

WARCKWORTH NORTH PRIVATE PLAN CHANGE REQUEST

21-Jan-2019

SECTION 32 ASSESSMENT REPORT

PREPARED FOR:
Turnstone Capital

B&A
Urban & Environmental

CONTENTS

1.0	THE APPLICANT AND PROPERTY DETAILS	1
2.0	EXECUTIVE SUMMARY	2
3.0	INTRODUCTION	4
3.1	Background	4
3.2	Accepting the Plan Change Request (Clause 25).....	6
4.0	SITE LOCATION AND DESCRIPTION	7
4.1	Site Description	7
4.2	Surrounding Locality	8
5.0	DESCRIPTION OF THE PLAN CHANGE REQUEST	9
5.1	Description of the Proposal.....	9
5.2	Purpose and Reasons for the Plan Change	13
5.3	Timing of Plan Change.....	13
6.0	STRATEGIC FRAMEWORK.....	15
6.1	National policy documents	15
6.2	National Environmental Standards	16
6.3	Council Strategic Plans	16
6.4	Regional Policy and Plans.....	18
6.5	Other Plans.....	19
7.0	STATUTORY CONSIDERATIONS	22
8.0	DEVELOPMENT OF THE STRUCTURE PLAN AND PLAN CHANGE	23
8.1	The Structure Plan.....	23
8.2	Consultation and engagement.....	27
9.0	ASSESSMENT OF ENVIRONMENTAL EFFECTS.....	28
9.1	Economic.....	28
9.2	Urban Form and Amenity.....	31
9.3	Open Space and Community Facilities.....	33
9.4	Landscape and Visual Amenity.....	34
9.5	Transport.....	35
9.6	Vegetation and Ecology	37
9.7	Flooding, Stormwater Management and Servicing	41
9.8	Heritage and Archaeology.....	44
9.9	Cultural Values	45
9.10	Land Contamination.....	45
9.11	Geotechnical	46
9.12	Reverse Sensitivity and Potential Effects on Residential Amenity.....	46
9.13	Summary of Effects	49
10.0	SECTION 32 ANALYSIS	50
10.1	Appropriateness of the Proposal to Achieve the Purpose of the Act	50
10.2	Appropriateness of the Provisions to Achieve the Objectives.....	52
11.0	CONCLUSION.....	59

APPENDICES

Appendix 1: Planning Maps and Precinct Provisions

Appendix 2: List of Affected Properties and Certificates of Title and Restrictions

Appendix 3: Legal Opinion addressing Clause 25 matters

Appendix 4: Warkworth North Structure Plan

Appendix 5: Warkworth Spatial Plan (2017)

Appendix 6: Consultation Report

Appendix 7: Cultural Impact Assessments

7.1 – Kawerau a Maki CIA

7.2 Ngati Manuhiri CIA

Appendix 8: Economic Assessment

Appendix 9: Neighbourhood Design Statement

Appendix 10: Landscape and Visual Assessment

Appendix 11: Open Space and Community Facilities Assessment

Appendix 12: Integrated Transport Assessment

Appendix 13: Ecological Assessment and Stream Classifications Map

Appendix 14: Land Development Report (stormwater and servicing)

Appendix 15: Heritage and Archaeology Report

Appendix 16: Environmental Site Investigation

Appendix 17: Geotechnical Report

Appendix 18: Time line for Infrastructure Provision and Urban Development

Appendix 19: Objectives and Policies Assessment Table

Appendix 20: Urban Design Assessment Table of Plan Provisions and Key

Appendix 21: Acoustic Assessment

Appendix 22: Notable Trees Assessment

1.0 THE APPLICANT AND PROPERTY DETAILS

To:	Auckland Council Attention: Michele Perwick
Applicant's Name:	Turnstone Capital
Address for Service:	Barker & Associates Ltd PO Box 1986 Shortland Street Auckland 1140 Attention: Burnette O'Connor
Legal Description:	Refer to Certificates of Title as Appendix 2
Plan Change Area:	95 hectares
AUP Zoning:	Future Urban zone
Brief Description of Proposal:	Private Plan Change request to rezone 98.91 hectares of land at Warkworth North from Future Urban to a mix of business and residential zones with provision for open space and a related precinct to secure development outcomes.

2.0 EXECUTIVE SUMMARY

Turnstone Capital is applying for a Plan Change to the Auckland Unitary Plan – Operative in Part to rezone approximately 99 hectares of Future Urban zoned land in Warkworth North to a mix of residential and business zones with provision for future open space zoned areas. The rezoning proposal would provide capacity for approximately 1000 to 1,200 dwellings and 13.4 hectares of business land.

The Future Urban Land Supply Strategy (FULSS) identifies Warkworth North as being ‘development ready’ in 2022, with potential to accommodate 2,300 dwellings. The proposed Plan Change is consistent with this projection and timing, considering the time required to process the Plan Change and prepare the land for urban development. Progressing the Plan Change now enables the zoning and subsequent land development to coordinate with the delivery of key infrastructure, including the Puhoi to Warkworth motorway extension (2021), the Matakana Link Road (2021) and the Snells Beach wastewater treatment plant upgrade (2022).

The proposed Plan Change responds to the specific characteristics of the site and the surrounding area, with reference to the regional context and Warkworth’s role and function as a Satellite town, and gives effect to the relevant planning documents for the following reasons:

- The capacity of existing business zoned land is sufficient to meet expected demand over the next 30 years and the proposed land uses will contribute to an improvement in the balance of residential and business growth to support Warkworth as a self-sustaining community now and into the future;
- A variety of residential typologies and densities are proposed and respond to locational attributes, environmental and topographical constraints. Generally Residential activities are proposed on steeper areas that are inappropriate for business uses, and higher residential densities are proposed close to the potential Western Link Road, which is likely to accommodate public transport links in the future and will provide for pedestrian and cycleway connectivity from this part of Warkworth to the East, South and existing Town Centre area;
- The Neighbourhood Centre is located within a walkable distance and will provide services for the community that will establish in the proposed residential areas. The proposed centre is small in scale to ensure that there will be no adverse effects arising with respect to the functioning and vitality of Warkworth Town Centre.
- The zoning pattern and proposed Precinct enables a connected and high-quality road network to be established that provides appropriately for all modes;

- The Business – Light Industry zone will enable light industrial or larger foot print buildings to establish on the flatter, more developable land, in a highly accessible location adjacent to the motorway extension, and close to vacant industrial land to the north. It also forms an extension of business zoned land to the existing Business – General Business zoned land on the corner of Hudson Road and the existing State Highway;
- The Precinct provisions for the Business – Neighbourhood Centre will ensure a high-quality of built form, as well as a high degree of connectivity will be achieved;
- The adverse effects of urban development on the natural environment, including the Mahurangi Harbour and its tributaries can be effectively managed and key natural features within the Plan Change area will be maintained and enhanced; as shown Precinct Plans 1 and 2; and
- The Plan Change area is able to be serviced by infrastructure, with appropriate upgrades in place.

The proposed land uses have been assessed to be the most optimal to achieve the objectives of the Unitary Plan, and the purpose of the RMA, in this location. They differ from the "potential business" use identified for the area in the Supporting Growth document. It is considered that the more detailed site and context analysis completed as part of this Plan Change has demonstrated that such a use, on the scale shown on the document, would not be efficient or effective in achieving the sustainable management purpose of the RMA or the Regional Policy Statement because the topography of the Structure Plan area is generally unsuitable for such activities. Significant earthworks (with its associated adverse effects and costs) would be required to make the steeper land viable; sufficient Business Light Industry zoning is already provided for the current planning horizon, and there are other areas in the Future Urban zone at Warkworth that can better provide additional business land in an efficient and coherent manner.

On this basis, it is considered that the proposed zonings are the most appropriate uses for the land. Given that the Council's structure planning process for the wider Warkworth area is anticipated to be at draft stage in February 2019 this private plan process is not considered to frustrate that process as there is unlikely to be any conflict between these documents. This opinion is based on previous public consultation and planning exercises undertaken for Warkworth, as well as discussions with Council. In our opinion, the Council is able to accept the Plan Change request for processing in the same manner as the recently notified Auranga Plan Change in Drury West.

3.0 INTRODUCTION

3.1 BACKGROUND

3.1.1 The Applicant

Turnstone Capital Limited (TCL) is applying to the Council for a Plan Change to the Auckland Unitary Plan to rezone approximately 95 hectares of Future Urban land in Warkworth North from Future Urban zone to a mix of business and residential with provision for future open space zones. Appropriate overlays relating to stormwater management, and Significant Ecological Areas are proposed. The rezoning proposal would provide capacity for approximately 1,000 – 1,200 dwellings and 13.4 hectares of business land (3000m² Neighbourhood Centre zone and 13.0 hectares Business – Light Industry zone).

Turnstone Capital own the majority of land within the Plan Change area, including:

- 12 Sanderson Road;
- Lot 18 DP 9212;
- 220 Falls Road;
- 102 Hudson Road; and
- 223 Falls Road.

The extent of TCL's landholdings in relation to the extent of the Plan Change and wider Structure Plan are shown in **Figure 1** below.

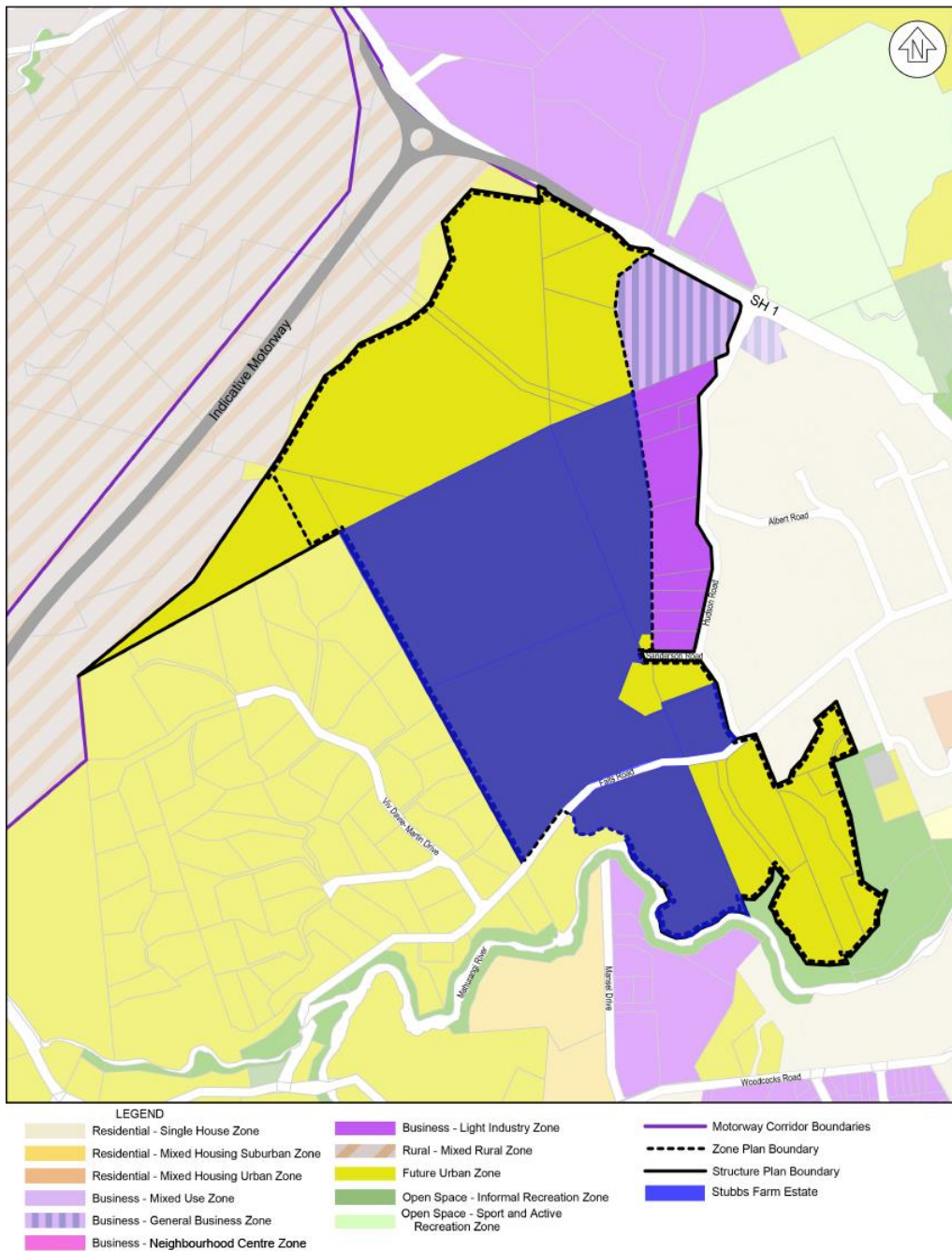


Figure 1: Showing the Structure Plan and Plan Change Area and the Turnstone Capital Limited land holdings (shown blue).

3.1.2 Background to Future Urban zoning

The land within the Plan Change area is zoned Future Urban under the Auckland Unitary Plan (Operative in Part) (AUP). The zone is applied to land identified as being suitable for urbanisation. It is a transitional zone that enables mostly rural activities and some other types of activity subject to scale and related impacts, until such time

as a Structure Plan is prepared and Plan Change is undertaken to apply an urban zoning.

The Council identified the Warkworth North area as being suitable for urban development for a number of reasons¹, including:

- It adjoins the existing Warkworth urban area and urban development would support efficient provision (including upgrades) of infrastructure;
- The proposed Puhoi to Warkworth motorway extension in the north provides a defensible urban boundary;
- The proposed transport upgrades (Puhoi to Warkworth motorway extension; Matakana Link Road and proposed Western Link Road) make the area highly accessible;
- The land is of limited rural production value;
- No significant landscapes or areas (Outstanding Natural Landscapes or High Natural Character overlays) or cultural or heritage areas are identified; and
- Reasonable access to social infrastructure (schools, open space, recreation reserves and community facilities etc).

In justifying the location of the Rural Urban Boundary (RUB) (a smaller area than other options considered), the Council's Section 32 analysis for the AUP stated that given the constraints with much of the rural land around Warkworth, **it will be essential that densities of an urban scale are achieved within the RUB** – if such densities are achieved it will mean greater efficiencies will be achieved in terms of the amount of rural land that will be required to be incorporated within the RUB (page 131).

Within this context, this Plan Change request builds on the broad analysis already undertaken by the Council and proposes an urban zoning configuration that responds to the specific environmental characteristics of the site whilst seeking to achieve the planned densities set out in the Future Urban Land Supply Strategy (2015 and 2017).

