
**urban design assessment and neighbourhood
design statement**

**152, 154, 156, 158, 160, & 162 GOLDING ROAD; 17,
25, 27 & 27A ROYAL DOULTON DRIVE; 240 & 242
STATION ROAD; AND 27 & 49 YATES ROAD
("GOLDING ROAD"), PUKEKOHE**

for

GOLDING MEADOWS DEVELOPMENT LTD.

and

AUCKLAND TROTTING CLUB INC.

by

IAN MUNRO

august 2020

updated June 2021

updated October 2021

executive summary

This report documents an independent analysis of an application for a Private Plan Change to re-zone approximately 82.66ha of an 89.32ha site currently zoned a combination of Major Recreation Facility zone and Future Urban Zone, for Golding Meadow Developments Ltd., and Auckland Trotting Club Inc. The application has been made to Auckland Council under the Resource Management Act 1991 (“RMA”) in terms of the Auckland Unitary Plan (Operative in Part) “AUP: OP”. The key conclusions of this report are that:

- a. The site has been identified as suitable for urban purposes through the Future Urban zone that applies to the land and the completed Council Structure Plan for Pukekohe-Paerata, 2019. The proposed combination of land use zones is compatible with that indicated in the Council’s Structure Plan are the most appropriate in urban design terms for the land given the site’s opportunities and constraints, and adjacent land’s characteristics. Due to the presence of a stream, some of the land within 49 Yates Road, and 158 and 160 Golding Road (6.87ha) is proposed to remain zoned Future Urban and this is supported for the key reason that natural features such as the existing stream form logical and appropriate urban edges that can be fronted on-to, rather than uniform back fences following irregular cadastral boundaries.
- b. The proposal includes a Precinct Plan specifying key road links to be established; indicates a future east-west arterial road north of the Site (identified in the Council’s Structure Plan); key existing streams to be protected and enhanced; noise contours associated with the adjacent Pukekohe Park for attenuation and mitigation purposes; an indicative neighbourhood reserve; and a stand of native bush to be protected.
- c. A concept master plan for the Site, and which is intended to form a high-level starting-point for subsequent subdivision, demonstrates that the land is capable of delivering an integrated, well-connected and spatially coherent urban form outcome in line with the outcomes sought by the AUP: OP.
- d. For the land to be developed a number of infrastructure upgrades would need to occur and be coordinated. The existing AUP: OP and proposed Precinct provisions provide for this through consent requirements. I consider it very unlikely that the proposal would give rise to any staging or timing-related urban design effects ‘out of the ordinary’ from what typically occurs as urban expansion occurs.
- e. At its closest point the Site is within 1km of the Pukekohe train station. I consider that this is sufficiently proximate to support urban and suburban-density residential development (Mixed Housing Urban and Suburban zones). A Neighbourhood Centre zone and public reserves likely within the Site and the availability of close-by local jobs in the new Light Industry zone as well as in the adjacent Pukekohe area will also allow people to meet their needs in line with the informal Transit Orientated Development model that underpins the AUP: OP’s urban growth strategy.
- f. Use of the Light Industry zone within the 65dBA noise contour associated with the Pukekohe Park facility, and requirements for acoustic attenuation within proposed residential zoned land within the 55dBA contour, will ensure a compatible land use response is achieved that will maintain the functionality of that facility (and in so doing manage any potential reserve sensitivity effects). The proposal is fairly typical in that respect.
- g. The proposal will result in a number of adverse urban design effects, although none are considered to be unusual or severe in the context of urban land re-zoning. Positive urban design effects will also occur or be enabled through future subdivision. Overall, the proposal is consistent with the quality compact urban form sought by the AUP: OP and the specific matters set out in Chapter B2: Urban Form. It is consistent with the Council’s Structure Plan and the specific urban design principles that accompany it in a Neighbourhood Design Statement.

The private plan change application could be accepted on urban design grounds.

contents

1.	Introduction	4
2.	Background, scope and involvement	4
3.	Urban design framework	5
4.	Site and context analysis	8
5.	The proposal	11
6.	Assessment of plan change application	16
7.	Conclusions	32

contact

ianmunro

B.Plan (Hons); M.Plan (Hons); M.Arch (Hons); M.EnvLS (Hons); M.EngSt (Hons); MNZPI

(e) ian@ianmunro.nz

(m) 021 900 993

1. introduction

- 1.1 This report documents an independent analysis of an application for a Private Plan Change to re-zone approximately 82.66ha of an 89.32ha site currently zoned a combination of Major Recreation Facility zone and Future Urban Zone, for Golding Meadow Developments Ltd., and Auckland Trotting Club Inc. The application has been made to Auckland Council under the Resource Management Act 1991 (“**RMA**”) in terms of the Auckland Unitary Plan (Operative in Part) “**AUP: OP**”.
- 1.2 For full details of the proposal, the application and planning analysis (s.32 report) is referred to.

2. background, scope and involvement

- 2.1 Ian Munro was originally engaged by Golding Meadows Development Ltd., and the Auckland Trotting Club Inc. (“**Applicant**”) in late 2018 to give it urban design advice relating to the Council’s then-Draft Structure Plan for an area including but larger than the Site.
- 2.2 In conjunction with the Applicant’s other consultants, Ian Munro agreed with the principle of residential use of the Site, and an area of Light Industry zone along Station Road as a buffer with that road and the adjacent Pukekohe Park. This formed part of feedback given to the Council by the Applicant. This high-level concept is included for convenience as **Attachment 1**.
- 2.3 After completion of the Council Structure Plan the Applicant elected to advance a Private Plan Change (“**PPC**”) for a majority of the land that had been subject to the Structure Plan feedback process. This took the earlier concept as a starting point and then subjected it to a process of analysis and further reporting, including in terms of economics and acoustics. A modified master plan and Precinct Plan for the Site was developed through that process and formed the basis of work preparing a PPC application. In summary, the key changes made between the earlier Structure Plan feedback concept and the current PPC concept are:
 - a. The Site has been reduced in area and the proposed re-zoning boundary now follows the central of 3 generally north-east to south-west aligned streams that cross the original site.
 - b. The extent of Light Industry-zoned land on the Site has been increased to correspond to the identified 65dBA noise contour from the adjacent Pukekohe Park facility.

- c. The internal road network, and from there the positioning of a Neighbourhood Centre zone, have been modified based on the Council Structure Plan's indicative future road networks around the Site.

2.2 The process followed to undertake this urban design assessment is as follows:

- a. Provisions of the AUP: OP were read and considered, as well as the Council's Drury-Opaheke Structure Plan 2019 and its associated technical reports. A neighbourhood design statement was prepared as part of that, and it included a number of additional guidelines to consider.
- b. Briefing meetings with the applicant's expert team were held, and a site visit to the Site and its surrounds was undertaken.
- c. The proposal and various design / urban structure iterations were undertaken and commented on by the wider team, and a preferred master plan concept was arrived at. A draft urban design report was prepared at that time.
- d. Approximately 10 months of refinement occurred based on interactions between acoustic, development engineering, ecological, and stormwater considerations.
- e. The proposed Plan Change provisions and accompanying concept master plan and associated plans were settled on.
- f. This updated and final assessment report was prepared.
- g. In October 2021 and as a response to the Government's announcement and release of the Resource Management (Enabling Housing Supply and Other Matters) Amendment Bill, the proposal was revised so as to come into alignment with that direction, by changing the proposed Mixed Housing: Suburban zone to a Mixed Housing: Urban zone. That change of zone is not considered likely to significantly change the urban design outcomes likely to eventuate on the land; as a master planned greenfield site it was always going to be comprehensively designed from the outset and given its location in Pukekohe, a mix of compact detached, duplex, and terraced houses remain likely. This update also included a review of the draft master plan concept, and it was concluded that no change to this was necessary in light of the change of zone now proposed.

3. urban design framework

- 3.1 Although historically focused on the way in which private space and development impacted on public space, 'urban design' now encompasses a wide range of potential considerations. This is best evidenced by the breadth

of matters included in MfE's 2005 New Zealand Urban Design Protocol. As a result of this breadth urban design analyses, when based only on preferred or 'ideal' urban design prerogatives, do not always match well with the specific matters relevant to Resource Management Act proceedings. Practical challenges faced by urban designers working under the RMA, and which have been factored into this assessment, include that:

- a. urban design outcomes only apply to the extent that they are relevant to the specific resource management issues relevant to each specific application (primarily the relevant objectives and policies applicable to a specific plan change);
- b. RMA plans need to be generally interpreted in light of what the specific objectives and policies mean and with reference to the methods used by each Plan to implement those provisions – not against what outcomes an urban designer might consider to be preferred or ideal in pure urban design terms; and
- c. the RMA provides for positive environmental effects and outcomes but does not require them (unless a NPS or Plan requires them).
- d. The RMA plan change s.32 test of “most appropriate” means “best suited and reasonable to the circumstance”, and does not mean “perfect” or “ideal” in terms of specialist inputs including urban design.

