



# PRIVATE PLAN CHANGE REQUEST

57 & 57A Schnapper Rock Road  
Schnapper Rock

21 June 2021  
(Rev F)

ASSESSMENT OF ENVIRONMENTAL EFFECTS,  
S32 REPORT AND STATUTORY ANALYSIS

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Planning & Urban Design

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## 1.0 THE APPLICANT AND PROPERTY DETAILS

<b>To:</b>	Auckland Council
<b>Applicant's Name:</b>	KBS Design Group Limited
<b>Address for Service:</b>	QBIX Limited 128 West Harbour Drive West Harbour Auckland 0618 Attention: Abu Hoque
<b>Legal Description:</b>	Sections 1 and 2 Survey Office Plan 555200 (refer to Certificate of Title In <b>Appendix 1</b> )
<b>Site Address:</b>	57 and 57A Schnapper Rock Road, Schnapper Rock
<b>Site Area:</b>	3.9889 hectares (57 Schnapper Rock Road) 1.0000 hectare (57A Schnapper Rock Road) Total site are – 4.9889 hectares
<b>AUP Zoning &amp; Precinct:</b>	Residential – Large Lot Zone Greenhithe Sub-precinct A
<b>Brief Description of Proposal:</b>	Private Plan Change request to rezone the site at 57 Schnapper Rock Road from Residential – Large Lot to a mix of Residential – Single House and Mixed Housing Suburban zone, and to remove the sites at 57 and 57A Schnapper Rock Road from the Greenhithe Sub-precinct A.



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## 2.0 EXECUTIVE SUMMARY

KBS Design Group Limited is applying for a Plan Change to the Auckland Unitary Plan – Operative in Part ("AUP") to rezone the land at 57 and 57A Schnapper Rock Road (Sections 1 and 2 SO 555200, approximately 4.9889 hectares) from Residential – Large Lot to a mix of Residential – Single House and Mixed Housing Suburban zone for the 57 Schnapper Rock Road site. The current zoning of Residential – Large Lot for the 57A Schnapper Rock Road site will remain as it is now. Both properties with the proposal currently fall within the Greenhithe Sub-precinct A of the AUP. The Plan Change proposal also seeks to remove 57 and 57A Schnapper Rock Road from the Greenhithe Sub-precinct A and the consequential realignment of the relevant AUP precinct boundary. Following the Plan Change request's approval, we will lodge a resource consent application for a comprehensive development (landuse and subdivision together) under the relevant proposed zone rules for the 57 Schnapper Rock Road site. The site at 57A Schnapper Rock Road will continue its current use as an infrastructure facility for Watercare.

This Plan Change proposal includes the change of AUP zoning for only 57 Schnapper Rock Road site, and the primary focus of the report is this particular site. The other property within the proposal, ie. 57A Schnapper Rock Road, is only discussed in the report whenever necessary. Otherwise, 57 Schnapper Rock Road is referred to as 'the site' throughout the report.

It should be noted that the original street address of the site, including the Watercare designated area, was 53 Schnapper Rock Road, which is now updated to 57 and 57A Schnapper Rock Road by separating the Watercare site from the balance area. However, when these new site addresses have been established, many of the technical reports were already finalised. Therefore, some supporting reports included in various appendices to this report have still referred to the site as 53 Schnapper Rock Road, and those reports are unchanged.

A Plan Change has been determined as the best option to utilise the site appropriately for accommodating additional housing in a popular residential suburb in Auckland. Given the site's location close to transport infrastructure, including public transport and motorway connections, business parks, schools, recreational and community facilities, the most efficient use of the land enables a mixed density of residential development than is enabled with the Large Lot zoning. We also considered alternative options such as seeking a non-complying activity resource consent for either freehold sites or a comprehensive form of urban development due to the proposal's defined site-specific nature. However, the Residential – Large Lot zone's objectives and policies, especially the Greenhithe Sub-precinct A overlay requirements, were not considered to provide a sufficient level of flexibility to enable the anticipated

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mixed density type development on the site.

The situation at 57A Schnapper Rock Road is different as it is a designated Watercare site for accommodating infrastructure assets. Therefore, the current underlying Residential - Large Lot zoning of the Watercare site is not an issue, but the current Greenhithe Sub-precinct A overlay needs removal from this property as well to adopt a consistent resource management mapping approach in relation to its neighbouring properties.

Therefore, a Private Plan Change request is considered the best option to address both 57 and 57A Schnapper Rock Road in a comprehensive way.

The proposal cannot be considered a 'spot zoning', as it offers a natural and logical extension of the surrounding mixed-density zoning onto the site. The rezoning will provide a natural progression of the Mixed Housing Suburban zoning from the north onto the site and then create a buffer zoning by establishing the Residential – Single House zone between the Mixed Housing Suburban and Large Lot zoning. The subject site with its current Zoning and the relevant AUP Overlays are shown in Figure 1 below:



**Figure 1:** Existing zoning of the site, Residential – Large Lot, Greenhithe Sub-precinct A and SEA Overlays

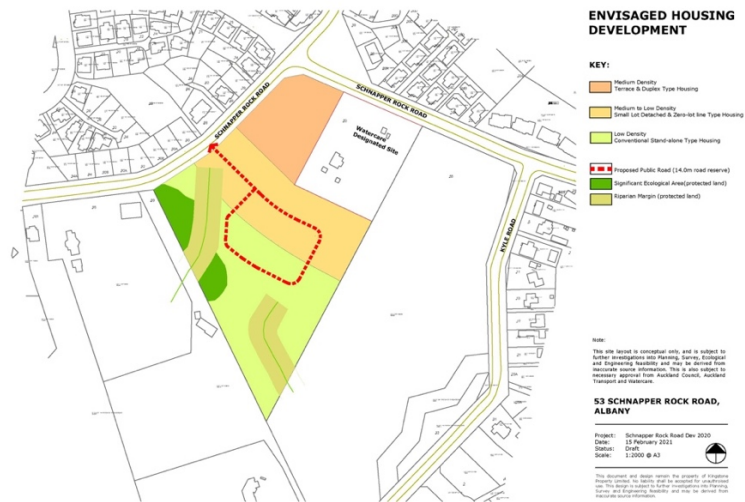
Under the legacy North Shore District Plan, the site was zoned 'Rural Zone 3'. The Residential – Large Lot zoning under the AUP is effectively a roll-over of the legacy plan zoning. However, there is a different objective set by the Regional Policy Statement ("RPS"), Chapter B of the AUP. The RPS emphasises the need to increase the supply of land available for urban development to meet Auckland's growing demands. This includes land within the Rural-Urban Boundary that is appropriately zoned to accommodate at any one time a minimum of seven years' projected growth. The RPS stipulates that Auckland shall undertake urban development to achieve a quality compact urban form and efficiently use the land resource and infrastructure while responding to the local character and sense of place. The proposed rezoning is considered to achieve this outcome.

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Considering the land required for access and roading, utilities, and reserve, the proposed rezoning would allow for approximately 90 to 110 dwellings to be developed comprehensively (combining landuse for housing and subdivision together). This nature and density of housing that the proposed zoning can develop will be consistent with the currently available mixed density residential character within the wider Schnapper Rock area, especially along three sides of the site, i.e. east, north and west. This makes the best utilisation of schools' positive location attributes, active and passive recreation facilities, community facilities, business parks, motorway network, and the adjacent bus route.

Taking into account the actual and potential effects of the proposal on the environment, the rezoning is considered to meet the key policies of the AUP for the following reasons:

- Residential amenity and character:
  - o The density enabled by the proposed zoning (a mix of Mixed Housing Suburban and Single House zone) is consistent with the residential density to the west, north and east, which represents the predominant character of the locality;
  - o The retention of the exiting Significant Ecological Area with its vegetation cover and stream ecology will manage further the development opportunity for the site's southern part for which the Single House zoning is proposed. As a result, the possible lot sizes in this particular part of the site will be relatively big with larger yards, restricted building coverage, height and height to boundary outcomes, and this will ensure that potential privacy and dominance effects to neighbours to the south are effectively managed;
  - o The future subdivision consent proposal will introduce additional site-specific covenants and easements, which will be implemented and monitored by a Residents' Association. A legal agreement between different future landowners will reflect these development controls. The purpose of the additional controls reflected in the agreement is to manage effects associated with the transition from the Single House zone density to the adjoining Large Lot Residential zoned properties to the south. The proposed mitigation measures could include, building line restriction, landscaping buffer, maximum building height, and a minimum lot size along the subject site's southern boundary.



**Figure 2:** Envisaged residential density progression within the site from north to south

- Infrastructure capacity:
  - o There is sufficient capacity in the area to accommodate the proposed increase in the number of dwellings;
  - o Watercare has been consulted to make sure that there is sufficient capacity in the wastewater and water supply networks to accommodate the proposed increase in dwellings; and
- Stormwater from the site can be discharged via rain gardens into the proposed stormwater system, and there is no risk of downstream flooding. Devices can be installed within the development to ensure that stormwater is sufficiently treated before being discharged.
- Ecological values:
  - o There are opportunities for ecological enhancement by restoring the degraded Significant Ecological Area and the stream ecology at the site's southern edge.
- Geotechnical:
  - o In terms of the site's geotechnical conditions, these have been assessed, and the analysis confirms that the majority of the site is suitable for future development with a conventional shallow building foundation.
- Open Space and Community Facilities:
  - o The site has excellent connections to public transport, open space networks, recreational facilities, business parks, shops and local schools.

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- Traffic Effects:
    - o It is confirmed by the Traffic Assessment that there will be an increase in vehicle traffic on local roads by the proposal in the immediate area. However, there is a capacity for this traffic to be accommodated with no significant effect on capacity ratios or Level of Service.

A range of technical reports have been procured to inform the Plan Change request and suitability of the envisaged residential development:

- Arboricultural Report by Peers Brown Miller Ltd;
- Archaeology Assessment by CFG Heritage Ltd;
- Cultural Response by Ngāi Tai ki Tāmaki (yet to be confirmed);
- Ecological Assessment prepared by Wildlands Ltd;
- Infrastructure Report prepared by Maven Associates;
- Stormwater Management Plan prepared by Maven Associates;
- Geotechnical Report prepared by KGA Geotechnical;
- Landscape and Amenity Assessment prepared by Stephen Brown;
- Preliminary Contamination Assessment by Thomas Consultants; and
- Transport Assessment prepared by Abley.

Based on the above assessments, the site can accommodate an increased number of dwellings in standard suburban mixed housing density, which currently exists within the surrounding wider area of Schnapper Rock. This, together with the minimal range of landscape features, elements, patterns and values associated with the site itself, indicates that future housing development across it would generate landscape effects of a low to low-moderate order. Conversely, the proposed housing pattern on the subject site would generally be in accord with that already found across Schnapper Rock Road to the north and west and consented for 55 Schnapper Rock Road and 52 Kyle Road. It would not give rise to any appreciable 'nuisance effects'. As a result, the amenity effects generated by the proposed Plan Change would also be quite limited.

The proposed Plan Change and possible development would not affect the 'macro values' of the wider valley/escarpment landscape that visually frames and defines the Greenhithe valley's northern side (Sub-precinct A). Accordingly, the landscape and amenity assessment is undertaken for the proposal that supports the removal of the site from the Greenhithe Sub-precinct A and the consequential realignment of the relevant AUP precinct boundary.

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The proposed Plan Change does not include any site-specific Precinct Plan or any provisions other than the relevant Mixed Housing Suburban and Single House zones of the AUP. The proposal will be consistent with the relevant objectives, policies of Chapter B of the AUP.

Granting the Plan Change will enable the development of additional well-designed housing that will use a strategically located site efficiently and contribute to addressing Auckland's acute housing shortage. It will also enable the applicant to generate significant social benefits by providing appropriately designed housing for community members, especially for the first home buyers and young families.

The additional traffic that the proposal will generate is minimum, and the existing roading infrastructure can accommodate this additional traffic without any upgrade or modification.

Based on these findings, it is concluded that any possible adverse effects due to the Plan Change proposal will be no more than minor and will be limited primarily within site, and only immediately adjacent property owners to the south would be able to feel the change in future landform and built character within site. We, therefore, seek that Auckland Council processes the Private Plan Change request for 57 and 57A Schnapper Rock Road on a limited-notified basis.

Overall, it is considered that the proposed Plan Change accords with the sustainable management principles outlined in Part 2 of the RMA and should be accepted and approved.



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## 3.0 INTRODUCTION

### 3.1 BACKGROUND TO ZONING ON SUBJECT SITE

The land within the Plan Change area is currently zoned Residential – Large Lot under the AUP. Under the legacy North Shore District Plan, the site was zoned 'Rural Zone 3'. The Residential – Large Lot zoning under the AUP is effectively a roll-over of the legacy plan zoning.

No further history in terms of the subjects site zoning during the PAUP process appears to exist. It is, therefore, our opinion that due to the site's original ownership by Watercare, its current zoning and the suitability of the site for rezoning was potentially overlooked or never specifically addressed. Given the site's minimal range of landscape features, elements, patterns and values associated with the site itself indicates that there appears to be no apparent or functional reason as to why it was zoned Residential – Large Lot during the PAUP process.

It needs to be noted that the neighbouring site to the east – 55 Schnapper Rock Road, which is currently going through a suburban-style subdivision construction process, was originally zoned by the first notified version of the PAUP as Residential – Large Lot, and was located within the Greenhithe Sub-precinct A boundary. Then through the Unitary Plan's submission process and as per the AUP Independent Hearing Panel's decision, the site was finally zoned Residential – Single House and was removed entirely from the Greenhithe Sub-precinct A overlay.

### 3.2 ACCEPTING THE PLAN CHANGE REQUEST (CLAUSE 25)

Council has the discretion to adopt the change or part of the change as if it were a Council Plan Change; accept the plan change enabling it to be notified, or reject a Plan Change. The Council may also decide to process the request as a resource consent. Clause 25(4)(a)-(e) of Schedule 1 of the Resource Management Act 1991 (RMA) sets out these options.

In considering whether to accept or reject Plan Change requests, the Council has developed criteria to aid its assessment, which was endorsed by the Planning Committee on 28 March 2017. These criteria are as follows:

*The outcomes of the private plan change:*

- *Align with the Future Urban Land Supply Strategy;*
- *Give effect to the Auckland Plan;*
- *That any structure planning and subsequent plan changes follow Appendix 1 – Structure Plan Guidelines of the AUP; and*

- 
- *Gives effect to the environmental outcomes expected and effectiveness of the AUP.*

The detailed discussion that outlines how this Plan Change request satisfies the matters outlined in Clause 25 and the Council's additional criteria is provided throughout this AEE and Section 32 report, and it is concluded that the Council can accept it for processing.

In addition, Schedule 1, Clause 25(4) states that Council may only reject the request in whole, or in part on the grounds that –

- (a) *The request, or part of the request is frivolous or vexatious; or*
- (b) *Within the last 2 years, the substance of the request or part of the request*
  - (i) *Has been considered and given effect to, or rejected by, the local authority or the Environment Court; or*
  - (ii) *Has been given effect to by regulations made under section 360A; or*
- (c) *The request or part of the request is not in accordance with sound resource management practice; or*
- (d) *The request or part of the request would make the policy statement or plan inconsistent with Part 5; or*
- (e) *In the case of a proposed change to a policy statement or plan, the policy statement or plan has been operative for less than 2 years.*

In summary, the Plan Change request, including the planning analysis, supporting technical analysis, the process is undertaken to prepare the request, including consultation with immediate neighbours, demonstrate that the proposal accords with the Council's strategic documents, is consistent with the objectives and policies of the AUP, is in the line of the expectations confirmed by the Auckland Plan and is consistent with sound resource management practice. The request is not frivolous or vexatious, and the subject matter has not been considered in the last two years. The request will not make the Plan inconsistent with Part 5, and the Unitary Plan has now been operative for more than two years. Therefore, the Council is able to accept the Plan Change request.

