

# Pukekohe-Paerata Structure Plan

## Parks and open space report

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# 1 EXECUTIVE SUMMARY

This updated open space needs assessment of the Pukekohe-Paerata structure plan area reflects six significant events since the earlier open space reports were produced:

- I. The adoption of the Auckland Plan 2050 spatial plan in 2018.
- II. The adoption of the Pukekohe-Paerata Paths Plan in 2018.
- III. Wider consideration of the 2017 Draft Pukekohe-Paerata structure plan landscape and visual assessment information.
- IV. Feedback received as part of consultation and engagement on the Draft Pukekohe-Paerata structure plan held between September and October 2017 and the Draft Pukekohe-Paerata Land Use Plan between September and October 2018.
- V. Consideration of the Supporting Growth Drury-Opāheke and Pukekohe-Pāerata Structure Plan Integrated Transport Assessment 1 March 2019.
- VI. Refinement to the residential zones within the structure plan area.

An updated assessment of open space within the residential sub-areas of the structure plan for Pukekohe-Paerata indicates a need for up to 26 additional neighbourhood parks, four medium sized suburb parks, two large suburb parks amounting to between 29.8 hectares and 53 hectares.

Planning for neighbourhood parks and suburb parks are in alignment with the Open Space Provision Policy.

## 2. INTRODUCTION

### 2.1 Background

The Auckland Unitary Plan sets out how Auckland will meet its growth needs and was adopted in 2016. It also identifies land around Pukekohe-Paerata for future urban development.

Population growth is a key driver when planning for future open space in the Pukekohe-Paerata Structure Plan area. The 2013 population was almost 21,000 and by 2040 is forecast to more than double.

### 2.2 Project and scope of report

#### 2.2.1 Purpose

The purpose of this report is to update and explain the application of council policy to the Pukekohe-Paerata structure plan area based on the projected population growth and land-use. The key areas of focus for the Parks Open Space Strategic Action Plan are.

- **Treasure our parks and open spaces:** Protecting and conserving our parks and open spaces and improving peoples' ability to understand and appreciate their value and significance.
- **Enjoy our parks and open spaces:** Ensuring our parks and open spaces can meet the needs of our growing population.
- **Connect our parks and open spaces:** Creating a green network across Auckland by linking our parks, open spaces and streets.
- **Utilise our parks and open spaces:** Maximising the economic and environment benefits of our parks and open spaces.

When planning for new neighbourhood parks and suburb parks, the Open Space Provision Policy is of relevance as it informs the investment decisions to create a high-quality open space network. The provision of open space is considered on the basis of four inter-related factors:

- function
- distribution
- location
- configuration.

### 2.2.2 Geographic area in scope

The Pukekohe-Paerata structure plan area is approximately 1300 hectares of future urban zone land situated approximately 23 kilometres south of Manukau and 40 kilometres from the city centre. Structure planning is for land on all sides of the existing Pukekohe urban area extending northwards towards the existing Wesley special housing area along State Highway 22 (Paerata Road).

### 2.2.3 Out of scope

Under the Open Space Provision Policy, the provision of neighbourhood parks and suburb parks is required for residential zones only.

The provision targets for neighbourhood and suburb parks do not apply to the following Auckland Unitary Plan zones and are therefore out of scope:

- **General business, business park, light industry or heavy industry** – in these zones green infrastructure, conservation or connecting open space may offer some recreational opportunities. However, the provision of suburb and neighbourhood parks is not anticipated.
- **Residential large lot and rural** – in these zones it is not expected residents will be able to walk to neighbourhood or suburb parks and may need to travel to nearby urban areas to access these parks.

Some open-space-related assets may be provided within these areas by others such as:

- Auckland Transport may make provision for roadside reserves to cater for future road network expansion or other transport purposes
- there may be a requirement under the Resource Management Act 1991 (s229) and Auckland Unitary Plan subdivision rules to make provision for esplanade reserves and esplanade strips
- there may be a need for assets to manage stormwater, for example stormwater ponds and detention systems
- civic spaces such as squares and plazas in centres and other urban areas may be provided as part of a development.

The design details for parks and open spaces are also out of scope for this report. The design of parks will likely form part of a future consultation and engagement process between the local board and community after the residential development occurs.

Locations and features outside of the structure plan area are also out of scope.