3.2 In this instance, the proposal is for a scale and type of land use and development that is in line with the plan-making and land use frameworks set out within the AUP: OP. As such, for this assessment it is not considered necessary to identify urban design outcomes or precedents beyond the provisions of the AUP: OP. However, based on direction at AUP: OP Appendix 1.3, the Auckland Plan, Auckland Design Manual, and the Franklin Local Board Plan (2017) have been reviewed and considered. The Council's Pukekohe-Paerata Structure Plan 2019 has been regarded as a particularly critical input. It is noted at the outset that the proposal is considered to be generally compatible with the Council's Structure Plan and the Local Board Plan.

3.3 The key provisions of the AUP: OP relevant to the proposal in urban design terms are **Appendix 1** (structure plan guidelines); **B2** RPS (urban growth and form); **E38** (urban subdivision); **H5** (mixed housing urban zone); **H12** (neighbourhood centre zone); and **H17** (light industry zone). Although the master plan includes future reserves these would be determined and vested through a later subdivision process and so cannot be soundly 'zoned' ahead of that.

3.4 The Council Structure Plan also includes a Neighbourhood Design Statement (“**NDS**”). The Statement does not explain the content of the Structure Plan, but instead is presented as an implementation tool to guide further and future work. It is not understood that the Appendix 1 AUP: OP provisions operate in this manner and that any NDS content would need to be incorporated into the AUP: OP as case-by-case Precinct provisions for this to occur. Where a plan change

did not include a Precinct overlay, then there would be no opportunity to incorporate such additional matters into the AUP: OP. In any event, the NDS contains five key principles that seem to function as a form of high-level design guideline. These are:

1. **Neighbourhoods that vary in density and mix of uses according to their locational attributes.**
Supports compact quality development - the design should demonstrate the ability to increase density over time as the area is built out.
2. **Neighbourhoods with many safe choices of movement with good access to services and amenity.**
Promotes a safe, connected and permeable street pattern, enabling multi modal transport options
3. **Neighbourhoods with many choices of use and activity that reflect the changing needs of the community and the sub-region.**
Enables a diverse built form that supports a mix of land uses to establish over time
4. **Neighbourhoods that celebrate their unique identity and are attractive, safe and easily understood.**
Promotes a sense of character and positive identity
5. **Neighbourhoods that protect and enhance the natural environment while enabling urbanisation.**
Protects the natural environment for climate resilience

3.5 These principles address what I would describe as fairly standard design starting-points, and are not considered to include any content that is not already addressed in the AUP: OP RPS B2 objectives and policies. The NDS report does include a vision statement for Pukekohe-Paerata and this sets out a number of specific opportunities and constraints that future development is expected to incorporate but again I consider the underlying AUP: OP provisions already provide a management framework for these.

3.6 I prefer to be guided by the statutory AUP: OP RPS objectives and policies, and in this report I will place most importance on them. However, the NDS content will also be considered as a form of generalised and supporting design guideline.

3.7 Having considered the relevant provisions of the AUP: OP and related documents identified above, the planning outcomes and environmental effects to be addressed can be synthesised (for simplicity) into the following topic headings:

- a. The development should contribute to a quality compact urban form that supports and enhances the local area.

- b. The development should achieve a well-connected, integrated built form outcome, with residential areas having high amenity, and being healthy, attractive and safe.
- c. Non-residential activities support the needs of people and the local community.
- d. The development should maintain or enhance the character of the local area, and provide adequately for infrastructure.
- e. Open spaces should be well integrated and physically connected where possible.
- f. Reverse sensitivity effects with adjacent land uses are managed.
- g. The proposal should demonstrate how the site's opportunities and constraints have been positively responded to.
- h. Overall urban design merit.

4. site and context analysis

site analysis

4.1 The Site has been described in the planning assessment, and I agree with that description. In urban design terms the Site's key characteristics are:

- a. The Site is comprised of 14 allotments as follows, and totals 89.32ha:
 - i. 152 Golding Road, 4.54ha;
 - ii. 154 Golding Road, 4.19ha;
 - iii. 156 Golding Road, 7.99ha;
 - iv. 158 Golding Road, 4.98ha;
 - v. 160 Golding Road, 4.06ha;
 - vi. 162 Golding Road, 3.91ha;
 - vii. 17 Royal Doulton Drive, 2.88ha;
 - viii. 25 Royal Doulton Drive, 6.13ha;
 - ix. 27 Royal Doulton Drive, 2.77ha;

- x. 27A Royal Doulton Drive, 2.12ha;
 - xi. 240 Station Road, 28.22ha;
 - xii. 242 Station Road, 3.73ha;
 - xiii. 27 Yates Road, 3.25ha; and
 - xiv. 49 Yates Road, 10.55ha.
- b. The land that is subject to the re-zoning request is defined by a stream that crosses 49 Yates Road and 158 and 160 Golding Road. The area to be re-zoned is 82.66ha.
 - c. The land at 240 and 242 Station Road and 27 Yates Road are currently zoned Special Purpose – Major Recreation Facility. This reflects existing ownership of the Auckland Trotting Club Inc. and the use of that land historically as a training-related facility. The balance of the Site is zoned Future Urban, and under the Council’s current Future Urban Land Supply Strategy is earmarked for urban development in the “second half of the first decade”, or between 2023-2027.
 - d. The Site spatially resembles a generally east-west aligned rectangle with a slightly disrupted northern boundary and a distorted and irregular southern boundary. It is bound by Station Road in the west and Golding Road in the east. Golding Road forms the boundary between Auckland Council and Waikato District Council / Waikato Regional Council.
 - e. Two streams cross the Site in a generally north-east to south-west direction. These have not been surveyed but based on a visual inspection are considered sufficiently close to a nominal 3m width that future Esplanade reserves are considered the more likely along at least most of their lengths.
 - f. The Site’s topography gently undulates between a high-point of approximately 71m down to a low-point of approximately 54m. However given the size and dimensions of the Site, the slope is overall considered slight and readily developable.
 - g. The Site is in a mixture of uses. The Special Purpose-zoned land is occupied by facilities associated with the Auckland Trotting Club Inc., including a track and associated rooms, parking areas and accessory buildings. Outdoor areas include spaces for horses to be grazed. The remaining allotments are used for a variety of small-scale and hobby-farm type enterprises that have characteristics of rural-lifestyle type development. Several have equine-related facilities.
 - h. The Site is for the most part cleared, with shelterbelts, crops, domestic amenity planting, and a small area of Kahikatea-dominated bush at the

bend in Yates Road. In my opinion the Site is overall in a substantially modified but predominantly un-built condition.

- i. To the immediate south-east across Golding Road are semi-rural, lifestyle-type properties and small-scale rural-related or hobby-farm enterprises. These sites are very similar in terms of their existing characteristics to much of the Site. Most of the eastern side of Golding Road is largely lined with a densely planted, mature line of trees, fences or hedges.
- j. To the immediate north the same pattern is evident although a finer-grain of allotments is obvious and more obviously residential-based activity occurs (although still within the category of semi-rural, lifestyle type sections).
- k. To the west across Station Road is Pukekohe Park. This is a large facility that accommodates motorsports, horse racing, and other recreational activities.
- l. In terms of the wider environment, the Site sits at the south-eastern end of Pukekohe. It is approximately 950m from the Pukekohe Rail Station and approximately 1.5km from the eastern end of King Street and the Town Centre zone. The Site has a similar range of connectivity to Pukekohe's (southern-side) employment, public open space, and school facilities.
- m. At this time Station Road, Yates Road and Golding Road are characteristic of rural roads, being (for the most part), 2-lane roads with no formed shoulder or kerb, no street lighting or pedestrian footpath facilities, and an edge condition predominantly of either post-and-rail fences with paddocks, or dense hedges.
- n. In the Council's 2019 Structure Plan the Site (a combination of Structure Plan areas (F) and (H)) is identified as being suited to Light Industry zone in the western 1/3rd and Mixed Housing Suburban zone in the remaining 2/3rds.
- o. The Council's Structure Plan identifies a future east-west arterial road ("**future arterial**") north of the Site, part of a ring route connecting Royal Doulton Drive (east) with Svendsen Road (west). It also identifies a future north-south collector road ("**future collector**") through the Site running parallel with Station Road, aligned at the eastern boundary of 240 Station Road and between the indicated Light Industry and Mixed Housing Suburban zones. It is also shown as continuing north from the Site to connect with the planned east-west arterial and through to Youngs Grove.
- p. The Council's Structure Plan also identifies two future neighbourhood parks (0.3-0.5ha each), although only one is within that portion of the Site that is proposed to be re-zoned.