## **4.0 SITE LOCATION & DESCRIPTION**

### **4.1 SITE DESCRIPTION**

The subject site (57 and 57A Schnapper Rock Road), shown with the property boundary highlighted in Figure 2 below, has a total area of 4.9889 hectares. The site is irregular in shape and has a flattish ground to the northern side and then has an undulating terrain which generally falls downwards from north-west to south-east. The site is currently vacant and mostly in pasture except for some Watercare drainage facility within the property at 57A Schnapper Rock Road.



**Figure 3:** The subject site, 57 Schnapper Rock Road (Source: GeoMaps, 2020)

The site has two public road frontages, i.e. to the north along the eastern section of Schnapper Rock Road and to the west along the southern section of Schnapper Rock Road. A wire fence encloses these two road boundaries with a gate in the middle of its eastern frontage. Watercare historically owned the site, but it was never developed or used for any specific activity. Currently, the north-eastern corner of the site is subdivided from the original lot and left under the ownership of Watercare for their water tank construction purposes. The remainder of the site forms the application site.

#### 4.2 SURROUNDING LOCALITY

The Plan Change site is located in the southeast quadrant of the suburb of Schnapper Rock. It is a relatively new residential area and has emerged over the last 20 years. The socio-economic character of this area's north-western part is a bit affluent with suburban stand-alone houses. At the same time, the surrounding properties to the north and west also include a mixture of detached, zero-lot line and terrace housing. At least one apartment type three level building is located in close proximity to the north (refer to **Appendix 2**). The land to the east is currently going through a construction process involving freehold subdivision for detached housing suitable in the Single House zone. The properties to the south are mostly bush covered with scattered detached housing.

The site is well connected to a number of recreational, educational and commercial facilities. Albany Junior High and Kristin School are located within 1km to the north, while Upper Harbour Primary School is approximately 1km to the west across the Kyle Road gully. The commercial area in Rosedale is located to the east of Schnapper Rock on the opposite side of Albany Highway.



The area has a well-connected street system with a public bus route and a bus stop along the site's western frontage. The neighbourhood has large areas of open space especially to the south-west where the North Shore Memorial Park cemetery and the North Shore Golf Club are located.



**Figure 4:** Neighbouring properties to the west



**Figure 5:** Neighbouring properties to the west



The site's western boundary abuts the southern leg of Schnapper Rock Road, a relatively new urban road with adequate carriageway width for on-street parking and footpath on both sides. The other side of the road's properties are generally below the road level and mostly occupy standard suburban housing with large garage doors dominating the street frontage.



**Figure 6:** Neighbouring properties to the north



**Figure 7:** Neighbouring properties to the north



The site's northern boundary abuts the northern leg of Schnapper Rock Road, which has adequate carriageway width for on-street parking, but the footpath is only on the northern side. The other side of the road's properties are generally below the road level and not facing the street or enclosed by high fences.



**Figure 8:** Medium-density housing in the vicinity (to the north)



**Figure 9:** Medium-density housing in the vicinity (to the north)



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Some recent medium density housing developments in the area signal the changing built character in Schnapper Rock. These developments meet the local housing market's demand for a variety and mixed density in housing which was not present in the early stages of subdivision in the area.



**Figure 10:** Schnapper Rock reserve in the vicinity (to the west)



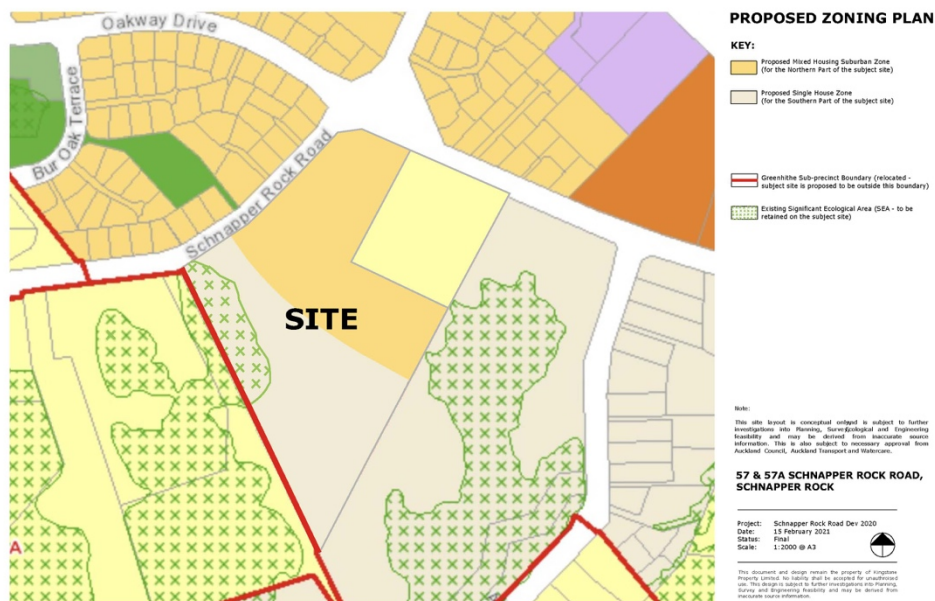
**Figure 11:** Existing bus stop along the western boundary of the site

Downhill from the site to the north-west, there is a Council reserve. The reserve has both active and passive recreational facilities, including seating and a children’s playground. The reserve is within 5 minutes walking distance of the site and connected by a road-side footpath. The site is directly connected by a public bus route with a bus stop straight on its western boundary.

## 5.0 DESCRIPTION OF THE PLAN CHANGE REQUEST

### 5.1 OVERVIEW OF THE PROPOSED ZONING

The Plan Change seeks to rezone approximately 4 hectares (3.9889 hectares) of land, held in one certificate of title at 57 Schnapper Rock Road, from Residential – Large Lot to a mix of Residential – Single House (2.1112 hectares) and Residential – Mixed Housing Suburban (1.8777 hectares), as shown in Figure 14 below. The other property within the proposal, i.e. 57A Schnapper Rock Road, will keep its current AUP zone, i.e. Residential – Large Lot.



**Figure 12:** Proposed re-zoning map

The proposal provides for the establishment of additional residential development that logically extends from the existing housing community and builds on the specific density and scale of the land's area and characteristics. The site is in close proximity to open space networks, community facilities, shops, public transport, employment centres and local schools. It is a serviceable site for accommodating additional houses, and it is not associated with any natural hazard, which could restrict its potential for mixed-density subdivision purposes.

The site does not possess any significant natural environment, including topography, vegetation, water quality, landform and the visual landscape. By reviewing the following historical aerial photographs of the area, it is evident that the majority of the site was never occupied by any native bush coverage, and significant gully and stream corridors, which are more prominent within the southern part of Schnapper Rock in the context of the overall Greenhithe Precinct. The post-1981 aerial images show that the southern part of the site was mostly covered by shelterbelts which disappeared entirely from the early 1980's photographs. Since then, only a limited portion of the site along its southern boundary was occupied by some vegetation which forms the current SEA. Obviously, the legacy North Shore District Plan's Greenhithe Structure Plan, when it was developed in the mid to late 90s, could not correctly trace the extent of the area's natural feature coverage, which ultimately determined an inaccurate Structure Plan boundary. Ultimately this inaccurate map rolled over to the AUP zoning map as the Greenhithe Precinct Plan boundary. However, the Precinct Overlay map anomaly for this particular site was not addressed by the PAUP submission process either.

A minor part of the proposal area includes a designated Watercare site for accommodating infrastructure assets (57A Schnapper Rock Road). Therefore, the current underlying Residential - Large Lot zoning of the Watercare site is not an issue. However, the current Greenhithe Sub-precinct A overlay on this property needs to be addressed appropriately as well to adopt a consistent resource management mapping approach in relation to its neighbouring properties.

Therefore, the current Plan Change proposal proposes removing the Greenhithe Sub-precinct A overlay from both properties at 57 and 57A Schnapper Rock Road and adjusting the current anomalous AUP overlay situation (refer to **Appendix 2**).



**Figure 13:** Aerial image of the site – 1940 to Present



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It is considered that the standard zone, overlay and Auckland-wide provisions will ensure future development gives effect to the AUP, RPS and Part 2 of the RMA.

Covenants and easements will be proposed at the subdivision stage to protect and manage the existing SEA and the stream environment along the site's southern boundary. In this respect, the necessary resource consent will be lodged once the Plan Change is operative.

## **5.2 PURPOSE AND REASONS FOR THE PLAN CHANGE**

Clause 22(1) of the RMA requires that a Plan Change request explains the purpose of and reasons for the proposed Plan Change.

The applicant is a subsidiary company of the Plan Change area owner and intends to develop their landholdings consistent with the proposed zoning, which this Plan Change request will enable. As detailed below, the proposal will provide additional housing land supply in a location that is well serviced and accessible to a range of open space, employment and educational facilities. This is consistent with the objectives of the Council's planning documents. In this regard, the Plan Change reasons are justified and consistent with a sound resource management practice.

The current objectives, policies, and rules for the Residential – Large Lot zone make subdivision and development difficult for a mixed density housing development that is considered more appropriate for the site and adequately meets the development opportunities available. This is because, quite rightly, the objectives and policies of the site's current zoning refer to maintaining a spacious landscape character and ensuring that development is in keeping with landscape qualities or natural features. However, the site does not possess any such landscape qualities or significant natural features.

The current Greenhithe Sub-precinct A overlay also creates an additional layer of planning control over a site, which does not deserve such control as the site does not have any particular natural and landscape quality that demands protection. As a result, the site's ability to offer additional land supply for housing development in a strategic urban location, which is practically available, has been unnecessarily reduced.

A non-complying resource consent could be applied to enable additional housing on the site as any subdivision on this land is not prohibited by the AUP. However, because of the objectives and policies that apply to the Large Lot zone and the Greenhithe Sub-precinct A, this option was considered too much to accommodate within the current zoning and could compromise the integrity of the AUP's zoning and precinct framework.

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Therefore, a Plan Change has been determined as the best option to secure the most efficient and effective development of the site. A Plan Change is also considered a more transparent and open approach that will enable zoning that properly reflects the site's physical characteristics for any future development purposes. The type and density of residential development practically possible to accommodate on the site. The proposal cannot be considered a 'spot zoning', as it offers a natural and logical extension of the surrounding mixed-density zoning onto the site. The rezoning will provide a natural progression of the Mixed Housing Suburban zoning from the north onto the site and then create a buffer zoning by establishing the Residential – Single House zone between the Mixed Housing Suburban and Large Lot zoning.

The proposed removal of the Greenhithe Sub-precinct A overlay from both properties at 57 and 57A Schnapper Rock Road will adjust the current anomalous AUP overlay situation.

## **6.0 STRATEGIC FRAMEWORK**

A number of strategic and statutory planning documents have informed the Plan Change process. This section provides a summary of those documents.

### **6.1 NATIONAL POLICY DOCUMENTS**

#### **6.1.1 National Policy Statement on Urban Development**

The National Policy Statement on Urban Development 2020 came into effect on 20 August 2020. It replaced the National Policy Statement on Urban Development Capacity 2016. The NPS-UD 2020 recognises the national significance of:

- having well-functioning urban environments that enable all people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future and
- providing sufficient development capacity to meet the different needs of people and communities.

It was developed by the Ministry for the Environment and the Ministry of Housing and Urban Development. It provides direction to the decision-makers on planning for urban environments. The NPS-UD 2020 requires councils to plan well for growth and ensure a well-functioning urban environment for all people, communities and future generations. This includes:

- ensuring urban development occurs in a way that takes into account the principles of the Treaty of Waitangi (te Tiriti o Waitangi)
- ensuring that plans make room for growth both 'up' and 'out', and that rules are not unnecessarily constraining growth

- 
- developing, monitoring and maintaining an evidence base about demand, supply and prices for housing and land to inform planning decisions
  - aligning and coordinating planning across urban areas.

The NPS-UD 2020 contains objectives and policies that councils must give effect to in their resource management decisions.

There is an expectation in the Policy Statement that at all times there is sufficient development capacity to meet expected demand for housing and for business land over the short term, medium term, and long term. There is an emphasis on good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport.

The NPS on Urban Development Policy 6 (b) seeks to ensure

*that the planned urban built form in those RMA planning documents may involve significant changes to an area, and those changes:*

- (i) may detract from amenity values appreciated by some people but improve amenity values appreciated by other people, communities, and future generations, including by providing increased and varied housing densities and types; and*
- (ii) are not, of themselves, an adverse effect.*

The proposed Plan Change will assist to supply additional housing with variety in density and housing typology in a popular location which is properly connected by public transport and able to be serviced without further extension or significant investment in infrastructure (refer to **Appendix 5**). Accordingly, the proposal will be able to meet the relevant objectives and policies of the NPS on Urban Development.

## **6.1.2 National Policy Statement for Freshwater Management**

The National Policy Statement for Freshwater Management 2020 (Freshwater NPS) provides local authorities with direction on how to manage freshwater under the Resource Management Act 1991.

The Policy Statement is based on a fundamental concept called Te Mana o te Wai. It is a concept that refers to the fundamental importance of water and recognises that protecting the health of freshwater protects the health and well-being of the wider environment. It protects the mauri of the wai. Te Mana o te Wai is about restoring and preserving the balance between the water, the wider environment, and the community.

The Freshwater NPS is further discussed in Section 9.5 under Ecology.



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## **6.2 NATIONAL ENVIRONMENTAL STANDARDS**

### **6.2.1 National Environmental Standards for Air Quality**

The National Environmental Standards for Air Quality set a guaranteed minimum level of health protection for all New Zealanders. The Air Quality NES came into effect on 8 October 2004. They are made up of 14 separate but interlinked standards.

These include:

- seven standards banning activities that discharge significant quantities of dioxins and other toxics into the air
- five standards for ambient (outdoor) air quality
- a design standard for new wood burners installed in urban areas
- a requirement for landfills over 1 million tonnes of refuse to collect greenhouse gas emissions.

Due to the earthworks and cut and fill required to redevelop the site, the NES for Air Quality is considered to be relevant. Adequate mitigation measures will be proposed as part of the resource consent process for the subdivision proposal to ensure compliance with the standards for ambient outdoor air quality.

### **6.2.2 National Environmental Standards for Sources of Drinking Water**

The National Environmental Standard for Sources of Human Drinking Water sets requirements for protecting sources of human drinking water from becoming contaminated.

The National Environmental Standard for Sources of Human Drinking Water is a regulation made under the Resource Management Act (1991) that sets requirements for protecting sources of human drinking water from becoming contaminated. For the purpose of this NES, a human drinking water source is a natural water body such as a lake, river or groundwater that is used to supply a community with drinking water. The standard applies to source water before it is treated and only sources used to supply human drinking water ie, not stock or other animals.