### 3. STRATEGIC FRAMEWORK

#### 2.3 Strategic and policy context for parks and open space planning

The Auckland Plan 2050 spatial plan was adopted in June 2018. The relationship between the spatial plan to open space is set out below.

##### 3.1.1 Auckland Plan 2050

The purpose of the Auckland Plan 2050 spatial plan is to contribute to Auckland’s social, economic, environmental and cultural wellbeing through a long-term strategy for Auckland’s growth and development. Auckland’s growth will occur within existing urban areas and a further 25 per cent through greenfield development.

Implementing the Auckland Plan 2050 spatial plan will require that the priorities set out within the Parks Open Space Strategic Action Plan (includes the Open Space Provision Policy and Parks and Open Space Acquisition Policy) are used as a guiding framework.

The Auckland Plan 2050 is focussed on six outcomes (Figure 1) in which we must make significant progress so that Auckland continues to be a place where people want to live, work and visit.

**Figure 1. Seven Auckland Plan 2050 outcomes**

Outcome	Summary
Belonging and participation	All Aucklanders will be part of and contribute to society, access opportunities, and have the chance to develop to their full potential.
Māori identity and wellbeing	A thriving Māori identity is Auckland’s point of difference in the world that advances prosperity for Māori and benefits all Aucklanders.
Homes and places	Aucklanders live in secure, healthy, and affordable homes, and have access to a range of inclusive public places.
Transport and access	Aucklanders will be more easily able to get to where they want to go, and will have choices about how they get around.
Environment and cultural heritage	Aucklanders preserve, protect and care for the natural environment as our shared cultural heritage for its intrinsic value, and for the benefit of present and future generations.
Opportunity and prosperity	Auckland is prosperous with many opportunities and delivers a better standard of living for everyone.

Open space themes are inter-woven throughout five of six outcomes (see Figure 2 below). Two outcomes have greater influence and include Outcome 1: Belonging and Participation and Outcome 3: Homes and Places.

**Figure 2. Auckland Plan 2050 outcomes and open space**

<p>Outcome 1: Belonging and Participation - all Aucklanders will be part of and contribute to society, access opportunities, and have the chance to develop to their full potential.</p> <ul style="list-style-type: none"> <li>○ Focus Area 2: Provide accessible services and social infrastructure that are responsive in meeting people’s evolving needs.</li> <li>○ Focus Area 7: Recognise the value of arts, culture, sport and recreation to quality of life.</li> </ul>
<p>Outcome 2: Maori Identity and wellbeing – A thriving Maori identity is Auckland’s point of difference in the world that advances prosperity for Maori and benefits all Aucklanders.</p> <ul style="list-style-type: none"> <li>○ Focus Area 7: Reflect mana whenua matauranga and Maori design principles throughout Auckland.</li> </ul>
<p>Outcome 3: Homes and Places - Aucklanders live in secure, healthy, and affordable homes, and have access to a range of inclusive public places.</p> <ul style="list-style-type: none"> <li>○ Focus Area 5: Create urban spaces for the future.</li> </ul>
<p>Outcome 4: Transport and Access – Aucklanders will be able to get where they want to go, more easily, safely and sustainably.</p> <ul style="list-style-type: none"> <li>○ Focus Area 4: Make walking, cycling and public transport preferred choices for many more Aucklanders.</li> </ul>
<p>Outcome 5: Environment and Cultural Heritage – Aucklanders preserve, protect and care for the natural environment as our shared cultural heritage, for its intrinsic value and for the benefit of present and future generations.</p> <ul style="list-style-type: none"> <li>○ Focus Area 2: Focus on restoring environments as Auckland grows.</li> <li>○ Focus Area 3: Account fully for the past and future impacts of growth.</li> <li>○ Focus Area 4: Protect Auckland’s significant natural environments and cultural heritage from further loss.</li> <li>○ Focus Area 6: Use green infrastructure to deliver greater resilience, long-term cost savings and quality environmental outcomes.</li> </ul>

## 4. PUKEKOHE-PAERATA PATHS PLAN

### 4.1 Walking and cycling provision

‘Local paths’ (formerly known as Greenways) are plans developed by local boards with a shared vision to greatly improve walking, cycling and ecological connections throughout the region.

The aim of a local paths plan is to provide aspirational cycling and walking connections which are safe and pleasant, while also improving local ecology and access to recreational opportunities. To achieve this, connections may cross existing areas of parkland, farmland and bush, and follow street connections between these areas. This network will link together areas of housing and employment, open spaces, town centres, recreational facilities, places of interest and transport hubs.