3.2 ACCEPTING THE PLAN CHANGE REQUEST (CLAUSE 25)

The Council has discretion to accept or reject a Plan Change request in accordance with Clause 25 of Schedule 1 of the Resource Management Act 1991 (RMA), subject to the matters set out in Clause 25(4)(a)-(e). Specifically, the Council has the discretion to accept or reject a Plan Change request in the case of a proposed change to a policy statement or plan that has been operative for less than two years, which

¹ As outlined in the Council's Section 32 report for 'RUB location' and the planning evidence for Topic 016 – RUB North/West.

is the case for the Auckland Unitary Plan, being made operative on 15 November 2016.

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, and*
- *give effect to the Auckland Plan, and*
- *that any structure planning and subsequent plan changes follow Appendix 1 – Structure Plan Guidelines of the Auckland Unitary Plan, and*
- *gives effect to the environmental outcomes expected and effectiveness of the Auckland Unitary Plan.*

A detailed legal opinion has been prepared by Russell McVeagh (refer **Appendix 3**) that details how the Plan Change request satisfies the matters outlined in Clause 25 and the Council's additional criteria and concludes that the Council can accept it for processing.

In summary, the Plan Change request, including the planning and supporting technical analysis, as well as the process undertaken to prepare the request, including extensive consultation and preparation of a Structure Plan, demonstrate that the proposal accords with the Council's strategic documents, follows the Structure Plan guidelines, is consistent with the objectives and policies of the AUP, and is consistent with sound resource management practice. On this basis, in our opinion, the Council is able to accept the Plan Change request.

4.0 SITE LOCATION AND DESCRIPTION

4.1 SITE DESCRIPTION

The Proposed Plan Change Area applies to 98.91 hectares of land in Warkworth North. The area includes the Future Urban zone land bounded by the proposed Puhoi to Warkworth motorway extension in the north-west, the Viv Davie-Martin Drive lifestyle development area in the west, the Mahurangi river to the South and Hudson Road and State Highway 1 to the east and north-east.

The overall topography of the area is undulating with small gullies and water courses, sloping towards tributaries of the Mahurangi river, as well as the Mahurangi river itself that flows east – west to the north of the existing Light Industrial area before heading east to discharge into the Mahurangi harbour. The north-western corner of

the site is the most elevated. From there the site slopes down towards Falls Road. South of Falls Road the site is generally steep with short gullies falling down to the Mahurangi river. Riparian vegetation lines the true left bank of the River.

There are some areas of existing native vegetation to the north of Falls Road, although these are generally limited given the predominant farming use. A Significant Ecological Area is located on the site at 223 Falls Road.



Figure 2: Showing the existing condition of the Plan Change area.

The Plan Change Area is currently used primarily for farming activities and a small number of dwellings and accessory buildings. Two sites fronting Sanderson Road are currently used for industrial activities, including a recently completed Watercare water treatment plant and an adjoining storage facility.

4.2 SURROUNDING LOCALITY

The Plan Change Area is located immediately to the west and north-west of the existing Warkworth settlement and is located inside the Rural Urban Boundary, adjacent to the proposed Puhoi to Warkworth motorway extension. Further north of the motorway extension is land within the Mixed Rural zone that extends north to Kaipara Flats Road.

To the west of the Plan Change area is the Viv Davie-Martin Drive lifestyle development, which although consented in the late 1990's has only recently begun to near completion in terms of build out. To the south of the Plan Change area is the Mahurangi River and its riparian areas. Further south is the Summerset retirement village; Mitre 10 and Light Industrial area on Mansel Drive and Hudson Road. To the immediate east of the site is the existing business zoned land fronting Hudson Road. The Light Industrial zone is developed with industrial activities, including a concrete batching plant, contractors, suppliers and the Department of Conservation offices. A

vacant General Business zoned site is located at the corner of Hudson Road and State Highway 1. It is understood that the owner intends to develop the site for a Foodstuffs supermarket.

To the north of the site is 64 hectares of rural land that has recently been rezoned Business - Light Industry through the Unitary Plan hearings. The Warkworth Showgrounds, netball courts, rodeo facilities and Mahurangi Rugby club are also located to the north of the site at the intersection with Hudson Road.

A network of roads exists around the Plan Change area. State Highway 1 to the north provides north-south connection between Auckland and Whangarei. Falls Road to the south connects directly through to the Hill Street intersection in Warkworth. Hudson Road to the east provides north-south connections between State Highway 1 and Falls Road. Sanderson Road is a local road which provides access from Hudson Road into the eastern side of the Plan Change Area.

Stage 1 of the Western Link road has been recently completed which connects Mansel Drive to Falls Road via a priority-controlled intersection.

5.0 DESCRIPTION OF THE PLAN CHANGE REQUEST

5.1 DESCRIPTION OF THE PROPOSAL

5.1.1 Overview of the Proposed Zoning

This Plan Change seeks to rezone approximately 99 hectares of Future Urban zoned land to a mix of residential and business zones with potential for open space zones as shown in **Figure 3** and in the plan at **Appendix 1**. A Precinct is proposed over the plan change area to secure a potential alignment for the proposed Western Link road and identify watercourses. A Sub-precinct is also proposed to provide guidance on development of the Business – Neighbourhood Centre; identify future local road connections to adjacent land, and guide mitigation for stream loss that includes a range of ecological and engineering best practice measures as well as riparian enhancement and protection.

The proposal provides for the establishment of a new mixed-use community that logically extends the existing Warkworth settlement and responds to the context of the subject land and the surrounding area.

Responding to the constraints imposed by the topography of the land and other site characteristics such as watercourses, a predominantly residential land use is proposed, with business activities focussed on the flatter and most accessible parts of the site that also relate to existing business zonings and provide an appropriate

transition between established and future land uses. The Business – Light Industry zone is proposed to be located adjoining State Highway 1 and further south. This provides a natural extension of the zoned light industry area to the north and east. The zone provides flexibility to provide a range of industrial and related business activities appropriate for the location next to the motorway extension.

The proposed Neighbourhood Centre zone is located in an accessible and legible area, being on the proposed Western Link Road and generally within walking distance of the higher density residential areas. It is also located on flatter land with a relationship to the river and potential open spaces areas.

The location of the highest density residential zone (Mixed Housing Urban) adjoins the proposed Western Link Road and the proposed Neighbourhood Centre, which transitions towards the north to lower density zones (Mixed Housing Suburban and Single House), further away from the Western Link Road and Neighbourhood Centre. Land in this area is also steeper and therefore suitable for less intensive development.

Indicative Open Space areas have been located to follow and expand the existing stream network and bush areas on the site, which contribute to the ecological values of the area. Additional areas for usable and accessible open space have been incorporated and also provide an appropriate physical buffer between Industrial and Residential land. The bush areas at the stream head waters have also been identified as subject to the Significant Ecological Area (SEA) overlay. This is determined as the more appropriate outcome rather than identification as Notable trees because of the ecological function that these areas fulfil and their ecological values. These values are better protected by the SEA overlay rather than the Notable tree provisions.

In addition, it is proposed to extend the SMAF Flow 1 – Warkworth controls over the plan change area. These controls have been identified as providing the best, most optimal outcomes for stormwater management in this location. Alternatives were investigated but the existing SMAF Flow 1 provisions were determined to provide the best outcomes.

With the zoning in place, the land will have capacity to accommodate approximately 1,000 – 1,200 dwellings and will provide for 13.4 hectares of business land that can be used for a variety of industrial and neighbourhood service land uses.

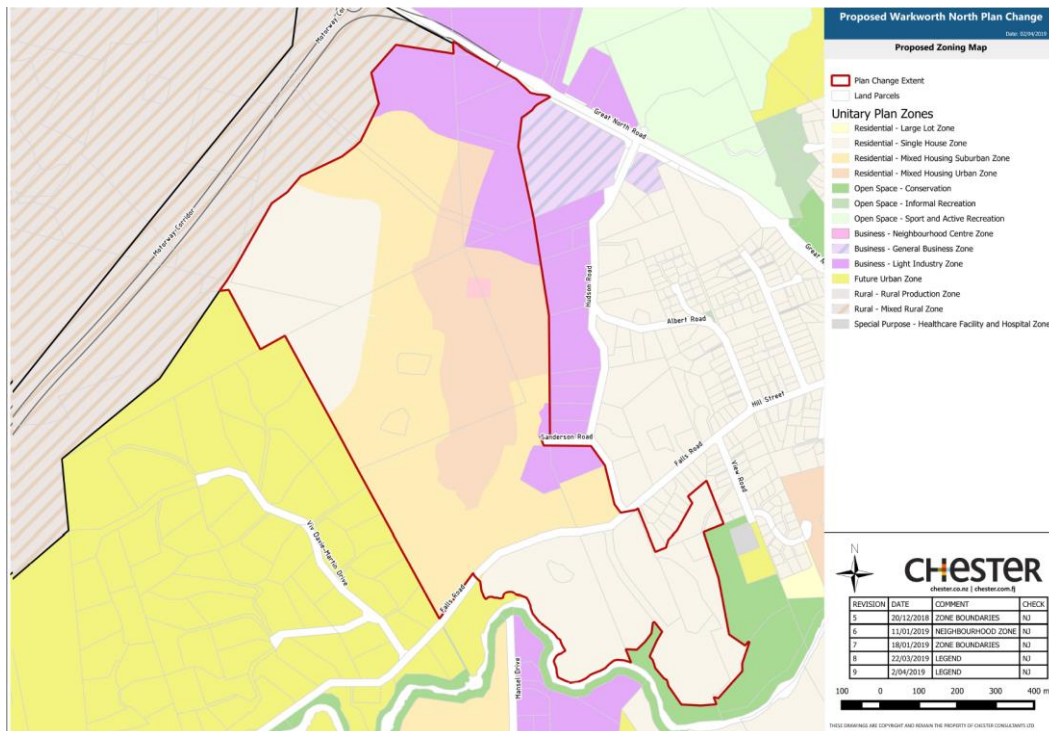
5.1.2 Other Unitary Plan Controls

The following controls and overlays are proposed to apply to the Plan Change area:

- Stormwater Management Area Control – WARKWORTH Flow 1;
- Controls: Macroinvertebrate Community Index – Urban;

- Natural Resources: High Use Stream Management Areas Overlay;
- Natural Resources: High Use Aquifer Management Areas Overlay – Mahurangi Waitemata; and
- Significant Ecological Area in relation to 220 and 223 Falls Road.
- Warkworth North Precinct and Sub-precinct A Stubbs Farm Development Area.

All relevant Auckland-wide and zone rules would apply to future development on the site, in addition to those applying under the overlays and controls noted above.



Figures 3a: Showing the proposed zoning pattern

5.1.3 Precinct Provisions

A Precinct is proposed to manage key aspects such as securing a route for the Western Link road should the plan change alignment be considered the best option for this road.

A Sub – precinct covering the Stubbs Farm Development Area (TCL’s land holding) is proposed to secure future local road connections, stream protection and enhancement and to guide development of the proposed Business – Neighbourhood Centre. With respect to the Precinct provisions the Urban Design Provision Assessment Table in **Appendix 20** demonstrates that the existing Unitary Plan provisions address most urban design outcomes stated in the Neighbourhood Design Statement to be achieved for the Plan Change area. Where there are potential gaps

in the existing plan provisions the Sub-precinct provisions for the Business – Neighbourhood Centre will ensure that a high quality of built form and a high level of connectivity is achieved.

The Precinct sets out objectives, policies and rules to secure road connections, mitigation measures for stream protection and enhancement and guide development of the proposed Business – Neighbourhood Centre.

A detailed analysis of the relevant objectives and policies of the Unitary Plan, including those relating to freshwater management is contained in **Appendix 19**. This assessment confirms that the approach adopted for management of freshwater resources in the plan change area, and specifically the Sub-precinct is consistent with the relevant objectives and policies and that overall an appropriate balance is achieved by avoiding the loss of streams to the greatest extent possible, minimising adverse effects on freshwater resources and providing a framework for enhancement and protection that will result in adverse effects being managed to a degree that they will be less than minor.

A copy of the Precinct Plan is below (see also **Appendix 1**):

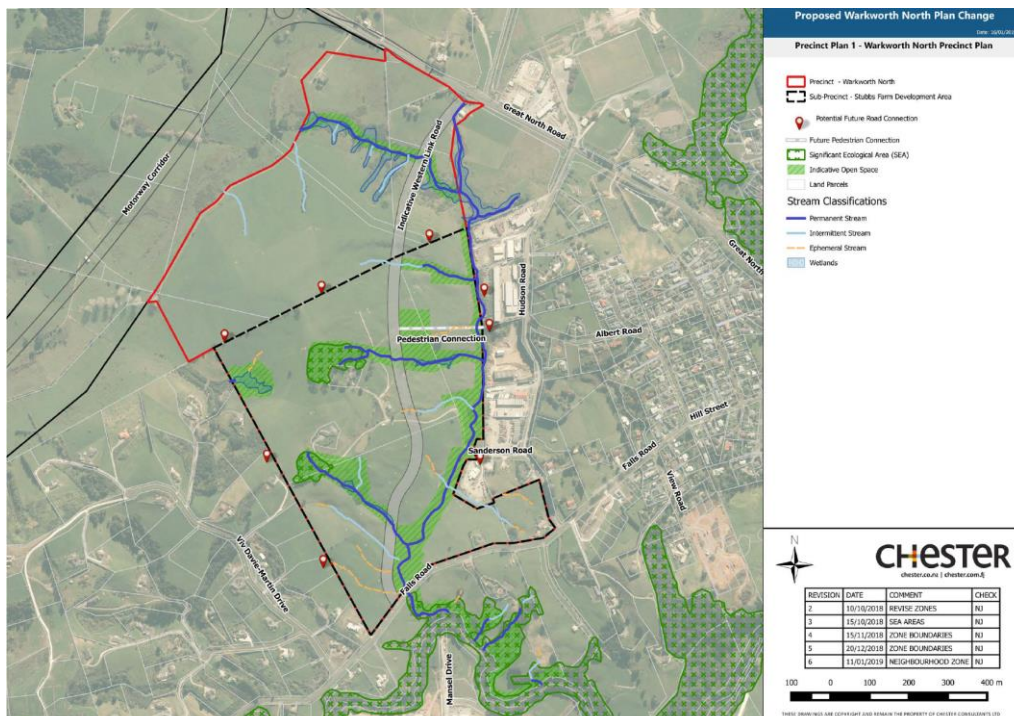


Figure 3b: Showing the proposed Precinct and Sub - Precinct

The Precinct and Sub-precinct rules, in conjunction with the Unitary Plan zone, overlay and Auckland-wide provisions will ensure future development gives effect to the AUP Regional Policy Statement and Part 2 of the RMA.