Given the construction activities associated with implementing the future subdivision consent under the Proposed Plan Change and as such the potential for contaminants to enter drinking water supplies, the NES for Sources of Drinking Water is considered to be relevant. At the subdivision consent stage, erosion and sediment controls such as sediment detention ponds, clean water diversion channels and bunds and dirty water diversion bunds will be undertaken in accordance with industry best practices and resource consent requirements.

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### 6.2.3 National Environmental Standards for Assessing and Managing Contaminants in Soil to Protect Human Health

The National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NESCS) is a nationally consistent set of planning controls and soil contaminant values. It ensures that land affected by contaminants in soil is appropriately identified and assessed before it is developed - and if necessary the land is remediated or the contaminants contained to make the land safe for human use.

Given the proposed change of land use the NESCS is considered to be relevant. However, the results of the Preliminary Investigation Report (refer to **Appendix 7**) concluded that

*Based on our desk top study and site inspection, it is considered unlikely that an activity or industry described in the HAIL, is currently being undertaken, or is likely to have previously been undertaken, at the site. Therefore, in accordance with Regulation 5(7), the regulations of the NESCS do not apply to the site.*

### 6.2.4 National Environmental Standards for Freshwater

The Resource Management (National Environmental Standards for Freshwater) Regulations 2020 (Freshwater NES) regulates activities that pose risks to the health of freshwater and freshwater ecosystems.

The Freshwater NES set requirements for carrying out certain activities that pose risks to freshwater and freshwater ecosystems. Anyone carrying out these activities will need to comply with the standards.

The standards are designed to:

- protect existing inland and coastal wetlands
- protect urban and rural streams from in-filling
- ensure connectivity of fish habitat (fish passage)
- set minimum requirements for feedlots and other stockholding areas
- improve poor practice intensive winter grazing of forage crops
- restrict further agricultural intensification until the end of 2024
- limit the discharge of synthetic nitrogen fertiliser to land, and require reporting of fertiliser use.

Two separate ecological assessments of the subject site have been undertaken. From the initial investigation, it is found that the site has two unnamed watercourses, and both of these have been classified as intermittent under the AUP. The stream quality of the watercourse to the east is not that

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good, and it is already compromised by the reclamation of the downstream part of the stream within the subdivision of the immediate neighbouring site to the east. However, the future subdivision of the subject site enabled by the proposed Plan Change will involve earthworks in these streams' vicinity. As such, the potential for stream ecology effects need to be assessed, and the Freshwater NES is considered to be relevant.

At the subdivision consent stage, appropriate riparian margins and the necessary building line restrictions will be considered along with erosion and sediment controls for earthworks such as sediment detention ponds, clean water diversion channels and bunds and dirty water diversion bunds. All these will be undertaken in accordance with industry best practices and resource consent requirements.

## **6.3 COUNCIL STRATEGIC PLANS**

### **6.3.1 Auckland Unitary Plan (Operative in Part)**

The Auckland Unitary Plan (AUP) is the primary statutory planning document for Auckland. It is comprised of the Regional Policy Statement, Regional Coastal Plan, Regional Plan and District Plan. The AUP provides the regulatory framework for managing Auckland's natural and physical resources while enabling growth and development and protecting matters of national importance.

#### *6.3.1.1 Regional Policy Statement*

Chapter B1 of the Regional Policy Statement (RPS) provides an overview of the resource management issues of significance for the region. The regionally significant issues of particular relevance to this Plan Change are the provisions relating to B2 Urban growth, B7 Natural resources and B10 Environmental risk.

Chapter B2 Urban growth of the RPS contains provisions directing urban growth and form in Auckland. In this respect, the following Policies are specifically relevant for the Plan Change proposal:

*(1) Include sufficient land within the Rural Urban Boundary that is appropriately zoned to accommodate at any one time a minimum of seven years' projected growth in terms of residential, commercial and industrial demand and corresponding requirements for social facilities, after allowing for any constraints on subdivision, use and development of land.*

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

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*(7) Enable rezoning of land within the Rural Urban Boundary or other land zoned future urban to accommodate urban growth in ways that do all of the following: (a) support a quality compact urban form; (b) provide for a range of housing types and employment choices for the area.*

The RPS emphasises the need to increase housing supply to achieve a 'quality compact' urban form that makes efficient use of land and existing infrastructure while responding to local character and sense of place.

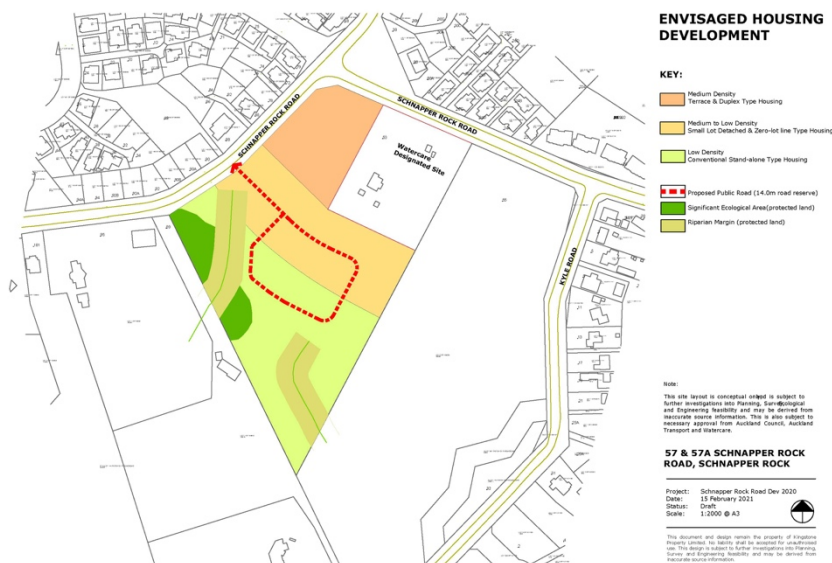
While the subject site is within the Urban Area, but unable to utilise its practically available land resources for housing intensification purposes due to its current inappropriate zoning, Residential – Large Lot. It is therefore considered that the proposed Plan Change will ensure more appropriate zoning for the site and demonstrates its consistency with Chapter B2 Objectives and Policies for the following reasons:

- Rezoning this site represents a quality compact urban form due to the higher density, and better use of existing infrastructure (Objective B2.2.1(1));
- It is urbanisation within the urban area 2016 (as identified in Appendix 1A) (Objective B2.2.1(2));
- The Plan Change proposal will enable higher residential intensification close to public transport, social facilities (including open space) and employment opportunities (Policy B2.2.2(5)), Objective B2.4.1(3), and Policy B2.4.2(2));
- The proposed residential zoning will be in keeping with the built character of the existing area due to the mixed density housing currently available in the area (Objective B2.4.1(2));
- It is a medium residential intensity that is in close proximity to a number of shopping, recreational and education facilities, and public transport (Policy B2.4.2(3));
- The current lower residential intensity zoning of the subject site is not considered an efficient use of the land because: the site is close to Albany business and commercial area; it is not subject to high environmental constraints or significant natural hazard risks; there are no natural or physical resources scheduled in the AUP; the site can be serviced by existing infrastructure, and; there are no existing incompatible activities that would result in reverse sensitivity effects (Policy B2.4.2(4) and (5));

Taking into account the land required for roading and access, utilities and protection of the stream and significant ecological area, the proposed rezoning will enable an additional 90 to 110 lots (approximately) to be developed on the site comprehensively, i.e. considering the landuse and subdivision together, compared with the existing Residential - Large Lot zoning and Greenhithe Sub-precinct A overlay which would not even enable 2 lots.

Under the current AUP provisions, the site literally has no permitted subdivision possibility. This is a huge loss of available land resources for a vacant site of 3.9889 hectares of land, which does not have any notable land development constraints and does not include any natural landscape values which require protection. Despite its incompatible zoning, the site is readily available to accommodate additional lots. Any further subdivision possibility of the site will provide additional housing capacity within an existing, popular and well-connected urban area and efficiently use land and existing infrastructure resources. The nature and density of development will also be consistent with the established residential development to the east, north and west and the wider Schnapper Rock area to the north and north-west.

A mixture of Residential – Mixed Housing Suburban and Residential - Single House zone will provide a natural progression of the Mixed Housing Suburban zoning from the north onto the site and then will create a buffer zoning by establishing the Residential – Single House zone in between the Mixed Housing Suburban and Large Lot zoning. This will help to establish a progression of density within site from north to south as envisaged by the future housing development (refer to **Appendices 2 and 3**).



**Figure 14:** Envisaged residential density progression within the site from north to south

The existing Large Lot zone to the south of the site ensures that a visual transition in residential density is achieved between the existing mixed density residential area to the north, east and west and the bush-covered low-density housing to the southern part of Schnapper Rock, thereby retaining the area's sense of place.

Chapter B7 Natural resources have identified that the combination of urban growth and past land, coastal and freshwater management practices as an issue as it has placed increasing pressure on land and water resources,



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including habitats and biodiversity. The objectives and policies to address this issue relevant to the Plan Change site are indigenous biodiversities and freshwater systems.

The proposed Plan Change will give effect to Chapter B7 Objectives and Policies for the following reasons:

- There are no areas of significant indigenous biodiversity value on the subject site, as identified in the Ecological Assessment (refer to **Appendix 9**) (Objective B7.2.1(1), Policy B7.2.2(1));
- Through the subdivision process, it is proposed to protect and enhance the SEA and the existing degraded stream environment on the site (Objectives B7.2.1(2) and B7.3.1(1), Policy B7.3.2(3));
- Water supply, stormwater and wastewater infrastructure are adequately provided for (Policies B7.3.2(1) and B7.4.2(1)(a));
- Mana Whenua have been consulted on the Plan Change and no cultural concerns have been identified that would not otherwise be addressed (Objective B7.4.1(6)); and
- There will be no effects from wastewater discharges as the site can be fully serviced by connecting to the existing reticulated wastewater (Policy B7.4.2(10)).

The issues covered by Chapter B10 Environmental risk relevant to this Plan Change are natural hazards and climate change. The other issues under B10 are not relevant because there are no hazardous substances on the site, the Plan Change does not involve genetically modified organism, and a contaminated land assessment has been undertaken. No risk to human health has been identified (refer to **Appendix 7**).

The proposed Plan Change is consistent with Chapter B10 Objectives and Policies for natural hazards and climate change for the following reasons:

- The subdivision, use and development of this site will maintain the conveyance function of the existing overland flowpaths on the site (refer to **Appendix 6**) (Objective B10.2.1(6)).
- The northern part of the site is flattish, where the southern part is sloping down, but the slope of the land over there is more than 1:10. This slope of the southern part is considered reasonable for any urban subdivision. During the subdivision consent stage appropriate earthworks design will be adopted to avoid any risks to people, property and infrastructure (Objective B10.2.1(3)).
- The south-western end of Schnapper Rock area abuts the coastal edge, but the subject site is located about 1.5kms away in the upper reaches of the area. Therefore, the potential effects from future sea rise or any other coastal hazards are not relevant for the proposed Plan Change (Policy B10.2.2(4)).

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### 6.3.1.2 Residential – Large Lot Zone

Under the AUP, the subject site is currently zoned Residential – Large Lot. The zone description states that –

*The Residential – Large Lot Zone provides for large lot residential development on the periphery of urban areas. Large lot development is managed to address one or more of the following factors:*

- *it is in keeping with the area’s landscape qualities; or*
- *the land is not suited to conventional residential subdivision because of the absence of reticulated services or there is limited accessibility to reticulated services; or*
- *there may be physical limitations to more intensive development such as servicing, topography, ground conditions, instability or natural hazards where more intensive development may cause or exacerbate adverse effects on the environment.*

Accordingly, the AUP Residential – Large Lot Zone description confirms that

*To manage existing or potential adverse effects, larger than standard site sizes are required and building coverage and impervious surface areas are restricted.*

However, the reasons why Large Lot residential is provided for in the AUP, are not applicable for the subject site for the following reasons:

- The site does not possess any significant landscape quality. The site’s original landscape quality has been significantly modified through urban subdivisions during the last 15 to 10 years. This urbanisation process created a more suburban landscape quality, which is available in any conventional mixed density neighbourhood in Auckland. Therefore, the current zoning is not consistent in keeping with the landscape qualities of the area as influenced by the existing residential area to three sides of the site (east, north and west) and confirmed by the Landscape Assessment (**Appendix 10**):

*The properties that visually interact with the subject site therefore comprise:*

- *Traditional, detached ‘single house’ properties at the top of Kyle Road;*
- *Detached residential housing north of the site at 22-28 and 68 Schnapper Rock Road;*
- *Detached residential housing north-west of the site at 79-94A Schnapper Rock Road;*

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- *A complex of multi-unit residential development at 20 Schnapper Rock Road that extends through to the Albany Highway – north of the site near Kyle Road; and*
  - *Lifestyle properties at 52 Kyle Road and 89 Schnapper Rock Road (although visual interaction with the subject site is very limited in relation to the latter due to intervening terrain and vegetation).*
- The land of the proposed Zone Change is suitable for conventional residential subdivision as adequate reticulated services are available around the site as identified in the Engineering Report (refer to **Appendix 5**). Because of the site's specific topographical situation, a couple of alternative wastewater servicing options are available. Watercare has been consulted regarding both options. In this respect, a private pressurised sewer system has been considered more appropriate, and further engineering design discussions will be required with Watercare at the subdivision consent stage to finalise the detailed engineering design. Also, as addressed in the engineering report, the development will be undertaken to ensure any sedimentation effects associated with the development process and subsequent urban development are less than minor.
  - The site is not associated with any physical limitation to more intensive development. The Geotechnical Report (refer to **Appendix 4**) has identified that most of the site comprises the relatively benign portions of the site, which should otherwise generally be suitable for future development, without specific slope stability assessment. The Geotechnical Report has also mentioned that future development within these areas would most likely comprise conventional shallow foundations.

In summary, rezoning of the site to a mixture of Residential – Mixed Housing Suburban and Residential - Single House zone is supported because it does not have any special landscape quality which needs protection, it will ensure a landscape quality which will be more consistent with the majority of its surrounding sites, it can be serviced, and it is a geotechnically stable site and free from any natural hazard.

The proposal cannot be considered a 'spot zoning', as it offers a natural and logical extension of the surrounding mixed-density zoning onto the site. The rezoning will provide a natural progression of the Mixed Housing Suburban zoning from the north onto the site and then create a buffer zoning by establishing the Residential – Single House zone between the Mixed Housing Suburban and Large Lot zoning.

#### 6.3.1.3 Residential – Single House Zone

Under the Plan Change proposal for the 57 Schnapper Rock Road site, the Residential – Single House zoning is considered to be appropriate for the

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southern part of the site where the land starts to slope down, and the SEA along with two stream corridors are located.

In the AUP, the description for the Residential – Single House Zone states –

*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.*

*To support the purpose of the zone, multi-unit development is not anticipated, with additional housing limited to the conversion of an existing dwelling into two dwellings and minor dwelling units. The zone is generally characterised by one to two storey high buildings consistent with a suburban built character.*

Therefore, the proposed zone change will enable efficient use of the southern part of the subject site's land resource that is in keeping with the character of the residential area that is currently under development to the east of the site. Simultaneously, the rezoning will create a buffer zoning by establishing the Residential – Single House zone in between the Mixed Housing Suburban zoning to the north and the Large Lot zoning to the south. Therefore, there will be a natural progression of amenity and character values from the existing suburban area towards the existing Large Lot zoned properties to the south, where more prominent and quality bush and stream environments are located.

