As relevant to an urban design assessment of the PPC, these principles are:

- Create a well-designed, sustainable quality compact form with a strong sense of place.
- Recognise the presence and importance of the RNZAF Base Auckland while restricting residential development within areas of high airbase noise.
- Capitalise on the existing coastline, waterways, landscape and amenity to create a strong green and coastal public open space.
- Provide choice of residential densities and future dwelling types throughout the structure plan area.
- Concentrate higher density residential areas around centres and where future rapid transit network stops are being proposed.
- Enable low density residential on the coastal edge given its isolated location and the complexity of coastal erosion.
- Provide the foundation for future residential block structure and site orientation to maximise solar gain.
- Protect waterways and enable the improvement of water quality and restoration of vegetation and habitat.
- Develop a well-connected transport network within Whenuapai and to the wider transport network.
- Create a well-connected network of open spaces and reserves.
- Enable transport connections along and to the coastline where possible while recognising the sensitivity of the coast to erosion and inundation.

² Whenuapai Structure Plan, page 76.

WSP land use map

As it applies to Whenuapai's FUZ land, and based on the principles summarised above, the WSP land use map (and supporting transport networks map) shows the following land uses and spatial elements (refer to **Figure 9**, below):

- A Rapid Transit Network ('RTN') along both SH16 and SH18, with High Density residential on Hobsonville Road close to Westgate Metropolitan Centre, and at the western end of Brigham Creek Road, adjacent a planned SH16 RTN station;
- a large area of Business use between SH16, SH18 and Brigham Creek Road;
- medium density residential elsewhere, except for low density residential in a strip along the coast, and in a deeper area generally north of the RNZAF Airbase Auckland;
- indicative locations for new Neighbourhood and Suburb Parks; and
- an indicative walkway and cycleway along the entire length of the Whenuapai coastal edge.

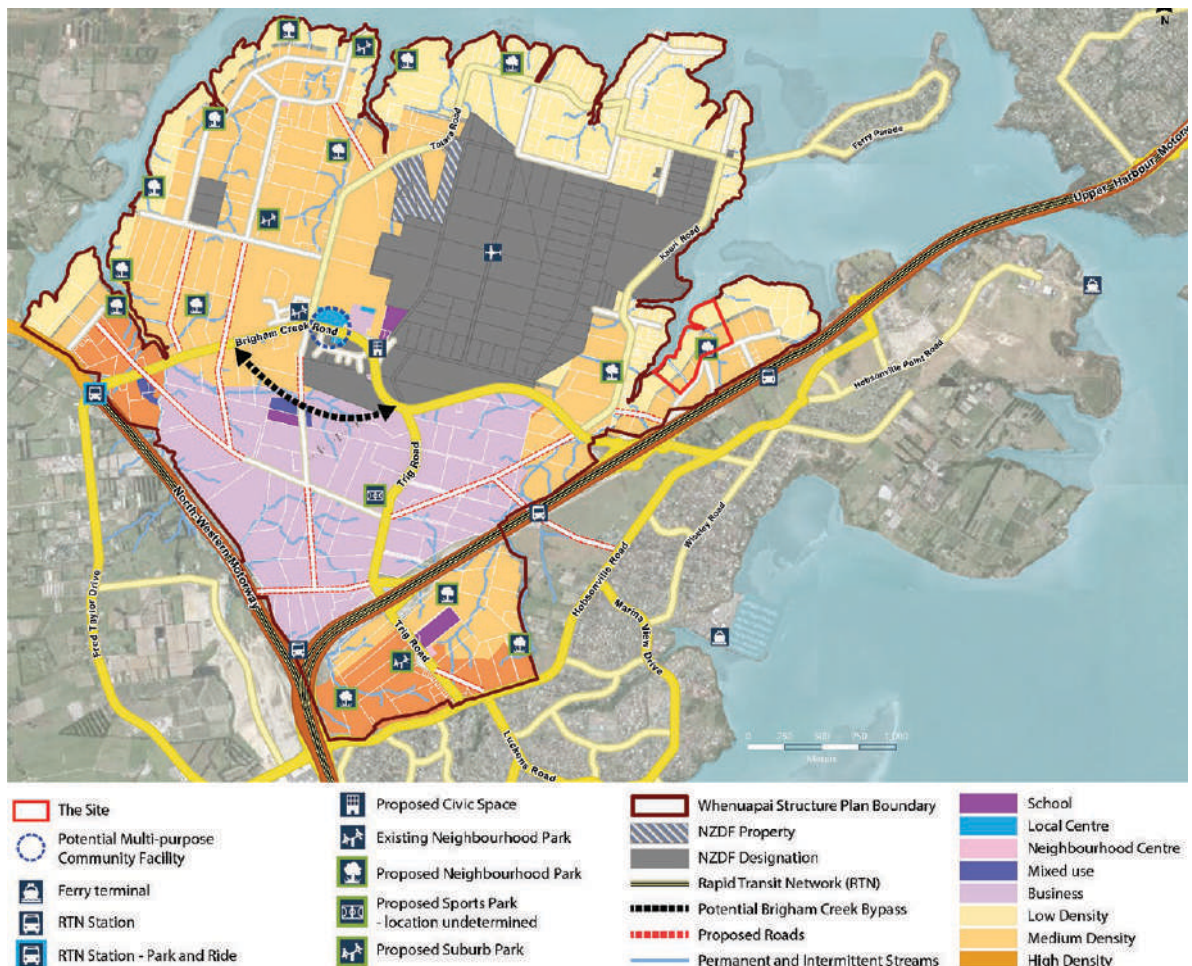


Figure 9: WSP land use plan.

On and within the vicinity of the Site, the WSP land use plan and supporting plans show:

- low density residential along the coast and medium density residential inland of this;

- a proposed Neighbourhood Park at the intersection of Sinton Road and Clarks Lane;
- an indicative walkway and cycleway along the entire length of the Site's coastal edge;
- a RTN station to the south of the Site along SH18 in the vicinity of Clarks Lane; and
- a potential cycle route and bus route along Sinton Road and Clarks Lane.

In addition to the RTN routes, large transport infrastructure projects documented in the WSP include a proposed SH16-SH18 connection, intended to take pressure off Brigham Creek Road. There is currently no programme by Waka Kotahi to deliver the SH16-SH18 proposed connection. The SH18 RTN route is not currently budgeted or programmed by NZTA.

In terms of staging, the WSP identifies Stages 1(a) to 1(f) Whenuapai as being development ready within 2 – 10 years (i.e. 2016-2026) and Stage 2 after 2027. The site is within Stage 1D.

3.6 Plan Change 5

Notified in September 2017, Auckland Council's Plan Change 5 ('PC5') Whenuapai 3 Precinct applied to 351ha of FUZ land within the southern part of the WSP area, including the Site. Within the Site area, PC5 proposed Single House zoning in a band along the coast, inland of which was MHU zoning through to Sinton Road / Clarks Lane.

Departing from the WSP, which showed Medium Density housing extending south to SH18, PC5 (and later Variation 1) proposed Terrace Housing and Apartment Buildings ('THAB') zoning in this area to leverage off the planned SH18 RTN station adjacent to Clarks Lane (at which time there was no confirmed delivery timeframe or funding for, which it is understood remains the current situation) – refer to **Figure 10** PC5 proposed zoning map, below.