The Structure Plan supporting this Plan Change request sets out a proposed road layout, key features of which are secured by the Precinct and Sub-precinct. The Structure Plan also shows an indicative subdivision pattern intended to show how the proposed zoning framework can practically work, however, there is no need to incorporate this into the Unitary Plan given that the final location of local roads and site layout will be determined through the resource consent process and will be subject to assessment against the comprehensive objectives and policies, standards and rules under the Subdivision – Urban chapter of the AUP.

Options for the proposed Western Link Road are being investigated at the present time. The Precinct will ensure options through the plan change area are retained and not precluded. If it is determined that the optimal location for the Western Link is through the plan change area; then this will be known prior to completion of the plan change process. The Precinct provisions require the road to then be secured and constructed through the resource consent process. the construction typology and funding of the Western Link can be subject to a separate Infrastructure Funding Agreement (IFA) with Auckland Transport, if required, to ensure its funding and delivery coordinates with development on the land. IFAs or similar funding mechanisms will also be required to deliver the required water and wastewater upgrades in an equitable manner. This can be addressed separately and does not need to be subject to provisions in the AUP.

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 the majority owner of the Plan Change area and intends to develop their landholdings in a manner consistent with the proposed zoning framework, which this Plan Change request will enable. As detailed below, the proposal will provide additional housing and business land supply in Warkworth consistent with the objectives of the Council's planning documents and in this regard, the reasons for the Plan Change are justified and consistent with sound resource management practice.

5.3 TIMING OF PLAN CHANGE

Council is progressing a Structure Planning project for the wider Warkworth Future Urban zoned land. In discussions with Council it has been stated that if the Council process catches up with this process, and the outcomes are compatible the private plan change process can be reviewed.

This situation occurred at Drury, where the Council was progressing a Structure Plan for the wider Drury area, including Drury West and Opaheke, while processing the Plan Change request to rezone part of Drury West (Auranga) for urban activities. We understand that the Auranga Plan Change has been approved. In particular, the Council stated that the area was relatively confined and the proposed land uses were the most appropriate. Infrastructure issues had also been resolved and would not create a situation where there is a significant disconnect between the zoning and the delivery of bulk infrastructure.²

In our opinion, those conditions are also applicable in this case. While the Supporting Growth document identifies the site as “potential business”, in relation to land uses, the more detailed planning and supporting analysis undertaken for the Structure Plan and Plan Change demonstrate that the proposed mix of residential and business land is the most appropriate, taking into account the specific locational attributes and the land constraints of the site. It is also relevant to note that Supporting Growth was determining land use primarily on the basis of transportation.

The development is also able to be serviced by bulk infrastructure, with upgrades in place that TCL will partly fund. In particular, the Puhoi to Warkworth Motorway extension, Matakana Link Road and the Snells Beach wastewater treatment plant will be complete in 2021 and 2022 respectively. Taking into account the time required to process this Plan Change request (12-18 months); and undertake the bulk earthworks required to prepare the site for urban development (likely two years), the development of the land will be co-ordinated with the delivery of bulk infrastructure. Staging and timing of the Plan Change in relation to the provision of infrastructure is detailed in the timeline shown in **Appendix 18**.

On this basis, in our opinion the timing of the proposed Plan Change is appropriate and will not impede the Council’s Structure Plan process for the wider Warkworth North area which is now delayed to February 2019 for a draft.

² Refer to Minutes of the Auckland Council Planning Committee, 5 September 2017.

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 Capacity

The National Policy Statement on Urban Development Capacity 2016 (NPS on Urban Development Capacity) came into effect on 1 December 2016. It recognises the national significance of urban environments and provides direction to decision-makers on planning for urban environments. The NPS on Urban Development Capacity seeks to ensure there is sufficient development capacity for housing and business with a suite of objectives and policies to guide decision-making in urban areas. There is an emphasis on integrated planning of land use, development and infrastructure provision.

Policy PA1 sets out housing and business land development capacity that local authorities are required to provide in the short, medium and long-term.

The Future Urban Land Supply Strategy (FULSS) is the key strategic document that gives effect to this National Policy Statement. The FULSS anticipates that approximately 2,300 dwellings will be provided for in Warkworth North. The proposed Plan Change area will provide capacity for approximately 1,000 – 1,200 dwellings and 13.4 hectares of business land, the delivery of which will be consistent with the FULSS development programme.

6.1.2 National Policy Statement for Freshwater Management

The National Policy Statement for Freshwater Management 2011 (NPSFM) sets a national policy framework for managing freshwater quality and quantity. The NPSFM was updated in August 2017 to incorporate amendments from the National Policy Statement for Freshwater Amendment Order 2017. The amendments came into effect on 6 September 2017 and include provisions that seek to improve fresh water quality with a target to increase the proportion of rivers and lakes suitable for primary contact to 90 per cent by 2040. There are also new provisions that enable the use of freshwater for economic wellbeing.

This is discussed further in Sections 9 and 10 below.

6.2 NATIONAL ENVIRONMENTAL STANDARDS

The National Environmental Standards (NES) that are relevant to this proposed Plan Change include:

- NES for Air Quality;
- NES for Sources of Drinking Water;
- NES for Assessing and Managing Contaminants in Soil to Protect Human Health.

These NES documents have been taken into account in the preparation of the relevant expert reports and are further discussed in Sections 9 and 10 of the report below.

6.3 COUNCIL STRATEGIC PLANS

6.3.1 Auckland Plan Refresh 2017

The Auckland Plan is the Council's key strategic document which sets the Council's social, economic, environmental and cultural objectives. A key component of the Auckland Plan is the Development Strategy which sets out how future growth will be accommodated up to 2040.

In terms of quantity of developable land, the Development Strategy aims to provide for up to 70 per cent of growth within existing urban areas and up to 40 per cent outside of urban areas including greenfield areas, satellite towns and rural and coastal towns. Warkworth was identified in the Development Strategy as a greenfield area for investigation, the detail of which is outlined in the FULSS.

In terms of the quality and form of development, the Auckland Plan seeks to realise 'quality compact urban environments' and 'create enduring neighbourhoods, centres and business areas. These objectives are reflected in the AUP objectives and policies directing new development.

These objectives have informed the development of the structure plan and zoning plan for the Plan Change area, which is further detailed in Sections 9 and 10 of the report below.

We have reviewed the refresh to the Auckland Plan 2050, adopted June 2018. While the Auckland Plan 2050 does not have any statutory weight, it is noted that the proposed Development Strategy includes the proposed Plan Change area within the Future Urban area. The area appears to be identified on Map 16 of the Development Strategy as 'Indicative Future Urban Business Area'. Various technical analysis has been prepared for this Plan Change demonstrating that the majority of the area is not suitable for business uses. This is discussed further in Sections 9 and 10 below.

6.3.2 Future Urban Land Supply Strategy 2017

The council's Future Urban Land Supply Strategy, refreshed in July 2017, implements the Auckland Plan and gives effect to the NPS on Urban Development Capacity by identifying a programme to sequence future urban land over 30 years. The strategy relates to greenfield land only and ensures there is 20 years of supply of development capacity at all times and a seven-year average of unconstrained 'development ready' land supply. 'Development ready land is land with operative zoning and bulk services in place such as the required transport and water infrastructure.

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

The refresh of the Future Urban Land Supply Strategy took into consideration the AUP and amended the sequencing of some future urban areas. Warkworth North was brought forward in the development programme to 2022, reflecting the 2021 completion date for the supporting bulk infrastructure, including the Puhoi to Warkworth motorway extension and the Snells Beach Wastewater Treatment Plant. The FULSS states that Warkworth North could accommodate approximately 2,300 dwellings and that no centres are provided for.

The FULSS does not explain why a centre is not identified in this location, however, we expect this was partly due to the potential business use of the site and the reduced need for a centre in that case. Given that the proposed rezoning provides for a new community to establish, it is critical that a supporting neighbourhood centre is located within the development to provide for the day-to-day needs of residents within a walkable area consistent with the urban growth and form objectives of the Regional Policy Statement. This is discussed further in the report below.

6.3.3 Open Space and Community Facilities

6.3.3.1 General Policies and Action Plans

The Council has prepared various policies and action plans regarding the provision of community facilities and open space in Auckland, including:

- Open Space Provision Policy 2016;
- Parks and Open Space Acquisition Policy 2013; and
- Community Facilities Network and Action Plan 2015.

These policies have been taken into account in preparing the open space strategy for the Plan Change and determining future community facility needs. This is discussed further in Sections 9 and 10 of the report below.

6.3.3.2 Rodney Greenways – Paths and Trails Plan Puhoi to Pakiri (2017)

This plan was developed by the Council to set out the desired open space greenways network from Puhoi to Pakiri. The document is intended to inform future development.

The plan identifies a proposed greenways route and future road through the Plan Change area as shown in **Figure 4** below.

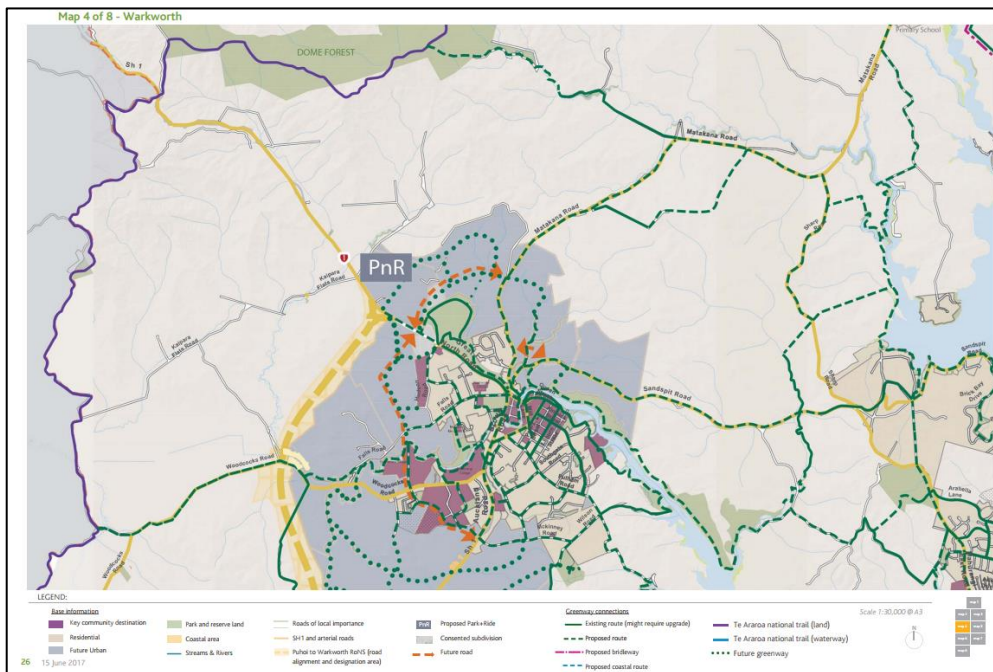


Figure 4: Showing the proposed greenways plan for Warkworth.

The open space strategy for the site conforms with this plan, as set out in Section 9 and 10 of the report below.

6.4 REGIONAL POLICY AND PLANS

6.4.1 Auckland Unitary Plan (Operative in Part)

The 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.

Of particular relevance to this Plan Change are the provisions relating to urban growth and the Future Urban Zone.

Chapter B2 of the Regional Policy Statement contain provisions directing urban growth and form in Auckland. There is strong direction to provide for Auckland's growing population in an integrated manner within the metropolitan area as defined in Appendix 1A of the AUP. There is an emphasis on the need to provide for integrated land use, development and the provision of infrastructure, along with direction to avoid urbanisation without carrying out a structure planning exercise first. Appendix 1 of the AUP sets out the structure planning guidelines which are to be followed when undertaking a structure planning exercise.

The Future Urban Zone is applied to greenfield land that has been identified as suitable for urbanisation. Chapter H18 of the AUP contains the Future Urban Zone provisions. There is direction to avoid urbanisation of Future Urban zoned land until the sites have been rezoned for urban use.

Specific provisions of the AUP are discussed in other parts of this report.

6.5 OTHER PLANS

6.5.1 Supporting Growth – Delivering Transport Networks

Supporting Growth is a collaborative document prepared by Auckland Council, Auckland Transport and the New Zealand Transport Agency to provide a coordinated approach to land use and transportation infrastructure delivery necessary to support planned urban growth within Future Urban areas in Auckland.

The Supporting Growth initiative identifies the following relevant projects for Warkworth North:

- Western Link (previously Western Collector) – Northern and Southern Connection to State Highway 1;
- Matakana Link Road; and
- A new Park and Ride at the intersection of the proposed Puhoi to Warkworth motorway and State Highway 1 to coordinate with new frequent bus services to Auckland in this location.

The location of the Western Link Road through the Structure Plan area is shown indicatively in the Supporting Growth document. The Structure Plan and Precinct sets out the potential location of the Western Link Road more specifically and provides

an indicative cross section width and design, which has been reviewed and agreed in principle with Auckland Transport.

6.5.2 Auckland Transport Alignment Project

The Auckland Transport Alignment Project (ATAP) is a joint project between the New Zealand Transport Agency and the Auckland Council, which sets out the major transport projects that will be delivered by both organisations over the next 30 years from 2018.

In relation to Warkworth, ATAP shows the proposed Puhoi to Warkworth motorway extension as a 'Committed Project'.

6.5.3 Warkworth Spatial Plan

The Warkworth Spatial Plan is a community led planning document that has been prepared to set out the community's aspirations for future development. It has no statutory weight but provides relevant background and summary of the key issues affecting the community.

A working group was established to prepare the document, including local planners, engineers, surveyors, valuers and management and communication consultants. Following the preparation of a draft Spatial Plan, extensive consultation and engagement was undertaken with the community, including:

- Social media posts and responses;
- Media releases and articles;
- Displays at the Warkworth library and two local medical centres;
- Various stakeholder meetings with community groups; and
- A public/residents brainstorming session and Warkworth Growth meeting.

During the engagement period, 174 feedback forms were completed, the web portal had 1,685 unique views. A broad range of views were expressed, with many supporting the proposed movement network and location of higher density housing.