#### 6.3.1.4 Residential – Mixed Housing Suburban Zone

The description for the Residential – Mixed Housing Suburban Zone states –

*The Residential – Mixed Housing Suburban Zone is the most widespread residential zone covering many established suburbs and some greenfields areas. Much of the existing development in the zone is characterised by one or two storey, mainly standalone buildings, set back from site boundaries with landscaped gardens. 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.*

The northern part of the subject site is more or less flat and surrounded to the north and west by the existing Mixed Housing Suburban zoned properties. The majority of this part's boundary to the east is occupied by a Watercare site which will be occupied by public utility facilities. At the same time, this part of the site does not have any natural or built feature which could restrict its development for any conventional suburban type housing development. All site features and ground conditions here are favourable to accommodate a



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much higher residential intensification than what is currently permitted by the current Residential – Large Lot zoning. In this context, under the Plan Change proposal for the 57 Schnapper Rock Road site, the Residential – Mixed Housing Suburban zoning is considered to be more appropriate for the northern part of the site.

The rezoning will provide a natural progression of the Mixed Housing Suburban zoning from the north onto the site and then the proposed zone will be abutted by the Residential – Single House zone to the south, which will offer a buffer zone between the Mixed Housing Suburban and Large Lot zoning.

#### 6.3.1.5 Greenhithe Precinct

The description for the Greenhithe Precinct in the AUP states –

*The Greenhithe Precinct covers a broad area of the Greenhithe Peninsula and drains in two directions to the upper Waitemata Harbour. The purpose of the precinct is to manage subdivision and development in a sensitive catchment and ensure that new development responds to the natural environment including topography, vegetation, water quality, landform and the visual landscape.*

*The Greenhithe Precinct comprises two sub-precincts. Sub-precinct A requires larger minimum site sizes than those permitted by the Residential - Large Lot Zone. Sub-precinct B allows smaller minimum site sizes than those permitted by the Residential - Large Lot Zone subject to specific constraints and opportunities including landscape features, topography, significant vegetation and access to a reticulated wastewater system. Subdivision and development in the precinct is supported where it avoids the removal of significant native vegetation (in order to protect visual landscape, native vegetation and habitat for native fauna), will minimise sedimentation and respond to and integrate with the features of the landscape.*

*The zoning of land within this precinct is the Residential – Large Lot Zone.*

The Precinct has a specific Policy I509.3(7), which states that –

*Protect the natural and physical environment by maintaining the existing low density residential character of the area.*

The subject site is currently within the Greenhithe Sub-precinct A overlay. However, based on the site's current physical, natural and landscape qualities and geographical location flanked by the mixed-density suburban type housing developments on all three sides, it is hard to justify the existence of this overlay on the site.

By reviewing the PAUP development process, it is understood that the Greenhithe Precinct under the AUP is effectively a roll-over of the legacy

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Greenhithe Structure Plan of the North Shore City District Plan. During the PAUP process, various Precincts covering the whole Auckland region were initially proposed by the relevant Council officers. Then during the PAUP's notified process, the number and extent of these precincts have been modified. Finally, the currently available AUP precincts are the result of the decision of the Independent Hearing Panel.

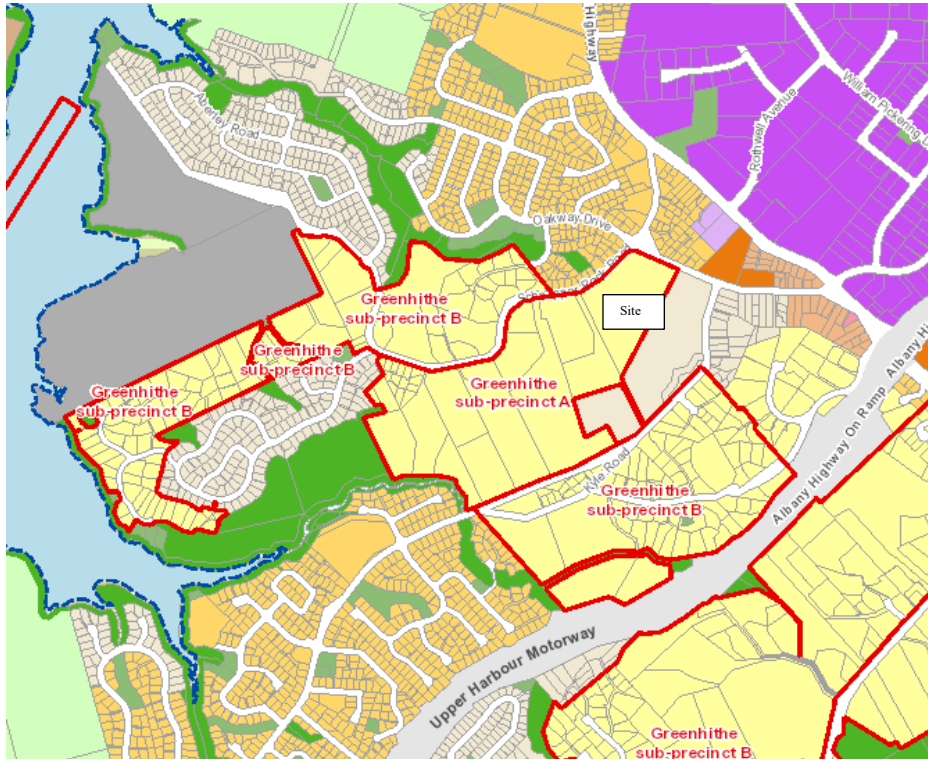
In this respect, during the PAUP hearing process, the evidence of John Duguid for Topic 080 Rezoning and Precincts (General) and Topic 081 stated that –

*During the early scoping stages of the PAUP, the Council adopted a number of drafting principles. One of those principles was to minimise repetition. Another was to achieve an appropriate balance between regional consistency and local variation. Precincts were developed as a method to achieve these outcomes. They are spatially mapped in the PAUP GIS viewer and include a suite of provisions that build on the provisions of the underlying zone. The use of precincts avoids the need to create a multitude of zones that repeat much of the same content.*

*A long list of potential precincts was developed, based on input from Council planners with a good knowledge of the legacy regional and district plans and the processes they had undergone in recent years. The long list was ultimately reduced, with 149 precincts included in the notified PAUP.*

*The Council's starting point in developing precincts was to recognise areas where more detailed site-specific analysis had been undertaken by the legacy councils. The Council was also keen to ensure that the outcomes of recent plan changes and Environment Court decisions (where consistent with the RPS) were reflected in the PAUP. Precincts were identified as a key tool to achieve this.*

It is also understood that one of the PAUP principles to identify the Precinct boundary was to follow the cadastral property boundary and not to put only a part of the property within any particular Precinct. In this respect, by reviewing the following two figures, it is evident that the site at 57 Schnapper Rock Road did not receive proper attention in creating the Sub-precinct A boundary around it. The site at 57 Schnapper Rock Road is devoid of any natural feature and landscape quality, and currently, it is just an odd intrusion of the Sub-precinct A boundary into a suburban residential area.



**Figure 15:** The subject site with its current Greenhithe Sub-precinct A boundary and the surrounding zoning



**Figure 16:** The subject site in the context of the surrounding natural features

It is our opinion that due to the site's original ownership by Watercare, its odd presence within the Greenhithe Sub-precinct A and the suitability of the site for rezoning was potentially overlooked or never specifically addressed during the PAUP process. Given the site's minimal range of landscape features, elements, patterns, and values associated with the site itself, there appears to be no apparent or functional reason why during the PAUP process, the Greenhithe Precinct overlay has been placed over the site. The overlay

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basically removed the site's subdivision potential when it apparently has the capacity to accommodate higher intensity suburban housing.

By reviewing the historical aerial photographs of the area, it is evident that most of the site was never occupied by any bush coverage, gully and stream corridors that are more prominent within the southern part of Schnapper Rock in the context of the overall Greenhithe Precinct. The post-1981 aerial images show that the southern part of the site was mostly covered by shelterbelts which disappeared entirely from the early 1980's photographs. Since then, only a limited portion of the site along its southern boundary was occupied by some vegetation which forms the current SEA. Obviously, the legacy North Shore District Plan's Greenhithe Structure Plan, when it was developed in the mid to late 90s, could not correctly trace the extent of the area's natural feature coverage, which determines an inaccurate Structure Plan boundary. Ultimately this inaccurate map rolled over to the AUP zoning map as the Greenhithe Precinct Plan boundary. However, the Precinct Overlay map anomaly for this particular site was not addressed by the PAUP submission process either.

It needs to be noted that the neighbouring site to the east – 55 Schnapper Rock Road, which is currently going through a suburban-style subdivision construction process, was originally zoned by the first notified version of the PAUP as Residential – Large Lot, and was located within the Greenhithe Sub-precinct A boundary. Then through the Unitary Plan's submission process and as per the AUP Independent Hearing Panel's decision, the site was finally zoned Residential – Single House and was removed entirely from the Greenhithe Sub-precinct A overlay even though the site occupies a significant stream environment and bush coverage.

The Plan Change proposal provides for the establishment of additional residential development that logically extends from the existing housing community and builds on the specific density and scale of the area and characteristics of the land. The site does not possess any significant natural environment, including topography, vegetation, water quality, landform and the visual landscape.

A minor part of the proposal area includes a designated Watercare site for accommodating infrastructure assets (57A Schnapper Rock Road). Therefore, the current underlying Residential - Large Lot zoning of the Watercare site is not an issue. However, the current Greenhithe Sub-precinct A overlay on this property needs to be addressed appropriately as well to adopt a consistent resource management mapping approach in relation to its neighbouring properties.

Therefore, the current Plan Change proposal proposes removing the Greenhithe Sub-precinct A overlay from both 57 and 57A Schnapper Rock Road to adjust the current anomalous AUP overlay situation.



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### 6.3.2 Auckland Plan 2050

The Auckland Plan 2050 is the long-term spatial plan initiated by the Auckland Council to ensure Auckland grows in a way that will meet the opportunities and challenges of the future. It is required by legislation to contribute to Auckland's social, economic, environmental and cultural well-being. The plan outlines the big issues facing Auckland and recommends how Aucklanders and others involved in Auckland's future can best respond to them. The Plan is the Council's key strategic document that sets the Council's social, economic, environmental and cultural objectives. For this private Plan Change proposal, we have reviewed the Auckland Plan 2050 (adopted by Council 5 June 2018).

A key component of the Auckland Plan is the Development Strategy which sets out how future growth will be accommodated up to 2050. It takes into account the outcomes Council wants to achieve, as well as population growth projections and what the Auckland Unitary Plan allows for. The Auckland Plan 2050 provides a pathway for Auckland's future physical development and a framework to align planning and infrastructure provision. The Plan anticipates that –

*Auckland's urban footprint will include:*

- *significant redevelopment and intensification in areas that are already developed and newly established communities in the future urban areas.*
- There will also be a small amount of additional growth in rural areas outside of the urban footprint.*

The Development Strategy's aim is that Auckland will take a quality compact approach to growth and development. The quality aspect of this approach means that:

- most development will occur in areas that are easily accessible by public transport, walking and cycling;
- most development is within reasonable walking distances of services and facilities including centres, community facilities, employment opportunities and open spaces; and
- future development maximises efficient use of land.

The subject site has urban zoning and is located directly adjacent to Schnapper Rock and Albany's established urban area. The proposed Plan Change will enable more efficient use of the existing urban land resource and infrastructure in this location. The location is close to urban amenities, schools, shops, doctors, open space areas, community facilities and public transport.

The site has one bus stop along its frontage. Two more are located approximately 20m and 100m from the site. These bus stops are served by Bus Route 883, operating between Constellation and Schnapper Rock area. Buses arrive every 30mins and run from 6 am to 9 pm every day. Constellation



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is a key interchange on the North Shore with bus services running to the city, Albany, Takapuna, and many other services. A new interchange station is proposed in Rosedale. This will connect to the existing interchanges both at Albany and Constellation. Both Albany station and Constellation station have park and ride facilities.

The Plan Change proposal will result in more efficient use of residential land than the existing Residential - Large Lot zoning in a location within the existing urban area and make the urban fabric more compact close to various established urban services and facilities. The objectives of the Auckland Plan have justified the development of the Plan Change proposal.

### **6.3.3 Future Urban Land Supply Strategy 2017**

The Council's Future Urban Land Supply Strategy, refreshed in July 2017, implements the Auckland Plan. This strategy identifies a programme to sequence future urban land over 30 years and will assist with the ongoing supply of greenfield land for development.

The strategy relates to greenfield land only and ensures there are 20 years of supply of development capacity at all times and a seven-year average of unconstrained and ready to go land supply. 'Ready to go' land is land with operative zoning and bulk services in places such as the required transport and water infrastructure.

The Future Urban Land Supply Strategy (FULSS) informs the council's infrastructure funding priorities and feeds directly into the council's long-term plans, annual plans and other strategic documents.

The subject Plan Change site is within the existing urban area, completely confined and localised. The proposal would supply a large number of additional lots above the number of lots that could be provided under the current Large Lot zoning. Thus the FULSS is considered relevant. In addition, the proposed re-zoning of the subject site is in line with the intent of the FULSS as infrastructure is available to enable the servicing of the proposed density of residential development.

### **6.3.4 Auckland's Long Term Plan 2018 – 2028**

Auckland Council develops a ten year Long Term Plan (LTP), which is reviewed every three years to allocate funding for its various activities. The ability and timeframe to implement any Council project or initiative are dependent on the level of the budget allocated in the LTP processes.

Watercare has confirmed that there is the capacity to service the subject site, as discussed in the Infrastructure Report (refer to **Appendix 5**). However,

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installation of a localised reticulation system for wastewater will be required to service the development. Details of this system, which will be similar to the system currently used by the neighbouring subdivision at 55 Schnapper Rock Road, will be provided in the subdivision consent application.

## **6.4 OTHER PLANS AND REPORTS (NON-STATUTORY)**

### **6.4.1 Upper Harbour Greenways Plan – September 2019**

The original Upper Harbour Greenway Plan was published in 2015 in response to objectives and key initiatives proposed within the Upper Harbour Local Board Plan 2014. The document is then updated in 2019 to fulfil some of the aspirational outcomes outlined in the Upper Harbour Local Board Plan 2017.

The purpose of the document is to identify potential links between local open spaces, streets, educational and community facilities, libraries and parks, to create safe and accessible walking and cycling networks that will improve community health and ecological connections and inspire a reduction in private vehicle use for local trips.

This is a guiding document intended for use by elected members, Council officers, community groups, private developers and other interested parties. The Upper Harbour Greenways Refresh Plan outlines long - term actions for the Upper Harbour area, with a view to setting priority projects up for funding and implementation over the coming years.

The Greenways Plan has identified some desirable pathway locations through the Schnapper Rock area, and one of these pathways is crossing along the northern frontage of the subject site. Currently, the footpath system around the site is not up to the urban standard, but the Plan Change proposal will allow the site to be developed appropriately with the necessary walkway infrastructure along its both frontages to achieve the vision developed by the Upper Harbour Greenways Plan. One of the intentions of the future subdivision, which the Plan Change proposal will enable, is to create a completely garage free streetscape along both north and west frontages of the northern part of the site beside the existing Schnapper Rock Road roundabout. This will assist further to establish a safe and pleasant walking environment through the Schnapper Rock Road corridor.