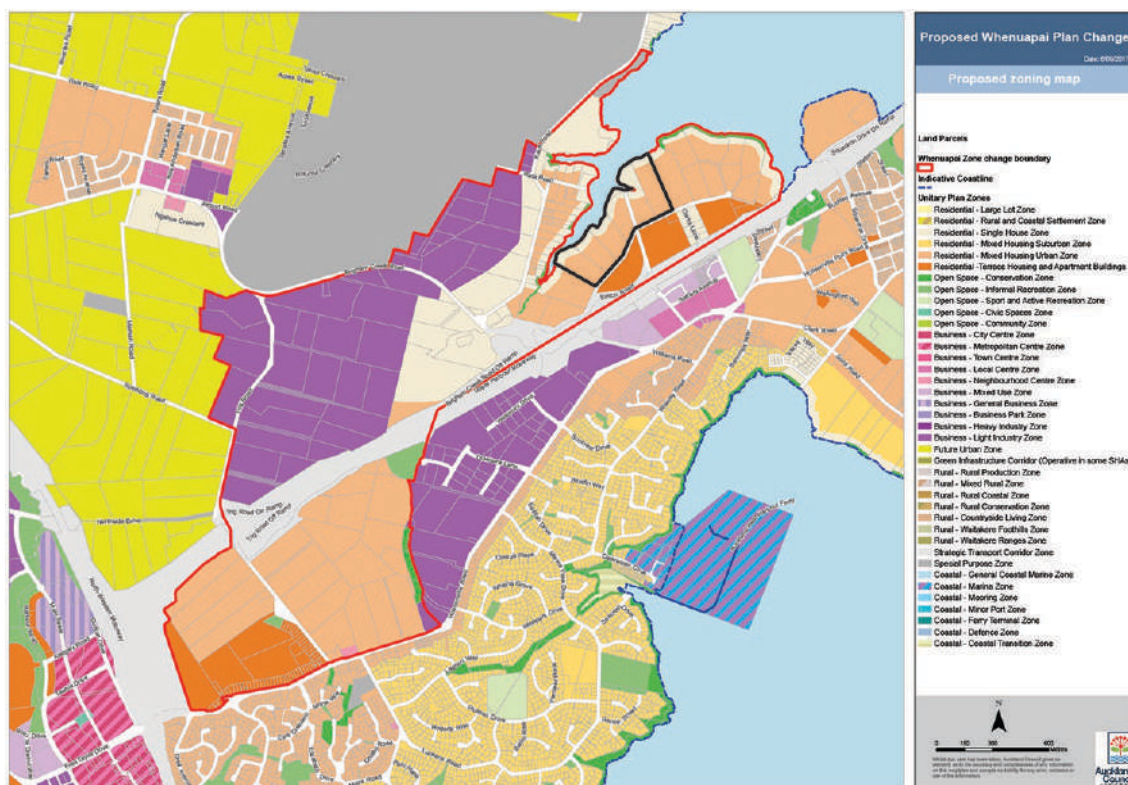


Figure 10: PC5 proposed zoning map. The Site is overlaid in the black line.

To support the increased density within the eastern peninsula, PC5 required two new collector roads connecting the peninsula to the wider area:³

- an indicative collector road extending across SH18 from Sinton Road on the north side of the motorway to Sinton Road East and the Hobsonville Local Centre on its south side; and
- an indicative collector road extending from the south-west of Sinton Road across the Waiarohia Inlet to Kauri Road.

3.7 Variation 1 to Plan Change 5

PC5 was withdrawn in June 2022 for reasons including no budgeted funding to upgrade transport networks or to provide infrastructure. Prior to its eventual withdrawal, Variation 1 to PC5 was released in draft form in 2021. Variation 1 was never notified.

Variation 1 was intended to update PC5, including its proposed zoning, in response to matters including new national planning direction in the NPS-UD, released since the notification of PC5, and new information on engine testing noise from the RNZAF Base Auckland.

The NPS-UD, as gazetted in July 2020, required: building heights of at least 6 storeys within a walkable catchment of existing and planned rapid transit stops (Policy 3(c)); and, adjacent to Local Centres, building heights and densities commensurate with the level of commercial activity and community services (Policy 3(d)).

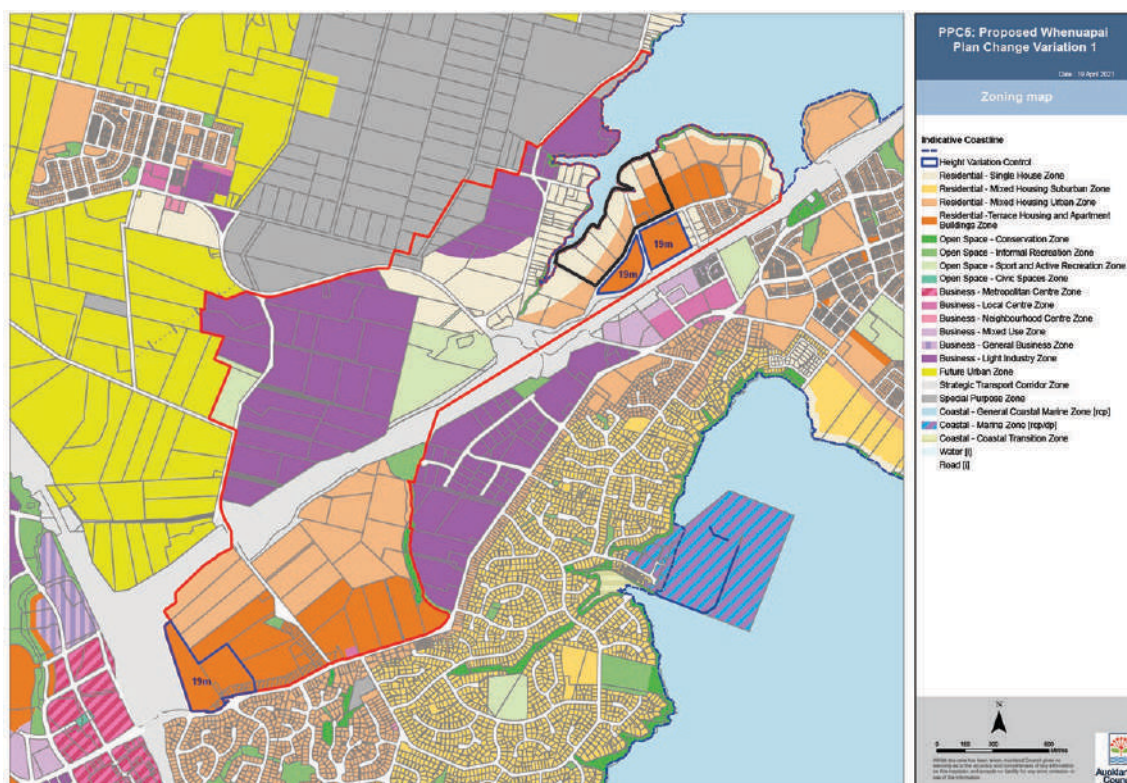


Figure 11: The proposed zoning map for Variation 1 to PC5. The Site is overlaid in the black line.

³ Refer to PC5 Whenuapai 3 Precinct plan 2.

The modified zoning map for Variation 1 showed:

- a wider area of Single House zoning within the Site, responding to the RNZAF Base Auckland engine testing noise contours;
- a new area of THAB zoning extending east from 17 Clarks Lane along the north side of Clarks Lane and Ockleston Landing; and
- a 19m (6 storey) Height Variation Control being applied to the proposed THAB zoning on the south side of Sinton Road / Clarks Lane, adjacent the proposed SH18 RTN station.

Variation 1 retained PC5's proposed requirement for an indicative collector road from the eastern peninsula south across SH18 to Hobsonville Road / Hobsonville Local Centre and an indicative collector road from the eastern peninsula across the Waiarohia Inlet to Kauri Road.

Subsequent to the release of Variation 1, Council confirmed its approach to interpretation of NPS-UD Policy 3(c), that upzoning to 6 storeys around any future RTN station would be delayed until such time as the location of the station is confirmed. As such, the upzoning shown in the Variation 1 zoning map indicates a previous approach by Council to the application of Policy 3(c) - with the location of RTN stations having not been (and remaining unconfirmed). Should Variation 1 have proceeded to notification and to a hearing it is therefore likely the height arrangement shown in its proposed zoning map (refer to **Figure 11** above) would have different.

3.8 Auckland Future Development Strategy

Auckland Council's Future Development Strategy 2023-2053 ('FDS') replaces the Future Urban Land Supply Strategy 2017. It fulfils Council's statutory requirements under the NPS-UD to ensure there is sufficient housing and business development capacity to meet demand over the next 30 years. It seeks to integrate land use with infrastructure provision.

The FDS sets out infrastructure prerequisites that need to be delivered in order to unlock growth at a time that is integrated with infrastructure delivery. It also states the year/decade when Council considers FUZ areas will be 'development-ready,' based on likely funding availability and therefore the timing for delivery of these infrastructure projects.

The Site falls within a wider area the FDS categorises as 'Whenuapai East.' The FDS states that bulk infrastructure to support development in this area is not planned until 2035+, with the infrastructure prerequisites to development being:

- Brigham Creek Road upgrade;
- SH16 to SH18 Connections;
- Hobsonville Road Upgrade;
- Upper Harbour (SH18) Rapid Transit;
- Whenuapai Wastewater Package 2 (Southern portion only);
- Trig Road Water Reservoir; and
- North Harbour No.2 Watermain Project.

Appendix 6 of the FDS states, however, that infrastructure prerequisites do not constrain development and that the implementation of these prerequisites does not prevent private plan

change requests. Furthermore, not all infrastructure is needed for initial new residential or business communities. The FDS acknowledges that there may be times where alternative methods or technologies can achieve the same or similar outcome, or alternative funding methods or partners enable all or parts of these FUZ areas to be live zoned earlier than solely relying on Council funding, and that Council will collaboratively engage when such opportunities arise.

In this case, discussions with other specialists in the project team confirms that development can occur within the Site in advance of stated upgrades, or that alternatives have/can be agreed with those providers (e.g. Watercare), without resulting in adverse effects on the wider infrastructure networks.