4.2 In summary the Site's key urban design opportunities are:

- a. The Site is sufficiently close to Pukekohe Train Station and Town Centre that warrants urban-density housing.
- b. The streams (also a connectivity constraint) do offer an opportunity to create a distinctive neighbourhood character within the Site and give it a sense of having its own 'place'. Any future neighbourhood park within the Site would ideally locate close to the likely Esplanade reserve network and allow convenient connectivity to the spaces.
- c. Other than the patch of Kahikatea-dominated bush, the Site is clear of any significant vegetation and does not contain any known built heritage items. The Council Structure Plan does note that the area is subject to flooding and geotechnical risks that would need to be managed in any development scenario however (these are considered fairly common constraints).
- d. The Site has a sufficiently gentle slope and is large enough that a well-connected subdivision pattern of blocks and streets should be expected. The stream banks are also sufficiently shallow that park-edge roads should be achievable along most if not all of their sides (on sites with steeply incised streams and gullies this is sometimes not a possible outcome). There is no reason why the high-order future road network signalled in the Council Structure Plan could not be accommodated.
- e. The Site has extensive existing and future road frontage, although it is expected that limited direct property access would be possible along Station Road, the future collector road, the future arterial where (if) it abuts the northern Site boundary, and possibly also Golding Road.

4.3 In summary the Site's key urban design constraints are:

- a. The existing streams will need to be protected and enhanced, with either 20m-wide Esplanade reserves, or 10m riparian strips, either side. This will limit the formation of roads and blocks, and naturally act as a form of north-south severance within the Site. This is likely to have a noticeable impact on the subdivision layout that will eventuate.
- b. The lack of urban-standard infrastructure to and at the Site at this time would require various upgrades to be completed by the time of development. This includes numerous public road upgrades to provide at least pedestrian / cycle facilities and streetlighting.
- c. Pukekohe Park is an existing facility and potential reverse sensitivity effects on it should be managed, as well as generally promoting the most compatible-possible buffer or edge to it. This lends itself to the Light Industry zone as signalled within the Council Structure Plan.

- d. The South-eastern part of Pukekohe will also be subject to varying degrees of severance due to Station Road and also the planned future east-west arterial road. Consideration of whether a small neighbourhood centre could be commercially viable should be explored as a means of helping meet locals' daily needs (including residents and workers).
- e. The existing stand of Kahikatea-dominated bush should be preserved as a pre-settlement remnant. Ideally it would be integrated into a public space network.

5. the proposal

5.1 The Proposal is to re-zone 82.66ha of the Site to a combination of Light Industry (19.97ha); Neighbourhood Centre (0.33ha); and Mixed Housing Urban (62.35ha) zones. The balance 3.1ha of the Site area is to remain Future Urban zone. This combination is generally aligned with the Council Structure Plan except that:

- a. The proposed Light Industry zone has been reduced in area to correspond generally to the 65dBA noise contour around Pukekohe Park. As shown on the concept master plan this could be developed into two block depths back from the road. I also however tested a subdivision hypothetical whereby one deeper block fronted Station Road and one narrower block faced the internal residential zone boundary, the logic being that the larger block would attract larger-scaled uses more likely to create residential amenity nuisances, and the smaller block would be likely to attract smaller-scale businesses less likely to involve large-scale or very noisy or offensive equipment. This approach could be further developed at the time of subdivision depending on prevailing market conditions.
- b. Mixed Housing Urban zone has been used on account of the Site's proximity to both the train station and town centre, and also in response to the Government's Resource Management (Enabling Housing Supply and Other Matters) Amendment Bill. Similar distances between the MHU zone and these areas of Pukekohe can be seen on the western side of the township. This has also been proposed as it is likely to promote housing diversity as a direct response to the Council's Structure Plan NDS principles of:

"1. *Neighbourhoods that vary in density and mix of uses according to their locational attributes*"

and:

"3. *Neighbourhoods with many choices of use and activity that reflect the changing needs of the community and the sub-region.*"

- 5.2 Indicatively, 20ha of developable Light Industrial zone with an assumed gross-to-net conversion rate of 85% (to allow for roads, open spaces, etc.), could result in approximately 68,000m² of GFA @ 40% average building coverage. In the proposed residential zones, at a conversion rate of 60%, approximately 37ha of developable MHU land could be available. Based on an average density across these zones of 1:325m² being achievable, the order of 1,050 -1,150 dwelling units could result. This also suggests that a neighbourhood centre could be supported based on this total number of residential units and industrial floor space (as well as from development within the Future Urban zone to the north and south-east / south in due course). This was a key reason why such a centre has been proposed as part of the project.
- 5.3 A Precinct Plan is also proposed to help confirm the key characteristics that future development should adhere to (**Attachment 2**). This is desirable from the point of view of giving clear direction to future development in urban design terms, and also of delivering the future collector road through the Site envisaged by the Council Structure Plan. That road is proposed to be in a different location than the Structure Plan. The Structure Plan location followed the existing boundary of 240 Station Road which, while generally following an existing property line (conventional), and also doubling as a zone separation buffer (conventional), did not address issues of how to cross streams running at different alignments to the road, to connect with Yates Road (also running at an unhelpful alignment), or how to balance that provision with a logical internal road network generally (such as configuring intersections at, ideally, near-perpendicular angles).
- 5.4 The Precinct Plan still relies on a local road serving as a buffer to separate the Light Industry and Mixed Housing Urban zones, but proposes to divert the future collector towards the south-east allowing a more efficient opening up of the Site via bridge locations, and then allowing a future connection to Yates Road to be achieved through FUZ land to the south that better responds to the shape of land between the stream 'fingers', and a connection to Yates Road closer to its midpoint between Golding Road and Station Road (**Attachment 3**). The future collector's alignment has also been tested to the north in terms of how it could connect with both the future arterial and Youngs Grove (**Attachment 4**). Overall, I regard the proposed alignment as achieving the strategic network outcome sought by the Council Structure Plan but in a more context-sensitive manner.
- 5.5 A concept master plan has been developed alongside the Precinct Plan as a means of helping establish its content and also offering a 'proof of concept' opportunity to confirm that a workable development solution is possible for the land (**Attachments 5 and 6**). The master plan is an analytical rather than marketing tool and is not intended to represent a final subdivision layout for the land. Given the way it has been developed in direct response to the Site's characteristics and AUP: OP provisions, it is however inevitably seen as likely to be the starting point for any future subdivision of the land.
- 5.6 Two key internal roads have been identified on a proposed Precinct Plan (**Attachment 7**), that in conjunction with the zone boundaries and streams are

likely to guide the formation of future blocks and roads. These are anchored on a single crossroads that is intended to create a logical focal point for a neighbourhood park and Neighbourhood Centre zone. The east-west 'spine' could connect in the future through to Golding Road in the east and is envisaged to be a highly-treed, pedestrian-focused road of high visual amenity, generally running parallel to one of the on-site streams as a means of giving it a place-based spatial reference but also to purposefully discourage any future use as a form of rat-run / through-route for traffic from Golding Road looking to use Station Road and travel north. The north south axis, the future collector road, has been discussed previously.

- 5.7 A future neighbourhood park has not been 'zoned', as the standard mechanism for developing new reserves is through land acquisition of urban-zoned land at the time of subdivision. Should the Council wish to require a reserve at that time, it would be able to do so. Any neighbourhood park should have as much road frontage as possible, and would be best-sited being accessible to the likely Esplanade reserve system and also the key internal junction of the proposed spine roads (**Attachment 8**). This is illustrated on the master plan and the proposed Precinct Plan indicates this potential location.
- 5.8 A Neighbourhood Centre zone has been proposed at the junction of the two highest-order roads to enjoy as much visibility to passing traffic as possible, serve the residential and industrial zones, enjoy a north-facing orientation for businesses and pedestrian comfort, and also relate very well to the (potential) future neighbourhood park (**Attachment 9**). This locational approach is consistent with the approach identified within the Council Structure Plan¹. At an area of 0.33ha, this is likely to accommodate a fairly conventional single-storey retail strip (ideally with residential units above) with on-site landscaping, parking, and servicing spaces yielding approximately 1,500m² GFA, or around 10 shops @ 100m² - 200m² per unit.
- 5.9 The two streams have been set aside along with predicted stormwater (drainage) reserve space by way of ponds and/or wetlands. The area of Kahikatea bush would also be logically connected into that network (**Attachment 10**). Because the exact dimensions of these cannot be confirmed until the time of subdivision it is not proposed to set aside an open space zone at this stage and that is the conventional approach to manage this particular issue. But on the expectation that Esplanade reserves will be required along most if not all of the length of the streams, the concept master plan provides a park edge road response to almost all of that edge and then configures blocks to maximise physical and visual access to the features as a way of integrating them into the character of the neighbourhood (**Attachment 11**). Care was taken to ensure that local roads fronted the Esplanade reserve rather than arterial or collector roads:
- a. To minimise the total cost (financial and spatial) of the cumulative width of the stream, then up to 40m (total) Esplanade reserve width (less where riparian strips are required), and then roads either side. Low-speed and intimate local roads, possibly as narrow as 13m (based on

¹ See Figure 3, page 57, Auckland Council, 2019, *Pukekohe-Paerata Structure Plan*.

the 'park' side berm effectively sitting within the Esplanade reserve), would allow a total open space width in the order of no more than 69m to be achieved². Adding additional width for a collector or arterial here adds to what is already a spatially substantial separation or severance between development on either side.