## **7.0 STATUTORY CONSIDERATIONS**

This report has been prepared in accordance with the requirements of the Resource Management Act 1991 (RMA), including the matters set out in Schedule 1 and Section 32, which detail the requirements for an evaluation report (emphasis added):

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## 32 Requirements for Evaluation Reports

- (1) An evaluation report required under this Act must—
  - (a) Examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and
  - (b) Examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by—
    - (i) identifying other reasonably practicable options for achieving the objectives; and
    - (ii) assessing the efficiency and effectiveness of the provisions in achieving the objectives; and
    - (iii) summarising the reasons for deciding on the provisions; and
  - (c) Contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.
- (2) An assessment under subsection (1)(b)(ii) must—
  - (a) Identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for—
    - (i) economic growth that are anticipated to be provided or reduced; and
    - (ii) employment that are anticipated to be provided or reduced; and
  - (b) If practicable, quantify the benefits and costs referred to in paragraph (a); and
  - (c) Assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.

The following sections address the matters set out in Schedule 1 and Section 32 of the RMA.

## 8.0 CONSULTATION AND ENGAGEMENT

### 8.1 CONSULTATION

The Plan Change proposal has gone through a series consultation meetings and discussions. During this process, the following stakeholders and groups have been consulted:

- Mana Whenua;

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- Landowners and occupiers of land around the Plan Change area;
  - Key stakeholders, including:
    - Auckland Council;
    - Watercare;
    - Auckland Transport.

The key outcomes of engagement with these stakeholders is summarised as follows:

- Ngai Tai ki Tamaki have been consulted on 17 February 2021 and Ngati Paoa iwi Trust, Nga Maunga Whakahii o Kaipara Development Trust and Ngāti Manuhiri Settlement Trust have been consulted on 24 February 2021. During these discussions the Plan Change proposal was presented to Iwi and no major cultural concerns have been raised or identified by their representatives.

Ngai Tai ki Tamaki were very satisfied with the stormwater and wastewater strategy and have expressed interest to provide a written response, but it did not arrive ultimately.

Ms S Oliver from Nga Maunga Whakahii o Kaipara Development Trust has provided a written response (refer to **Appendix 13 – Cultural Response**) supporting the Plan Change proposal and commented that –

*I appreciate the reports provided from ecologists, geotechnical experts and others that accompany the Plan Change notice. There is a comprehensive view of development outcomes that will not only provide housing but should also improve the degraded ecological areas and wetland.*

*At this point on behalf of Ngā Maunga Whakahii o Kaipara I confirm we support the proposed Plan Change. If approved we expect there will be further dialogue at the next stages regarding development aspects and opportunities, IE: Inclusion of Accidental Discovery Protocols, SEA enhancement, road naming etc.*

Ms Tarryn Wentzel from Ngāti Manuhiri Settlement Trust has provided a Cultural Impact Assessment report (refer to **Appendix 13 – Cultural Response**) and confirmed that Ngāti Manuhiri supports the proposed 53 Schnapper Rock Private Plan Change in principle if a number of recommendations are considered and implemented. Ngāti Manuhiri have also expressed interest to be consulted at the resource consent design stage once the Plan Change is finalised. The application has agreed to meet their recommendations and the design consultation request.

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- The neighbours along the eastern and southern boundaries of the site (55, 95, 101 and 117 Schnapper Rock Road) have been consulted verbally first about the Plan Change proposal. Then an information letter with the Proposed Zoning Map was sent to these neighbours. The neighbours have shown general support for the proposal.
  - Watercare – Discussions were undertaken with Watercare in December 2020 and January -February 2021, and it is agreed with Watercare that the site could be serviced with wastewater provided a number of conditions are met through a detailed design during the subdivision consent stage.

The plan change request proposes to remove the Greenhithe Precinct from both 57 and 57A Schnapper Rock Road. In this respect, Ilze Gotelli, Head of Major Developments, Watercare has been consulted and it has been confirmed by Ilza by an e-mail on 25 March that –

*I have now reviewed this matter and can confirm that Watercare agrees with the proposal to remove the Watercare site from the Greenhithe Precinct.*

- Auckland Council – Meetings have been held on 24 November 2020, and 19 January, 12 February and 17 February 2021. Various matters raised in these meetings have been investigated, and addressed in the Plan Change proposal.
- Auckland Transport – Feedback from Auckland Transport states that AT isn't opposed to raingardens. However, numerous small raingardens can create issues for AT in terms of maintenance. The design of the SW treatment devices can be worked through with the applicant as they progress with their proposal. The AT feedback also includes that
  - AT expects a sufficient level of analysis to assess effects on key intersections. Approved subdivision next door should be used as baseline.
  - AT supports rear lot access.
  - Footpath along the site will be upgraded to an urban standard. After the meeting, AT has advised that the applicant will be required to upgrade the Watercare section of the road frontage to ensure the entire length of frontage is at an urban standard.

## **8.2 ENGAGEMENT IN RELATION TO CULTURAL VALUES**

Mana Whenua has been consulted as part of the development of the Plan Change, as mentioned above. Fifteen Iwi groups were contacted regarding this proposal whose rohe (area of interest) covered the Schnapper Rock area. Based on this communication, five Iwi groups have expressed their interest to take part in the consultation process, and finally, four groups have participated



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in consultation sessions.

The Plan Change proposal and the proposed stormwater and wastewater management system have been presented for discussion purposes in these sessions. In this respect, no cultural concerns have been raised. It is agreed that at the subdivision consent stage, the detailed engineering designs will be shared with Iwi to receive their specific comments and recommendations (if any).

Nga Maunga Whakahii o Kaipara Development Trust and Ngāti Manuhiri Settlement Trust have provided written responses regarding any possible cultural impact.

## 9.0 ASSESSMENT OF ENVIRONMENTAL EFFECTS

The following section of the report provides an assessment of the actual and potential effects that the proposed Plan Change may have on the environment. This assessment is based on analysis and reporting undertaken by various experts, which are attached as appendices to this report.

### 9.1 URBAN FORM

The Plan Change site is within the existing urban area, completely confined and localised. It is located in the southeast quadrant of the suburb of Schnapper Rock and a relatively new residential area that has emerged over the last 20 years. The socio-economic character of this area's north-western part is a bit affluent with suburban stand-alone houses. At the same time, the surrounding properties to the north and west also include a mixture of detached, zero-lot-line and terrace housing. At least one apartment type three-level building is located close to the north. The land to the east is currently going through a construction process involving a freehold subdivision for detached housing suitable in the Single House zone. The properties to the south are mostly bush covered with scattered detached housing.

The Landscape Assessment (refer **Appendix 10**) has considered that –

*Consequently, the ridgeline and crest around the subject site are primarily defined by surrounding tracts of native vegetation in views from the west to south-east, while views towards both from within the main Albany and Rosedale catchments are totally dominated by the residential and light industrial development ringing its north-western to eastern flanks. As such, it is impossible to see the ridge 'crown' on 53 Schnapper Rock Road, or slopes within the property below it, from the broader catchments just described.*

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*It only becomes apparent in quite close-up views from within the road corridor at the very top of Kyle Road and from both arms of Schnapper Rock Road that run around its upper perimeter. The properties that visually interact with the subject site therefore comprise:*

- *Traditional, detached 'single house' properties at the top of Kyle Road;*
- *Detached residential housing north of the site at 22-28 and 68 Schnapper Rock Road;*
- *Detached residential housing north-west of the site at 79-94A Schnapper Rock Road;*
- *A complex of multi-unit residential development at 20 Schnapper Rock Road that extends through to the Albany Highway – north of the site near Kyle Road; and*
- *Lifestyle properties at 52 Kyle Road and 89 Schnapper Rock Road (although visual interaction with the subject site is very limited in relation to the latter due to intervening terrain and vegetation).*

*The houses found on these properties are mostly two storeys high, including the multi-unit development at 20 Schnapper Rock Road, although the majority of those within this part of the road corridor – no.s 20-28 – face northwards, away from the subject site. This is often reinforced by the benching of houses into the side of the ridge below Schnapper Rock Road, so that living area views are directed towards Albany and Rosedale. The properties north-west of the site – past the roundabout that brings joins up all three arms of Schnapper Rock Road – also tend to face away from the subject site, with many benched into the local terrain in a manner that reinforces this orientation, although some remain elevated above the road corridor. A few more single storey houses are also evident next to this arm of Schnapper Rock Road.*

In summary, as the mixed density suburban form of future development on the site will be able to integrate into the surrounding environment, any effects are considered to be less than minor.

## **9.2 OPEN SPACE AND COMMUNITY FACILITIES**

The wider Schnapper Rock area currently has a diverse range of community facilities and open spaces, including school, childcare facility, sports field, golf course, park, walkways, coastal esplanade reserve, healthcare facility, and various types of commercial and retail facilities as well. The majority of these facilities are located in close proximity to the Plan Change site.

Due to the confined nature of the plan change, which will provide approximately 90 to 110 additional dwellings, it is considered that the existing community facility infrastructure in the area is sufficient to support the proposed population increase resulting from this plan change. The proposed

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plan change site is also in close proximity to the existing open space and provides linkages between the site and Schnapper Rock Reserve and the associated recreational facilities. Therefore, different open space options already exist within the area, and additional open spaces are not required to be provided.

For these reasons, it is considered that the Plan Change does not warrant additional community facilities nor additional open spaces or reserves in the wider Schnapper Rock area, and the potential effects on the social well-being of the future community are to be positive.

### **9.3 LANDSCAPE VALUES AND AMENITY**

#### **9.3.1 Landscape Values**

In relation to the current landscape quality of the site, the Landscape Assessment (refer **Appendix 10**) confirms that –

*Apart from the stream course and its bush edges within the SEA, there are no other landscape elements or features of particular note. Even the ridge crown near Schnapper Rock Road rises almost imperceptibly above the rest of the ridge that extends both east and south-west of the subject site – towards the Upper Harbour Highway and the confluence of the Lucas Creek with Te Wharau Creek, respectively.*

Then the effects of the proposal on landscape values are discussed in the Landscape Assessment (**Appendix 10**) which states:

*Contrasting with both of these situations, views from much more close-up – in the vicinity of Schnapper Rock Road and its roundabout – would reveal the full extent of change across the crest of the subject site, from quite passive, grassed open space into the potentially terraced, MHS housing, then Single House lots. This transformation would be obvious, immediate and quite fundamental.*

*However, it would be contextualised by both those houses already fronting the site on two sides – down the north-western and northern sides of Schnapper Rock Road – as well as by development on the Watercare site and across both subdivision sites accessed via Kyle Road. In addition, this transformation would impact on a visible pocket of old pasture that is devoid of any features or elements of note, and that is not as connected with the wider valley sequence falling towards Te Wharau Creek.*

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*Overall, therefore, it is considered that the landscape effects of the anticipated development on this quarter would be of a low or, at most, low-moderate, order.*

Based on the landscape analysis, it is considered that the proposed zoning will appropriately respond to the existing landform in the context of a residential zone, and the effects on landscape values will be acceptable.

### **9.3.2 Character and Amenity**

The current zoning restricts the development capacity by retaining the site's vacant and unmanaged character. The site is currently devoid of any landscape and natural feature and not offering any pleasant view. Keeping it in its present form does not help it blend with its surrounding suburban residential character. As a result, the site appears as an odd piece of disused land in the locality.

The Plan Change will allow the site to accommodate a suburban type intensive residential development with its mixed zoning proposal. It is acknowledged that there is going to be a change in anticipated residential character on the site as a result of the proposed rezoning, but this will be similar in character to its neighbouring properties to the east, north and west, and will blend gradually to a less intensive residential area to the south.

In relation to amenity effects, the Landscape Assessment (refer **Appendix 10**) states

*The 'amenity' pertains to areas that are known, understood and appreciated by those who live within them or visit them – often on a reasonably regular basis. Amenity values also relate to such factors as noise, lighting, smells and awareness of activity and movement; in effect, the fuller spectrum of sensory factors that contribute to perception and appreciation of an area's character, pleasantness and aesthetic coherence. Inevitably, this also brings into play perceptions of identity and sense of place (evolved from the Greek concept of the 'genius loci') that reflect the more particular, even unique, qualities of a locality or environment. Concepts of familiarity, shared ownership (in a figurative sense) and pride of place are also important in this regard. Moreover, the assessment refers to "cultural and recreational attributes", which, focusing on Auckland's urban area, often pertain to areas used for walking, cycling, coastal activities and passive recreation.*

*Amenity effects can also include so called, 'nuisance' effects that degrade the 'pleasantness', 'aesthetic coherence' and other values associated with a particular locale. In urban environments, these often pertain to such matters as:*

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- *Visual dominance or over-dominance;*
  - *Loss open space and perceived spaciousness;*
  - *Encroachment on privacy;*
  - *Over-shadowing; and*
  - *Noise.*

The Landscape Assessment (**Appendix 10**) has undertaken an analysis of the visual effects on the surrounding viewing audiences. This assessment has been undertaken in five stages:

- *Identification of those catchments / receiving environments, key viewpoints and related audiences potentially impacted by the proposed development at 53 Schnapper Rock Road;*
- *Evaluation of the landscape and amenity values currently associated with the area around the application site and views towards / of it;*
- *Analysis of the visual legibility and prominence of the type of development foreshadowed by the Plan Change – as reflected in KBS Design Group’s Development Concept – relative to the various receiving environments around it;*
- *Evaluation of the proposal’s impact on the landscape character and values of the Te Wharau Creek valley corridor and escarpment; and*
- *Evaluation of the amenity effects that would be generated in relation to the viewing sectors and audiences exposed to the proposed complex – taking into account Points 2) and 3) above.*

The landscape assessment states that –

*In close-up views from the margins of Schnapper Rock Road either side of its roundabout, the proposed MHS housing development would be largely consistent with the pattern of development already found across the road corridor, and by retaining a 2-storey profile would avoid appearing over-dominant. It would also avoid any overshadowing of those existing residential properties and adverse effects on the privacy of their inhabitants.*

*Focusing on other local amenity values, it is acknowledged that the grassed sward and open space of the subject site provides contrast with, and visual counterpoint to, these same suburban neighbours at present and a reasonable degree of ‘pleasance’. Yet, as indicated above, the subject site is not notable for any features or qualities of note beyond being an area of grassed open space, it does not accommodate public access for passive recreation use, nor has it any known cultural associations or sensitivities. In addition, it evinces little real sense of connection with the Te Wharau Creek valley corridor beyond and below the site. As such, it is pleasant, but not in any way exceptional. In the future, its character and amenity value will also*



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*be appreciably affected by the Watercare Services development sharing the ridge 'crown' – much as the construction site already does – while the rooftops of development rising above 55 Schnapper Rock Road and 52 Kyle Road would further change the essential character of the site and its immediate surrounds.*

*Taking all of these factors into account, it is considered that housing development as proposed by KBS Design Group Ltd would have a low - moderate level of effect.*

To conclude, within the context of the Residential zone where urban activities are expected and where the proposed rezoning is an extension of the existing neighbouring zoning, it is considered that overall, the potential effects on visual amenity from the proposed rezoning on the environment will be minor.