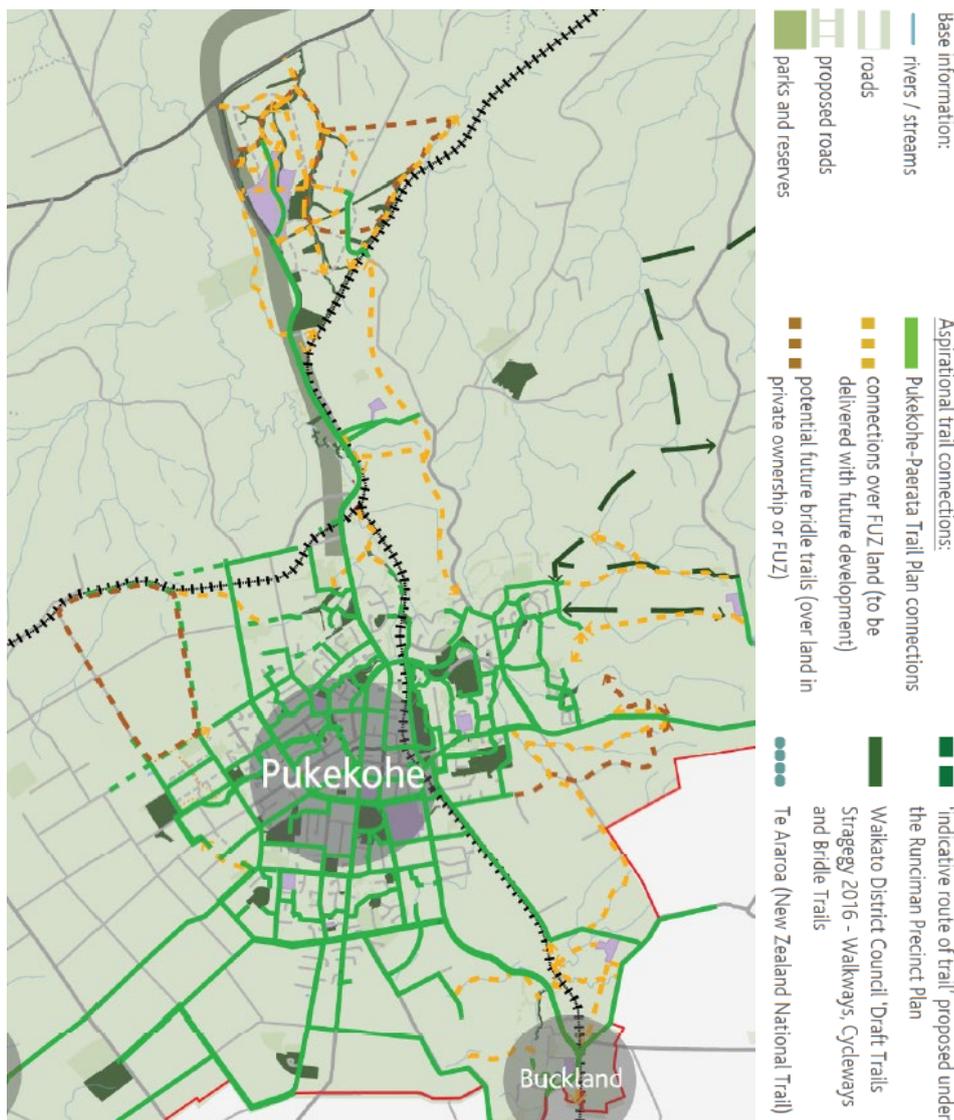
Where it is required under the Resource Management Act, some trails may be located adjacent to appropriately identified stream edges. These will also form part of the open space network.

#### 4.1.1 Pukekohe-Opāheke Paths Plan

The Pukekohe-Paerata Paths Plan was adopted in December 2018 and sets out the long-term local path network for the Franklin Local Board area (Figure 3).<sup>1</sup>

<sup>1</sup> <https://www.aucklandcouncil.govt.nz/about-auckland-council/how-auckland-council-works/local-boards/all-local-boards/franklin-local-board/Documents/pukekohe-paerata-paths-plan.pdf>

Figure 3. Pukekohe-Pāerata Paths Plan



In the future the local board may seek to highlight with more detail how the Local Paths Plan will connect to open spaces in the Drury–Opāheke structure plan area.