- b. Because low-speed local roads allow residents to casually and conveniently access Esplanade reserves and better engage with them. Higher-speed collectors and arterials tend to provide limited and fixed crossing points, require more time for pedestrians to cross (requiring a greater gap between vehicles and hence longer waits), and overall present greater conflict between vehicles and pedestrians - especially young children.
 - c. Because low-speed local roads allow for frequent road intersections from blocks orientating to present 'end on' to the park-edge road. This allows more public views and greater net access within the neighbourhood to the Esplanade reserve. Higher-speed collectors and arterials tend to become captured by access-minimisation strategies whereby blocks can become managed to present their long 'sides' to the primary road (to minimise intersections). That can reduce net accessibility to Esplanade reserves for pedestrians within the neighbourhood.
- 5.10 The concept master plan, as would be expected in circumstances where a well-connected block structure is sought on land that contains numerous linearly irregular and axially different edges, indicates that an organic or deformed grid pattern is likely, which I regard as in line with contemporary approaches to urban form management. In this respect there is nothing unusual or remarkable about the structure shown.
- 5.11 The blocks depicted in the concept master plan have a typical depth of 61m – 63m. This has been chosen because of its very flexible nature and it is ideal in master plan testing because of the way that it can accommodate so many variations of development without requiring reconsideration of the fundamental structure:
- a. It can accommodate 2 x rows of allotments of at least 25m depth and a 7m-wide rear lane, should a frontage width per unit of less than generally 7m be sought (typically, allotments less than 225m²).
 - b. It can accommodate a more urban-density of duplexes or detached housing on lots of approximately 300m² – 400m² (between 10m – 13m x 30.5m).
 - c. It can accommodate suburban-density duplexes or detached dwellings on lots of approximately 400m² – 500m² per allotment (between 13m – 16m x 30.5m).

² Comprised of a 13m road + a 20m Esplanade Reserve + a 3m stream + a 20m Esplanade Reserve + a 13m road.

- d. It can accommodate lower density residential dwellings (always a possibility depending on market conditions at the time of development), of 500m² – 600m²+ (16m – 19m x 30.5m).
 - e. Because of this built-in typological flexibility, it has not been necessary to take the concept master plan to the level of determining specific block-by-block density assumptions or road-by-road access conditions; where rear-lane access is desirable due to either or both of these, it could be accommodated in almost all cases without defeating the underlying structure identified.
- 5.12 Other than guiding the placement of roads and other key social infrastructure, the proposed Precinct Plan and its provisions does not seek to vary or change any provisions of the underlying zones except to require acoustic attenuation in dwellings that sit within the 55dBA contour of Pukekohe Park. The built form-related provisions of the Urban Subdivision, Light Industry zone, Neighbourhood Centre zone, and Mixed Housing Urban zones would otherwise manage any built form outcomes proposed.

6. assessment

the development should contribute to a quality compact urban form that supports and enhances the local area

- 6.1 This topic is primarily derived from B2.2.1(1), B2.2.2(4), B2.6.1(1), B2.6.2(1), and Appendix 1 in the AUP: OP. It relates to all five of the principles identified in the Council Structure Plan NDS but in particular principles 1 and 3.
- 6.2 In my opinion the proposal will successfully contribute to the quality compact urban form sought for Auckland, and also both support and enhance Pukekohe's south-east. My key reasons for this are:
- a. The proposal is consistent or otherwise compatible with the Council's Structure Plan vision for the land. Where changes have been made to the indicative Structure Plan vision, this is in my opinion on the basis of a more site-specific and context-sensitive approach to the Site's opportunities and constraints being taken, and of generally maximising the efficient use of the land.
 - b. The proposal would require numerous infrastructure improvements before development could occur, and the Precinct provisions as well as underlying AUP: OP provisions would require these to be available or in place at the time of any individual subdivision or development. Of key importance would be provision of footpaths and streetlights on Station Road between the Site and Birch Road to the north.

- c. The master plan concept shows that the Site is of a shape that in combination with the proposed Plan provisions that would apply can support a well laid-out subdivision pattern that reinforces streets as public places, and otherwise achieves a high-quality built form outcome.
- d. Subject to road improvements being implemented by the time of development, pedestrians would be able to walk to local employment opportunities and the Pukekohe Train Station as well as Pukekohe High School. Walking to the heart of the town centre's main street itself would be possible but beyond a 10-minute convenient walking distance for an able-bodied adult. On-site open spaces and a neighbourhood centre (and jobs) would however still allow residents to meet many of their daily needs locally and comfortably.
- e. Provision of a neighbourhood centre in a location that can serve local employees as well as just residents is in my opinion an improvement on the Council Structure Plan vision for Pukekohe's south-east and will better-serve the achievement of a compact urban form.
- f. Comparing the Site to other urban zoned land around Pukekohe has satisfied me that it is no less proximate or potentially connected with the town centre and train station than many other existing urban-zoned areas (**Attachment 12**). The same holds true for numerous other town-wide facilities including Pukekohe High School and Pukekohe Park. By that crude metric of 'compactness', the Site is appropriate for the zones proposed.
- g. The Site is in my opinion suited to urbanisation now. The timing in the Council's Future Urban Land Supply Strategy of 2023-2027 for Pukekohe indicates that while the land may 'come on line' ahead of the Council's preferences, given the standard timeframe to complete plan change processes it is likely that this proposal would not become operative until at least 2022, or only as little as 1 year ahead of the 'schedule'. Given how Pukekohe has to date expanded westwards of the centre and train station, and has somewhat 'blown out' northwards via Paerata, I consider that 'rounding the town out' to the east and south-east presents the superior option to provide employment and housing land as close to the train station and town centre as possible.
- h. Although land to the north remains zoned Future Urban and the proposal would not connect to a contiguous 'live zoned' urban area (on the basis that the existing Special Purpose zone on the Site is not an urban one), the likely implementation of the future arterial is very likely to partially disconnect the Site from that land to the north in any event as it relates to compact, integrated urbanism. On that basis I do not see it as being particularly important whether the Site proceeds with, before or after the land to the north; other than how they connect to and across the future arterial they will be functionally independent neighbourhoods.

- i. In any event, assuming the Council delivers a Pukekohe urban-zoning in line with its Future Urban Land Supply Strategy there would be an at-worst 5-year lag between the two areas becoming live-zoned (2022 vs. 2027). That is not substantial and is likely to result in parts of the Site and land to the north (and also the South) being delivered contemporaneously. I consider it likely to be less than this timeframe however; land to the north is so obviously desirable for re-zoning when considered against Pukekohe's other Future Urban zoned land (given its proximity to the train station and the town centre) that it stands out to me as the obvious growth area of first choice to the Council for short-term re-zoning, being superior even than the Site except in terms of its more fragmented land ownership pattern. But on this basis I consider the likelihood of the Site developing as an isolated urban 'bubble' to be very low.
- j. The Council Structure Plan envisioned only Mixed Housing Suburban zoned land on the Site. In my opinion this is inefficient given the Site's proximity to employment and the train station, and it would also not be sufficient to be consistent with the Government's Resource Management (Enabling Housing Supply and Other Matters) Amendment Bill. I prefer the proposed Mixed Housing Urban zone, which allows for a wider variety of housing to be delivered (effectively it allows more readily for 3-storey dwellings). This is likely to support greater housing choice and also built form variety given the additional height available in the Mixed Housing Urban zone. A key consideration is that in my work across Auckland I am routinely witnessing similar densities of housing being achieved between the Mixed Housing Urban and Suburban zones; the difference is that compact terraced housing with a module width of between 4m – 5m will typically have an open plan living / dining / kitchen at the ground floor, and bedrooms on levels above that. The Mixed Housing Suburban zone's "predominantly 2-storey" emphasis lends itself only to 2-bedroom units in this configuration whereas in the Mixed Housing Urban zone the "predominantly 3-storey" emphasis allows 2-storey (2 bedroom) and 3-storey (3 or 4 bedroom) units to both be achieved.
- k. A neighbourhood park was identified on the Site in the Council's Structure Plan. The Site could accommodate this, if the Council wishes at the time of subdivision (it is hoped that one would be required given the lack of alternatives nearby). The concept master plan and Precinct Plan suggest what I regard as an excellent and well-integrated location, but I am satisfied that any location close to the neighbourhood centre and future esplanade reserves could be accommodated through the subdivision process. The concept master plan shows how this could maximise road frontage, legibility and accessibility to locals and in conjunction with the Neighbourhood Centre creation of a vibrant neighbourhood focal point.
- l. Approximately 3ha of land in the Site's south-east has been omitted from the PPC on the basis that the stream forms a more logical and appropriate urban edge than the irregular title boundary.