## **9.4 TRANSPORT**

A Traffic Impact Assessment (TIA) has been prepared for the Plan Change and is included in **Appendix 8** to this report. The TIA has based its assessment on the site will be generating 90 to 110 lots. In this respect, the TIA report has made the following comments:

*Overall, the proposed Plan Change is intended to facilitate the future establishment of between 90-110 dwellings at 57 Schnapper Rock Road, Schnapper Rock. We have reviewed the existing transport network and found that it is generally able to support a future residential development at this location in terms of accessibility, safety, public transport service and facilities and amenities within walking and cycling distance. The proposal is considered to align well with the strategy and policy frameworks for Auckland.*

### **9.4.1 Traffic Impact Assessment Recommendations**

The TIA outlines the following recommendations to add positive effects to the area's traffic environment:

- *We recommend that the future public road be located in such a manner that it forms an intersection with Schnapper Rock Road on the northwest frontage of the proposal site (not the northeast frontage), and is located a minimum of 97m from the Oakway Drive / Schnapper Rock Road roundabout.*
- *An internal footpath should be provided to connect the site to the eastern frontage (near the Watercare designation) to ensure pedestrians do not have to walk around the long way if travelling east.*
- *A footpath connection to the Kyle Road subdivision to the south should be*

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- investigated to improve connectivity and integration with this development.*
- *Car parking and bicycle parking should be provided in accordance with the requirements of the AUPOP, at a minimum.*
  - *Vehicle crossings and accessways shall be designed to avoid the need for vehicles to reverse when entering or exiting onto a public road, except where this is expressly permitted.*
  - *It is recommended that a footpath is to be provided along the northeast boundary of the site (including in front of the Watercare designation) to connect with the surrounding walking network.*
  - *Pedestrian crossing facilities and traffic calming measures are recommended to be investigated on Schnapper Rock Road along the northeast frontage of the site and at the Schnapper Rock Road / Oakway Drive roundabout.*

It is already agreed with the relevant specialists and Council officers that the future subdivision scheme plan enabled by the Plan Change proposal will accommodate the above recommendations at the subdivision consent stage.

#### **9.4.2 Auckland Transport Feedback**

Auckland Transport (AT) has provided feedback on the proposed Plan Change. Details of their feedback are in Appendix 14. In this respect, Council's transport specialist Mr Wes Edwards has provided valuable inputs in finalising the 'traffic assessment' of the Plan Change proposal. Based on the available traffic data and site traffic survey, a working methodology for the relevant intersection assessment has been agreed upon between Mr Edwards and the applicant's traffic consultant, Abley. It is acknowledged by Mr Edwards that –

*You have obviously made a good effort to obtain the model data, but as that is not going to be a workable option your methodology sounds like a reasonable one in the circumstances.*

#### **9.4.3 Transport Conclusion**

The traffic report by Abley (refer to **Appendix 8** to this report) has assessed the overall transportation effects of the Plan Change proposal and concludes that

*Overall, the proposed Plan Change is intended to facilitate the future establishment of between 90-110 dwellings at 57 Schnapper Rock Road, Schnapper Rock. We have reviewed the existing transport network and found that it is generally able to support a future residential development at this location in terms of accessibility, safety, public transport service and facilities and amenities within walking and cycling distance. The proposal is considered to align well with the strategy and policy frameworks for Auckland.*

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*Based on our analysis of the trip generation of the proposal and its potential effects on the current and future transport network, we conclude that the vehicle trips generated by the proposal will be able to be accommodated and there is no indication that they will significantly impact the operation of any of the studied intersections.*

*On balance, the proposed Plan Change is considered acceptable from a transport planning perspective.*

## 9.5 ECOLOGY

Two separate ecological assessments have been undertaken to support the Plan Change and are included as **Appendix 9** to this report. The first assessment has primarily talked about two stream corridors within site. The second assessment includes a detailed assessment of flora, fauna and freshwater ecology.

The first ecological report presents an assessment of the status of two unnamed watercourses within site in accordance with criteria outlined in the Auckland Unitary Plan (AUP). The two watercourses referred to in this report as Watercourse A (to the south-west) and Watercourse B (to the south-east) are part of a natural drainage system flowing south into Te Wharau Creek. A plan showing the watercourses of interest is presented in Figure 16 below.

The first assessment report states that –

*Watercourse A drains towards southern boundary of the site, with a reach of approximately 108 m within the site. The watercourse has a defined channel with evidence of substrate sorting processes in its upper reaches. No water was present in the upper reach. Approximately 5 m downstream of the defined channel, water pooling occurs. Watercourse A was classed as ‘intermittent’ as it met at least four of the six criteria in the AUP for defining intermittent streams (minimum required = 3 criteria).*

*Watercourse B drains toward the south-eastern boundary of the site, with a reach of approximately 60 m within the site. The watercourse has a defined channel within a ‘V-shaped’ gully and has evidence of substrate sorting processes. As the watercourse drains closer to the southern boundary its channel becomes narrower and further incised. Although the watercourse had no water present at the time of survey, Watercourse B was classed as ‘intermittent’ as it met three of the six criteria in the AUP for defining intermittent streams (minimum required = 3 criteria).*

These two minor streams within the site are not considered to create any specific issue for further development. The possible subdivision design

envisaged for the site will maintain stream corridors and adopt appropriate measures to protect the stream ecology by creating required riparian margins.



**Figure 17:** Watercourses within the site (Source: Freshwater Solutions 2020).

In relation to the flora and fauna the second assessment report states that –

*The ecological values of the site are largely restricted to woody habitats in the western portion of the property. The highest values from a vegetation perspective are associated with kānuka forest, most of which is protected within an SEA overlay. Mixed exotic and indigenous vegetation outside of the SEA overlay has high fauna values as it provides habitat for indigenous reptile and bird species. The property provides potential habitat for long-tailed bats; however, it is considered unlikely that this species is present.*

The ecological report also confirms that –

*The National Environmental Standards for Freshwater Management (NES-FW) came into effect in 2020. The proposed zone change has been assessed under the provisions of the NES-FW and consent will not be required given that there are no wetlands present and no stream reclamation is proposed.*

The Plan Change proposal keeps the current SEA overlay unchanged on the proposed zoning map. Any earthworks and land modification will be avoided within the SEA and stream environment. In this respect, further development



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controls will be adopted at the subdivision consent stage by establishing appropriate easements and covenants for future building line restriction, landscape buffer and maximum building height.

The detailed ecological assessment report has confirmed that –

*The subdivision will be designed to avoid or minimise all potential adverse ecological effects. Mitigation measures have been identified for any potential ecological effects that cannot be avoided. Mitigation measures include:*

- *Protection and enhancement of retained vegetation.*
- *Fauna management.*
- *Implementation of best practice erosion and sediment controls and stormwater management.*
- *Restricting planting of invasive garden plants.*

Therefore, it is considered that by adopting appropriate mitigation measures, including the creation of a residents' association for an on-going flora and fauna management, the overall ecological effect of the proposed plan change will be minor and appropriately addressed. In addition, the proposed development will have a positive ecological effect taking into account the envisaged restoration of the SEA and two watercourses located on the site.

## **9.6 FLOODING, STORMWATER MANAGEMENT, WASTEWATER AND WATER SERVICING**

An Engineering Report was prepared to inform the Plan Change, which is included in **Appendix 5** to this report.

### **9.6.1 Flooding and Overland Flowpath**

The Auckland Council GeoMaps does not identify any flood sensitive, flood-prone or flood plain within and immediate to the site. However, it indicated that flooding occurs further downstream where Kyle Road and Te Wharau Creek meets, potentially due to the existing culverts. It is noted that the neighbouring development has designed a bypass system through a new stormwater network to alleviate flooding within this area.

Auckland Council GeoMaps indicates two overland flow paths (OLFP) originating within the site that conveys south into Te Wharau Creek. As part of the Stormwater Management Plan (SMP) (refer to **Appendix 6**) prepared for the site, a catchment delineation was completed to determine the total areas contributing to the two OLFP.

The SMP states that –

*Management of OLFP within the site has been designed to align with the*

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*neighbouring development OLFP plan ensuring conveyance is maintained. The neighbouring subdivision has allowed for several swales along the south-eastern boundary to allow for the existing upstream catchment. The proposed future development will be designed to ensure that the OLFP's conveyed through the swales do not exceed the designed peak flows allowable.*

The site is not within the coastal inundation zone.

The Engineering Report considers no substantial increase in the risk of flooding or inundation of the surrounding properties from the creation of new impervious areas within the site because runoff will be discharged directly into an approved public reticulation system.

### **9.6.2 Stormwater**

The Auckland Council SWCoP sets out design and construction standards for stormwater and requires all development to be provided with a means of stormwater disposal. The site is located within a well-established stormwater reticulated area. An existing watercourse is located within the adjacent site, and the stormwater from the neighbouring subdivision at 55 Schnapper Rock Road is proposed to be discharged to the existing watercourse.

The Stormwater Management Plan proposed for the subject site states that –

*The future development of the site will utilise the new stormwater reticulation provided by the neighbouring subdivision to service the eastern catchment of the subject site. The total catchment discharged into the new network will be determined by the capacity downstream based on the 10-year storm event for the finalized scheme plan. The site area within the western and northern portion of the site close to Schnapper Rock Road will be provided with a new stormwater network with the western gully as the main discharge point via a new outlet structure. All new public pipe networks within the site will be designed to convey 10-yr flow. 10-year flow attenuation will be designed for each new lot if required.*

The site is within a SMAF – Flow 1 zone, which requires attenuation and re-uses detailed within the AUP – OP, which regulates stormwater discharge the frequent rainfall events within the 95% percentile event. The site's future development will incorporate at-source retention and detention devices, including rainwater harvesting tanks to capture roof areas, source rain gardens and underground infiltration tanks to capture new trafficable areas.

Overall, it is considered that stormwater can be managed on-site, ensuring that the effects of mixed-density urban subdivision possible to be developed on the site by the proposed Plan Change are minor.

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### 9.6.3 Wastewater

The site is located within a well-established wastewater reticulated area. However, due to the nature of the site's topography and the surrounding area, an extension to the public gravity network from the site needs detailed engineering design in consultation with Watercare to adopt the most effective and efficient reticulated wastewater system.

At this stage, several discussions have been undertaken with Watercare about possible three alternative options, which are:

- Option 1 – Construction of a Low Pressure Sewer (LPS) system to service the site. This is a similar approach to the approved servicing method for the adjacent development (55 Schnapper Rock Rd).
- Option 2 – Construction of a public gravity pipe extension from the Kyle Road wastewater pump station through proposed Lot 44 and Lot 33 & Lot 44 Common Accessway within the adjacent development will be required as shown indicatively in Maven's Infrastructure Report.
- Option 3 – Construction of a new pump station within the site as indicated in Maven's Infrastructure Report. An extension from the point of supply provided by the adjacent subdivision is required via gravity extension along Schnapper Rock Road towards the northern section of the site.

At this stage, good feedback has been received from Watercare regarding Option 2, which looks more feasible. Ms Ilza Gotelli from Watercare has confirmed that -

*I can confirm that the site can be serviced. As set out below, Watercare does not support Option 1 (LPS) to service the site. Options 2 and 3 are still under review. Watercare's preference is that the site is serviced by the existing pump station (Option 2) rather than constructed an additional pump station (Option 3). However, work is still be undertaken to confirm capacity and connectivity for Option 2.*

In summary, it is proposed to install a new gravity wastewater network, either private or public, within the subdivision enabled by the Plan Change proposal. This network will ultimately be connected to the existing manhole located near the Kyle Road pump station. The layout will be designed in accordance with Watercare's Code of Practice. Therefore, there will be no wastewater effects on the environment.

### 9.6.4 Water Supply

Well established water supply network is located in the vicinity of the site. An existing water pump station is also located adjacent to the eastern corner of

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the site. The Watercare Code of Practice for Land Development and Subdivision sets out the design principles for water supply and requires assessment against SNZPAS 4509:2008 NZ Fire Service Fire Fighting Water Supply Code of Practice.

The 250PE water supply pipe, which is located within the Schnapper Rock Road corridor, will be utilised to service the proposed development on the site. Fire Hydrants will be provided within the proposed internal water supply network to comply with the Fire Fighting Water Supply Code of Practice Services minimum distances.

#### **9.6.5 Other Utilities**

As built drawings received from “BeforeUdig” website shows power, telecom and gas services are available in vicinity of the site and service availability shall be sought from the utility providers as part of the development process.

#### **9.6.6 Conclusion**

Based on the above, it is considered that the potential effects on the environment of the rezoning proposal from flooding and overland flowpath, stormwater, water and wastewater servicing will be minor, taking into account the provisions of the AUP that will apply to future subdivision development on the site.

### **9.7 EARTHWORKS**

It is expected that minor earthworks will be required during the future subdivision to prepare building platforms, pavement areas and underground services. No earthworks will be undertaken within the SEA. Any other works within the SEA shall require a specific methodology to minimise disturbance of the existing flora/fauna, which will be prepared during the future resource consent stage.

As part of seeking consent for the subdivision, consent will be required for the earthworks under Chapters E11 Earthworks Regional and E12 Earthworks District of the Auckland Unitary Plan. The effects of any required cut and fill and the adequacy of the mitigation proposed would be considered as part of the resource consent process under the standard AUP provisions. This includes ensuring compliance with the National Environmental Standards for Air Quality. In addition, all earthworks activities will be undertaken to ensure that there are no stability or hazard effects.

#### **9.7.1 Future Landform and Landscape Quality**

The future earthworks will be managed appropriately to create a stable landform, especially within the proposed Single House zone area where the

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land is currently steeper than the rest of the site. It should not be difficult to match the existing contour levels as much as possible because the existing slope is more than 1:10 within the Single House zone area, which will be more than adequate for an urban subdivision. On-lot and street/communal planting will give preference to native plants and will be protected by future landscape covenants and managed by the Residents' Association. A number of specific Subdivision Consent Conditions will be proposed at the consent stage to achieve the landscape quality and landform in accordance with the outcome designed and expected for the neighbouring site at 55 Schnapper Rock Road. One of the principal objectives of any future earthworks within the subject would be to protect the visual and physical landform and natural landscape quality.

### **9.7.2 Erosion and Sediment Control**

Earthworks associated with implementing the subdivision consent will be undertaken to minimise any effects on the surrounding environment's water quality. For all earthworks operations, erosion and sediment controls and site stabilisation measures will be undertaken in accordance with industry best practice and resource consent requirements. Controls proposed include sediment detention ponds, decant earth bund, clean water diversion channels and bunds, dirty water diversion bunds, contour drains, stabilised construction access, and the retention of existing vegetated areas where possible.

### **9.7.3 Conclusion**

On the basis of the above, it is considered that the potential effects on the environment of the rezoning proposal from earthworks will be minor, taking into account the provisions of the AUP that will apply to the subdivision development.

## **9.8 ARCHAEOLOGY**

CFG Heritage has prepared an assessment of the archaeology of the site to inform the Plan Change. The report is included in **Appendix 11**.

In summary, no archaeological features or deposits were noted within the property at 57 and 57A (original 53) Schnapper Rock Road during the background research or a field assessment. There are no archaeological constraints on the proposed development. However, if suspected archaeological sites should be exposed during earthworks, the Accidental Discovery Rule in the Unitary Plan will apply.

Because no archaeological sites were identified, the subject site has no known archaeological value or significance.



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## 9.9 LAND CONTAMINATION

A Preliminary Site Investigation (PSI) (**Appendix 7**) has been undertaken of the site to determine if any potential sources of contamination from past or present land use activities have been undertaken at the site or surrounding area, to assess compliance with the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (NES) Regulations 2011. The legislation requires that land is appropriately identified and assessed to protect human health before it is developed.