## 5. LANDSCAPE ASSESSMENT

### 5.1 Landscape and visual assessment

A landscape and visual assessment provided an evaluation of existing landscape attributes and the likely effects of urbanisation on landscape character and visual amenity.<sup>2</sup> The report also identifies ways in which the landscape can positively contribute to the area's future urbanisation.

The outcomes of the assessment that impact the provision of open space in the structure plan area include:

- identifying ways the future urban form might reflect the underlying land-shaping processes, particularly the volcanic features, which give the landscape its unique identity
- strengthening the natural character of the landscape by retaining and enhancing patterns, processes and elements such as streams corridors and forest tracts as part of an open space network

<sup>2</sup> Drury Structure Plan Landscape and Visual Assessment Report Background Investigations for Auckland Council, Opus Consultants for Auckland Council, August 2017

- contributing to a high level of amenity, beauty and a quality lifestyle for future communities.

### 5.1.1 Define land area

The structure plan area and surrounds is diverse and includes a mix of hills and valleys, rolling mid-slopes and undulating flat lowlands.

- To the south, Pukekohe Hill is 222 metres above sea level and forms the most prominent and recognisable landform feature in the Pukekohe area.
- The landform on the eastern side of the North Island main trunk railway line follows the Oira and Whangapouri Stream catchments. The landform is dissected by volcanic tuff ridges and basins which are concentrated around the upper reaches of the Whangapouri Stream and further north to the eastern side of Paerata. These volcanic features include bluffs associated with the Roosevelt Tuff Rings, the distinctive Pukekohe East crater and tuff ring, the Tuhimata Road bluff to the east of Paerata and Oira Valley.
- The landform on the western side of Pukekohe urban centre is flat to rolling terrain between Pukekohe Hill and the southern side of Helvetia. The Helvetia Tuff is the most distinctive landform feature in this area.
- The landform to the north of Helvetia and west of Paerata is dominated by the Whangapouri Stream system.

### 5.1.2 Impact on new open space

Many of the topographical and geological features are outside of the structure plan area and are therefore out of scope. However there may be ways to respond to these topographical geological features in a positive way and incorporate them as part of a revised open space network plan:

- Orient new open spaces to acknowledge these geological features
- Co-locate open spaces to adjoin esplanade reserves, waterways, wetlands, bush areas and stormwater detention system assets.
- Integrate open spaces that have Wildlink features (example Roosevelt Park) and other sensitive environment areas.
- Establish or extend the urban forest framework.

## 6. CONSULTATION AND ENGAGEMENT

### 6.1 September-October 2017

The first round of consultation and engagement on the Pukekohe-Paerata Structure Plan was held between September and October 2017. Of 47 submissions received, seven (15 per cent) said that providing more public amenities was important. The specific comments about open space are summarised and set out within Figure 4 below.

**Figure 4. 2017 submissions and open space response**

Submission	Open space response
There was support for parks to provide sport, recreation, green spaces and social interaction in Paerata.	<p>Noted. The Open Space Provision Policy sets out the typology and size of new parks:</p> <ul style="list-style-type: none"> <li>• Neighbourhood Parks are between 0.3 – 0.5 hectares</li> <li>• Suburb parks are 3 – 5 hectares</li> <li>• Sports parks are up to 10 hectares or larger.</li> </ul> <p>Action: improve the representation of the parks shown on the map to better highlight the sizes and range of activities consistent with the Open Space Provision Policy 2016.</p>
There was support for an open space trail network and buffer zones within Paerata.	<p>Noted. A completed Pukekohe-Paerata Paths Plan is due late 2018.</p> <p>Action: Highlight indicative trails within the structure plan area and record these in the Pukekohe-Paerata Paths Plan.</p>

## 6.2 September-October 2018

The second period of public engagement was held between 10 September and 10 October 2018 to discuss the Pukekohe-Paerata draft land use structure plan.

### 6.2.1 Submissions

262 submissions were received and 196 (75 per cent) said good parks were important. The submissions are summarised within Figure 5 below and the open space responses are alongside.