4.0 Sinton Road – Clarks Lane Neighbourhood Plan

4.1 Overview

As discussed earlier, the Neighbourhood Plan is the output of a spatial planning process undertaken by BML and other consultants to Cabra in accordance with the RPS Appendix 1 Structure plan guidelines. The purpose of the Neighbourhood Plan is to:

- examine the opportunity for live zoning through a PPC of Cabra's FUZ landholding at 10 Sinton Road, 12 Sinton Road, 14 Sinton Road and 16 Sinton Road, within the context of the changed strategic planning and infrastructure delivery environment since the preparation of the WSP;
- assist in determining, other than Cabra's landholding, what other FUZ land should be included in the PPC area for rezoning to live urban zones, in order to achieve integrated planning outcomes and a well-functioning urban environment;
- ground-truth whether the spatial arrangement of land uses and features to support urban development shown in the WSP is still appropriate, including on-site testing and analysis by specialists within the project team; and
- serve as an input to PPC Precinct provisions, a proposed Precinct plan and a proposed zoning plan.

The boundary for the Neighbourhood Plan was determined by looking at natural, geographic and built environment borders around Cabra's landholding. The northern boundary is formed by the Waiarohia Inlet to the Upper Waitematā Harbour and the southern boundary by Hobsonville Road. The study area includes land with existing urban zoning south of SH18 – importantly including Hobsonville Local Centre – in order to assess how live urban zoning of FUZ land could best achieve integration with existing urban areas consistent with a quality, compact city model.

Following the RPS Appendix 1 Structure plan guidelines, the Neighbourhood Plan catalogued the characteristics of the study area in the context of the wider statutory planning and infrastructure delivery environments, assessing its constraints and opportunities to urban development. The output of the process was a Neighbourhood Plan map showing potential

AUP zones within the study area, an indicative PPC boundary, and necessary features to support urban development of the area.

Key elements of the Neighbourhood Plan map (refer to **Figure 12** below) are:

- the MHU Zone is applied to the majority of the operative FUZ land (being that area north of SH18), including the existing Ockleston Landing subdivision;
- the Single House Zone is applied to the grouping of Clarks Lane workers cottages, acknowledging development of these properties is constrained by their Historic Heritage Extent of Place overlays;
- the MHS Zone is applied in a band along the coastal edge, generally in place of that area shown to be 'low density' in the WSP, expanding in depth to take in the full extent of existing rural lifestyle properties at the eastern end of the study area;
- the Open Space – Informal Recreation Zone is applied to Auckland Council's planned Neighbourhood Park at 17a Clarks Lane;
- upgrades to urban road status, with anticipated kerbs, footpaths and street trees, are shown along parts of Sinton Road and Clarks Lane;
- an indicative esplanade reserve is shown along the length of the coast (where there is not already live Open Space zoning) and along both sides of the permanent stream that runs down the boundary of 15 Clarks Lane and 17 Clarks Lane;
- an indicative walking and cycling route is shown along the length of the coast, connecting back to Sinton Road and Clarks Lane at regular intervals;
- regular indicative visual connections between Sinton Road / Clarks Lane and the coast are shown; and
- possible locations for pump wastewater stations and stormwater outfalls are shown.

Analysis by DKG Architects has estimated a gross yield (excluding roads and future esplanade reserves / open spaces of 1015 dwellings. This comprises 292 dwellings in the indicative Plan Change Area and 623 dwellings in the balance area north of SH18, excluding 20-30 Ockleston Landing, houses within the Ockleston Landing residential subdivision, and Clarks Lane heritage houses.

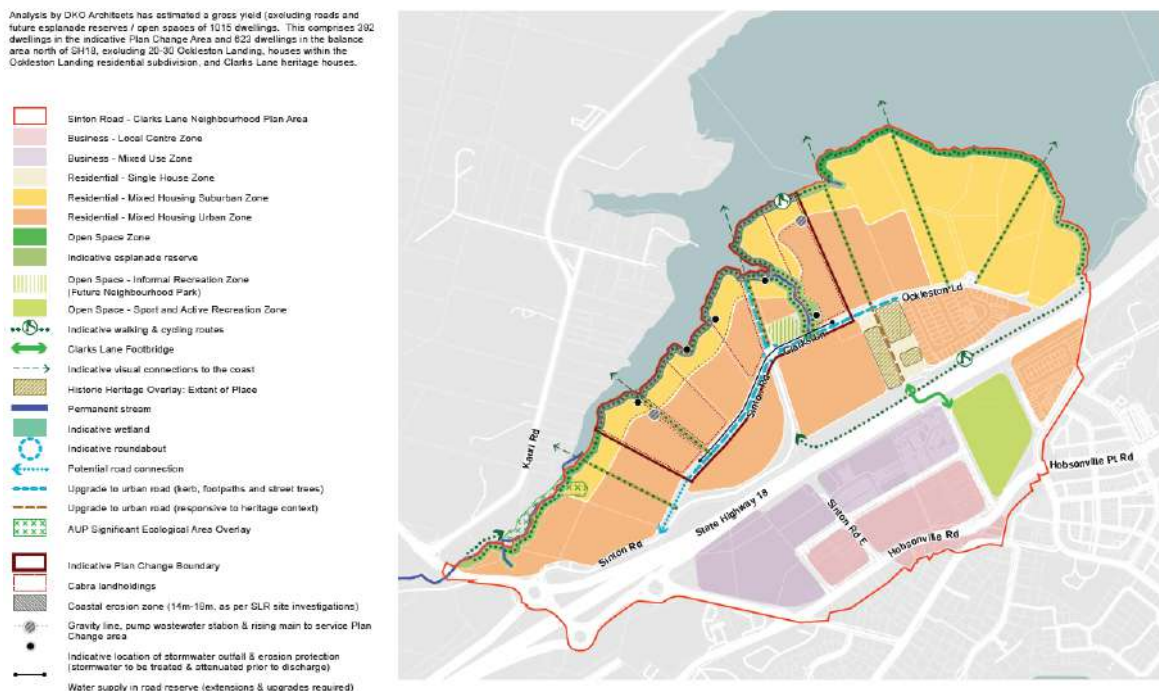


Figure 12: The Sinton Road – Clarks Lane Neighbourhood Plan map.

The Neighbourhood Plan does not propose THAB zoning in those locations shown in the PC5 and Variation 1 zoning maps. This recognises that there is no current delivery programme or funding for the SH18 RTN route (and its potential Clarks Lane Station) and the technical, environmental and funding challenges to constructing collector road bridges across SH18 and the Waiairohia Inlet.

Land within the eastern peninsula may be upzoned around the RTN station at some future point (as required by NPS-UD Policy 3(c)), should its location be confirmed at/around Clarks Lane along SH18. However, without confirmation of the station location, the extent of such upzoning cannot be currently determined. The PPC does not preclude this upzoning from occurring in the future. Such upzoning would be more likely to apply to the land on the south-eastern side of Sinton Road, proximate to and within a 'walkable catchment' of a RTN station on SH18, than on the north western side of the road (being the location of the PPC).

5.0 Proposed Zoning and Precinct

The PPC proposes to:

- rezone the Site consistent with the indicative arrangement of zones shown in the Neighbourhood Plan, from FUZ to MHS, MHU and Open Space – Informal Recreation zones, the latter applying to Auckland Council's planned Neighbourhood Park at 17a Clarks Lane - refer **Figure 13** below; and
- introduce the Whenuapai East Precinct into the AUP.

The MHS Zone applies in a band along the coastal edge of the Site. The MDRS is applied in the adjoining proposed MHU Zone, but not within the MHS Zone, as a qualifying matter is applied (refer discussion at section 6.1.2).

The PPC does not propose to rezone areas along the Site's coastal edge shown as Indicative esplanade reserves to Open Space. This is left to future subdivision applications for development of land, when the appropriate extent and width of esplanade to be vested in Council can be determined, responding to lot specific coastal edge conditions, following the detailed surveying of each lot that will be undertaken as part of subdivision processes.

Proposed Precinct provisions describe the purpose of the Precinct being to:

'...facilitate the delivery of a coastal urban environment in an integrated and comprehensive manner. Development in accordance with this purpose is achieved by recognising the:

- *importance of delivering integrated infrastructure with land use, including transport, wastewater, water and stormwater networks,*
- *natural and coastal character including ecological functions and water quality of existing natural waterbodies,*
- *landscape and open space amenity,*
- *cultural values associated with the Waiairohia Inlet, and*
- *proximity of the Royal New Zealand Air Force (RNZAF) Base Auckland.'*

Whenuapai East Precinct Plan 1 (refer **Figure 13**, below) shows:

- the location of a permanent stream, indicative streams, and an indicative wetland;
- roads subject to required transport upgrades;
- the indicative position of a shared pedestrian cycle path;
- indicative visual and physical connections to the coast; and
- the possible locations of wastewater pumps and stormwater outfalls.