- m. Placement of the Light Industry zone generally along Pukekohe Park's 65dBA noise contour is a desirable means of buffering residents from that high noise environment as well as noise associated with the operation of the railway line, but still enabling the efficient use of that land. Placement of a road between the Light Industrial zone and the Mixed Housing Urban zone is equally desirable.
- n. Given the Council's identification of the land as suitable for urban purposes, the continuation of the Auckland Trotting Club Inc. facility is inherently tenuous, being better-suited and compatible with a rural-zoned setting. As has been seen numerous times elsewhere as Auckland has grown, lower-value, land-intensive activities at the periphery may from time to time close or seek to keep pace with urban expansion by relocating outwards (numerous golf clubs, the Lion Brewery, and currently Avondale Race Course are examples). In that respect I do not see the change proposed to the trotting facility as being either inherently adverse or positive in urban design terms, and is of itself not an indicator of the settlement becoming either more, or less, compact.
- o. Taking the above into consideration, I consider that the proposal can be seen as positively contributing to the outcomes sought by the AUP: OP, Auckland Plan and Structure Plan as it relates to a quality, compact urban form. It will provide a mix of uses and densities, many of people's daily needs on or within a convenient walking distance of the Site, and a well-connected, conveniently navigable urban structure forming a logical part of Pukekohe in its south-east. In so doing it will provide for the enhancement of the Site's natural characteristics, being the streams, low-lying land for storm water management purposes, and Kahikatea-dominated patch of bush.

6.3 On the basis of the above, I consider that:

- a. In terms of any adverse urban design effects, I consider the proposal would not result in any problematic or unusual effects that do not typically come with land development or subdivision. The design process followed, Precinct Plan and associated plan provisions proposed will be successful at avoiding, remedying or mitigating potential urban design effects related to a quality compact urban form and Pukekohe.
- b. In terms of the relevant AUP: OP provisions (and the Structure Plan NDS), I consider the proposal is consistent with the built-form outcomes sought including the circumstances where establishing new urban zones is appropriate.
- c. In overall consideration of the above, I consider that the proposal represents the most appropriate urban design outcome for the PPC land and it is supported.

the development should achieve a well-connected, integrated built form outcome, with residential areas having high amenity, and being healthy, attractive and safe

- 6.4 This topic is primarily derived from B2.3.1(1), B2.3.1(3), B2.3.2(1), B2.3.2(2), B2.4.1(2), B2.4.2(8), B2.4.2(9), B2.6.1(1), B2.6.2(1) and Appendix 1 in the AUP: OP. It relates to all five of the principles identified in the Council Structure Plan NDS but in particular principles 2 and 4.
- 6.5 In my opinion the proposal will achieve this outcome. My key reasons for this conclusion are:
- a. The concept master plan is not proposed to be the 'final' subdivision plan for the Site, nor is it proposed to have any statutory weight. Its purpose is to help test the proposed provisions and identify what manner of design issues are likely to be raised in the event of the Site being developed. Nonetheless, it is very likely that the master plan would form the basis of a next-step subdivision. This is reinforced by the Precinct Plan indicating key roads and an indicative neighbourhood park location as per the master plan concept. This will lead the Site's eventual urban form pattern to something comparable to the master plan in all probability.
 - b. The Precinct Plan and the master plan concept it is based on show convenient and logical connections to Station Road, Golding Road and Yates Road. Connectivity to the future arterial to the north is also provided for as well as land to the south-east via the future collector. I consider that this will set in train a properly integrated road network.
 - c. The proposed Neighbourhood Centre zone is well-located relative to the planned road network and land use zones. It will provide local character and practical service benefits to the Site as well as existing neighbourhood. It has been located in line with the characteristics identified in the Council Structure Plan. An indicative neighbourhood park has been located so as to reinforce a community focal point at the neighbourhood centre.
 - d. My analysis of the key streams on the Site is that they will likely require esplanade reserves and the topography around them would allow for park-edge roads to be achieved along most of that interface. The concept master plan shows how a subdivision that seeks to integrate and celebrate these features could come about. The provisions in Chapter E38 guiding future subdivision emphasise integration with open spaces and the creation of coherent blocks that avoid or minimise rear lots. They also encourage rear lanes where appropriate, such as long key traffic routes.
 - e. The concept master plan concept demonstrates that the Site can be developed in a way that will provide high-quality streets and a visually interesting urban form interface with streets and the streams. There is no

reason why rear lots could not be kept to a minimum, allowing the subdivision to take the form of conventional urban blocks with dwellings configured in a perimeter-block / defensible space pattern. This will promote on-site amenity and privacy benefits as well as maximise the extent to which development integrates with and enlivened streets and open spaces.

- f. I have tested the resilience of the concept master plan in terms of if the Council Structure Plan's future arterial did locate along the Royal Doulton Drive alignment. This would provide an opportunity for road frontage but not access. As shown in **Attachment 13**, it would be readily possible to configure blocks and rear lanes to achieve this. On that basis, I consider that either an access (Royal Doulton drive) or a no-access (future arterial) requirement could be addressed at the time of subdivision depending on the Council's and Auckland Transport's preferences for the road's form and alignment.
- g. I consider that the landform and likely urban structure that could follow on from the key roads shown on the Precinct Plan is that all allotments would be able to receive appropriate solar access. As noted previously, the placement of the Neighbourhood Centre zone on the south side of an east-west street was to ensure that the street environment in front of those shops would enjoy a favourable northern solar orientation. This would be important for activities such as a café and any outdoor dining that could be contemplated.
- h. In terms of other urban subdivision matters than those set out in the proposed Precinct, the provisions of AUP: OP chapter E38 are to be relied on as is the 'standard' case for all lane in Auckland. Built form outcomes would be managed by Chapter H5 (Mixed Housing Urban zone), H12 (Neighbourhood Centre zone) and H17 (Light Industry zone). In my opinion the Site offers no distinguishing characteristic or anomaly that would render those frameworks less effective or appropriate than is normally the case.
- i. Crossing streams, especially where they might have a 20m-wide reserve either side, is an expensive enterprise and for that reason it is imperative to secure the "right" connectivity. In this respect I refer to earlier comments relating to the proposed alignment of the future collector and how it has been turned towards the south-east, in part so as to create a more successful stream crossing point. A secondary crossing for at least pedestrians and cyclists is also identified on the Precinct Plan and together they will provide an acceptable guarantee of minimum crossing facilities.
- j. The proposal will readily connect on-site workers and residents to a neighbourhood centre and potential neighbourhood park, and the stream / esplanade network. Upgrades would be necessary to Station Road to allow a safe pedestrian and cycle connection to the train station, and as noted elsewhere the Precinct and AUP: OP provisions would require this.

- k. The Precinct provisions include a requirement for 3m shared paths on the key spine roads in the Site and, accompanying this, a restriction on front access for cars along these roads. This will allow these roads to be high quality, high amenity spaces for pedestrians and cyclists. The additional berm space resulting from having no driveways will also allow for a higher density of street trees, likely to visually reinforce these routes as well as enhance their amenity values.
- l. Taking all of the above into account, I consider it very likely that a well-connected and efficient subdivision will occur that integrates people with key transport routes, open spaces, living and working opportunities, and a neighbourhood centre.

6.6 On the basis of the above, I consider that:

- a. In terms of any adverse urban design effects, I consider the proposal would not result in any adverse urban design effects that are remarkable or out of the ordinary for new green field development. Overall, I consider the PPC is likely to result in a number of successful urban design outcomes at the time of future subdivision and development. The design process followed, Precinct Plan and associated Precinct provisions proposed will be successful at avoiding, remedying or mitigating potential urban design effects.
- b. In terms of the relevant AUP: OP provisions (and the Structure Plan NDS), I consider the proposal is consistent with the built-form outcomes sought including the circumstances where establishing urban zones is appropriate.
- c. In overall consideration of the above, I consider that the proposal represents the most appropriate urban design outcome for the PPC land and it is supported.

non-residential activities support the needs of people and the local community

- 6.7 This topic is primarily derived from B2.3.1(1), B2.4.1(5), B2.4.2(10), B2.5.1(3), B2.5.2(7) and Appendix 1 in the AUP: OP. It relates to all five of the principles identified in the Council Structure Plan NDS but in particular principles 2 and 3.
- 6.8 The proposal in my opinion provides for the needs of the local community. It will also do so in a way that will not result in problematic amenity effects between employment and residential activities. My key reasons for this conclusion are:
 - a. The Council's Structure Plan has not identified that any neighbourhood centres in Pukekohe south-east but in my opinion one would be appropriate on the Site given the scale of development likely in the area

and that while access to Pukekohe Town Centre is convenient for more substantial od recreational shopping trips, it is not within a convenient walking distance to meet basic daily needs such as a takeaway bar or a bakery. Providing one would help meet the neighbourhood's occupants' daily needs (residents and workers).