The PSI report confirms that -

*The review of the available historical aerial photographs identified a number of former site structures on the site, however, as they are relatively small structures and as these areas have largely been reworked/disturbed, the potential risk of ground contamination associated with the use of lead-based paint on these historical structures is considered sufficiently low.*

*Based on our desk top study and site inspection, it is considered unlikely that an activity or industry described in the HAIL, is currently being undertaken, or is likely to have previously been undertaken, at the site. Therefore, in accordance with Regulation 5(7), the regulations of the NESCS do not apply to the site.*

*Based on our desk top study and site inspection, it is considered unlikely that significant quantities of contamination are present at the site. Therefore, the contaminated land rules of the AUP (OP) do not apply to the site.*

*No further investigation of this site is judged to be necessary.*

Because no contaminations have been identified, the effects generated by the Plan Change proposal will be nil.

## 9.10 GEOTECHNICAL

A preliminary geotechnical report has been prepared to inform the Plan Change, and a copy is included in **Appendix 4** of this report.

The Geotechnical Report has identified that most of the site comprises the relatively benign portions of the site, which should otherwise generally be suitable for future development, without specific slope stability assessment. The Geotechnical Report has also mentioned that future development within these areas would most likely comprise conventional shallow foundations.

Based on the findings of this analysis, it is considered that the land conditions

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are generally suitable for more intensive urban development than what is currently enabled; and can be appropriately managed through the resource consent process.

### **9.11 POSITIVE EFFECTS**

The positive effects associated with the Plan Change are demonstrated and explained throughout this report. In summary, the positive effects include:

- The proposal will remove unnecessary planning restrictions from a vacant, disused land which practically can accommodate a mixed suburban-type residential development similar to its surrounding area and can increase housing supply to a strategically located and popular neighbourhood in Auckland;
- The proposal being an efficient residential use of the site close to open space networks, community facilities, shops, public transport, employment centres and local schools;
- The protection and management of the existing SEA and stream environment within the site which are not currently well managed and in a degraded situation; and
- The proposal will remove a historical anomaly in the Greenhithe Sub-precinct A boundary by removing the subject site from the Greenhithe Precinct AUP overlay.

### **9.12 SUMMARY OF EFFECTS**

The proposed Plan Change's actual and potential effects have been considered above, based on extensive reporting and analysis undertaken by a wide range of technical experts. Based on this analysis, it is considered that the site is suitable for re-zoning to mixed-density residential land use, i.e. a mix of the Residential - Single House and Residential – Mixed Housing Suburban zoning. The proposal will result in positive effects on both physical and natural environments in terms of additional housing supply in an appropriate location, the social and economic well-being of the community given the site's proximity to the community, employment, educational and recreational facilities, and effective ecological management of the site's remaining degraded natural environment. The development can be serviced by existing infrastructure. The proposal will also adjust a historical anomaly in the Greenhithe Sub-precinct A boundary that has never been addressed appropriately in the past.

### **9.13 LIMITED NOTIFICATION**

Clause 5A of Schedule 1 in the RMA enables limited notification of Plan Changes, but only if it is able to identify all the persons directly affected by the proposed change. From the above assessments, it is identified that the

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proposed Plan Change would contribute to further change on the Schnapper Rock Road ridge that will inevitably erode some of the Large Lot characteristics and values associated with most of the Greenhithe Sub-precinct A. In this respect, it is considered that for this Plan Change, the potentially affected persons will be; 89 and 95 Schnapper Rock Road, being the closest neighbours to the south who would be able to notify and visualise in the first instance the possible difference and change in physical landform and housing density between their sites and the subject site.

It is therefore considered that the Plan Change proposal needs to be limited notified only, covering the affected parties.

## **10.0 SECTION 32 ANALYSIS**

### **10.1 APPROPRIATENESS OF THE PROPOSAL TO ACHIEVE THE PURPOSE OF THE ACT**

Section 32(1)(a) of the RMA requires an evaluation to examine the extent to which the objectives of the proposed Plan Change are the most appropriate way to achieve the purpose of the Act.

In terms of Section 32 (6) of the RMA the objective of the plan change request is to provide additional housing land supply in a location that is well serviced and accessible to a range of open space, employment and educational facilities. The Plan Change proposal seeks to amend the AUP planning maps contained within the Council's GIS mapping layer, so that the site is re-identified from the existing Residential – Large Lot zone to Residential – Single House zone for the southern part of the site and Residential – Mixed Housing Suburban zone for the northern part of the site, and the entire site (both 57 and 57A Schnapper Rock Road) is removed from the Greenhithe Sub-precinct A. The purpose of the requested rezoning is discussed elaborately in Section 5.2 of this report and the purpose of the Plan Change proposal is assessed in this s32 analysis part of the report.

#### **10.1.1 Objectives of the Plan Change**

The objective of the Plan Change proposal is to provide additional housing land supply in a location that is well serviced and accessible to a range of open space, employment and educational facilities. This is consistent with the objectives of the Council's planning documents.

No site-specific objectives are proposed to apply to the Plan Change site. However, the objectives as set out in the Unitary Plan's Residential - Single House and Mixed Housing Suburban zones are proposed to be applied for 57 Schnapper Rock Road, as well as the objectives associated with the relevant Auckland-wide rules. In summary, within the Residential - Single House and

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Mixed Housing Suburban zone, these objectives seek to ensure the development is in keeping with the area's residential amenity values and character values. It is considered that the Plan Change will achieve these objectives, as all the rules, standards and controls of the Single House and Mixed Housing Suburban zones will apply to any future development on this site.

It should be noted that the AUP zone change is only proposed for the site at 57 Schnapper Rock Road. The other property (57A Schnapper Rock Road) within the proposal will maintain its current AUP zoning, ie. Residential – Large Lot.

The objectives of the Single House Zone and Mixed Housing Suburban Zone would apply once the Plan Change becomes operative.

In summary, these objectives have been derived from AUP provisions H3.2. (1) to (3), H4.2.(1) to (4) and Chapter E – Auckland Wide provisions, and these generally seek to:

- Within the southern part of the site:

- (1) Maintain development in keeping with the amenity values of established residential neighbourhoods informed by the past, spacious sites with some large trees, or other factors such as established neighbourhood character.
- (2) Offer development in keeping with the neighbourhood's existing or planned suburban built character of predominantly one to two storeys buildings.
- (3) Provide quality on-site residential amenity for residents and for adjoining sites and the street.

- Within the northern part of the site:

- (1) Increase housing capacity, intensity and choice in the area.
- (2) Maintain development in keeping with the neighbourhood's planned suburban built character of predominantly two storey buildings, in a variety of forms (attached and detached).
- (3) Provide quality on-site residential amenity for residents and adjoining sites and the street.
- (4) Include non-residential activities for the community's social, economic and cultural well-being, while being compatible with the scale and intensity of development to contribute to the amenity of the neighbourhood.

- Within the entire site:

- (1) Maintain freshwater and sediment quality where it is excellent or good and improve progressively over time in degraded areas.
- (2) Protect the mauri of freshwater or improve over time to enable traditional

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and cultural use of this resource by Mana Whenua.

(3) Manage stormwater and wastewater networks to protect public health and safety and to prevent or minimise adverse effects of contaminants on freshwater and coastal water quality.

(4) Undertake land disturbance in a manner that protects the safety of people and avoids, remedies or mitigates adverse effects on the environment.

(5) Maintain or enhance ecosystem services and indigenous biological diversity values, particularly in sensitive environments, and areas of contiguous indigenous vegetation cover, while providing for appropriate subdivision, use and development.

(6) Restore and enhance indigenous biodiversity in areas where ecological values are degraded, or where development is occurring.

(7) Recognise the benefits of infrastructure.

(8) Understand the value of investment in infrastructure.

(9) Enable safe, efficient and secure infrastructure to service the needs of existing and authorised proposed subdivision, use and development.

(10) Ensure development, operation, maintenance, repair, replacement, renewal, upgrading and removal of infrastructure.

(11) Improve the resilience of infrastructure and enable the continuity of service.

(12) Protect infrastructure appropriately from incompatible subdivision, use and development, and reverse sensitivity effects.

(13) Avoid, mitigate and remediation of the adverse effects of infrastructure.

(14) Ensure an integrated land use and transport network.

(15) Manage appropriately any possible adverse effects of traffic generation on the transport network.

(16) Provide an integrated transport network including public transport, walking, cycling, private vehicles and freight.

(17) Support urban growth and the quality compact urban form by appropriate parking and loading provisions.

(18) Ensure safety and efficiency of parking, loading and access with the character, scale and intensity of the zone.

(19) Priorities pedestrian safety and amenity along public footpaths.

(20) Ensure safe road crossings for the neighbouring land use and development.

(21) Undertake land subdivision to achieve the respective zone objectives.

Subdivide land in a manner that provides for the long-term needs of the community and minimises adverse effects of future development on the environment.

(22) Vest land to provide for esplanades reserves, roads, stormwater, infrastructure and other purposes. (4) Plan and provide infrastructure that support subdivision and development in an integrated and comprehensive manner.



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(23) Protect infrastructure from incompatible subdivision, use and development, and reverse sensitivity effects.

(24) Safe, efficient, convenient and accessible subdivision layout.

Undertake subdivision that appropriately manages adverse effects on historic heritage or Maori cultural heritage.

(25) Propose subdivision that maintains or enhances the natural features and landscape character and amenity values of the area.

(26) Protect indigenous vegetation or wetlands within residential subdivisions.

(27) Develop subdivision within urban and serviced area that does not increase the risks of adverse effects to people, property, infrastructure and the environment from natural hazards; avoids, where possible, and otherwise mitigates, adverse effects associated with subdivision for infrastructure or existing urban land uses; and maintains the function of flood plains and overland flow paths to safely convey flood waters, while taking into account the likely long term effects of climate change.

The objective of the plan change has been evaluated against Part II of the RMA below to examine the extent to which the objective is the most appropriate way to achieve the purpose of the RMA.

#### **10.1.2 Assessment of the Objectives against Part 2**

**Section 5** identifies the purpose of the Resource Management Act (RMA) as being the sustainable management of natural and physical resources. This means managing the use, development and protection of natural and physical resources in a way that enables people and communities to provide for their social, cultural and economic well-being and health and safety while sustaining those resources for future generations, protecting the life supporting capacity of ecosystems, and avoiding, remedying or mitigating adverse effects on the environment.

It is considered that the Plan Change objective is consistent with Part 2 of the RMA, given that the residential use of the site will remain, and only the density is proposed to change, providing more opportunities for residential development in Schnapper Rock in an area that is close to community facilities and at a site that can be fully serviced. This will, therefore, enable the community to provide for their own social and economic well-being, and will provide additional housing capacity, intensity and choice in the area.

The site has a limited area covered with natural resources, which are currently in a degraded situation. This small extent of the site's natural resources, including two stream corridors, and the restoration of the existing SEA, will ensure that these natural resources are sustained for future generations. The provisions of the AUP that will apply to future development will ensure that any development avoids, remedies or mitigates adverse effects on the environment.

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**Section 6** of the RMA sets out a number of national importance matters that need to be recognised and provided for in achieving the purpose of the RMA. This includes:

- The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins;
- The protection of outstanding natural features and landscapes;
- The protection of areas of significance indigenous vegetation and significant habitats of indigenous fauna;
- The maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers;
- The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga;
- The protection of historic heritage;
- The protection of protected customary rights; and
- The management of significant risks from natural hazards.

The proposed Plan Change and its objective do not compromise the recognition of, or provision for these matters of national importance for the reasons set out in Section 9 of this report. In particular:

- The proposal is not involved with the coastal environment;
- The proposal provides public access to the area's movement network;
- The Plan Change proposal is consulted with Iwi in relation to the matters of importance to Mana Whenua. However, no specific cultural concerns have been identified;
- There is no historic heritage on the site; and
- The proposal will not involve significant risks from natural hazards.

**Section 7** of the RMA identifies a number of "other matters" to be given particular regard by Council. Specific matters from Section 7 that are relevant to the Plan Change include:

- *b) The efficient use and development of natural and physical resources –*

The Plan Change and its objective will support the efficient use of natural and physical resources by applying a land use zone that will result in an efficient, compact residential use of this site.

- *c) The maintenance and enhancement of amenity values; and*
- *f) Maintenance and enhancement of the quality of the environment –*

The proposed zoning will enable the Single House and Mixed Housing Suburban zone's amenity values to be achieved. These zone provisions that would apply to future development under the AUP would ensure that a high quality, built environment is achieved that is consistent with the surrounding

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character and nature of the area.

**Section 8** requires the Council to take into account the principles of the Treaty of Waitangi. It is considered that this proposal will not offend against the principles of the Treaty of Waitangi as Mana Whenua have been consulted, and no major cultural concerns were raised.

The proposed Plan Change with its objective is a more effective means of achieving the sustainable management purpose of the RMA than the current zone or an alternative option (as detailed below). It is considered that the objective of the Plan Change is the most appropriate way to achieve the purpose of the RMA.

## **10.2 APPROPRIATENESS OF THE PROVISIONS TO ACHIEVE THE OBJECTIVES**

### **10.2.1 The Objectives**

Section 32(1)(b) of the RMA requires an evaluation to examine whether the provisions in the proposed Plan Change are the most appropriate way to achieve its objectives by:

- Identifying other reasonably practicable options for achieving the objectives;
- Assessing the efficiency and effectiveness of the objectives; and
- Summarising the reasons for deciding on the provisions.

As the proposed Plan Change is amending the AUP planning maps (District Plan), the above assessment must relate to the provisions and objectives of the AUP to the extent that they are relevant to the proposed Plan Change and would remain if the Plan Change were to take effect.

The options considered relate to the proposed zoning of the Plan Change area. Therefore, the RPS objectives with particular relevance to this plan change are listed below:

- B2.2.1 (1) A quality compact urban form that enables better use of existing infrastructure and efficient provision of new infrastructure, improved public transport and reduced adverse effects.
- B2.2.1(3) Sufficient development capacity and land supply is provided to accommodate residential, commercial, industrial growth and social facilities to support growth.
- B2.2.1(5) The development of land within the Rural Urban Boundary, towns, and rural and coastal towns and villages is integrated with the provision of appropriate infrastructure.
- B2.3.1 (1) A quality built environment where subdivision, use and development do all of the following: (a) respond to the intrinsic qualities and physical characteristics of the site and area, including its setting; (b) reinforce the

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hierarchy of centres and corridors; (c) contribute to a diverse mix of choice and opportunity for people and communities; (d) maximise resource and infrastructure efficiency; (e) are capable of adapting to changing needs; and (f) respond and adapt to the effects of climate change.

- B2.4.1 (1) Residential intensification supports a quality compact urban form.
- B2.4.1 (3) Land within and adjacent to centres and corridors or in close proximity to public transport and social facilities (including open space) or employment opportunities is the primary focus for residential intensification.
- B2.4.1 (4) An increase in housing capacity and the range of housing choice which meets the varied needs and lifestyles of Auckland's diverse and growing population.
- H5.2(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.