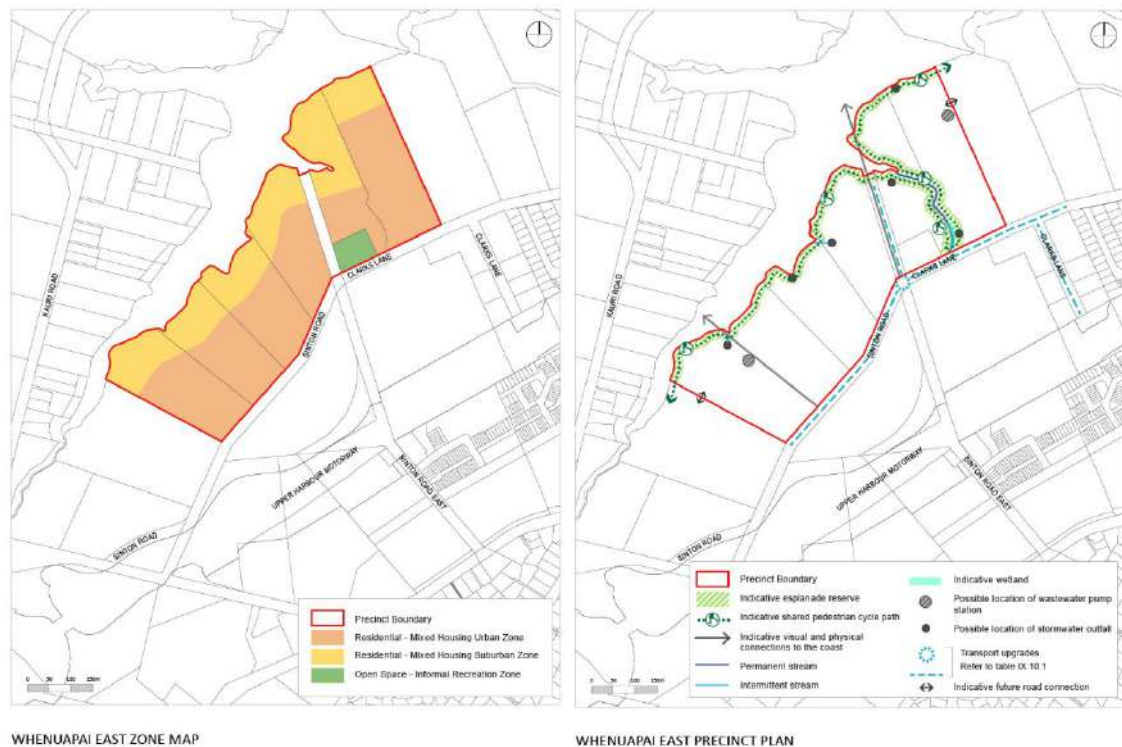


Figure 13: Proposed zoning of the Site (left) and the proposed Whenuapai East Precinct plan (right).

6.0 PPC assessment

The urban design merits of the PPC, including the proposed Precinct provisions, proposed Precinct Plan, and proposed zoning are (as set out in section 1.3 Urban design assessment methodology) assessed below against six outcomes distilled from RMA requirements, the NPS-UD's well-functioning urban environment, relevant RPS objectives and policies, the RPS Appendix 1 Structure plan guidelines, WSP planning principles, the New Zealand Urban Design Protocol 7Cs, and good urban design practice.

6.1 Contribution to a quality compact urban form

From those documents that have informed the UDA assessment methodology, the following attributes are considered necessary to contribute to a quality urban form:⁴

- Urban form that is well integrated with planned or existing urban areas;
- A level of intensity that supports a centre and public transport;
- Good accessibility, particularly through quality walking and cycling routes, to a centre with a range of services that supports intensification and which can serve as the focal point of the community;
- A variety of housing that provides for a range of lifestyles and housing needs;
- A permeable and connected subdivision layout; and
- A quality built form that provides good levels of on-site amenity and positively contributes to the street and public open spaces.

The PPC's arrangement of proposed zonings and the Whenuapai East Precinct are considered to achieve these outcomes. The following observations are made.

6.1.1 Zoning

The primary proposed zoning on the Site is MHU. This is consistent with the 'medium density' zoning indicated within the WSP and the zoning proposed by both PC5 and Variation 1 over most of the Site. The MHU Zone is, as stated in the Zone description, a reasonably high intensity zone. This zone is considered optimal for the Site given the support the resulting residential population it enables would offer to the nearby Hobsonville Local Centre and high frequency bus route stops on Hobsonville Road.

In respect of the coastal edge, BML worked with the consultant team to assess the appropriate zoning and intensity of development on the Site in this area and determined the MHS Zone to be appropriate.

The proposed Zone map shows a 70m wide band of MHS Zone running parallel to the coast, with some variation to take account of localised characteristics within the Site and allow for rational and efficient development of lots. In a 'sectional' sense, a 70m width accommodates a 20m wide coastal esplanade (to be rezoned at the time of subdivision), an average 34m deep residential lot, and a 16m wide road.

The MHS zone was selected as it has a maximum permitted height which generally enables two storeys, rather than the MHU Zone's three storeys. It also has a lower permitted building coverage and increased minimum landscaped area requirement than the MHU Zone. This reduced height, intensity and scale along the coast acknowledges that the coastal character and amenity of the Site will significantly change with urban development (as is anticipated by its FUZ status), while modifying the extent of that change to:

- positively respond to its existing character of coastal vegetation, relative openness and low presence of buildings within its coastal environment, as would be experienced by future residents and visitors to the Site, and reducing the extent of change experienced

⁴ Accessibility to quality open space is also a key attribute. Given its importance to the Precinct, this outcome is considered separately at section 6.4.2.

by existing Kauri Road / Rata Street residents looking east across the narrow estuary towards it; and

- in sense of place terms, creating a transition from the more intense urban form of development inland within the Site that the MHU Zone anticipates, to a more open environment along its coast, avoiding a 'hard' edge and interface between built and coastal environments.

In addition to the standard controls on built form in the MHS Zone (as discussed, including but not limited to building height and landscaped area), in order to positively respond to the Site's coastal character, the PPC proposes bespoke controls on development within the Precinct's MHS Zone. The objective of such controls is, as discussed above, to avoid a 'hard' edge built/coastal interface. Furthermore, to limit the risk of a 'wall' effect of buildings along the coast (for example, from a long, unbroken row of terraces) which might undermine an awareness of its presence and to maintain views to the coast between houses.

To this end, the PPC proposes the following modifications to the MHS Zone where it applies to the Site's coastal edge:

- reduce the number of permitted dwellings from the three per site that are permitted in zone rule H4.4.1(A3) to two;
- make three or more dwellings per site a restricted discretionary activity;
- introduce matters of discretion for three or more dwellings per site focused on the potential effects of this bulk and scale of development, as follows:

'The effects of the design, bulk, massing and location of land use and development (including fencing and retaining walls) on the natural character and amenity of the riparian and coastal environments'

- introduce assessment criteria for three or more dwellings per site that:
 - link to Precinct policy IX.3(2), which refers to the response of development to the character and amenity of the coastal environment; and
 - refer to the extent to which breaks between buildings are created and building length parallel to the coast is managed.

Additionally, the PPC modifies the yard standard in the MHS Zone (as it applies within the Precinct), requiring a 1m minimum side yard from one boundary and a minimum 2m side yard from the other boundary, and a minimum depth 5m rear yard.

The increased minimum depth of the side yards will both retain greater views between houses to the coast when within the Precinct and retain a greater sense of openness and a reduced sense of building bulk, positively responding to the existing character of the coastal environment. The different minimum depths for side yards, one being 1m and the other 2m, will create variation in built form along the coast, with adjoining side yards between houses varying in total width from 2m to 4m. The increased minimum rear yard depth will retain a sense of openness along the coastal edge, again positively responding to a quality of the Site's existing coastal character.

Overall, these provisions are considered well-tailored to achieve a built form which positively responds to the Site's coastal character.

6.1.2 Alternative zoning options along the coast

As a response to its coastal character, potential alternatives to the application of the MHS Zone along the Site's coast are the Single House Zone or MHU Zone.

Single House Zone

Both PC5 and Variation 1 apply the Single House Zone along the Site's coast, and its use would be consistent with the Low Density Residential area shown along the coastline in the WSP.