- b. The proposed Neighbourhood Centre zone would likely deliver no more than 1,500m² GFA in area. This could provide for a small strip of perhaps 10 shops fronting the street and facing north. This is in my opinion the correct way to provide for such a small-scale centre. But in any event, the final design and configuration of development within this zone would be subject to land use consent and that would allow for all relevant urban design effects to be addressed.
- c. The purpose of the Neighbourhood Centre zone within the AUP: OP is set out in the introduction to AUP: OP chapter H12.1. It states (my emphasis):

*The Business – Neighbourhood Centre Zone applies to **single corner stores or small shopping strips located in residential neighbourhoods**. They provide residents and passers-by with frequent retail and commercial service needs.*

Provisions typically enable buildings of up to three storeys high and residential use at upper floors is permitted. Development is expected to be in keeping with the surrounding residential environment.

New development within the zone requires assessment in order to ensure that it is designed to a high standard which enhances the quality of streets within the area and public open spaces.

- d. The proposal is my opinion consistent with the scale and character of commercial use envisaged by the zone description. Its location will be visibly obvious and accessible to locals. It would in my opinion provide practical benefits to future residents and workers alike on the Site. It has been positioned to relate well to the Site's internal spine roads, workers, residents, and users of the potential neighbourhood park. I consider that, in particular, a synergy with a neighbourhood park would allow creation of a very effective community focal point within the new neighbourhood.
- e. The area and shape of the Neighbourhood Centre zone is considered able to accommodate a building that fronted the streets and intersection corner, accommodate an off-street car parking area that would not compromise the ability of the shops to locate at the street frontage, and allow servicing space behind the buildings where they would be screened from the street. On this basis I am satisfied that it is of an appropriate location, size and shape. I do not consider the Neighbourhood Centre zone size and location likely to result in any measurable adverse effect on the Pukekohe Town Centre.

- f. Approximately 20ha of Light Industrial zone is proposed and this is likely to yield the order of 68,000m² GFA. Based on an assumed typical GFA to employee ratio of 1:100m² to 1:200m² GFA, this could yield the order of 300 – 600 jobs. This will provide employment for locals as well as buffer noise effects from Pukekohe Park to the west. This will likely provide employment for some site occupants, while the Site is otherwise well-connected to other employment areas in Pukekohe or, via the Train Station, further afield.

6.9 On the basis of the above, I consider that:

- a. In terms of any adverse urban design effects, I consider the proposal would result in an appropriately small-scale non-residential neighbourhood centre activity that will help to meet the needs of the community as well as the almost 20ha of Light Industry zone proposed as a source of very close-by jobs. The design process followed, location and size of the Business zones, Precinct Plan and associated Precinct provisions proposed will be successful at avoiding, remedying or mitigating potential urban design effects.
- b. In terms of the relevant AUP: OP provisions (and the Structure Plan NDS), I consider the proposal is consistent with the built-form outcomes sought including the circumstances where establishing a centre zone is appropriate.
- c. In overall consideration of the above, I consider that the proposal represents the most appropriate urban design outcome for the PPC land and it is supported.

the development should maintain or enhance the character of the local area, and provide adequately for infrastructure

- 6.10 This topic is primarily derived from B2.3.1(1), B2.3.2(1), B2.4.1(2), B2.4.2(8), B2.4.2(9), B2.6.1(1), B2.6.2(1), and Appendix 1 in the AUP: OP. It relates to all five of the principles identified in the Council Structure Plan NDS but in particular principles 1, 4 and to a lesser extent 5 (notably storm water and flooding).
- 6.11 In my opinion the proposal will not maintain the local area's existing character but will contribute positively to its planned character values and provides mechanisms to ensure the provision of infrastructure. My key reasons for this conclusion are:
 - a. I have assumed that the existing character of the Site, having been zoned Future Urban and identified for a combination of industrial and residential use in the Council's Structure Plan and in the Council's FULSS timeframe of 2023-2027, is not one that should be retained or maintained.

- b. As it relates to Golding Road, the proposal is for Mixed Housing Urban zone and this is not as per the Council's Structure Plan, including because of the Government's Resource Management (Enabling Housing Supply and Other Matters) Amendment Bill. But in my opinion it is not likely that a significant built form difference is likely to result between this and the Mixed Housing Suburban zone that was indicated on the Structure Plan. On that basis and in reliance on the provisions of AUP: OP chapters E38 and H5, the proposal will achieve built form character compatible with that identified by the Council as suitable. In my opinion and more generally, the placement of Mixed Housing Urban zone at the edge of a settlement is appropriate and raises no urban form issue with the RPS (noting that the effect of the Government's Resource Management (Enabling Housing Supply and Other Matters) Amendment Bill would be to provide for 3-storey medium density housing around the edges of all towns and settlements in Tier 1 environments in any event). While most townships exhibit a classic density gradient downwards from the centre to the edge, there is no RMA or AUP: OP recognition for very 'fuzzy' edges literally by way of a Large Lot Residential zone or Rural: Countryside Living zone adjacent to a Rural zone. My own experience has been that under the RMA resource consent process, management of a clearer urban edge is much easier to administer and I consider there to be no urban design defect with the urban form edge proposed. However in reaching that conclusion the presence of a public road is important as a zone delineator; it will allow each zone to properly address its own external edge, as opposed to a permanent or long-term back fence with appreciably lesser character or amenity values.
- c. As it relates to the north, south-east and south, the presence of the Future Urban zone and indications within the Council's Structure Plan for land uses similar or compatible with those proposed in the Plan Change will provide an appropriate opportunity for character considerations to be managed cohesively.
- d. As it relates to Station Road and the west, the proposal will be consistent with the vision for Light Industry zone set out in the Council's Structure Plan and will generally be compatible with the Business zones north of the Site.
- e. The re-zoning will result in substantial urban design improvements to Golding Road, Station Road and Yates Road (in time). This will include the provision of pedestrian and where appropriate cycle facilities, street trees and lighting, and buildings that provide character, visual interest, and passive surveillance.
- f. In terms of the Site itself, the Precinct Plan and underlying AUP: OP provisions do provide a mechanism to achieve an urban structure in line with that represented on the concept master plan. The spine roads will not have driveways crossing the footpath and will contain shared paths for enhanced pedestrian and cycle amenity. They will also accommodate a higher-frequency of street trees than typical local roads. The

opportunity to enhance and front the stream corridors with roads and provide a well-integrated neighbourhood park (at the Council's discretion) will also provide the frame for a high-quality character within the area that will positively contribute to Pukekohe, and set in train a well-connected local road network in this sector of the Future Urban zone.

- g. In terms of built form, the concept master plan indicates that the Site is of a shape and dimensions that would allow for the minimisation of rear lots within the subdivision and this gives me confidence that an emphasis on high-quality streets (as sought by the AUP: OP) will be achievable. The layout and quality of buildings would be managed by the underlying Mixed Housing Urban and Suburban zones, respectively. On this basis the proposal will inherently achieve a built form outcome that is acceptable in terms of what the AUP: OP seeks.
- h. In terms of the provision of infrastructure, I am reliant on other experts to confirm what solutions may be viable but I agree that it would not be appropriate to enable development on the land without the necessary infrastructure being in place at the time of the development, including improvements to at least Station Road so as to connect pedestrians and cyclists to the train station and town centre. To that end I support the provisions proposed in the Precinct Plan and underlying AUP: OP provisions in chapter E38.