### **10.2.2 Other Reasonably Practicable Options for Achieving the Objectives**

In determining the most appropriate method for achieving the objective of the Plan Change, consideration has been given to the following other reasonably practicable options:

- Option 1: Do nothing - retain Residential – Large Lot zoning and the Greenhithe Sub-precinct A overlay on the site.
- Option 2: Re-zone the Plan Change site to Residential - Single House zone and remove the Greenhithe Sub-precinct A overlay from the site.
- Option 3: Seek resource consent as a non-complying activity for either freehold sites or a comprehensive form of urban development.
- Option 4: Re-zone half the Plan Change site to Residential – Mixed Housing Suburban zone and other half to Residential – Single House zone, and remove the Greenhithe Sub-precinct A overlay from the site - Preferred option.

Each of these alternatives is discussed below and a summary of the s32(2) matters for the options are set out in Table 1 below.

#### **10.2.2.1 Option 1 – Do nothing**

This is the status quo option to retain the Residential – Large Lot zone. While this is a possible option, it is not considered the most efficient use of this site, given the site can be serviced by reticulated infrastructure as confirmed by a discussion with Watercare, and its proximity to public transport, community facilities and open spaces. Also, the status quo option does not enhance the ability to create a more compact urban form, consistent with the RPS compared to what could be achieved through the other options. It is an odd site that is not a part of the main gully and stream network and bush environment of the southern part of Schnapper Rock and the greater

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Greenhithe area. The site does not demand protection as per the intent of the Greenhithe Sub-precinct A overlay. For these reasons, this option is not preferred.

*10.2.2.2 Option 2: Re-zone the Plan Change site to Residential - Single House zone and remove the Greenhithe Sub-precinct A overlay*

This option involves applying a Residential - Single House zone to the subject site, thereby allowing the site to act as a transition zone between Schnapper Rock Road's northern side and the large lot properties to the southern side. While this option is technically feasible, it is not considered viable due to the reduced number of lots that will be yielded, while all the services and infrastructure will still largely need to be established, which would result in the lots being unaffordable. Simultaneously, two different residential characters with two different densities on the northern and southern sides of Schnapper Rock Road will not assist in creating an integrated neighbourhood with coherent and clearly articulated streetscape on both sides of the main access road to the area. Therefore, this option is not considered an efficient use of valuable residential land and will not offer an appropriate land use from a good urban design perspective. Overall, Option 2 does not provide the best planning outcome. Therefore, option 2 is not preferred.

*10.2.2.3 Option 3 - Seek resource consent as a non-complying activity for either freehold sites or a comprehensive form of urban development*

Under this option, a resource consent could be sought as a discretionary activity under the AUP's Large Lot zoning provisions for either freehold sites or a comprehensive urban development form like Integrated Residential Development. The Greenhithe Sub-precinct A overlay has put further planning restriction on the site and would make the subdivision proposal a non-complying activity. This was considered a possibility because of the defined site-specific nature of the proposal. However, it was ultimately decided that this was not an efficient process. Resource consents would be required for developments on each site, which would be difficult to obtain due to the Residential – Large Lot zoning and the Greenhithe Sub-precinct A objectives and policies which apply to the site which is not supportive of mixed-density type development. A plan change would deliver a more transparent approach as the future development of the site will be more consistent permanently with the neighbouring sites. Therefore, option 3 is not preferred.



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10.2.2.4 *Option 4: Re-zone half the Plan Change site to Residential – Mixed Housing Suburban zone and other half to Residential – Single House zone, and remove the Greenhithe Sub-precinct A overlay from the site - Preferred option.*

This option involves applying the Residential – Mixed Housing Suburban zone to the northern part of the site and the Residential - Single House zone to the southern part of the site, as proposed by this Plan Change application. The environmental effects, policy rationale, and benefits for this option are outlined in this report's preceding sections.

The subject site is surrounded by a mixed-density residential development on three sides. Retention of a grassed open space greenfield site that is largely devoid of landscape values or meaning across most would have created a seemingly anomalous situation. The proposed housing development as per Option 4 would complete the change already apparent across part of the Schnapper Rock Road ridge without eroding any special characteristics of either the site or its wider landscape setting.

The objectives of this option are to enable more suited zoning for the subject site. This will allow for development use, intensity and scale that is consistent with the zonings on adjacent properties and responding to the particular context and location of the application site. In addition, the proposed lot sizes for the envisaged subdivision have a gradual increase of lot sizes across the site from north to south. This option achieves a natural progression of northern mixed housing density onto the site and then provides a transition between the site and its neighbouring large lot properties to the south.

Under the current AUP zoning, it is difficult to see what would ultimately be achieved by maintaining an area of Large Lot type subdivision across a site that is effectively stranded by the more intensive development around it. Moreover, because of this situation, the subject site will also be largely cut off from the main body of Greenhithe Sub-precinct A in the future – the area within which such a policy will remain much more meaningful. This situation supports Option 4's proposed revisions to the Sub-precinct boundary and the removal of both 57 and 57A Schnapper Rock Road from the Greenhithe Sub-precinct A.

The subject site is close to open space networks, community facilities, shops, public transport, employment centres and local schools. Watercare has been consulted to service the site by the appropriate reticulated services. It is a relatively small site, so any additional traffic generated will be able to be accommodated by the existing road network.

The current Greenhithe Sub-precinct A overlay on the site is supposed to protect and maintain the natural features that are available there. But in reality, the current SEA and stream corridors are not at all managed and in a degraded

situation. Under the current planning controls, the site does not have the ability to include any further subdivision and additional dwellings. The site's commercial status does not allow it to adopt an affordable and effective way of managing the SEA and stream ecology. However, Option 4 will ensure a robust and structured maintenance mechanism for the site's natural features through a multi-dwelling residential subdivision with a residents' association that will be legally obliged to undertake on-going protection and management of the existing SEA and stream environment. At the same time, a covenant mechanism monitored by the Residents' Association will ensure an appropriate natural interface with the large lot properties to the south.

In addition, given the subject site is within the walking catchment of a number of neighbourhood's social, communal and recreational facilities, having site sizes that will be more affordable for young families is considered a positive effect for the social fabric of the wider Schnapper Rock area. Large Lot residential sites are definitely not affordable for young families, especially for first home buyers.

To summarise, this is the preferred option because it is an efficient use of existing residential land by delivering a compact urban form through better utilising its appropriate urban zoning and will ensure additional and variety in housing supply to the local market, especially to attract first home buyers.

Therefore, this option is considered a much more efficient and effective planning mechanism to offer not only a number of social and economic outcomes but also to deliver the necessary cultural and environmental benefits for the wider community.

**Table 1:** Summary of Options Analysis Addressing S32(2) Matters

Benefits	Costs	Efficiency and Effectiveness
<b>Option 1: Do Nothing - Retain Residential Large Lot zone</b>		
<ul style="list-style-type: none"> <li>No community engagement and consultation required to rezone the land.</li> <li>Predictable for supporters of the status quo.</li> </ul>	<ul style="list-style-type: none"> <li>Would result in no increase of dwellings, where there is currently a shortfall in the number of new dwellings being constructed to meet the Council's targets.</li> <li>Site is within easy walking catchment of various social, communal and recreational facilities, but young families and</li> </ul>	<ul style="list-style-type: none"> <li>This option is not efficient or effective given the large lots that would result, rather than the compact urban form serviced by the existing reticulated infrastructure that the proposed Plan Change will deliver, which is considered consistent with the AUP, RPS and the RMA.</li> </ul>

	<p>first home buyers will not be able to afford to purchase and develop a Large Lot residential site.</p>	
<p><b>Option 2: Re-Zone the Plan Change area Residential - Single House zone and remove the Greenhithe Sub-precinct A overlay from the site</b></p>		
<ul style="list-style-type: none"> <li>The site would be able to be further subdivided when the Greenhithe Sub-precinct A overlay is removed.</li> <li>Would provide a buffer zone between the two existing zones on the north (Mixed Housing Suburban) and south (Large Lot) boundaries of the subject site.</li> </ul>	<ul style="list-style-type: none"> <li>Would not provide as many residential sites as if the whole site was re-zoned Single House Residential (approximately 35 to 40 sites).</li> <li>The significant costs associated with planning approval, site development, and SEA and stream protection measures may result in the lots being unaffordable, given the lower lot yield.</li> </ul>	<ul style="list-style-type: none"> <li>This option is not efficient or effective as it would result in land being zoned for an activity that is unlikely to be taken up by the market given the high costs of the resulting lots due to the consenting and development costs being spread over fewer lots created.</li> <li>An efficient and effective use of available land resources would be missed for the flattish northern half of the site which has a good building platform area and is capable of accommodating a bit more intensive housing than what is allowed by the Single House zone.</li> <li>An effective urban design approach would be missed when the northern and southern sides of the Schnapper Rock Road streetscape do not offer similar type of urban built character.</li> </ul>

<p><b>Option 3: Seek resource consent as a non-complying activity for either freehold sites or a comprehensive form of urban development</b></p>		
<ul style="list-style-type: none"> <li>Apparently looks less process is involved here than a Plan Change – obviously it is subject to notification.</li> <li>The defined site specific nature of the proposal</li> </ul>	<ul style="list-style-type: none"> <li>Less transparent approach to the development of this site.</li> <li>Difficult to obtain resource consents given the relevant</li> </ul>	<ul style="list-style-type: none"> <li>Not an efficient option because consents would be required for development on each site, each stage and for each variation (if necessary), and a Plan Change was determined as the best option given that</li> </ul>

<p>lends itself to a resource consent approach to development.</p>	<p>objective and policies which do not support intensive house density.</p> <ul style="list-style-type: none"> <li>• It does not offer a permanent planning regime for the site, which means any site development proposal will go through a complicated and uncertain resource consent process.</li> </ul>	<p>future development will be more consistent with a mixed housing density.</p>
<p><b>Option 4: Re-zone half the Plan Change site to Residential – Mixed Housing Suburban zone and other half to Residential – Single House zone, and remove the Greenhithe Sub-precinct A overlay from the site - Preferred Option</b></p>		
<ul style="list-style-type: none"> <li>• Would provide additional residential sites (approximately 100 to 110).</li> <li>• Ensures land for residential activities is used efficiently, close to communal, educational, recreational, employment and public transport facilities, and linkages to reserves and walkways.</li> <li>• The site development cost will be compensated by additional housing yield.</li> <li>• The site is free from any natural hazard and it is serviceable, which would make its intensive development easier.</li> <li>• Will ensure a robust and structured maintenance mechanism for the natural features on the site through a multi-dwelling residential subdivision with a residents' association and that will be legally obliged to undertake an on-going protection and management of the</li> </ul>	<ul style="list-style-type: none"> <li>• For existing properties surrounding the site this is a change in density from what was expected.</li> <li>• The current visual appearance of the site is changed from a vacant site to a housing development.</li> </ul>	<ul style="list-style-type: none"> <li>• This option is efficient given that the land would be developed compactly and would offer a variety of house types (mixed density), and it would be market attractive for future purchasers of the lots, especially for the first home buyers.</li> <li>• This option would effectively achieve the RPS objectives, particularly in relation to quality, compact urban growth that is able to be serviced by the reticulated infrastructure.</li> <li>• This option would offer an efficient and effective protection and management of the existing SEA and stream environment within the site which are not currently well managed and in a degraded situation.</li> <li>• This option would be able to remove a historical anomaly in the Greenhithe Sub-precinct A boundary by removing the subject site from the Greenhithe Precinct AUP overlay.</li> <li>• This option is considered</li> </ul>

<p>existing SEA and stream environment which is currently in a degraded situation.</p> <ul style="list-style-type: none"> <li>• A covenant mechanism monitored by the Residents' Association will ensure appropriate natural interface with the large lot properties to the south.</li> </ul>		<p>as a much more efficient and effective planning mechanism to offer not only a number of social and economic outcomes but also to deliver the necessary cultural and environmental benefits for the wider community.</p>
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### 10.2.3 Risk of Acting or Not Acting

In this case, there is sufficient information about the subject matter of the proposal to determine the range and nature of the environmental effects of the options set out in **Table 1** above. For this reason, an assessment of the risk of acting or not acting is not required.

### 10.2.4 Summary of Reasons for Deciding on the Plan Change

Compared with other potential options for the Plan Change area, it is considered that the proposal is the most efficient and effective option. The proposed Plan Change gives effect to the AUP Regional Policy Statement, particularly about urban growth (Chapter B2). At the same time, the proposal will remove a historical anomaly in the AUP Precinct map that has not been addressed for the subject site at the PAUP submission process.

The site has linkages to and is within easy walking distance to open space networks, community facilities, shops, public transport, employment centres and local schools. The site is adjacent to existing mixed-density residential zoning on three sides, and the proposal confirms a logical extension of this surrounding zoning onto the site. Within the proposed site, the potential effects of any development can be appropriately managed through the application of the standard AUP zone rules and Auckland-wide rules. The Plan Change site can be adequately serviced.

It is a relatively small site, so additional traffic generated will be able to be accommodated by the existing road network. The proposal will ensure the protection and management of the existing SEA and stream environment within the site that is not currently well managed and degraded.



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## 11.0 CONCLUSION

This report has been prepared in support of a request from KBS Design Group Limited for a Plan Change to the Auckland Unitary Plan – Operative in Part ("AUP") to rezone the land at 57 Schnapper Rock Road (Section 2 SO 555200, approximately 3.9889 hectares) from Residential – Large Lot to a mix of Residential – Single House and Mixed Housing Suburban zone.

A minor part of the proposal area includes a designated Watercare site for accommodating infrastructure assets (57A Schnapper Rock Road). The current zoning of Residential – Large Lot for the 57A Schnapper Rock Road site will remain as it is now. The Watercare site will continue its current use as an infrastructure facility.

It should be noted that the original street address of the site, including the Watercare designated area, was 53 Schnapper Rock Road, which is now updated to 57 and 57A Schnapper Rock Road by separating the Watercare site from the balance area. However, when these new site addresses have been established, many of the technical reports were already finalised. Therefore, some supporting reports included in various appendices to this report have still referred to the site as 53 Schnapper Rock Road, and those reports are unchanged.

The proposal site currently falls within the Greenhithe Sub-precinct A of the AUP. The Plan Change proposal also seeks to remove 57 and 57A Schnapper Rock Road from the Greenhithe Sub-precinct A and the relevant AUP precinct boundary's consequential realignment. The removal of the current Greenhithe Sub-precinct A overlay from the Watercare site at 57A Schnapper Rock Road is considered as an appropriate way to adopt a consistent resource management mapping approach in relation to its neighbouring properties.

The request has been made under the provisions of Schedule 1, Section 32 of the Resource Management Act 1991, and the preparatory work has been guided by Appendix 1 of the AUP – Structure Plan Guidelines.

Based on an assessment of environmental effects and specialist assessments, it is concluded that the proposed Plan Change will have positive effects on the environment in terms of the social and economic well-being of the community. The AUP zone rules and Auckland-wide provisions can manage other potential effects of the application.

An assessment against section 32 of the RMA provisions is provided in section 10 of the report. This includes an analysis concerning the extent to which the proposal's purpose is the most appropriate to achieve the purpose of the RMA and an examination of whether the purpose of the proposal is the most appropriate way to achieve the objectives.

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Based on these findings, it is concluded that only the immediately adjacent property owners to the south would feel the change in future landform and built character within site. We, therefore, seek that Auckland Council processes the Private Plan Change request for 57 and 57A Schnapper Rock Road on a limited-notified basis.

For the above reasons, it is considered that the proposed Plan Change accords with the sustainable management principles outlined in Part 2 of the RMA and should be accepted and approved.

**Signed for and on behalf of KBS Design Group Limited**



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