The Single House Zone has precedent along the coastal edge of new residential neighbourhoods, noting its application to the coastline of Scott Point Precinct, close to the Site on the eastern side of SH18 (although Scott Point is a Special Housing Area Precinct, brought into the AUP before the strong NPS-UD direction on urban intensification).

The Single House Zone is a lower density zone that anticipates a suburban built character of houses within a generally spacious setting. At first inquiry, this zone would appear be a positive response to the Site's coastal character, creating space around buildings, and so a sense of openness within the coastal environment.

In our view, however, and from our visits to the area, development within Scott Point Precinct's coastal edge Single House Zone shows that while there is some perception of reduced bulk and greater openness than on neighbouring MHS Zone properties, the visible extent of such is moderate and would be achieved by the bespoke controls proposed in the Precinct, discussed at section 6.1.1 above – refer for example to **Figure 14**, below.



Figure 14: Kano Way in Scott Point Precinct. Houses on the left are in the MHS Zone and houses on the right are in the Single House Zone.

Additionally, notwithstanding its reduction in permitted dwellings from three to two, it is noted that the MHS Zone as proposed by the Precinct allows greater density along the Site's coast than the one dwelling per Site that would be permitted by the Single House Zone.

This moderate level of density together with the controls on built development along the Site's coastal edge discussed above is considered to appropriately balance efficient use of a land resource with positively responding to the Site's coastal character.

MHU Zone

Use of the MHU Zone, with its more intense enabled built form of buildings up to three storeys, has precedent in relatively new coastal neighbourhoods in Auckland, including within Hobsonville Point Precinct, directly to the north of Scott Point Precinct and to the east of the Site.

Although Hobsonville Point Precinct's MHU Zone permits three storey buildings along its coast, the predominant typology along its coastal edge is two storey detached houses, with a smaller number of attached, three storey forms. All developments within that Precinct have been subject to a thorough level of design review, having been presented for design assessment to the Hobsonville Point Urban Design Panel. Overall, it is considered that Hobsonville Point, through a combination of developer historical choice for lower scale houses and the quality of bespoke design review, has avoided multi-unit development along its coastal edge in the form of, for example, long blocks of terraces, that are enabled by the MHU Zone. As applied to the Site, such forms are considered appropriate within it, but less so along its coast line, where their general greater bulk, length and form would be less consistent with the character and amenity of the coastal environment, potentially resulting in:

- reduced visual connections from within the Site to the coast which does not positively respond to the sense of place or amenity opportunities that the coast offers; and
- a built character at the coastal edge, including as seen from the Kauri Road area across the estuary, of bulkier buildings with reduced space around them that does not positively respond to the Site's curving coastal edge shape and varied topography.

For this reason, the application of a lower density residential zone along the Site's coast, as is proposed by the PPC, is supported.

MDRS and qualifying matters

A qualifying matter is applied within the proposed MHS Zone along the Site's coastal edge, excluding the application of the MDRS within that area. This is in order to give effect to the NZCPS (RMA section 77I(b)), particularly Policies 1, 6 and 13 (which are addressed in full within the Assessment of Environmental Effects by Forme Planning).

The MDRS permits 3 three storey attached houses. This, combined with the MDRS minimal yard depth (1m side and rear yards) and high building coverage (50 percent) enables larger scale, bulkier built form with less space around buildings. This is not consistent with the Site's existing natural coastal character.

The qualifying matter is limited in its application, as noted, to the coastal edge of the Site, being an area of an approximately 70m depth along the coast. As discussed at section 6.1.1, this enables accommodation of a future coastal esplanade, a residential lot, and a road.

Application of the qualifying matter to this area limits exclusion of the MDRS to those parts of the Site's coastal environment which are more sensitive to a change in character by virtue of their proximity to the coastal edge, while providing for the MDRS over the significant majority of the Site's area (being that area proposed to be zoned MHU).

Consideration has been given to providing for the MDRS along the coastal edge in a modified form, rather than excluding it from application in this area. For example, permitting three storey buildings, but with two houses being permitted rather than three. This would not be as effective as fully excluding the MDRS from the coastal edge in reducing potential adverse effects on the natural character of the Site's coastal environment, as it would still enable buildings of a bulk and scale not consistent with the relatively open, vegetated quality of the coastal edge.

Dwelling yield testing

BML has undertaken yield testing to understand the difference in the potential total number of dwellings that would result from excluding the MDRS from the coastal edge of the Site rather than applying it fully across the Site's developable area. The methodology for testing was:

- Determining the Site's gross developable area. This excluded (as non-developable areas) future coastal and riparian esplanade reserves and the planned Neighbourhood Park at 17a Clarks Lane.
- Determining the Site's net developable area, being that area that can be developed for houses excluding supporting infrastructure such as roads. For the MHS Zone, a figure of 80 percent of the gross developable area was used. For the MHU Zone, a figure of 70 percent of the gross developable was used, due to the greater area needed to accommodate access to the smaller lots the MDRS enables, with private service lanes likely be required, in addition to public roads.
- Testing of two scenarios:

Scenario 1: MHU zoning with the MDRS applied over the Site's full gross developable area; and

Scenario 2: within the Site's gross developable area, MHS zoning with MDRS excluded along the coastal edge, with the balance of the area being MHU with the MDRS applied.
- Within the MHS Zone, calculating dwelling yield based on 400m² lots, with one dwelling per lot.
- Within the MHU Zone, calculating dwelling yield based on 300m² lots and assuming that 50 percent of the lots will develop consistent with the MDRS with three dwellings per lots and that 50 percent of the lots will develop with one house per lot. This was considered to be represent a reasonable up-take of MDRS by developers.

The outcome of the yield testing is shown in **Appendix 1** to this report. In summary, Scenario 1 results in 628 dwellings and Scenario 2 results in 526 dwellings.

It is within the expertise of others to form an informed overall and holistic view as to the costs and benefits of an approximate 14 percent reduction in dwelling yield through exclusion of the MDRS along the Site's coastal edge. BML's contribution to this evaluation, in terms of an urban design assessment, is more properly focused on the spatial, amenity and character effects of these two scenarios.

In our view, the appropriate urban form and urban design response along the coastal edge of the Site is a stepping down in height, bulk and intensity as a response to the Site's coastal character. That response is achieved by the PPC proposal of:

- a change to MHS zoning (anticipated two storey buildings) along the coast, with the exclusion of the MDRS (limiting the exclusion to only that part of the Site that is appropriate) through the application of a qualifying matter to give effect to the NZCPS (as per s771(b) of the RMA); and
- the introduction into the Precinct of other bespoke provisions, discussed elsewhere in this assessment, including a maximum permitted two dwellings per site, and an increased minimum side and rear yard depth.

6.1.3 Integration of urban form

A contiguous urban area

The Site has recently been the subject of the Neighbourhood Plan, a spatial analysis process which has used Auckland Council's WSP as a base, and which has been undertaken in accordance with the RPS Appendix 1 Structure plan guidelines. The Neighbourhood Plan has

assessed how the Whenuapai East peninsula can be developed in a manner that positively integrates with the surrounding planned (Whenuapai) and existing (Hobsonville) urban areas.

The PPC requests live urban zoning for a discrete part of the Neighbourhood Plan area that includes Cabra's landholding (14 and 16 Sinton Road, and 10 and 15 Clarks Lane) and three additional properties: 12 Sinton Road, 17 and 17A Clarks Lane. These additional properties have been included in the PPC boundaries in order to ensure a contiguous area of land to be zoned and integrated urban form outcomes.

Separation from existing urban area

The PPC area:

- is not contiguous with land with operative live urban zoning to the south of SH18 - being separated from it by FUZ land to the south of Sinton Road / Clarks Lane for which live zoning is not sought; and
- does not propose live urban zoning for the balance of the peninsula, to the east of the Site.

These factors do not undermine the ability of urban development of the Site to achieve quality outcomes. The following is noted:

- The Neighbourhood Plan applies MHU zoning to the FUZ land to the south of the Site – recognising that the SH18 RTN route and potential Clarks Lane RTN station that would be needed to support the THAB zoning shown on this land in PC 5 and Variation 1 has no current planning or funding certainty. Leaving this land as FUZ allows it to retain flexibility to be zoned *either* MHU or THAB, subject to the timing of a future plan change application relative to the when / if the delivery of the RTN route has more certainty.
- The area of FUZ land to the general east of the Site is a cohesive grouping of lots which in BML's view, does not rely on being lived zoned at the same time as the Site in order to achieve quality urban form outcomes.