The Spatial Plan is shown in **Figure 5** below:

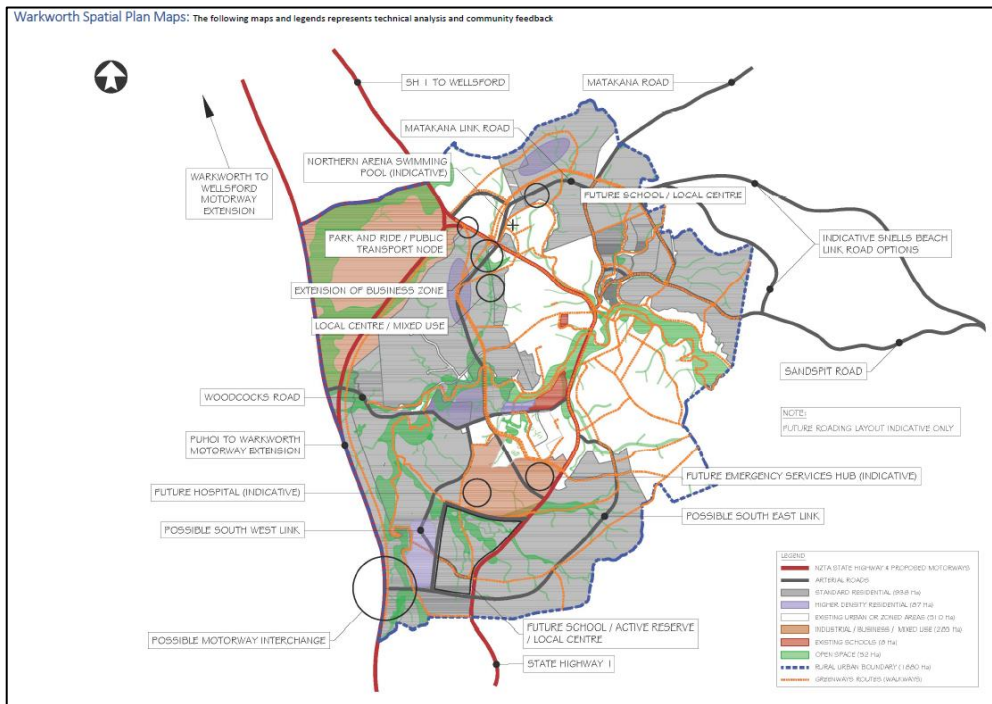


Figure 5: Warkworth Spatial Plan.

The Spatial Plan identifies opportunities for future business uses to the south of the existing Woodcocks Road industrial area, linking the existing business areas of Morrison and Glenmore Drives within the Future Urban zone, and the north-west of the Puhoi to Warkworth motorway extension, albeit this area is currently outside of the Rural Urban Boundary. These areas would be more suitable for business uses given their accessibility to the transport network, location adjoining existing industrial areas and their more enabling topography.

The Spatial Plan was handed over to the Council in December 2017 to inform their impending Structure Plan process for Warkworth North. The Spatial Plan provides a good foundation for the Council to progress the Structure Plan, including a comprehensive summary of the community’s views.

Refer to **Appendix 5** for a copy of the Spatial Plan document and summary of engagement.

7.0 STATUTORY CONSIDERATIONS

The report has been prepared in accordance with the requirements of Clause 22 of Schedule 1 of the Resource Management Act 1991 (RMA) which states:

22 Form of request

- (1) *A request made under clause 21 shall be made to the appropriate local authority in writing and shall explain the purpose of, and reasons for, the proposed plan or change to a policy statement or plan and contain an evaluation report prepared in accordance with section 32 for the proposed plan or change.*
- (2) *Where environmental effects are anticipated, the request shall describe those effects, taking into account clauses 6 and 7 of Schedule 4, in such detail as corresponds with the scale and significance of the actual or potential environmental effects anticipated from the implementation of the change, policy statement, or plan.*

Section 32 of the Act sets out the requirements for an evaluation reports (emphasis added):

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*
assessing the efficiency and effectiveness of the provisions in achieving the objectives; and
 - (ii) *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 DEVELOPMENT OF THE STRUCTURE PLAN AND PLAN CHANGE

8.1 THE STRUCTURE PLAN

In accordance with Policy B2.2.2(3) of the Regional Policy Statement, the proposed Plan Change has been prepared following the preparation of a Structure Plan that accords with the Structure Plan Guidelines at Appendix 1 of the AUP.

The Structure Plan has been prepared by TCL and has been the subject of extensive consultation and engagement with landowners in the Structure Plan area, adjoining landowners, local and central government agencies and the local community, as detailed in Section 8.2 of the report below.

The Structure Plan document is included at **Appendix 4**.

The legal opinion at **Appendix 3** provides a detailed summary of how the Structure Plan meets the requirements of the AUP Structure Plan Guidelines.

8.1.1 Boundary of the Structure Plan Area

The Structure Plan area includes all of the land within Warkworth North (west) with the exception of the countryside living area at Viv Davie-Martin Drive and the land to the west and south of that.

A small area of land at 68 View Road to the south of the Warkworth Birthing Centre is also excluded from the Structure Plan area. This land is isolated and is separated from the Structure Plan area by an extensive open space. Development on this site in the future would logically respond to the character of land to the north and east, rather than land within the Structure Plan area.

The Viv Davie-Martin Drive area was excluded from the Structure Plan area as it has only recently been developed as an isolated lifestyle subdivision and it is highly unlikely to be redeveloped in the short-medium term due to the level of investment in the properties, the topography, covenants registered on titles and access. It was considered more appropriate therefore to treat this area as a fixed boundary. The Structure Plan responds to the existing context of the Viv Davie-Martin Drive area and ensures that future development can integrate well with development in the Structure Plan area.

8.1.2 Summary of the Structure Plan Outcomes

The Structure Plan for Warkworth North is shown in **Figure 6** below:

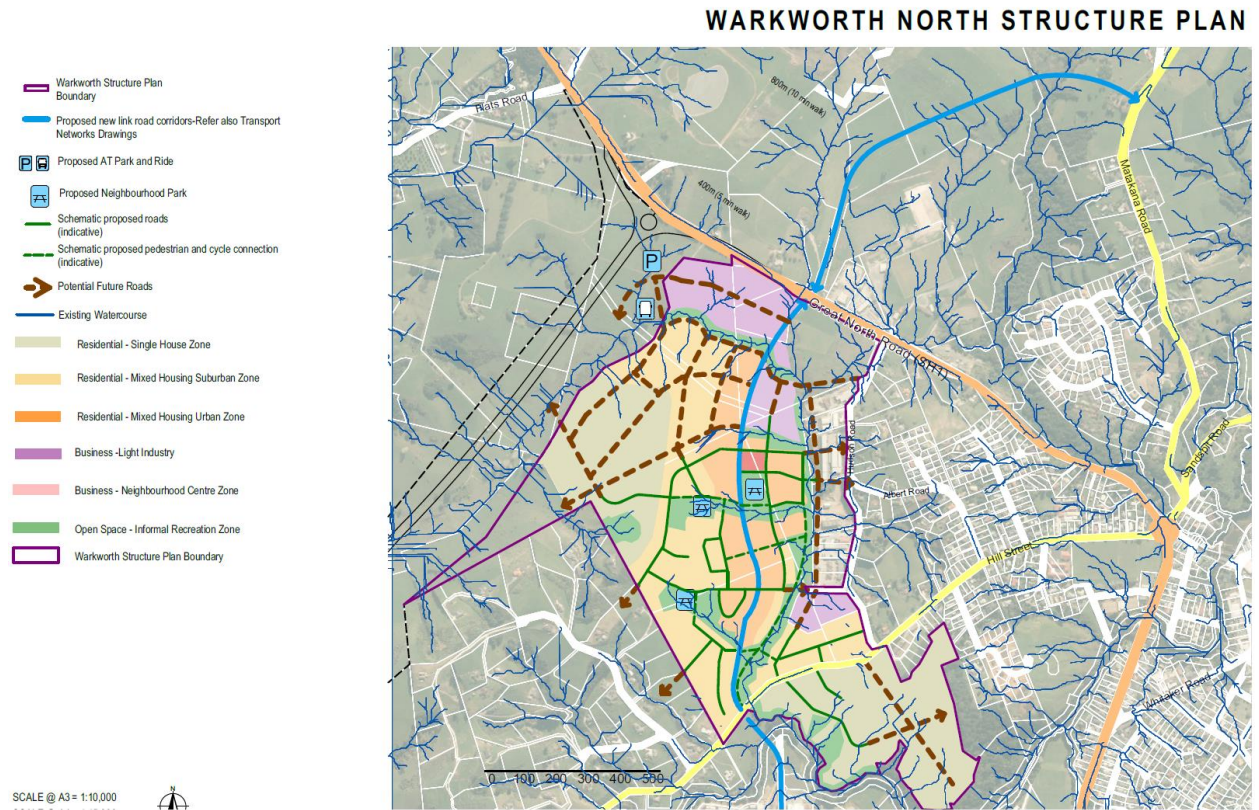


Figure 6: Structure Plan for Warkworth North.

The key drivers of the form of the Structure Plan are summarised as follows:

- The potential location of the proposed Western Link Road that will be the key collector road and could provide access to the site traversing the eastern boundary of the Structure Plan area (if this is not the chosen location for the Western Link then the alignment or similar would be retained as a local road);
- The location of the watercourses and remnant bush areas;
- The need to provide an open space network that is useable, accessible and responds to site characteristics;
- The topography of the site and location of key ridgelines;
- The desire to minimise earthworks and manage visual landscape and character effects;
- The need to manage potential reverse sensitivity and amenity effects, taking into account the nature of surrounding land uses;

- The expected low market attractiveness for business uses in those parts of the Structure Plan area with steeper topography; and
- The need to manage potential effects on the vitality and amenity of other centres in Warkworth.

In response to these key drivers and the policy directives of the AUP in relation to 'quality compact' growth, the Structure Plan proposes a mixed of residential development types, an extension of Business – Light Industry zoned land, a Neighbourhood Centre, linear open space network and potential Western Link Road.

Business activities are focussed in areas with flatter land where they are likely to be more market attractive. Residential densities range from higher intensity closest to the Neighbourhood Centre and potential Western Link Road, through to lower densities in the steeper, less accessible locations.

The Structure Plan maintains and enhances the existing natural features of the site, including the watercourses and remnant bush areas by incorporating them into the open space network. The filling of intermittent streams will be required to achieve efficient use of the land resource and appropriate mitigation measures are able to be provided as indicated on the Precinct Plan and provided for in the Sub-precinct provisions.

The proposed local road network shown illustrates how a legible and integrated development can be achieved within the Structure Plan area, while responding to the natural topography of the area. An indicative lot layout is shown on the TCL land to illustrate how the densities of the Mixed Housing Urban, Mixed Housing Suburban and Single House zones can be achieved.

The technical analysis supporting the Structure Plan and this Plan Change demonstrate that the area can be adequately serviced with identified upgrades in place, as detailed in Sections 9 and 10 of the report below.

8.1.3 Other Development Options Considered

The Council's Supporting Growth – Delivering Transport Networks document identified the Structure Plan area as 'Potential Business'. The draft Auckland Plan Refresh document also identifies as the area as 'Indicative Future Business Area'.

In relation to business land in future urban areas, the Auckland Plan Refresh document states that the exact location and quantity of new business areas will be confirmed through structure planning and that a range of business uses will be provided for where appropriate.

Previous feedback on the draft Structure Plan by the Council stated that they had some concern about the lack of industrial zoned land in the area.

Taking into account the above, the key land use alternative considered for the Structure Plan was a larger proportion of business zoning catering for land extensive 'Group 1' business activities (Light Industry zone most likely).

An economic assessment has been prepared to inform the Structure Plan and the proposed Plan Change (refer **Appendix 8**). In terms of the suitability of the Structure Plan area for industrial uses, the report concludes:

- Foreseeable future demand for industrial land in Warkworth, based on growth in numbers of residents and existing businesses, will be predominantly satisfied through the new Light Industrial zoned land to the north of State Highway 1 (64 hectares) and Morrison Drive (9 hectares); and
- Land suitability considerations would make development for industrial uses expensive, relative to alternative sites in the Future Urban zone, mainly because of the need to cut and fill steep slopes to achieve suitable building platforms. As a result, land zoned Light Industry would be unlikely to be taken up, resulting in economic costs from foregone development.

We agree that 'in plan', the location of the Structure Plan area close to key transport infrastructure and adjacent to the recently rezoned industrial area to the north make the area attractive for business uses, however, 'in reality' the topography of the site, and the extent of earthworks required, would make the parts of the structure plan area considerably less market attractive and would likely to have more significant adverse effects on landscape values when compared with a residential use. In addition, the economic analysis confirms that additional zoned land is not required to meet expected demand for industrial land uses in the foreseeable future. For these reasons, the option of a more substantial Light Industrial zoning within the Structure Plan area was not progressed. Since the initial review by Market Economics, the Light Industrial zoning to the east of the Structure Plan area (which was proposed to be zoned Mixed Use) has been retained in response to a request from respective landowners during consultation. Therefore, the final Structure Plan provides for a greater area of Business - Light Industry, land than at the time of initial review. The Structure Plan also provides for a Neighbourhood Centre of the size specified by Auckland Council staff, to service the increased residential development enabled by the Plan Change.

A detailed analysis of the other reasonably practicable options for zoning of the area are set out in Section 10.2.2 of the report below.

8.2 CONSULTATION AND ENGAGEMENT

The Structure Plan and Plan Change were subject to extensive consultation and engagement throughout 2017, with recent follow ups to keep people informed. The consultation undertaken, and outcomes are detailed in the Consultation Summary report at **Appendix 6**.

The following stakeholders and groups have been consulted:

- Iwi groups;
- Sites within the Structure Plan area;
- Sites adjoining the Structure Plan area;
- Local interest groups;
- NZTA;
- Auckland Council, including Watercare and Auckland Transport.

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

- Confirming that there were no significant issues to Mana Whenua that would prevent an urban rezoning of the land – particular issues of significance have been identified in the Cultural Impact Statements prepared by Kawerau a Maki and Ngati Manuhuri;
- Amending the draft Structure Plan to maintain the Light Industry zoning of the sites on Hudson Road at the request of those landowners;
- Amending the draft Structure Plan to apply the Light Industry zone to the two sites on the southern side on Sanderson Road, currently used as a water treatment plant and consented storage facility;
- Ensuring that the site at 141 Carran Drive was not included in the Plan Change application because of the land owners desire to continue farming; and
- Ensuring that the Structure Plan provided an appropriate interface with the Viv Davie-Martin Drive area considering the character and location of the built form there and providing opportunities for future connections, as well as the existing industrial area and established residential area.

Discussions have been on-going with Auckland Council, Auckland Transport and Watercare. Auckland Transport has provided their ‘in principle’ support for the indicative design and location of the proposed Western Link Road. Watercare has also provided ‘in principle’ support for the proposed infrastructure strategy, including the options proposed and the proposed timing of delivery.