6.12 On the basis of the above, I consider that:

- a. In terms of any adverse urban design effects, I consider the proposal would result in a substantial change in the character of the Site although overall it is a change that is in line with that signalled by the Future Urban zone and the Council's Structure Plan, in the near-term timeframe signalled in the Council's FULSS. Development of the Site will be managed by the Precinct Plan provisions and underlying subdivision and zone frameworks. I am in particular satisfied that an urban form outcome will be achieved that positively contributes to the planned character of Pukekohe's south-east. The design process followed, Precinct Plan and associated provisions proposed will be successful at avoiding, remedying or mitigating potential urban design effects.
- b. In terms of the relevant AUP: OP provisions (and the Structure Plan NDS), I consider the proposal is consistent with the built-form outcomes sought including the circumstances where establishing a centre zone is appropriate.
- c. In overall consideration of the above, I consider that the proposal represents the most appropriate urban design outcome for the PPC land and it is supported.

open spaces should be well integrated and physically connected where possible

- 6.13 This topic is primarily derived from B2.2.1(1), B2.3.1(1), B2.3.1(3), B2.7.1(1), B2.7.2(1), B2.7.2(2), and Appendix 1 in the AUP: OP. It relates to all five of the principles identified in the Council Structure Plan NDS but in particular principles 2 and 4.
- 6.14 In my opinion the proposal will be appropriate. My key reasons for this conclusion are:
- a. The Council Structure Plan identifies a future neighbourhood park on that part of the Site subject to the re-zoning request. If desired on the Site, I consider that a 4,000m² – 6,000m² park could be readily accommodated in close association with the spine road network, neighbourhood centre, and esplanade reserve (green) network. An indicative location for this has been shown on the Precinct Plan and is illustrated on the concept master plan. Such an outcome would in my opinion be very well integrated with the neighbourhood and the Site's features. But because the neighbourhood park is only proposed to be given an 'indicative' notation, the Council would be able to require a different location if it preferred that.
 - b. The Site is subject to two streams and while yet to be surveyed, a visual inspection suggests that 20m-wide esplanade reserves are likely to be required along some of the length of these and 10m riparian strips along the balance. The concept master plan shows how these could be developed with park-edge roads for most of what might be a future public space edge and be well-overlooked by road users and from adjacent development fronting those streets. Ecological enhancement would be required in the esplanade reserves and riparian strips at the time of their vesting.
 - c. The spacing between the streams is also such that it would be possible (and ideal) for roads and blocks to frequently integrate with the green network by providing frequent views and access between them.
 - d. Because the streams cross the Site from Golding Road to Yates Road this green network could be extended in the future on either or both sides.
 - e. Having reviewed the AUP: OP urban subdivision provisions, I consider that there is no need for any additional consent requirements or policies / assessment matters to ensure the above opportunities are incorporated into future development of the Site.
 - f. The existing patch of Kahikatea-dominated bush is to be protected and likely to be incorporated into a future network of esplanade and drainage reserves.

- 6.15 On the basis of the above, I consider that:
- a. In terms of any adverse urban design effects, I consider the proposal does not require, but at the same time would not preclude, creation of a new neighbourhood park in an acceptable configuration should the Council require this at the time of subdivision consent. Retained and enhanced streams on the Site and likely esplanade reserves will provide visual and recreational amenity.
 - b. In terms of the relevant AUP: OP provisions (and the Structure Plan NDS), I consider the proposal is consistent with the built-form outcomes sought including the circumstances where establishing a new neighbourhood park and esplanade reserves or riparian strips is appropriate.
 - c. In overall consideration of the above, I consider that the proposal represents the most appropriate urban design outcome for the PPC land and it is supported.

reverse sensitivity effects with adjacent land uses are managed

- 6.16 This topic is primarily derived from B2.5.1(3), B2.5.2(10), B2.7.1(3), and Appendix 1 in the AUP: OP.
- 6.17 In my opinion, the proposal will successfully manage reverse sensitivity effects on adjacent activities. My key reasons for this conclusion are:
- a. I am advised that a reverse sensitivity effect is one where a complaint from a new use to an existing authorised one leads to an actual curtailment of the otherwise authorised activity. It is more than the risk of a person just making a complaint or of an established activity reasonably having to take into consideration the interests of neighbours as a part of their own s.17 RMA obligations.
 - b. The proposal is for land use zones that are different to but compatible with the Council's Structure Plan vision for the area. Unlike the Structure Plan, the Plan Change has had the benefit of specific Pukekohe Park noise contours to help inform zone boundaries.
 - c. The Light Industrial zone is compatible with the Pukekohe Park facility and will not raise effects of concern with its on-going operation. Development within that zone in line with the zone standards is also likely to help block or further screen noise from Pukekohe Park being received in the proposed residential zone area.
 - d. An internal road is proposed to define most of the internal zone boundary between the Light Industrial and Mixed Housing Urban zones. This will help to separate uses and buffer them from one another. This is a fairly

typical technique to separate adjacent uses although I note that in the AUP: OP, zone standards (that would apply to the Site) are relied on to manage potential effects between residential and business zones, which are frequently seen abutting one another.

- e. Residential development on the Site within the Pukekohe Park 55dBA contour would be required to incorporate acoustic attenuation of internal spaces and this is a fairly standard technique. This would ensure the comfort of occupants and manage potential reverse sensitivity effects appropriately.
- f. The proposal will not give rise to any reverse sensitivity effects of concern on Future Urban zoned land north given the likelihood that the land will be re-zoned prior to the Site being fully developed in any event. To the South, the balance part of the Site south of the stream being left as Future Urban will ensure that land south of that will not be subject to any potential reverse sensitivity effects of concern.
- g. The Neighbourhood Centre zone will in my view not give rise to residential amenity reverse sensitivity effects due to its placement on an intersection corner and quite small size within the Site. It will also not adversely affect in any discernible way the Pukekohe Town Centre as the community's principal focal point.
- h. The proposed Mixed Housing Urban zone along the Site's Golding Road boundary is not as per the Council's Structure Plan but will not in my opinion be likely to create any effects of concern with activities occurring east of Golding Road. The road itself (and the front yard landscaping and barriers that exist to it on either side) will act as part of the real-world mitigation of effects.

6.18 On the basis of the above, I consider that:

- a. In terms of any adverse urban design effects, the proposal would result in a successfully planned mix of uses that will not give rise to any reverse sensitivity effects of concern. The design process followed, Precinct Plan and associated provisions proposed will be successful at avoiding, remedying or mitigating potential urban design effects.
- b. In terms of the relevant AUP: OP provisions (and the Structure Plan NDS), I consider the proposal is consistent with the built-form outcomes sought including the circumstances where reverse sensitivity effects are likely or should be avoided.
- c. In overall consideration of the above, I consider that the proposal represents the most appropriate urban design outcome for the PPC land and it is supported.

the proposal should demonstrate how the site's opportunities and constraints have been positively responded to

- 6.19 At the fundamental design and layout level, the way in which a proposal responds to its site characteristics, opportunities and constraints is regarded by urban designers as one of the key ways that potential adverse effects can be avoided, remedied or mitigated (and that potential positive effects can be maximised). In this respect, this topic relates to all of the AUP: OP RPS provisions relevant to the PPC. It relates to all five of the principles identified in the Council Structure Plan NDS.
- 6.20 In my opinion, the proposal represents a logical and successful response to its context. My key reasons for this conclusion are:
- a. The proposed land use zones are compatible with those indicated in the Council's Structure Plan but have been refined based on a more detailed consideration of the Site and its surrounds. The land is generally flat to gently undulating and can be developed in accordance with the proposed zones without require extensive landform modifications or other engineering-intensive solutions.
 - b. Placement of the Light Industrial Zone and its alignment with Pukekohe Park's 65dBA noise contour is an obvious direct response to that noise environment and how to manage potential reverse sensitivity effects.
 - c. The residential zone proposed reflects the premium of land closer to the Pukekohe Train Station, and also the direction signalled by the Government's Resource Management (Enabling Housing Supply and Other Matters) Amendment Bill.
 - d. The Neighbourhood Centre zone has been optimally located on the Site so as to have maximum visibility to passing traffic and accessibility to both residents and workers. This is consistent with the locational factors identified by the Council in its Structure Plan. It has been included in the Plan Change in response to the size and scale of development indicated for the Site and Pukekohe south-east in the Council's Structure Plan and the distance from the Site to Pukekohe Town Centre as it relates to conveniently-accessible daily-need activities such as a takeaway bar or bakery.
 - e. The concept master plan demonstrates how the Site can accommodate a development that achieves the built form and subdivision qualities sought by the AUP: OP, and integration with existing property boundaries, road frontages, and the opportunity to integrate the streams into high-quality and environmentally enhanced features within the Site.
 - f. The concept master plan shows how stormwater could be managed in a way that integrates with the streams and could create a spacious and enhanced green network on the Site.

- g. The existing area of Kahikatea-dominated bush is to be protected and, ideally, integrated into the future green network of drainage and esplanade reserves. A future neighbourhood park has also been identified on the Precinct Plan in what I regard as an ideal location.
- h. The south-eastern extent of the plan change area has been set at a natural 'edge' (a stream) rather than the less elegant allotment back boundaries. I regard this as a successful recognition of that feature and it forms an obvious zone boundary.
- i. Road connections as per the Council Structure Plan have been catered to and the Precinct provisions (and existing / underlying AUP: OP provisions) will ensure that necessary infrastructure upgrades occur either before or at the time of development.
- j. In terms of the Council's non-statutory Future Urban Land Supply Strategy, the proposal is to bring the land's re-zoning forwards by approximately 1-5 years. I support this and for reasons set out previously I consider that land to the immediate north stands out as the logical first-cab Council-led re-zoning opportunity given its proximity to the train station, town centre, high school and other Pukekohe facilities. This makes it much less likely that the proposal would result in an isolated urban 'bubble'.
- k. Overall, the proposal has demonstrated a comfortable and compatible fit in its environment. I consider that opportunities have been maximised and constraints have been properly managed and provided for.