Road upgrades

The Whenuapai East Precinct requires upgrades to roads including parts of Sinton Road and Clarks Lane identified on the Precinct Plan to provide for a local road function and achieve land use and transport integration, including the provision of footpaths. These upgrades will provide for quality walking, cycling and vehicle access routes along these streets and to the Clarks Lane footbridge, necessary to support urban intensification within the Site and high amenity movement between the Site's proposed residential areas, open space, the Hobsonville Local Centre and bus stops for high frequency bus routes to the Hobsonville Point ferry, Westgate, and the WX1 and NEX Express services. While these streets are outside the proposed Precinct boundaries, they are not within private ownership, so their upgrade is not dependent on a private party.

Proposed non-complying status for not providing the required road upgrades at the time of subdivision is considered to be a suitable incentive to ensure these necessary improvements to are undertaken.

The upgrades require construction of footpaths on the north-western side of those parts of Sinton Road and Clarks Lane shown on the Precinct Plan, being the side adjoining the Site (refer Precinct Table IX.10.1). Construction of footpaths on the south-eastern side of these roads, adjoining properties outside the Site, is not required, anticipating that these will be constructed at such time a future plan change rezones these properties from FUZ to a live

urban zoning. A footpath on one side of these roads is considered to sufficiently provide for the safe and quality movement of pedestrians between the residential areas of the Precinct, its planned open space, the Hobsonville Local Centre, and Hobsonville Road high frequency bus stops.

A footpath is also required along the eastern side of that part of Clarks Lane which runs north-south to the Clarks Lane footbridge, extending east onto the south side of Clarks Lane to join the end of an existing footpath in the Ockleston Landing development. A footpath along this street, which currently has no kerbs or channels, is a desirable outcome given it directly adjoins the footbridge.

6.1.4 Accessibility to services

Walking and cycling distances from the Site to Hobsonville Local Centre and the high frequency bus route stops on Hobsonville Road is within a range that supports the medium – high level of intensity that the MHU Zone enables (being the zone that is proposed to apply to most of the Site). Furthermore, the Centre offers a range of services that would support this level of density. The following observations are made:

- Via the Clarks Lane footbridge, the eastern end of the Site (15 Clarks Lane) is 700m – 1,000m from the Hobsonville Road and the western end of the Site (16 Sinton Road) is most northern extent of the western end of the Site is 1,250m – 1,500m from Hobsonville Road. This equates to a ten minute walk from the eastern part of the Site, which residents may be likely to frequently undertake, and a 15 – 20 minute walk from the western end of the Site, which may be undertaken with less frequency. Refer to **Figure 15** below which shows travels distances by foot/bicycle via the Clarks Lane footbridge to Hobsonville Road.
- Clarks Lane footbridge has a shared path of approximately 2m in width. Shared cyclist and pedestrian paths are generally constructed to be 3m in width or greater. A 2m width may mean that cyclists, when approaching pedestrians crossing the footbridge from the rear, need to either dismount or alert pedestrians to their presence to allow safe passage. This is considered to be a mild inconvenience that does not significantly distract from the access benefits the footbridge provides.
- Future residents travelling from the Site to one of the two supermarkets within the Centre may choose to do a larger 'shop' by car. This would require a short (approximately 2.1 – 2.3km) trip via Brigham Creek Road.
- In addition to two supermarkets, Hobsonville Local Centre accommodates a medical facility, chemist, and a range of shops and food and beverage businesses, and benefits from the public open space of Hobsonville War Memorial Park, including a small playground, just opposite. The Centre has the opportunity to serve as a community focal point for a new residential neighbourhood within the Site, noting that it already serves this role for the existing residential neighbourhood along the nearby area of Hobsonville Road.



Figure 15: Travel distances by foot/bicycle via the Clarks Lane footbridge from each end of the Site to Hobsonville Road.

6.1.5 Housing variety

Both the MHS and MHU Zones enable a range of dwelling types, from standalone houses to various attached forms (duplexes, terraces, and low-rise apartments). This range will enable residential developers of the Site to respond in a manner which meets a range of lifestyles and housing needs.

As discussed at section 6.1.1, proposed Precinct provisions require developers who wish to construct terraces (three or more attached dwellings) within the MHS Zone along the Site's coastal edge to seek resource consent, with assessment of matters such as building length on the Site's coastal character (noting that duplexes – two attached dwellings – are still permitted in the MHS Zone). While this is considered appropriate to positively respond to the Site's coastal character, it may result in a lesser number of terraces within the Site's MHS Zone than would have been the case without this restriction. This will not unreasonably constrict the variety of houses that are enabled within the Site overall, noting that the MHU Zone, which enables a broad range of typologies, is proposed to apply across the majority of the Site.

6.1.6 A permeable and connected subdivision layout

Any proposal for subdivision within the Site will be subject to AUP Chapter E38 Subdivision – Urban. This will enable Council, through the restricted discretionary activity status for subdivision, to consider whether the proposed layout, design and pattern of blocks and roads contributes to enabling a liveable, walkable and connected neighbourhood (E38.12.1(7)(e) and

E38.12.2(7)(e)), including the extent to which the subdivision is consistent with policy (10) of that chapter:

Require subdivision to provide street and block patterns that support the concepts of a liveable, walkable and connected neighbourhood including:

- (a) a road network that achieves all of the following:*
 - (i) is easy and safe to use for pedestrians and cyclists;*
 - (ii) is connected with a variety of routes within the immediate neighbourhood and between adjacent land areas; and*
 - (iii) is connected to public transport, shops, schools, employment, open spaces and other amenities; and*
- (b) vehicle crossings and associated access designed and located to provide for safe and efficient movement to and from sites and minimising potential conflict between vehicles, pedestrians, and cyclists on the adjacent road network.*

The ability for Council to further manage and ensure a good level of permeability and connection within the Site and to neighbouring land through subdivision applications is enhanced by proposed assessment criterion IX8.2(7). This refers to the extent to which subdivision and development enables connections with neighbouring sites and cross-references to proposed policy IX.3(1), which refers to an expected outcome of comprehensive and integrated subdivision that is in general accordance with Precinct Plan 1.

6.1.7 Good levels of on-site amenity and positive contributions to the street and public open spaces

The proposed Precinct incorporates the standards, matters of discretion and assessment criteria of the proposed underlying MHS and MHU zones to manage on-site amenity and to achieve attractive and safe streets and open spaces. Except as discussed below, the Site does not have special characteristics which would require a higher level of management of on-site amenity and street/public open space outcomes above those applicable to any other MHS or MHU Zone neighbourhood in Auckland.

While not unique in the Auckland context, a defining feature of the Site is its length of coastline and the stream which traverses it from the coast through to Clark Road. As subdivision occurs, esplanade reserves will be required along the coast and stream. Proposed Precinct standard IX.6.1.7 Fences requires fences or walls adjoining public open spaces including these reserves to not exceed 1.8m in height and be at least 50 percent visually permeable. The purpose of the standard includes promoting open space character and enabling passive surveillance of public open space.

The proposed standard and its purpose is considered appropriate to positively manage the interface of development to the Precinct's coast and riparian areas, given the importance of these to the amenity and character of the area.

The proposed standard will also give greater certainty regarding passive surveillance over the future Neighbourhood Park on the Council owned 17a Clarks Lane from potential future residential lots which adjoin it than may be achieved in the MHU Zone without this modification. The Neighbourhood Park has streets along two of its boundaries, but is likely to have side yards from residential lots on its other two boundaries. The MHU Zone permits fences up to 2m in height along side and rear boundaries with no control on visual permeability or other restriction

on fences where the side or rear boundary is to a public open space. The proposed standard is effective in achieving an enhanced interface between future residential lots and the park.

6.2 Response to character

As discussed at section 2.4, the Site has an existing mixed rural, coastal character, with this character influenced by the presence of urban form (Ockleston Landing) and urban structure (SH18) within and neighbouring the wider Whenuapai East peninsula. It has no outstanding natural landscapes or other character features recognised through AUP overlays. Urban development of the Site will significantly change its character from one of a moderately open landscape with few buildings to one in which buildings are more prominent. The FUZ nature of the land applied to it by the AUP, however, while not indicating the appropriate urban form, anticipates a significant change as urban development occurs.

The RMA, NZCPS, RPS, WSP and good urban design practice set a framework for the scale of that change as a response to the Site's existing character and an expectation that, as development occurs, it is managed in a manner that will result in the emergence of a strong sense of place which responds to the Site's intrinsic qualities, including its coastal character. As discussed below, the PPC is considered to be consistent with this framework.

Refer also to extensive discussion at sections 6.1.1 and 6.1.2 in relation to the PPC's proposed exclusion of application of the MDRS along the Site's coastal edge in response to the natural character of the Site's coastal environment.