**Figure 5. Submissions and open space response**

Submission	Open space response
There was strong support for community facilities (including playgrounds) and libraries.	<p>Noted. Community facilities are located on reserves as well as other land-use zones.</p> <p>Action: This point will be referred to the Parks Operations team for review.</p> <p>Action: Open space will need to work closely with the community facilities planning team to take account of forecasts for community facility provision.</p>
There was strong support for the type of parks and open spaces presented on the maps.	Noted.
There was disagreement with the amount and type of parks.	<p>The Open Space Provision Policy sets out the typology and size of new parks:</p> <ul style="list-style-type: none"> <li>• Neighbourhood Parks are between 0.3 – 0.5 hectares.</li> <li>• Suburb parks are 3 – 5 hectares.</li> <li>• Sports parks are up to 10 hectares or larger.</li> </ul> <p>Action: improve the representation of the parks shown on the map to better highlight the sizes and range of</p>

	activities consistent with the Open Space Provision Policy 2016.
Disagree with the location of parks that do not include volcanic features.	<p>Noted. Many volcanic features are outside of the structure plan area and are therefore out of scope for open space planning.</p> <p>Action: There may be opportunities to visually connect and orient the proposed new open spaces to the existing geological features. There may also be opportunities to explore preservation or controlled activation of these spaces via other planning tools.</p>
Need more sports fields.	<p>Noted. The Open Space Provision Policy sets out the typology and size of new sports parks:</p> <p>Sports parks are up to 10ha or larger.</p> <p>Action: improve the representation of the proposed new sports parks to better highlight the type and sizes.</p> <p>Action: Forward the feedback to Parks Sport and Recreation Parks Services for review.</p> <p>Action: Inform the local board.</p>
Bledisloe Park needs to be upgraded as does Colin Lowery Park and Pukekohe Stadium.	<p>Noted. Existing sports fields are within the existing urban footprint and an operational matter. Both are outside of the open space scope for the structure plan.</p> <p>Action: Forward the feedback to Parks Sport and Recreation Parks Services for review.</p> <p>Action: Inform the local board.</p>
Highlight an extensive open space network.	<p>The Open Space Provision Policy sets out the typology and size of new parks:</p> <ul style="list-style-type: none"> <li>• Neighbourhood Parks are between 0.3 – 0.5 hectares.</li> <li>• Suburb parks are 3 – 5 hectares.</li> <li>• Sports parks are up to 10 hectares or larger.</li> </ul> <p>Action: improve the representation of the parks shown on the map to better highlight the sizes and range of activities consistent with the Open Space Provision Policy 2016.</p>
Need good quality open spaces.	<p>Noted. This is consistent with the requirements under the Open Space Provision Policy.</p> <p>Action: Maintain and extend an integrated network of high quality open spaces across the Pukekohe-Paerata structure plan area that meets community needs and provides a diverse range of recreational opportunities.</p>

## 6.2.2 Open space map adjustments for 2019

These comments have been considered and are included as part of the updated open space map for the April 2019 consultation and engagement period (Appendix 1)

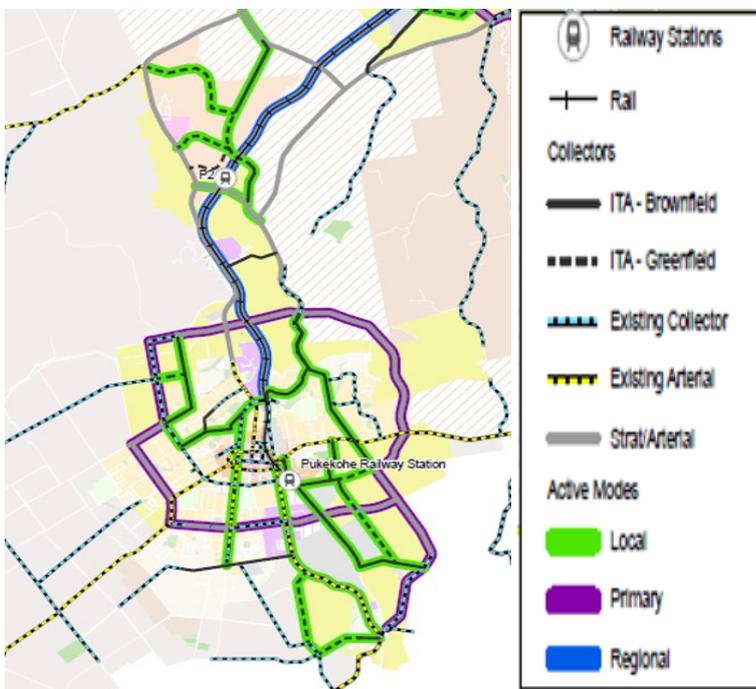
# 7 TRANSPORT ROUTES

## 7.1 Integrated Transport Assessment

Auckland Transport has prepared an integrated transport assessment report.<sup>3</sup> This records a draft transport plan for the Pukekohe-Paerata structure plan area.