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 ECONOMIC

An economic assessment for the Structure Plan and Plan Change has been prepared by McDermott Consulting Limited (refer **Appendix 8**) to inform the type, quantum and spatial extent of residential and business zones. The key matters addressed in this report are as follows:

- a) The contribution that the Plan Change area would make to the future urban land supply envisaged in the Future Urban Land Supply Strategy;
- b) Whether the proposed zoning contributes to a balance in the residential and employment opportunities offered in Warkworth North;
- c) Whether the land is suitable for business uses from a market attractiveness perspective; and
- d) The effects of a Neighbourhood Centre and Business – Light Industry zoning on the vitality and amenity of other centres in Warkworth.

9.1.1 The Contribution to Future Growth in Warkworth

The Plan Change area would provide for between 1,000 and 1,200 dwellings, approximately 40% to 50% of the dwellings target of 2,300 for Warkworth North. Given the anticipated mix of low and medium density housing types, the economic assessment concludes that this could add between 2,200 and 3,000 people to the resident population, between 960 and 1,300 to the work force and between \$8m and \$9m annually to local retail spending.

9.1.2 Achieving a Balance in Residential and Employment Opportunities

The economic assessment concludes that the proposed zoning will achieve an appropriate balance between residential and employment opportunities in Warkworth North, consistent with the Council's objective for Warkworth to be a "self-sufficient satellite town".³

³ The Auckland Plan Refresh document states that the vision is for Warkworth to 'provide a range of services to the surrounding rural areas and is developing into a self-sufficient satellite town' (pg. 205).

Many of the future resident workforce in the Plan Change area can be expected to find employment in the recently zoned light industrial area east of State Highway 1 which has capacity for over 2,000 jobs as well as the additional Business – Light Industry zoned land proposed in this plan change.

9.1.3 Appropriateness of Extensive Business Zoning

Matter (c) is discussed in Section 8.1.3 of the report above, where it is concluded that a Light Industry zoning across the Structure Plan area would not be an efficient use of the site, given its predominantly steep topography presence of natural features, the earthworks necessary to make the site suitable (with its associated, potentially significant, adverse effects and costs), likely low market attractiveness to business, especially in relation to the greater suitability and lower cost of zoned capacity (around 70ha) elsewhere in Warkworth and the fact that there is already a 20 to 30 year supply of zoned land.

9.1.4 Impact on the Amenity and Vitality of Other Centres

With respect to item (d), the key objective of the Neighbourhood Centre zone is to enable commercial activity which meets the local convenience needs of residents and passers-by (Objective H12.2(6)). Consistent with this intent, the zone restricts larger scale retail and office tenancies (retail restricted to 450m² and office tenancies to 500m²). The size and location of the proposed Neighbourhood Centre zone is consistent with this objective, and supported by the rules, will provide for a range of commercial activities to support the future community within a walkable distance.

The Neighbourhood Centre zone will also provide the opportunity for small scale offices catering for the needs of local businesses (through professional, advisory, and employment services, for example) that will cater for new demand arising from the development of the new Light Industry zone.

Given that its focus will be on new local and nearby demand, it is unlikely that the centre will detract from the amenity and vitality of other centres in Warkworth, which serve different communities and functions.

It is noted that the FULSS Refresh 2017 does not identify any new centres for Warkworth North, whereas the previous 2015 version identified a local centre. The FULSS does not explain the rationale for this, nor details any supporting evidence. However, this may be due to the “potential business” use that is indicated for the site in the Supporting Growth document and the reduced need for a defined centre in that case. Given that the Plan Change would enable a range of residential activities to establish, it is appropriate to provide for a Local Centre that will provide for the day-to-day needs of the local community within a walkable catchment. This would

also serve as a focal point of the development. This supports a quality compact urban form consistent with B2.2 of the RPS.

The proposed General Business zone provides opportunities for large format retail greater than 450m² per tenancy. The highly accessible location of the proposed General Business zone at the intersection of the Puhoi to Warkworth motorway extension and State Highway 1 and close to the Matakana Link Road - a significant arterial for the settlements to the east as well as forming part of the planned 'ring road' transport network for Warkworth; make it suitable to large format retailing and the emergent logistics activities associated with distribution of goods from warehouse directly to final demand.

The zoning would build on the supermarket planned for the corner of State Highway 1 and Hudson Road. The economic assessment notes that this nodal location means it will differ from, and should complement, the proposed Kowhai Falls centre.

There is limited, if any, capacity within the Warkworth Town Centre to accommodate large format retail activities, given the fragmented subdivision pattern, constrained height limit imposed through Precinct rules and character controls; and geotechnical constraints. Despite these constraints, the Warkworth Town Centre is likely to continue to form the heart of the community, given its central location and natural attributes, including the amenity offered by the Mahurangi river and surrounding open space network. These factors, along with the restricted size of the proposed Neighbourhood Centre will ensure the continued amenity and vitality of the Warkworth Town Centre.

The AUP seeks to *primarily* focus commercial growth within a hierarchy of centres (B2.5.1(2)). The specific characteristics of the Plan Change area, its location with respect to the substantial urban growth target for Warkworth, its access through key roads to Warkworth, and the limited capacity of the Warkworth Town Centre to accommodate larger scale retail, make the proposed Business – Neighbourhood Centre zoning appropriate.

9.1.5 Summary of Economic Effects

In our opinion, the proposed mix of residential and business zoning will have positive effects on the environment from a social and economic well-being perspective. Opportunities for residential growth will be provided alongside local and more diverse employment opportunities. The type and quantum of retail enabled by the zoning will provide the local community with access to services within a walkable distance. The proposed zoning will not adversely affect the amenity and vitality of the Warkworth Town centre because of the specific function that areas fulfils, its locational attributes and character.

9.2 URBAN FORM AND AMENITY

A Neighbourhood Design Statement has been prepared to inform the Structure Plan and Plan Change (refer **Appendix 9**). This Design Statement identifies the opportunities and constraints presented by the Structure Plan area, and develops a series of specific design principles and supporting outcomes in response to those, which are summarised as follows:

- **Acknowledge the challenging topography**
 - Distributing uses so they can be cost effectively developed on appropriate terrain; and
 - Setting development levels from existing natural features and working with surrounding topography.
- **Keep and protect stands of trees and waterways**
 - Planting the watercourses from the stands of native trees to the Mahurangi river tributary;
 - Connecting those areas by green corridors; and
 - Incorporating these natural features into the storm and water treatment design.
- **Appreciate natural areas by putting roads and public places along their edges**
 - Multi-modal roads are placed by planted and landscaped areas; and
 - Higher densities of housing can overlook these roads to enjoy the visual amenity of these areas.
- **Connect the Western Collector**
 - Creating dominant and legible entries to the site; and
 - Acknowledging it as a through road and minimising interaction from it with incompatible land uses e.g. residential vehicle entrances.
- **Provide a well-connected Local Centre**
 - Local amenities within a 400m walking distance;
 - Enhanced sense of community;
 - Opportunity for local employment; and
 - Opportunity for choices of living.
- **Create a contained and hierarchical horizontal mix of uses**
 - Urban form with a hierarchy of density and height toward the Neighbourhood Centre or visual natural amenity;

- Enhanced natural features can divide up the overall scale of the development, reflecting the areas of different topographical characteristics; and
- Key natural features of the river tributary can be enhanced and used as a visual buffer.
- **Create a legible multi-modal movement network**
 - Provide pedestrian, cycle and vehicle options;
 - Provide connection and integration options for potential future changes in land use;
 - Provide equitable access to neighbourhood public open spaces; and
 - Provide walkable options to public transport connections.

These design principles and outcomes directly underpin the proposed design response contained in the Structure Plan, including the distribution and location of zones, the location of roads and connections and the open space network. They respond to the key characteristics of the site and build on the urban design and place-making objectives of the AUP and Auckland Design Manual.

For these reasons, in our opinion, the proposed design response, secured by the proposed Precinct; will have positive effects on the environment in the context of achieving a quality-built environment, in particular, the proposal will:

- Respond to the intrinsic qualities and physical characteristics of the site and area, including its setting (RPS Policy B2.3.1(1)(a)), by maintaining and enhancing the Mahurangi river and existing stands of vegetation, minimising landform modification through the application of land use zones and the location of roads, and providing land uses that respond to the existing edge conditions;
- Reinforce the hierarchy of centres and corridors (RPS Policy B2.3.1(1)(b)) by providing for an appropriately sized Neighbourhood Centre and ensuring other retail opportunities do not detract from the Warkworth Town Centre;
- Contribute to a diverse mix of choice and opportunity for people and communities (RPS Policy B2.3.1(1)(c)) by providing a range of residential and business zones that enable a range of densities and living opportunities;
- Maximise resource and infrastructure efficiency (RPS Policy B2.3.1(1)(d)) by applying land uses zones that will ensure land is used efficiently;
- Is capable of adapting to changing needs (RPS Policy B2.3.1(1)(e)) by applying a land use pattern that is flexible to changes in the market over time, particularly in relation to the business zones; and

- Promote the health and safety of people and communities (RPS Policy B2.3.1(3)) by providing a connected and visible road network that provides for all modes and a public open space network that is accessible to the community and particularly from higher density residential areas.

9.3 OPEN SPACE AND COMMUNITY FACILITIES

An assessment of the future need for open space and community facilities has been prepared to inform the Structure Plan and Plan Change and is included at **Appendix 11** to this report.

Warkworth currently has a reasonably extensive and diverse range of community facilities, including primary and secondary schools, various sports fields, healthcare facilities, churches and community halls. The majority of these facilities are located in and around the Warkworth Town Centre and Woodcocks Road industrial estate. Notably, the Warkworth Showgrounds is located to the north of the Plan Change area. It is understood that Northern Arena has plans to develop a swimming facility in the future on land adjoining the Warkworth Showgrounds.

Given the quantum and range of community facilities within a close distance to the Plan Change area, additional dedicated community facilities are not proposed. However, there would be opportunities for public or private community facilities to establish within the proposed business zoned land.

In relation to open space, the Plan Change proposes to establish a network of open spaces (Indicative Open Space) that provides opportunity for connection to existing open space areas and builds on the natural amenity offered by the Mahurangi river and the existing stands of native vegetation within the Plan Change area. Within this network, a range of open spaces are proposed that will cater for the varying needs of the future community, including:

- Three neighbourhood parks between 3000m² and 5000m²; and
- A cycleway adjacent to the Mahurangi river, below the level of the proposed Western Collector Road.

There are opportunities to achieve a flat useable space within the neighbourhood parks to kick a ball etc, although the size may vary depending on the particular gradient. The open spaces are located within walking distance of the residential areas and are located particularly close to the proposed higher density zones. The proposed cycle way will provide opportunities for active recreation in a high amenity setting.

A suburb park is not considered necessary given the varied nature of the open spaces proposed and the function of the proposed Local Centre as the community focal point.

The proposed open space network is consistent with the Rodney Greenways Plan - Paths and Trails Plan Puhoi to Pakiri (2017).

For these reasons, the proposed provision of open space and community facilities is considered to be appropriate and the potential effects in relation to the social well-being of the future community are likely to be positive.

9.4 LANDSCAPE AND VISUAL AMENITY

A landscape assessment has prepared by Littoralis Landscape Architecture to inform the Structure Plan and Plan Change and is included at **Appendix 10** to this report.

The landform of the Structure Plan and Plan Change area has been a key factor in informing the Structure Plan and proposed zoning pattern. As a context setting matter, it is important to note that any urban development within the Plan Change area will alter the existing landform. In our view, this is generally anticipated given that the area has a Future Urban zoning and therefore envisages urban activities occurring on the land.

Following a detailed review of the existing site and context, Littoralis considered the key outcomes sought for the Structure Plan from a landscape perspective to be as follows:

- That the broad profile of the terrain and ridgeline are to be perpetuated, albeit with subtle modification to allow for roading and allotment development required to enable urban use of the land;
- That any existing areas of indigenous vegetation of substance are to be conserved as far as practicable; and
- That the primary riparian corridors are to be retained and reinforced with restorative efforts.

The proposed zoning pattern responds to these considerations by:

- Retaining the broad topography of the Structure Plan area, particularly the Stubbs Farm ridgeline;
- Enabling roads to be orientated primarily across the natural contour rather than perpendicular to it;
- Conserving and integrating the most intact pockets and belts of indigenous vegetation;

- Acknowledging the best-developed natural watercourses and emphasising these as a structuring element;
- Concentrating the highest densities of potential development in the lower-lying topography;
- Configuring the layout of the Structure Plan area to optimise opportunities for high-quality urban environments, strong landscape identity and high levels of amenity; and
- Integrating, where practicable, the edges of the Structure Plan area with adjoining areas so that natural patterns and open space corridors can continue seamlessly and be strengthened where possible.

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

Littoralis has also undertaken a detailed assessment of the potential visual amenity effects of the rezoning from identified viewpoints around the development. From some vantage points there will naturally be a significant change from the existing view given that the area will change from rural to urban activities. These effects will be mitigated as far as practicable by retaining the broad landform, retaining key areas of existing vegetation and proposing lower density residential use on the steeper and more visible areas, which would more easily integrate with the landscape through the use of smaller building footprints and landscaping (on-site and within streets).

Within the context of the Future Urban zone contemplating urban activities and taking into account the proposed land uses and zoning pattern, it is considered that the potential visual amenity effects of the proposed rezoning on the environment will be acceptable.

9.5 TRANSPORT

An Integrated Transport Assessment (ITA) has been prepared for the Structure Plan and Plan Change and is included at **Appendix 12** to this report.

Taking into account the proposed transport network shown in the Support Growth: Future Transport Networks document, the ITA has focussed on addressing the following:

- a) The design and location of the potential Western Link Road;
- b) Whether any upgrades to the surrounding road network are required to enable development, taking into account the potential trips generated within the Plan Change area; and

- c) The appropriateness of the future local road network within the Plan Change area.

These matters are addressed in turn below.

9.5.1 Design and Location of the Western Link Road

The Supporting Growth: Future Transport Networks document states that the extension of the Western Collector arterial will help to alleviate pressure within the township by providing a strong north-south alternative route to State Highway 1. The Applicant has had extensive discussions with Auckland Transport on the design and location of the Western Link Road given that it is potentially a key access within the Plan Change area.

Auckland Transport initially set out a requirement for a standard 32m arterial road cross section. This would be challenging to achieve given the topography of the site and Auckland Transport have generally agreed to a narrower cross section of typically 29.5m.