6.2.1 Spatial structure

Development within the Site is required to be in general accordance with Whenuapai East Precinct Plan 1. This requires the provision of an esplanade reserve along the length of the Site's coast and along the stream between 15 and 17 Clarks Lane. The Precinct Plan requires two visual and physical connections extending from Sinton Road / Clarks Lane to the coast to be provided. In addition to the coastal access provided by the stream esplanade reserve, these will provide a strong structuring element to the Site, adding to its legibility, sense of place, and awareness of the coastal environment through providing sightlines (and access) to the coast when not directly adjacent it, towards Sinton Road and Clarks Lane.

6.2.2 Scale and density of urban form

While the coastal character of the Site along the Waiarohia Inlet is not pristine, and is not recognised as high or outstanding in the AUP, it nonetheless has an underlying quality of openness and coastal vegetation that is one of its defining features.

These qualities can be experienced by existing residents in houses along Kauri Road and Rata Road, and from the end of Rata Road, looking east towards the Site across the Waiarohia Inlet and may be experienced by future residents and visitors to the Site when moving towards the coast and along the Site's Waiarohia Inlet foreshore.

The PPC positively and appropriately responds to this character by transitioning the scale and intensity of urban form from that enabled by the MHU Zone and MDRS, applied to the majority of the Site, to a band of MHS Zone along its coastal edge within which the application of the MDRS is excluded. In addition and as discussed at section 6.1.1, whereas the underlying MHS Zone requires restricted discretionary consent for *four* or more dwellings, with assessment

against a range of design based matters of discretion and criteria, the PPC lowers this threshold, requiring restricted discretionary consent for *three* or more dwellings.

The outcome of these management methods is likely to be a combination of two and three storey detached and attached houses over most of the Site (being that area with proposed MHU zoning), stepping down to two storey standalone and duplex buildings along the coast and a potential reduced bulk and footprint within the MHS Zone, due to the PPC reducing the number of permitted dwellings per site from the MHS Zone's three to two.

6.2.3 Natural and coastal values

The proposed Precinct contains a suite of provisions that recognise the natural and coastal character of the Site, positively responding to the framework of the RMA, NZCPS and RPS. These include:

- objective IX.2(4), that the natural and coastal values of the Precinct, in addition to its ecological and cultural values, are recognised, maintained, and where practicable, enhanced;
- standards IX.6.1.5 and IX.6.1.6, which require indigenous planting along the coast and along the edges of the Site's intermittent and permanent streams; and
- matters of discretion in IX.8.1 which reference effects on the natural character and amenity of the riparian and coastal environments for three or more dwellings in the MHS Zone, four or more dwellings in the MHU Zone, and for subdivision.

6.3 Response to cultural values

Section 2.3 of this report summarises matters which the PPC should seek to manage in enabling urban development on the Site, as distilled from identified cultural values taken from engagement that the applicant team has carried out with mana whenua to date.

The PPC directly addresses stormwater management, access to and along the coast and indigenous planting, requiring indigenous species and planting of coastal and riparian esplanades. Cabra has carried out extensive consultation with mana whenua, which has resulted in the receipt of a Cultural Impact Assessment from Te Kawerau ā Maki. Discussions with Ashleigh McDonald (Environment Lead) has resulted in specific reference to Te Kawerau ā Maki within the special information requirement for the required riparian plan, which will demonstrate engagement with this iwi and any others with an interest in the area, to ensure species selection and riparian and hard/soft landscape design is developed with their input.

Furthermore, stormwater outfalls have been identified on the Precinct Plan in positions clear of and where they will not disturb the three known middens along the coastal edge.

The adequacy of these methods to sufficiently respond to cultural values identified by iwi is acknowledged to be a matter determined by those iwi.

6.4 Access to high amenity public open spaces that meet future community needs

The Site will have quality of access to public spaces that meets a range of community needs and that provides access to and along its coastal and riparian environments. The following observations are made.

6.4.1 A range of public open spaces

A future residential community within the Site will benefit from a range of accessible public open spaces, serving different functions, including within the Site and within a short distance of it.

Public open spaces within the Site

Centrally positioned at 17a Clarks Lane is a 4,000m² site which has been purchased by Auckland Council for the purposes of a Neighbourhood Park, serving informal recreation needs (including having a ball 'kick around' space). The future park, which the PPC proposes to rezone from FUZ to Open Space – Informal Recreation Zone, is in a visually prominent position within the Site, located at the corner of Sinton Road and Clarks Lane. The park is in location identified by the WSP and is well-placed to serve the recreation needs of not only future residents within the proposed Precinct, but future residents on FUZ land elsewhere in the Whenuapai East peninsula (noting that the WSP shows this as the sole Neighbourhood Park within the peninsula).

The visual prominence and accessibility of the Neighbourhood Park is enhanced by the existing paper road on its western boundary (required to be upgraded to a functioning local road role by the Precinct provisions), providing it with frontages to two streets.

The majority of the Site is within a 350m radial distance of the Neighbourhood Park, being the guidance Auckland Council's Open Space Provision Policy 2016 uses as a proxy for determining suitable placement and distribution of Neighbourhood Parks in 'greenfield' medium density residential areas where there is as yet no street network on which to otherwise assess open space accessibility

In addition to the Neighbourhood Park, residents will have access to public space along the Site's coast and the stream between 15 and 17 Clarks Lane, via future esplanade reserves, along with the required walking and cycling paths within those reserves. These will serve a passive recreation function in addition to providing access to the coastal and riparian environments. They will form a connected open space network when linked with future visual and physical connections required by the Precinct Plan, in addition to other coastal/esplanade connections which are likely to be provided through future subdivision applications (noting policy E38.3(10)'s expectation for connections to open space, as discussed at section 6.1.6).

Neighbouring public open spaces

Outside the Site, but within a short walk, residents will have access to the playing fields and children's playground within the Hobsonville War Memorial Park (adjoining Hobsonville Local Centre) and the children's playground within the Ockleston Landing subdivision.

At such time as it is developed, there will also be sport fields on the 16ha site which has been purchased by Auckland Council at 161 Brigham Creek Road, 1.5km to the south of the Site via Sinton Road.

6.4.2 Quality of access to public open spaces

A key outcome expected for development of the Site, via the RMA, NZCPS, WSP, and RPS, as reinforced at the local level through the AUP (particularly Chapter E38 Subdivision, which will require the provision of esplanade reserves at the time of subdivision), is that high quality access is provided along the Site's coast and streams. The foundation for this access is established by objective IX.2(3) and policy IX.3(3), which refer to access to safe and attractive public spaces, including the coastal esplanade and riparian and wetland margins. It is achieved in the Precinct by:

- the Precinct Plan requirement for a continuous esplanade reserve along the Site's coast and its permanent stream, within which is a pedestrian and cycle path;
- matter of discretion IX.8.1(7)(c), enabling Council to consider the effects of subdivision on recreation and open space in achieving the purpose of the Precinct;
- requirements for planting within coastal and riparian esplanades, which in addition to their ecological benefits, will have broader visual amenity benefits;
- required road upgrades which, as discussed at section 6.1.3, will provide high quality walking and cycling connections between the Site's residential areas and destinations including open space, both within the Site and surrounding it; and
- the two required direct visual and physical connections between Sinton Road and Clarks Lane identified on the Precinct Plan, which will provide a strong sense of legibility to the Site.

The southern of the two visual and physical connections is positioned along the boundary of 14 and 16 Sinton Road (both properties owned by Cabra) and aligns with the indicative position of a required wastewater pump station and stormwater outfall, signalling the need for access (roading) and infrastructure that is required to be delivered by Cabra. The northern connection is aligned with and will be achieved when the existing paper road between 10 Sinton Road and 17/17a Clarks Lane is, as is required by the PPC, developed as a local road.

These two key connections are spaced some 300m apart. To achieve a good level of permeability and access to the coast from within the Site, additional connection points which provide localised access are desirable. These connections need not be straight, linear links from the coast to Sinton Road and Clarks Lane (with the two required connections shown on Precinct Plan sufficient to achieve this legibility/sense of place and wayfinding function, in addition to providing access), but be of shorter length, serving the primary function of permeability and regular access.

A review of coastal connections in the emerging Scott Point Precinct and in Hobsonville Point Precinct shows such connections at intervals of around 150m. This level of localised connectivity to the coast can be achieved within the Site at subdivision stage by proposed Precinct and AUP Chapter E38 provisions, as discussed at section 6.1.6, with these provisions retaining to Council the discretion to consider these matters.

In summary, the suite of proposed Precinct and underlying zone provisions, is considered to sufficient to achieve the delivery of high quality access to planned public open spaces within the Site and existing and planned public open spaces around it in a form which contributes to the Site's legibility, wayfinding and sense of place, is convenient and permeable, and safe and attractive.