The integrated transport assessment report includes a draft potential extent of on-road cycling network which excludes greenway networks (Figure 6). It highlights the major road network from the North of Pukekohe-Pāerata to the South and also includes a ring route (purple) surrounding Pukekohe central.

**Figure 6. Draft potential extent of on-road cycling network (excludes greenway networks)**



### 7.1.2 Integrated transport assessment report and Auckland Cycle Network

The Auckland Cycle Network (ACN) includes planned routes and will follow Pāerata Road into the centre of Pukekohe. This proposed route is unlikely to be funded prior to 2028. The exception to this is the planned walking and cycling facilities and safety improvements along SH1 and SH22.

### 7.1.3 Analysis of the integrated transport assessment plan on open space

There are two key points to consider at this stage.

- **Accessibility:** - How will people access open spaces?
- **Connectivity:** - How will open spaces connect to each other to form a network?

<sup>3</sup> Supporting Growth Drury-Opāheke and Pukekohe Paerata Structure Plan Integrated Transport Assessment 1 March 2019

A high level analysis of the impact of on-road cycling network (Figure 5) on open space is set out below within Figure 7. It focusses on the principles of walking and cycling<sup>45</sup> as it relates to open space and the key theme of 'Connect our open spaces'.

Principles of walking include:

- Pedestrians are a diverse group of people with varied needs and abilities. By meeting the needs of the less able, a quality walking environment is provided for all.
- Walkable communities have qualities that have a marked effect on the amount of walking people enjoy.
- A variety of approaches and opportunities exist to better provide for walking. Each is discussed so that users of the guide can identify the approach that may work for them in the local context.
- Choosing the best facilities that will help pedestrians to cross roads is important for their safety and convenience. This part provides a framework for considering all users and factors to help choose the best crossing option

Principles of cycling include:

- Recognise that people who cycle have a range of ages, skills, abilities and needs.
- There are safety issues for people who cycle.
- Cycling networks are made up of interconnected routes and facilities.
- There is a hierarchy of provision for cycling.
- There are cycling route components between intersections.
- There are a range of route, intersection and crossing treatments.
- Complimentary facilities are available and considered as part of people's entire journeys.

**Figure 7. Interim analysis of on-road cycling network (excludes greenway networks) on the open space network**

Integrated Transport Assessment Report	Connecting open space
<p>The active mode network – regional and primary walking and cycling connections are recorded in the the integrated transport assessment report. The brief description sets out the priority options for walking and cycling along arterial routes.<sup>6</sup></p>	<p>The integrated transport assessment report may be strengthened by describing in greater detail the population group that walk and cycle, for example:</p> <ul style="list-style-type: none"> <li>• 20 per cent of people ride bikes<sup>7</sup></li> <li>• cycling has high levels of risk per time travelled. Risks include decreased stability, much lower levels of protection, less visible to other road users than a car or truck.<sup>8</sup></li> <li>• walking has high levels of participation (66 per cent European, 57 per cent Māori, 54 per cent Pacifica, 51 per cent Asian<sup>9</sup></li> </ul>

<sup>4</sup> <https://www.nzta.govt.nz/walking-cycling-and-public-transport/cycling/cycling-standards-and-guidance/cycling-network-guidance/cycle-network-and-route-planning-guide/principles/>

<sup>5</sup> <https://www.nzta.govt.nz/resources/pedestrian-planning-guide/principles/>

<sup>6</sup> Supporting Growth Drury-Opāheke and Pukekohe Paerata Structure Plan Integrated Transport Assessment 1 March 2019

<sup>7</sup> Ministry of Transport Household Travel Survey (2013)

<sup>8</sup> <https://www.transport.govt.nz/assets/Uploads/Research/Documents/647c44c080/Cycling2017.pdf>

<sup>9</sup> Sport New Zealand and Auckland Council (2016). *Sport and Active Recreation in the Lives of Auckland Adults*:

	<ul style="list-style-type: none"> <li>63 per cent of Aucklanders walked for recreation or fitness<sup>10</sup></li> </ul> <p>Providing more detail about users of walking and cycling will demonstrate a greater commitment and understanding of walking and cycling issues. This may inform design and investment decisions.</p>
The area highlighted in yellow within Figure 6 is the Pukekohe-Pāerata structure plan area. Of interest for open space is the absence of defined walking and cycling infrastructure and connections to the arterial routes.	In order to connect open spaces to form an open space network, the road infrastructure will also need to provide safe walking and cycling access.
The level of infrastructure for walking and cycling in the structure plan area is not clear.	It is assumed that pedestrian and cycling facilities will form part of the draft potential extent of the on-road cycling network (excludes greenway networks). However the extent of coverage and whether these are segregated or not needs to be confirmed.
The strategic, district arterial and regional arterial routes (two to six lanes wide) may sub-divide the area into smaller land area segments. These include Paerata Road and also the residential areas adjacent to the ring route.	<p>The arterial routes appear to further divide the structure plan area, which are already divided by Paerata Road and the NZ Rail line. This may make walking and cycling more challenging and connecting open spaces more difficult.</p> <p>It will be important to highlight safe walking and cycling routes across the structure plan area.</p>

## 8. OPEN SPACE

### 8.1 Open space planning to-date

The first round of community consultation and engagement was held about the proposed land use within the Pukekohe-Paraeta structure plan area. The parks and open space report, was available as part of this consultation.<sup>11</sup> The volume of open space needed for potential zonings shown on the 1600 hectare Pukekohe-Paerata Potential New Land Use Scenario 1 Preliminary Draft was between 27 and 95 hectares.

Modifications to the proposed zone layout and extent were then made, and the volume of open space needed for the Pukekohe-Paerata Draft Land Use Plan 2018 was updated to an estimated 27 and 52 hectares, which included both neighbourhood park and suburb park open space. This information was presented as part of the second round of community consultation and engagement held September-October 2018.

### 8.2 Updated open space needs

This report takes into account new information received as part of the structure planning process including spatial planning updates.

*Results from the 2013/14 Active New Zealand Survey.* Wellington: Sport New Zealand.

<sup>10</sup> <https://www.greaterauckland.org.nz/2016/08/31/at-research-shows-more-people-cycling/>

<sup>11</sup> "Pukekohe-Paerata Structure Plan Open Space and Recreation Phase One : Parks and Open Space Report" prepared by Sam Noon, Principal Policy Analyst, Parks and Recreation Policy, Auckland Council, August 2017

Feedback from consultation and engagement sessions held during 2017 and 2018 has informed the preparation of revised open space land-use map attached to this report. An updated open space forecast of requirements for neighbourhood parks and suburb parks is between 29.8 hectares and 53 hectares. A breakdown of the open space typologies is set-out within Table 1 below.

**Table 1. Updated open space needs**

Open space typology	Number of open spaces	Size (ha)	Total (ha)
Neighbourhood park	26	0.3 – 0.5	7.8 - 13
Suburb park:			
• Small-Medium	4	3 – 5	12 - 20
• Large	2	5 - 10ha	10 - 20
<b>Total ha = 29.8ha – 53 hectares</b>			

### 8.2.1 Reasons for changes to open space

The reasons for changes to the volume of open space required for the structure plan area when compared to the September - October 2018 estimate include (refer Appendix 1):

- draft zoning and land-use are more defined
- an area of land immediately north of the existing urban area and south of the Paerata structure plan area (Structure Plan Area D) has changed from Business/Industry area to Residential – Mixed Housing Suburban and Mixed Housing Urban Zone. By changing the land-use towards residential land-use requires the supporting provision of open space
- an area of land eastward and towards the southern end of the structure plan area (Part Structure Plan areas F and H) and adjacent to a special purpose zone (known as the Auckland Trotting Club) has had its land-use changed from Business/Industry area to Residential – Mixed Housing Suburban Zone. By changing the land-use towards residential land-use requires the supporting provision of open space.

## 9. CONCLUSION

### 9.1 Iterative process

Landscape features, walking and cycling and arterial transport routes are important considerations for the area and are incorporated as part of open space planning.

All open space feedback received as part of the 2017 and 2018 consultation and engagement process has been taken into account and adjustments have been included in updated open space map for the area (Appendix 1). These better represent the size and type of park and its relationship to transport routes, topographical, landscape and geological features.

This aims to guide council structure planning for the area. It aims to inform future plan changes and land development opportunities, and also inform the community about proposed future open space provision for the area.

# 10. APPENDIX 1 (updated open space map)