The Western Link Road is proposed to provide for one lane of traffic in each direction initially. Adequate space is provided within the road corridor to construct an additional traffic lane in each direction as demand requires.

The Western Link Road will be constructed in stages. Construction of Stage 1 has been completed by Auckland Transport in April 2017, connecting Mansel Drive to Falls Road. If the current options process being undertaken by the Supporting Growth Alliance identifies the Structure Plan / Plan Change area as the preferred location for the northern extent of the Western Link (Stage 2)⁴ this will be completed as part of the future development of the TCL land, which would be jointly funded with TCL and Auckland Transport (applying to Stages 1-4 of the Structure Plan). Stage 3 would be completed as a final stage and would be timed with the delivery of development in Stage 5 of the Structure Plan.

9.5.2 Other Required Road Upgrades

Based on the Auckland Transport supplied information, the ITA outlines the expected volume of traffic generated by the Plan Change area and the consequent impact on surrounding key intersections.

The ITA recommends that a set of traffic signals be installed at the southern end of the Western Collector Road at the intersection with Falls Road and Mansel Drive. A roundabout would also be viable but traffic signals would provide better conditions

⁴ It is identified as one of two preferred option Supporting Growth posted for public feedback in August 2018.

for pedestrians and cyclists. Traffic signals would ensure that this intersection would operate safely and efficiently with development in the Plan Change area in place.

The modelling shows that no other upgrades to the surrounding network would be required.

9.5.3 Future Local Road Network within the Plan Change Area

An indicative road network is shown in the Structure Plan and options are proposed to be secured through the Precinct provisions. The location of a potential collector (link) road and also future road connections are shown on the Precinct Plan. While the exact form and function of this local road network would be determined as part of future resource consent applications, the Precinct enables these options to be secured. Given these provisions, a connected road network can be achieved that would be consistent with the urban subdivision provisions as well as the density and amenity outcomes sought for the proposed zones. The roads are able to follow the contours of the land to minimise landform modification and can be designed to appropriately provide for all modes.

9.5.4 Transport Summary

The effects of the rezoning proposal on the existing and future transport network have been assessed in the ITA. With the Western Link Road and proposed signalisation of the Mansel Drive/Falls Road intersection in place, the surrounding road network will continue to function safely and efficiently. The local road network within the Plan Change area can be designed to be well connected and appropriately provide for all modes.

9.6 VEGETATION AND ECOLOGY

An ecological assessment has been undertaken to support the Structure Plan and Plan Change and is included as **Appendix 13** to this report. This includes an assessment of vegetation and flora, herpetofauna, avifauna and freshwater.

Ecological surveys were carried out for the TCL land to the north of Falls Road, 223 Falls Road and 102 Hudson Road. A desktop ecological survey was carried out for the remaining land in the Structure Plan area.

9.6.1 Freshwater

The main Mahurangi river tributary flows through the eastern part of the Plan Change area as shown in **Figure 7** below. Other permanent, intermittent and

ephemeral watercourses within the Plan Change area have been identified and are shown on the Stream Classifications Map contained in **Appendix 13**.

The Mahurangi river watercourse to the north of Falls Road was considered to have moderate value. The remaining watercourses to the north of Falls Road typically have low to moderate value. The watercourses at the site at 223 Falls Road have moderate to high value.

The proposed Plan Change protects the majority of watercourses within the site by incorporating them within the proposed open space network.

To facilitate an urban development of the land some filling of intermittent streams will be required within the land to the north of Falls Road. The filling or modification of watercourses has been avoided and minimised to the greatest extent possible and this is in accordance with the intent of the Unitary Plan as expressed in the Introduction in Chapter E3 – *Lakes, rivers, streams and wetlands*. The effects of any required filling of intermittent streams and the adequacy of the mitigation proposed has been considered. Both the filing and proposed mitigation are shown on Precinct Plan 2 and secured through the proposed Precinct provisions.

Further discussion of effects related to freshwater is set out in section 9.7 below.

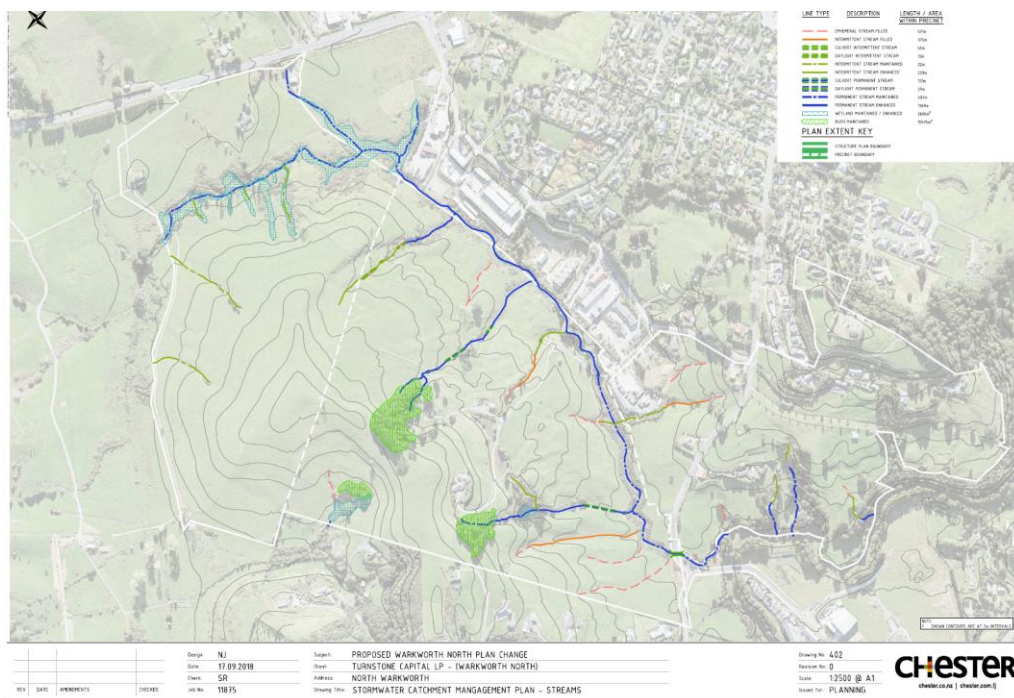


Figure 7: Showing the permanent and intermitted watercourses traversing the site and wetland.

9.6.2 Vegetation

Figures 8 and 9 below show the location of existing significant vegetation within the TCL land.



Figure 8: Showing the location of native vegetation areas on the TCL land to the north of Falls Road.



Figure 9: Showing the location of native vegetation areas at 223 Falls Road.

In relation to vegetation and ecology, the assessment makes the following key conclusions and recommendations:

In relation to the TCL land to the north of Falls Road:

- The vegetation present is of low to moderate botanical value but does provide ecological values in the context of the wider surrounding landscape as habitat for and food resources for native fauna; and
- Protection and fencing of native vegetation and riparian areas will ensure that key areas of native vegetation and their riparian connections to the Mahurangi river are protected.

In relation to 223 Falls Road:

- The vegetation present is mostly comprised of individual trees or stands of Totara of moderate size and age that are of moderate botanical value; and
- The Significant Ecological Area overlay provisions and the proposed open space network would protect the riparian vegetation along the Mahurangi river and the tributary stream and therefore retain vegetative connectivity along the site's watercourse systems.

In relation to the residual Structure Plan area:

- Generally, most of the vegetation in this area is of low to moderate botanical value but does provide ecological values in the context of the wider surrounding landscape as habitat for and food resources for native fauna.

A range of general recommendations are also included in the assessment with respect to earthworks within riparian areas and the preparation of weed and pest removal management plans.

The key native vegetation areas are proposed to be maintained and enhanced through identification as Significant Ecological Area (SEA) as well as being incorporated within the indicative open space network. The recommended enhancements to these areas and the watercourses, including by fencing, weed management and enhancement planting are addressed in the Precinct provisions and can therefore be secured at the resource consent stage. It is anticipated that at least parts of the indicative open space network will be vested in parks for ongoing public use and enjoyment.

On the basis of the above, it is considered that the potential effects of the rezoning proposal on the ecological values of the environment related to vegetation will be acceptable and less than minor, taking into account the proposed location of the open space zone and provisions of the AUP that will apply to future development and the proposed Precinct provisions.

9.7 FLOODING, STORMWATER MANAGEMENT AND SERVICING

A comprehensive land development report was prepared to inform the Structure Plan and Plan Change, which is included at **Appendix 14** to this report. The proposed Stormwater Catchment Management Plan is included at Section C of that report, given the absence of an Integrated Catchment Management Plan for the wider area.

9.7.1 Flooding

The land development report summarises flood modelling has been completed for the catchment. The result of this modelling show that the existing flooding is generally confined to the gullies and streams enabling the majority of the Structure Plan area to be free of flooding risk. The change in land use will not increase downstream flooding. Given this, and the location of the Warkworth North catchment in the lower third of the Mahurangi river catchment, the land development report concludes that detention for the 10% AEP and/or 1% AEP events are not required within the Catchment.

The standard provisions in Chapter E36 of the AUP would apply to any development within identified flood plains and/or overland flow paths, which would sufficiently manage the effects of potential development in these areas.

9.7.2 Stormwater Management

9.7.2.1 Stormwater Management – Quality

In terms of stormwater management – quality, the Plan Change proposes to apply the standard quality rules in Chapter E9 of the AUP. This will ensure that there are rules in place to manage the stormwater runoff quality from new impervious areas that have the potential to adversely affect waterways, including high contaminant generating carparks and high use roads. In Warkworth North this would apply to the Western Collector Road and parking areas within the business zones. No additional controls to manage the quality of stormwater runoff are considered necessary.

The best practicable option for managing the quality of stormwater runoff has been identified as a treatment train approach. This may include a combination of at source treatment devices in roads and centralised treatment devices within stormwater reserve areas.

9.7.2.2 Stormwater Management – Flow

Measures would need to be put in place as part of the development to manage flows of stormwater from impervious surfaces. To mitigate the risk of scour and erosion on

the receiving waterways and streams, it is proposed to apply the Stormwater Management Area – Flow 1 controls to the Plan Change area. This is also consistent with the stormwater controls applying to the Warkworth township. The Stormwater Management Area – Flow 1 controls set out a range of requirements for the retention and detention of stormwater.

9.7.2.3 Conveyance

In terms of conveyance, it is proposed to convey stormwater through a combination of piped networks and swales and discharge to streams within the Plan Change area via formed and unobstructed overland flow paths.

The piped network will collect the developed catchment and convey rainfall events up to and including the 10% AEP climate change adjusted storm event. The piped network will discharge to either proposed retention/detention basins or directly to streams within the Plan Change area. Potential locations for outlet structures are included in the land development report.

It is proposed to convey stormwater flows to the Mahurangi river via a formed green corridor, sized to convey the 1% AEP MPD flow.

It is estimated that there will be an increase in flow depth of 0.02m over Falls Road during the 1% climate change AEP year storm event.

Overall, it is considered that the proposed methods for the conveyance of stormwater will ensure that the effects of urban development on the Mahurangi river and its tributaries are acceptable.

9.7.3 Wastewater

The land development report sets out a proposed wastewater servicing plan and includes options for the location of required wastewater infrastructure. The options have been discussed with Watercare and they have agreed in principle to the preferred approach.

In summary, the preferred option for wastewater servicing is for a local gravity reticulation system flowing to a new wastewater pump station on the section of land at the southeast corner of the Plan Change area. This pump station would pump wastewater via a rising main along Falls Road and Hill Street to a connection point towards the wastewater treatment plant at Snells Beach, which will be operational in 2022.

Prior to 2022, as an interim solution, it is proposed to connect to a point at Albert St crossing, which would convey wastewater to the existing Warkworth wastewater

treatment plant. This plant may require upgrades to service the development until the treatment plant at Snells Beach is complete.

These options are shown on **Figure 10** below.

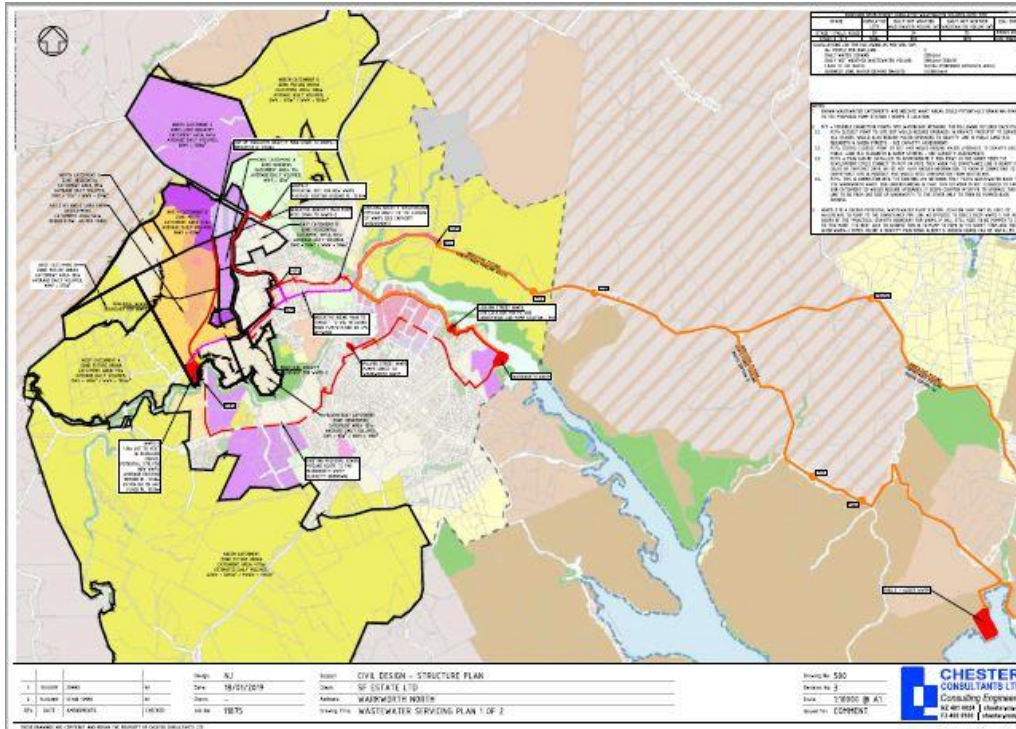


Figure 10: Showing options for wastewater servicing for the Plan Change area.

9.7.4 Water Supply

In relation to water supply, the completion of the water treatment plant at Sanderson Road and network upgrades scheduled for 2018 will provide sufficient water supply for the Plan Change area from 2018. The majority of the Plan Change area can be serviced by a gravity reticulation network supplied by the View Road reservoir, however, due to head constraints, a boosted pressure zone at elevations above RL 50m will be required to ensure minimum levels of service are met. The proposed network is shown in **Figure 11** below.