6.5 A well-connected transport network with quality active transport options

Transport effects are considered in the expert reporting by Commute, which accompanies the PPC application. From an urban design perspective, the PPC provisions are considered to be appropriate to achieve a future neighbourhood that has and is integrated into a well-connected transport network with quality active transport options. The following observations are made:

- The Site is within a reasonably convenient (10-20 minute) walk, via the Clarks Lane footbridge, of high frequency bus routes with stops on Hobsonville Road that connect to destinations including Westgate Metropolitan Centre, Hobsonville Ferry and Constellation Drive bus station, with on-wards Express connections from Westgate and Constellation Drive to the central city.
- Sinton Road and Clarks Lane, including that part of Clarks Lane directly connecting with the footbridge over SH18 to Hobsonville Local Centre and Hobsonville Road bus stops, have a rural road condition not suitable to support urban residential intensification. This is appropriately addressed in the PPC by requiring upgrades to these roads prior to the release of a section 224 certificate for any residential lot, including the provision of footpaths relative to the location and road condition.
- An internal road network that appropriately serves the Site, providing well-connected local roads, can be achieved through Council's discretion via Chapter E38 on subdivision applications.
- The Site will benefit over time from planned upgrades to the wider North-West strategic transport network, as discussed at section 2.6.

6.6 Managing reverse sensitivity impacts

A WSP development principle is that the presence and importance of the RNZAF Base Auckland is recognised while managing residential development within areas of high airbase noise.

The PPC seeks to avoid adverse effects for subdivision, use and development within the Site as far as practicable by standards relating to lighting and temporary activities/dwelling construction within the Site and a requirement for a no-complaints covenant in respect of any noise associated with the Base to be included on each title issued for subdivision within the Site. The adequacy of these standards to address potential reverse sensitivity effects on the RNZAF Base Auckland are outside BML's urban design expertise to comment on. BML considers that the proposed standards do not affect built form outcomes for a future residential community on the Site.

7.0 Conclusion

The PPC is considered to be consistent with the urban design outcomes expected for a new urban area as assessed against the framework of the RMA, NZCPS, NPS-UD, RPS objectives

and policies, relevant AUP zone objectives and policies, the WSP, and good urban design practice, including the New Zealand Urban Design Protocol's 7C's.

The PPC will enable management of the urban development of the Site in a manner which:

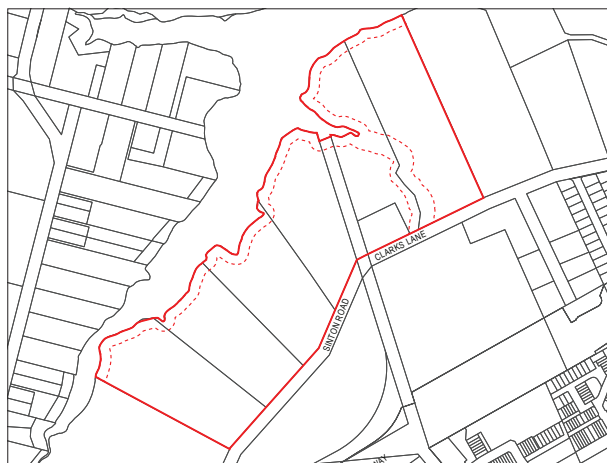
- positively contributes to a quality compact urban form;
- appropriately responds to the Site's rural/coastal character and identified cultural values;
- will provide access to high amenity public open spaces that meet future community needs;
- will achieve a well-connected transport network with quality active transport options; and
- will manage potential reverse sensitivity effects.

Approval of the PPC is considered appropriate from an urban design perspective.

Appendix 1: Proposed Whenuapai East Precinct – Yield testing

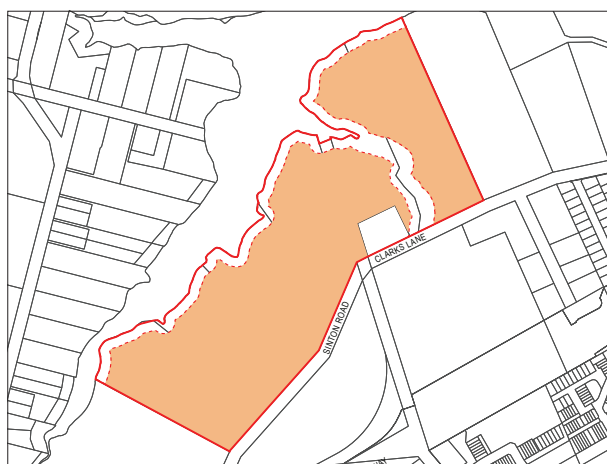
PROPOSED WHENUAPAI EAST PRECINCT – YIELD TESTING

25 October 2024



SITE STATISTICS

Total Site area:	163,764m ²
Future Esplanade reserve:	29,244m ²
Gross total developable area:	134,520m ²



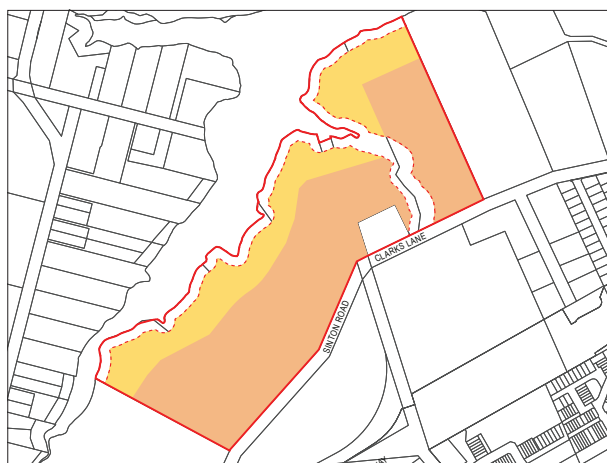
SCENARIO 1

MHU zoning (300m² lots) over whole site

Gross total developable area:	134,520m ²
Net total developable area:	94,164m ²
Number of lots:	314

Number of dwellings

50% of lots at MDRS (3 dwellings):	471
50% of lots at 1 dwelling per lot:	157
Total number of dwellings:	628



SCENARIO 2

MHU zoning (300m² lots) over majority of Site; MHS zoning (400m² lots) along coast

MHS zone land

Gross total developable area:	38,336m ²
Net total developable area:	30,669m ²
Number of lots/dwellings:	77

MHU zone land

Gross total developable area:	96,184m ²
Net total developable area:	67,329m ²
Number of lots:	224

Number of dwellings

50% of lots at MDRS (3 dwellings):	337
50% of lots at 1 dwelling per lot:	112
Total number of dwellings:*	526

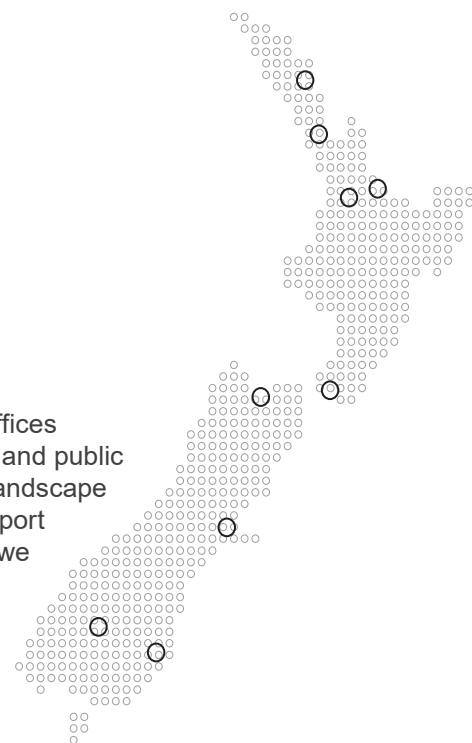
*MHS + MHU

Notes:

- Numbers rounded to nearest full digit.
- Future Neighbourhood Park (17a Clarks Lane) excluded from Site area calculations.
- Gross developable area is the Site area minus the area of future Esplanade reserves.
- Net developable area is 80% of gross developable area for MHS and 70% for MHU.
- Position of Scenario 2 MHS / MHU boundary uses position of PPC zoning plan boundary between these two zones.
- Total future Esplanade area is based on a 20m depth measured from the stream and coastal edge.
- Data Source: LINZ.
- Area figures used for yield calculations are based on LINZ Calculated Area data and are subject to survey.

Together. Shaping Better Places.

Boffa Miskell is a leading New Zealand environmental consultancy with nine offices throughout Aotearoa. We work with a wide range of local, international private and public sector clients in the areas of planning, urban design, landscape architecture, landscape planning, ecology, biosecurity, Te Hīhira (cultural advisory), engagement, transport advisory, climate change, graphics, and mapping. Over the past five decades we have built a reputation for creativity, professionalism, innovation, and excellence by understanding each project's interconnections with the wider environmental, social, cultural, and economic context.



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