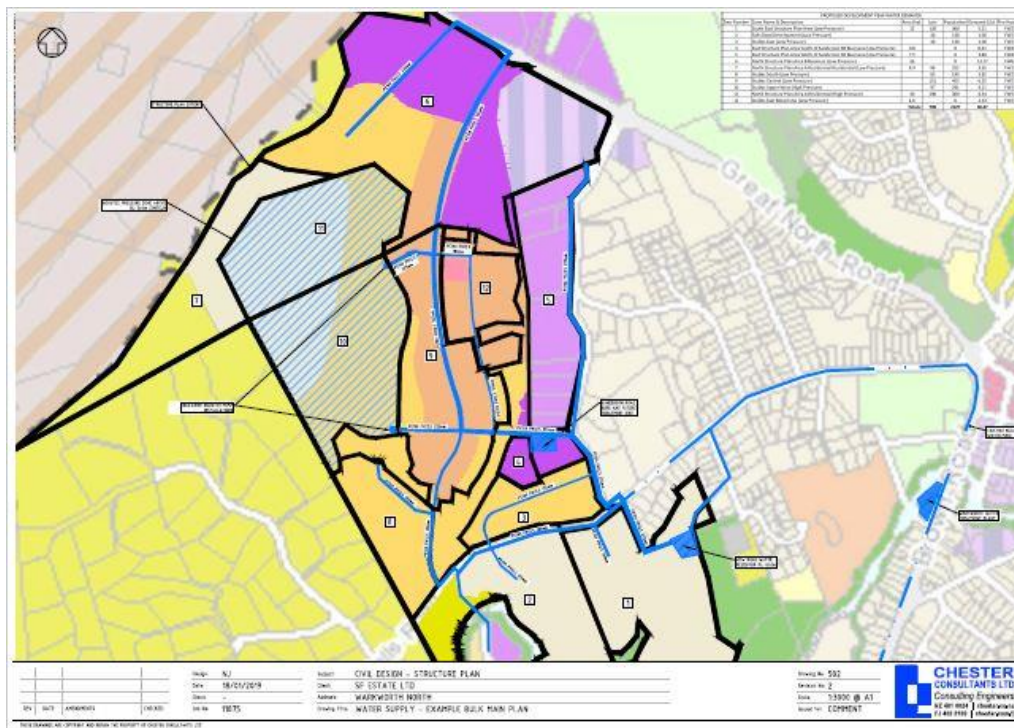


Figure 11: Showing the potential water supply network to service the Plan Change area.

9.7.5 Other Utilities

In terms of telecommunications, Chorus has confirmed that development in the Plan Change area can be serviced with reticulated telecommunications infrastructure.

Communications with Vector in relation to the timing and location of service connections in relation to the Matakana Link Road also touched on Warkworth North and there are no known servicing issues.

9.8 HERITAGE AND ARCHAEOLOGY

Clough and Associates prepared an evaluation of the sites heritage and archaeology to inform the Structure Plan and Plan Change. The report documenting their findings is included at **Appendix 15** to this report.

In summary, no archaeological sites have previously been recorded in the Plan Change area and none were identified during site surveys, and it is unlikely that any unrecorded subsurface remains would be located within the Plan Change area. In addition, no items of heritage value were identified in the Plan Change area.

9.9 CULTURAL VALUES

Mana Whenua have been consulted as part of the development of the Structure Plan and Plan Change as detailed in the consultation report at **Appendix 7**.

It is noted that there are no known identified sites of Significance or Value to Mana Whenua within the Structure Plan area.

Two Iwi groups, Te Kawerau a Maki Settlement Trust and Manuhiri Kaitiaki Charitable Trust have prepared Cultural Impact Assessments.

In summary these assessments highlighted the following concerns:

- Ongoing degradation of waterways through further development, loss of habitat and storm water runoff;
- Growth exceeding current predictions;
- Connectivity appropriate to growth;
- Unforeseen adverse impacts to the environment;
- Sustainability;
- Unaffordability of dwellings for Mana Whenua;
- Ongoing engagement has been requested;
- Meaningful cultural interpretation occurs through incorporation of place names (e.g. streets and parks) and if and as appropriate cultural art and design elements to offset the impacts to the cultural and natural landscape; and
- Ecological mitigation plans be developed and that stormwater treatment be designed in consultation and combined with a waterway enhancement programme.

These matters have been considered and addressed in the Structure Plan and Plan Change process, particularly with respect to the development layout and zoning pattern, the methods for ensuring that the intrinsic values of the Mahurangi river and its tributaries are respected and ensuring that significant areas of native vegetation within the Plan Change area are maintained and enhanced to the greatest extent practicable.

9.10 LAND CONTAMINATION

An Environmental Site Investigation report has been prepared for the Plan Change area and is included at **Appendix 16** to this report.

The report finds that based on a review of aerial photos and an inspection of the relevant property files, the Plan Change area was used for rural activities (including an abattoir), stock grazing and residential use, but there was no evidence of stock dips, storage of environmentally persistent chemicals, or fuel storage. Farm sheds present in the area generally appeared to be associated with hobby farming and unlikely to have large volumes of potential contaminating chemicals.

Further, the report notes that there are a number of septic tank systems and an effluent disposal system for the abattoir. Although the disposal of waste to ground is considered a potential HAIL activity, the waste material discharged is biodegradable and unlikely to persist in soils. Any chemicals stored in abattoir were likely to be for cleaning and sanitising and unlikely to be persistent in the environment (esp. the soils).

Based on this, the report concludes that previous land uses identified are not considered a significant risk to contaminate soil within the Plan Change area. No potential for contamination was identified that is considered likely to create a risk to human health or environment.

9.11 GEOTECHNICAL

A preliminary geotechnical report has been prepared to inform the Structure Plan and Plan Change and a copy is included at **Appendix 17** of this report.

The findings of the geotechnical report are based on a desktop review of the sites, including property files and a site walkover. From this, the report concludes that the ground conditions are suitable for the type of development proposed through the Plan Change. Detailed geotechnical investigations will be required as part of future resource consent applications regarding management of groundwater, earthworks design and building foundation design within the business areas.

Based on the findings of this analysis, it is considered that the land conditions are generally suitable for urban development and can be appropriately managed through the resource consent process.

9.12 REVERSE SENSITIVITY AND POTENTIAL EFFECTS ON RESIDENTIAL AMENITY

In establishing the proposed zoning pattern, consideration has been given to the potential reverse sensitivity effects on business and potential effects of the amenity of future residents within the Plan Change Area. In this regard, the existing edge conditions of the Plan Change area have been considered in addition to the interface of residential and business zones within the Plan Change area.

Business activities have been located along the northern and eastern parts of the site given that this is the flatter land. It will also serve as a buffer between the proposed residential area and State Highway 1. This zone layout has been discussed with New Zealand Transport Agency and we understand that there are no network reverse sensitivity issues arising. Access to the proposed Business – Light Industry zone extension will be from new roads within the plan change area and not from the existing State Highway 1.

At the north-western boundary is the designation for the Puhoi-Warkworth Section of the motorway, which is under construction. The indicative alignment of the motorway in **Figure 12** below shows that there would be a significant separation between the site and the motorway (over 100m in most places). While some residential land uses are proposed adjoining this boundary, any potential effects on the amenity of future residents will be acceptable given the distance between the constructed carriageway and the designation boundary, which is some approximately 120 – 150 metres at the closest point. This separation, including increased distances for setbacks from boundaries is greater than the guidelines specified in the New Zealand Transport Agencies “*Guide to the management of effects on noise sensitive land use near to the state highway network*”. The figure below from this document demonstrates that there is a buffer and effects area identified for the purposes of assessing reverse sensitivity effects.

FIGURE 8: BUFFER AND EFFECTS AREAS

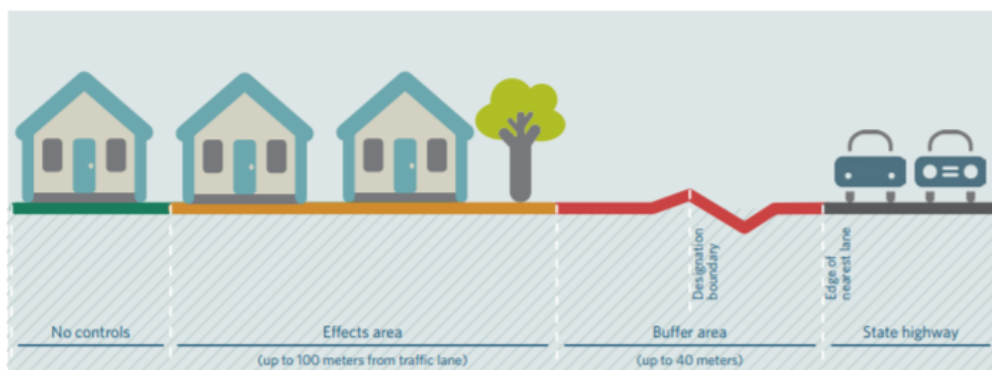


Figure 8, above demonstrates that the buffer area setback is 40 metres and the effects setback is up to 100 metres from the traffic land. The Figure states that beyond the effects area there are no controls. The noise sensitive activities enabled by the plan change, on land adjacent to the motorway will be at a distance greater than 100 metres from carriageway construction and therefore reverse sensitivity effects are considered to be adequately addressed. The constructed carriageway is at least 100 metres from the plan change land, it is approximately 120 – 150 metres at the closest point. The acoustic assessment in **Appendix 21** confirms that there are no acoustic impediments to the proposed plan change. This separation, including

increased distances for setbacks from boundaries is greater than the guidelines specified in the New Zealand Transport Agencies “*Guide to the management of effects on noise sensitive land use near to the state highway network*”.

It is noted that the motorway corridor is directly adjacent to the Future Urban zone, therefore if an alternative use was proposed by NZTA at some point in the future then a Plan Change or non-complying resource consent would be required, which would give Council adequate discretion to consider effects on neighbour’s amenity. In any event, any potential future use of this land cannot form part of the existing environment against which this Plan Change would be assessed.

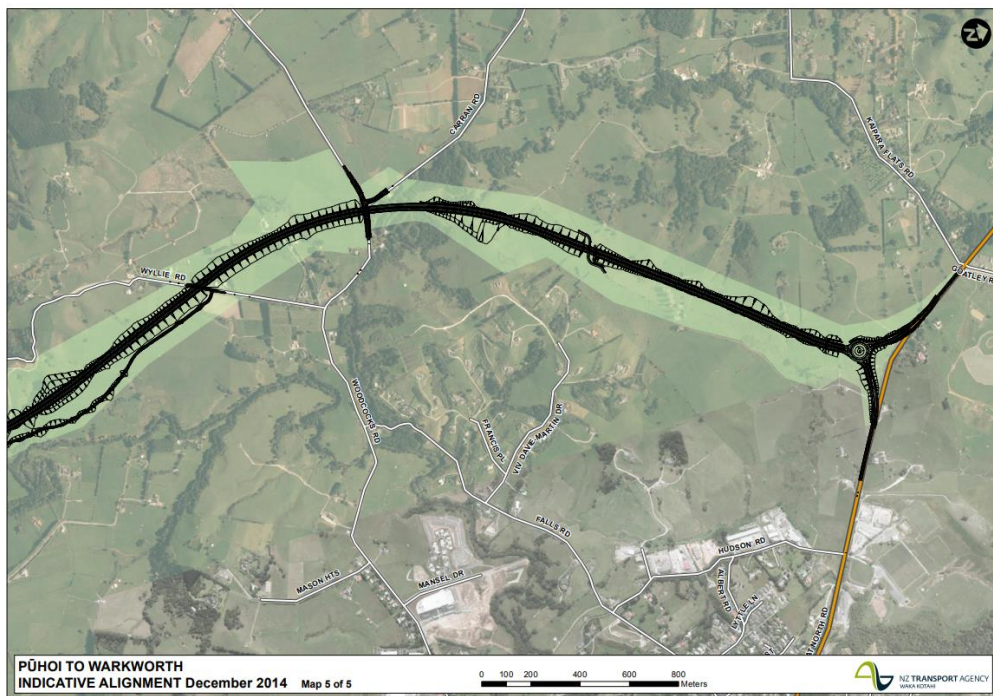


Figure 12: Indicative Motorway Alignment.

The remaining boundaries of the Plan Change area are adjoined by existing residential or the Mahurangi river and open space, which will be compatible with the proposed residential land uses adjoining these areas.

Within the Plan Change area, the potential for reverse sensitivity and residential amenity effects has been considered in developing the zoning pattern. Particular consideration has been given to the interface between the Business – Light Industry zone, the proposed Neighbourhood Centre and the residential zones. Where practicable, roads or open space are indicated in the Structure Plan where business and residential zones interface to provide adequate separation. This is the case where the Business – Light Industry zone and the Mixed Housing Urban and Suburban zones meet at the northern end of the site.

The Neighbourhood Centre zone is a small area located on the eastern side of the Western Link Road which provides an appropriate separation from residential on the western side. The Neighbourhood Centre zone does interface with the Mixed Housing Urban zone, however, in our view this will not give rise to adverse reverse sensitivity or residential amenity effects given that the Neighbourhood Centre provides for a limited range of commercial activities and includes appropriate controls on the type and form of activities where they are within 30 metres of a residential zone. These controls include requiring resource consent for particular activities within 30m of a residential zone (bars, entertainment etc) and applying a height in relation to boundary control (3m & 45 degrees), as well as yards and noise controls.

The proposed Light Industry zone on Sanderson Road does directly adjoin the proposed Residential – Mixed Housing Suburban zone to the west and south. The Light Industrial zoning reflects the existing activities that occur there. In a similar manner to the Neighbourhood Centre zone, the Light Industrial zone includes controls that require effects on residential neighbours to be managed, including requiring resource consent for particular activities within 30m of a residential zone and applying a height in relation to boundary control (6m & 45 degrees) as well as yards and storage and screening and noise controls. It is further noted that there are several examples in urban Auckland of Light Industry adjoining residential, including at Woodcocks Road and Shipwright Place/Boat Yard Lane in Warkworth, McLeod Road Te Atatu South and the southern edges of the Light Industrial areas at Manurewa and Takanini to name a few. In all of these cases, direct boundaries with residential areas are minimised where possible, which is the case for this Plan Change, where it applies to two existing industrial sites.

Overall, it is considered that the proposed zoning pattern appropriately manages potential reverse sensitivity effects on existing and future business and potential amenity effects on future residential.

9.13 SUMMARY OF EFFECTS

The actual and potential effects of the proposed Plan Change have been considered above, based on extensive reporting and analysis undertaken by a wide range of technical experts. On the basis of this analysis, it is considered that the area is suitable for urban development, the proposed mix of uses will result in positive effects on the environment in terms of the social and economic well-being of the community and the development can be serviced by existing infrastructure with appropriate upgrades in place.

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 RMA.

10.1.1 Objectives of the Plan Change

Site-specific objectives are proposed to apply to the Plan Change as set out in the Warkworth North Precinct. It is proposed that the standard objectives as set out in the respective Unitary Plan Auckland Wide, Overlay, Controls and Zones will also apply. In summary, these objectives seek to:

- Within the residential zones:
 - Within the Mixed Housing zones - enable a range of housing types at a range of densities and in a manner that is in keeping with the planned urban built character of the zone;
 - Within the Single House zone – development is in keeping with the amenity values or character values of the area;
 - Ensure land is used efficiently in areas close to centres and public transport;
- Within the business zones:
 - Support a strong network of centres that are attractive environments and attract ongoing investment, promote commercial activity, provide employment, housing and goods and services at a variety of scales.
- Auckland – wide:
 - Auckland- wide provisions relating to lakes, rivers, streams and wetland, water quality, stormwater, land disturbance and vegetation management and biodiversity seek to avoid adverse effects where possible but recognise the need to use land identified for future urban land uses efficiently. The provisions provide circumstances where it may be appropriate to fill streams for example, and there is a framework set in the Plan for managing water quality and stormwater effects e.g. standards and rules.

10.1.2 Assessment of the Objectives Against Part 2

Section 5 of the RMA identifies the purpose of the 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 is consistent with Part 2 of the RMA, given that the proposed mix of residential and business uses will provide opportunities to improve the balance and diversity of residential and employment growth in Warkworth and will therefore enable the community to provide for their own social and economic well-being. The natural resources of the site, including in particular, the Mahurangi river, its tributaries and existing areas of native vegetation will generally be maintained and enhanced, such that they will be sustained for future generations. The provisions of the AUP that will apply to future development will ensure that development avoids, remedies or mitigates adverse effects on the environment.

Section 6 of the Act sets out a number of matters of national importance which 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; protection of outstanding natural features and landscapes, the protection of areas of significance indigenous vegetation and significant habitats of indigenous fauna; 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 does not compromise the recognition of, or provision for these matters of national importance for the reasons set out in Section 9 of the report above. In particular, the proposal responds to the matters identified as being of importance to Mana Whenua as identified in the Cultural Impact Assessments, 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 will support the efficient use of natural and physical resources by applying land uses zones that are likely to be attractive for development and by providing for more intensive residential and business activities in appropriately accessible locations and thereby reducing development pressure in areas outside of the RUB.
- *c) The maintenance and enhancement of amenity values and f) Maintenance and enhancement of the quality of the environment* – The proposed zoning pattern will enable a connected and high-quality urban environment to be achieved that responds to the specific land characteristics of the site and edge conditions. The provisions that would apply to future development under the AUP would ensure that a high quality, built environment is achieved at the street block and site scale.

Section 8 requires 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.

The proposed Plan Change is a more effective means of achieving the sustainable management purpose of the RMA than the current zone or an alternative (as detailed below). It is considered that the objectives of the Plan Change are 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;
- Summarising the reasons for deciding on the provisions.

The options considered relate to the proposed zoning of the Plan Change area. In this situation, it is considered more appropriate to consider the extent to which the options would give effect to the relevant objectives of the AUP Regional Policy Statement and the Auckland – wide provisions; as opposed to the Plan Change itself (which would otherwise result in circular reasoning).

10.2.2 Other Reasonably Practicable Options for Achieving the Objectives

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

- Option 1: Do nothing (retain Future Urban zoning and wait for a Council-initiated Plan Change)
- Option 2: Zone the entire Plan Change area Light Industry, or other Business zone
- Option 3: Zone the flatter land Light Industry and steeper land Single House/Mixed Housing Suburban
- Option 4: Preferred option (mix of Business – Light Industry, Neighbourhood Centre and Residential – Mixed Housing Urban on the flatter land and a mix of Residential – Mixed Housing Suburban and Single House Residential elsewhere)

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

10.2.2.1 Option 1 – Do nothing

This option involves retaining the Future Urban zone and waiting for the Council to initiate a Plan Change to rezone the site.

Urban development is not enabled under the Future Urban zone and any application for extensive urban development are likely to face significant consenting challenges. Under this scenario, the Applicant might therefore reasonably need to wait until after the Council Plan Change is well progressed before lodging resource consent applications for urban development.

It is understood that the Council is intending to put a draft Structure Plan for Warkworth out for public consultation in February 2019. It is intended that there will be an adopted Council structure plan by May 2019. Following this, the Council would need to initiate a Plan Change to rezone the land, which accounting for time for a hearing and resolving any potential appeals, might conservatively take a further 18-24 months. This means that it is unlikely that live urban zonings would be in place in time to enable some development availability prior to the scheduled opening of the northern motorway towards the end of 2021. This is the same time that the Matakana link Road is proposed to be open. It is considered to be a more efficient and environmentally sustainable option for some land to be live zoned ahead of the motorway extension opening to reduce pressure for ad hoc development within the Future Urban zone.

The proposed Plan Change and Structure Plan provides the technical analysis necessary to determine the most appropriate land use and form of development for the site and supporting evidence confirms that the land can be appropriately serviced. We understand, from discussions with Council that the proposed land use configuration aligns with the overall use and form of development reflected in the Council structure plan and therefore that progressing the Plan Change application will not impede on the Council's process.

10.2.2.2 Option 2 – Light Industry zone

This option involves applying the Light Industry zone to the entire Plan Change area. This is consistent with the outcomes identified for the site under the draft Auckland Plan Refresh and the Supporting Growth: Future Transport Network document.

This option was considered in detail as part of the draft Structure Plan supporting this Plan Change application. The site is well situated close to the existing and future State Highway networks and close to a newly zoned Light Industrial area to the north. We agree with the Council that these factors make the site an attractive proposition for light industrial activities when viewed 'in plan'.

The economic assessment prepared to inform the Structure Plan and Plan Change evaluated the suitability of the site for business uses and concluded that it would not be appropriate to zone the entire site for business uses taking into account the steep topography of the majority of the land and the likely demand for business uses in Warkworth in the foreseeable future. As such, this option would likely involve land sitting undeveloped for some time and therefore would not be efficient or effective in achieving the objectives. Additionally, the costs of developing steeper terrain land for business land uses would not result in efficient outcomes. Significant adverse effects on landscape values are likely given the extent of land modification required to achieve large level building platforms. As such, this option is not preferred.

10.2.2.3 Option 3 – Light Industry zone on flatter land and Single House and Mixed Housing Suburban on the steeper land

This option would involve zoning the flatter areas of the Plan Change area Light Industry and the steeper areas Single House and/or Mixed Housing Suburban.

This option would address the challenges in achieving business uses on the steeper land in Option 2 by proposing a lower density residential zoning. Residential buildings have smaller floorplates and therefore would involve fewer earthworks and able to integrate more readily into the landscape.

However, this option does not recognise the accessibility benefits offered by the Western Link Road and the potential it has as a future public transport link. As such,

a low-density residential zoning close to the Western Link Road would not ensure land is used efficiently and would not give effect to RPS Policy B2.2.2(5) and B2.4.1(1-4).

In responding to a residential zoning on the western side of the Western Link, a Light Industry zone on the eastern side would present challenges in terms of amenity for adjoining residential and also sensitivities associated with the tributary of the Mahurangi river in this location. The Light Industry zone would also not provide the opportunity to establish a Neighbourhood Centre that would serve the local community within a walkable distance and would not therefore give effect to RPS Policy B2.2.2(6)(b) and B2.3.2(2).

For these reasons, this option is not preferred.

10.2.2.4 Option 4 – Preferred Option

This option involves applying the zoning pattern proposed as part of this Plan Change application, including a range of residential zones, a Neighbourhood Centre within walking distance, an extension to the Business – Light Industry zone.

The environmental effects and policy rationale for this option are outlined in the preceding section of the report.

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

Benefits	Costs	Efficiency and Effectiveness
Option 1: Do Nothing (Retain Future Urban zone and wait for Council to rezone the land)		
<ul style="list-style-type: none"> • Would minimise the extent of community engagement and consultation required to rezone the land given that it would be Council led. 	<ul style="list-style-type: none"> • Would delay the redevelopment of land, where there is currently a shortfall in the number of new dwellings being constructed to meet the Council’s targets. • Taking into account the timeframes required to prepare the land for urban development (an additional two years for land preparation), this option is likely to result in the land being ‘development ready’ after 2022. • Provided that the Council agree with the land use outcomes sought in the proposed Plan Change, there would be no impediment to the Council delivering an integrated Structure Plan for the wider Warkworth area. This is consistent with the approach taken for the Auranga Plan Change. 	<ul style="list-style-type: none"> • This option is not efficient or effective given that analysis required to support the proposed Plan Change has been prepared that demonstrates it is consistent with the AUP RPS and the RMA. • Delays to rezoning the land would therefore unjustifiably ‘lock up’ land for urban development that could be efficiently developed sooner to support an increase in housing capacity.
Option 2: Light Industry Zone		
<ul style="list-style-type: none"> • Would provide significant additional capacity for light industrial activities in Warkworth in an accessible location. • Light industrial activities at the northern edge of the Plan Change area may provide co-location benefits with the light industrial land further north. • Would be consistent with Council’s strategic documents, including the 	<ul style="list-style-type: none"> • Would provide significantly more light industrial land than is required for Warkworth over the next 30 years. • Industrial uses would be expensive to develop on steeper land given the extensive land modification required to accommodate large floor plate buildings – this would limit market attractiveness. • The land modification required to achieve level 	<ul style="list-style-type: none"> • 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 cost to develop the land. • Rezoning more land light industrial than is required over a reasonable planning horizon of 30 years might also contribute to the land remaining undeveloped and therefore not efficiently utilised.

<p>Auckland Plan Refresh and Supporting Growth: Future Transport Network documents.</p>	<p>building platforms on steeper land would likely result in significant adverse effects on landscape values that would be difficult to mitigate and additional land development costs that would not be efficient overall.</p>	
<p>Option 3: Light Industry Zone and Single House/Mixed Housing Suburban Zone</p>		
<ul style="list-style-type: none"> • Would appropriately locate business activities on flatter developable land, in an accessible location. • Would provide for residential uses in steeper land, which would better manage landscape effects and enable some development to occur. 	<ul style="list-style-type: none"> • Would likely provide more light industry zoned land than is required over the next 30 years. • The low-density residential zoning does not use land efficiently close to the Western Link Road and motorway extension, which can accommodate public transport and potentially park n ride facilities in the future. • Likely to be amenity and reverse sensitivity effects at the interface of the industrial and residential zones. • The Light Industrial zone does not provide opportunity for a Neighbourhood Centre within walking distance of residential, which could serve as a focal point of the development. Would encourage more vehicle trips. 	<ul style="list-style-type: none"> • This option is not efficient or effective as the residential zoning would not use land close to public transport efficiently and land within the light industry zone is unlikely to be fully taken up in the medium term.

Option 4: Preferred Option		
<ul style="list-style-type: none"> • Would provide sufficient additional residential and business land to meet the projected residential and employment population of Warkworth, which matches expected demand for business land and ensures Warkworth is self-sustaining. • Locates the business zones on flatter land, close to transport links and existing business areas to maximise co-location benefits and access to the State Highway network. • The General Business zone provides opportunities for light industrial and/or LFR, providing flexibility to respond to market changes. • Ensures land for residential activities is used efficiently close to future public transport. • Provides a focal point for the future community through the Local Centre zone. • Residential use on steeper land minimises effects on landscape values. 	<ul style="list-style-type: none"> • Potential for duplication of consultation and engagement with community through two separate planning processes. 	<ul style="list-style-type: none"> • This option is efficient and it will be market attractive for development. • This option will effectively achieve the RPS objectives, particularly in relation to urban growth. • Providing some planned growth prior to the opening of the northern motorway extension will alleviate inevitable pressure for ad hoc development in the Future Urban zone. • Provide a live zoned area consistent with the Council planning outcomes for Warkworth. • Potentially provide a plan change that can be adopted by Council to meet their planning objectives in a timely and cost-effective manner.

10.2.3 Risk of Acting or Not Acting

In this case, there is sufficient information about the subject matter of the provisions to determine the range and nature of 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 Provisions

Compared with other potential zoning options for the Plan Change area, it is considered that the proposal is the most efficient and effective and gives effect to

the AUP Regional Policy Statement, particularly in relation to urban growth (Chapter B2).

In particular, the proposed rezoning recognises and responds to the characteristics of the site, including the future location and function of the Western Link Road, the topography of the site, the projected likely future demand for residential and employment growth for Warkworth; and key natural features and constraints.

The proposed Neighbourhood Centre zone responds to the future residential use by enabling services to be located within walking distance, and the proposed mix of residential zones responds to the accessibility that will be created by the potential Western Link Road. The Business – Light Industry zone provides for light industrial or large floor building footprints with flexibility to respond to changes in market demand. While earthworks are required under any urban development option, the residential use on the steeper parts of the land enables the key ridgelines to be better retained and the visual landscape effects to be managed.

Within the proposed zoning framework, including the proposed Precinct and Sub-precinct provisions, the potential effects of development are able to be appropriately managed through the application of the standard zone and Auckland-wide rules.

Evidence has been prepared that demonstrates that the Plan Change area can be adequately serviced with identified upgrades in place. Water servicing will be available at the end of 2018, stormwater will be available as part of the construction process; wastewater infrastructure will all be planned prior to the likely time frame that development within the Plan change would occur and transport outcomes will also be known and in any event are secured by the proposed Precinct provisions.

11.0 CONCLUSION

This report has been prepared in support of TCL's request for a Plan Change to the provisions of the AUP to rezone 95 hectares of land at Warkworth North for urban activities.

The request has been made in accordance with the provisions of Schedule 1; Section 32 of the Resource Management Act 1991, and the preparatory work has followed 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. Other potential effects are able to be managed through the application of the AUP zone and Auckland-wide provisions.

An assessment against the provisions of section 32 of the RMA is provided in section 10 of the report. This includes an analysis with respect to the extent to which the objectives of the plan change are the most appropriate to achieve the purpose of the RMA and an examination of whether the provisions of the plan change are the most appropriate way to achieve the objectives.

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.