6.21 On the basis of the above, I consider that:

- a. In terms of any adverse urban design effects, I consider the proposal responds logically and appropriately to the site's opportunities and constraints. The design process followed, Precinct Plan and associated provisions proposed will be successful at avoiding, remedying or mitigating potential urban design effects.
- b. In terms of the relevant AUP: OP provisions (and the Structure Plan NDS), I consider the proposal is consistent with the built-form outcomes sought including the circumstances where establishing new urban zones is appropriate. I particularly consider the proposal suitable to be advanced ahead of the indicative sequencing set out in the Council's non-statutory Future Urban Land Supply Strategy and that no problematic urban design effects or issues are likely to occur.
- c. In overall consideration of the above, I consider that the proposal represents the most appropriate urban design outcome for the PPC land and it is supported.

overall urban design merit

- 6.22 In light of the above analyses, I have turned my mind to a cumulative and overall assessment of urban design merit.
- 6.23 The proposal has followed a design-led process and identified the most-appropriate framework for the site. In my opinion the design process was comprehensive and of a depth that is commensurate to the scale and potential environmental effects that the PPC could give rise to.
- 6.24 The proposed zone framework, provisions and Precinct Plan will ensure subdivision and development maintains and enhances the planned character and other qualities of Pukekohe. The concept master plan gives me confidence that the zones proposed will be of a sufficient size and design that the 'downstream' resource consent provisions triggered in AUP: OP can be comfortably met. The design principles and aspirations set out in the Structure Plan NDS, although non-statutory, will also be achieved by the PPC.
- 6.25 On balance, I consider the proposal to adequately reflect the outcomes sought by the AUP: OP for new urban zones in the Future Urban zone, and that any adverse effects arising from subdivision and development of the land will be appropriate in urban design terms. Numerous positive effects are also likely, including for the existing community.
- 6.26 On the basis of the above and overall, I consider that the proposal could be supported on urban design grounds.

7. conclusions

- 7.1 This report has documented an independent analysis of an application for a Private Plan Change to re-zone approximately 86.22ha of an 89.32ha site currently zoned a combination of Major Recreation Facility zone and Future Urban Zone, for Golding Meadow Developments Ltd., and Auckland Trotting Club Inc. The application has been made to Auckland Council under the Resource Management Act 1991 ("RMA") in terms of the Auckland Unitary Plan (Operative in Part) "AUP: OP". The key conclusions of this report are that:
- a. The site has been identified as suitable for urban purposes through the Future Urban zone that applies to the land and the completed Council Structure Plan for Pukekohe-Paerata, 2019. The proposed combination of land use zones is compatible with that indicated in the Council's Structure Plan are the most appropriate in urban design terms for the land given the site's opportunities and constraints, and adjacent land's characteristics. Due to the presence of a stream, some of the land within 49 Yates Road, and 158 and 160 Golding Road (6.87ha) is proposed to

remain zoned Future Urban and this is supported for the key reason that natural features such as the existing stream form logical and appropriate urban edges that can be fronted on-to, rather than uniform back fences following irregular cadastral boundaries.

- b. The proposal includes a Precinct Plan specifying key road links to be established; indicates a future east-west arterial road north of the Site (identified in the Council's Structure Plan); key existing streams to be protected and enhanced; noise contours associated with the adjacent Pukekohe Park for attenuation and mitigation purposes; an indicative neighbourhood reserve; and a stand of native bush to be protected.
- c. A concept master plan for the Site, and which is intended to form a high-level starting-point for subsequent subdivision, demonstrates that the land is capable of delivering an integrated, well-connected and spatially coherent urban form outcome in line with the outcomes sought by the AUP: OP.
- d. For the land to be developed a number of infrastructure upgrades would need to occur and be coordinated. The existing AUP: OP and proposed Precinct provisions provide for this through consent requirements. I consider it very unlikely that the proposal would give rise to any staging or timing-related urban design effects 'out of the ordinary' from what typically occurs as urban expansion occurs.
- e. At its closest point the Site is within 1km of the Pukekohe train station. I consider that this is sufficiently proximate to support urban and suburban-density residential development (Mixed Housing Urban and Suburban zones). A Neighbourhood Centre zone and public reserves likely within the Site and the availability of close-by local jobs in the new Light Industry zone as well as in the adjacent Pukekohe area will also allow people to meet their needs in line with the informal Transit Orientated Development model that underpins the AUP: OP's urban growth strategy.
- f. Use of the Light Industry zone within the 65dBA noise contour associated with the Pukekohe Park facility, and requirements for acoustic attenuation within proposed residential zoned land within the 55dBA contour, will ensure a compatible land use response is achieved that will maintain the functionality of that facility (and in so doing manage any potential reserve sensitivity effects). The proposal is fairly typical in that respect.
- g. The proposal will result in a number of adverse urban design effects, although none are considered to be unusual or severe in the context of urban land re-zoning. Positive urban design effects will also occur or be enabled through future subdivision. Overall, the proposal is consistent with the quality compact urban form sought by the AUP: OP and the specific matters set out in Chapter B2: Urban Form. It is consistent with

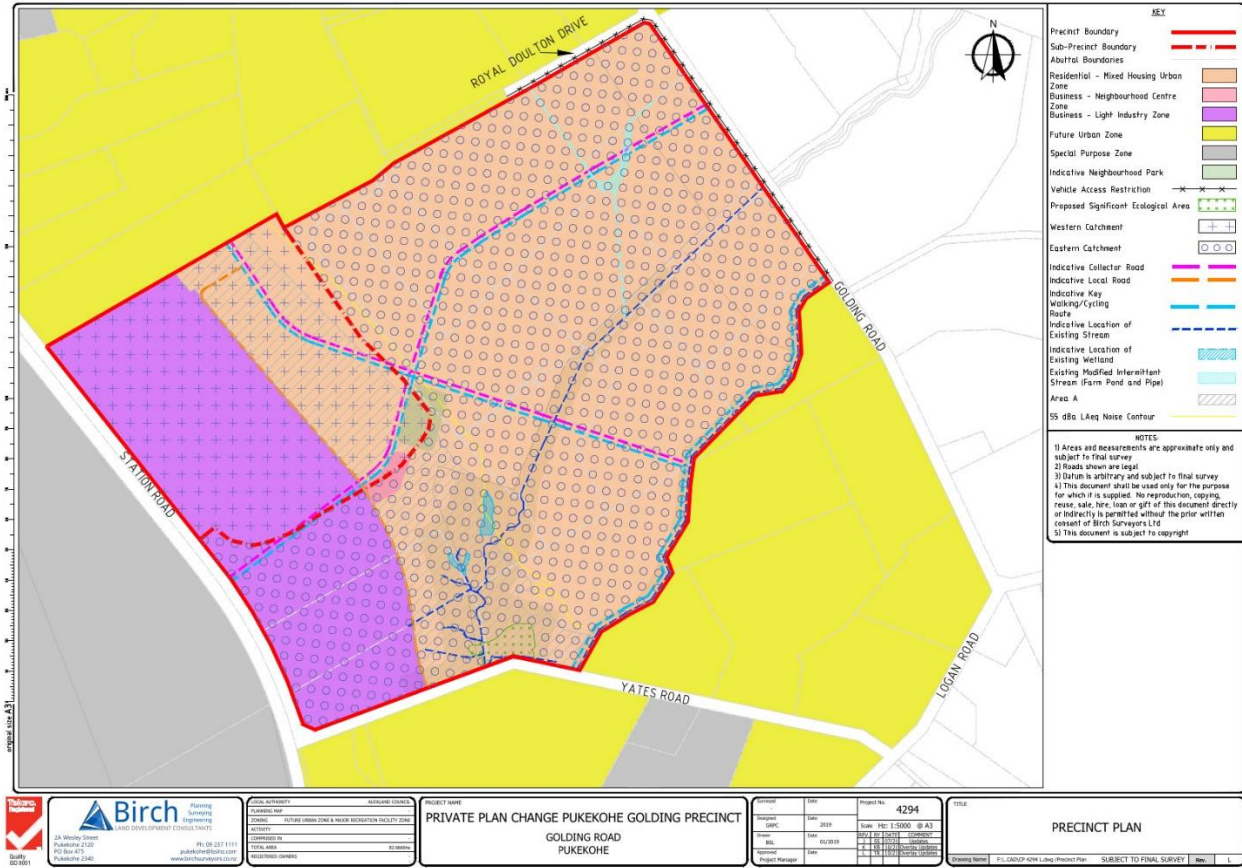
the Council's Structure Plan and the specific urban design principles that accompany it in a Neighbourhood Design Statement.

- 7.2 The private plan change application could be accepted on urban design grounds.

ATTACHMENT 1 – Original concept plan for the Site and land to the south-east prepared as part of feedback on the Council’s Draft Pukekohe Structure Plan, 2018, no scale

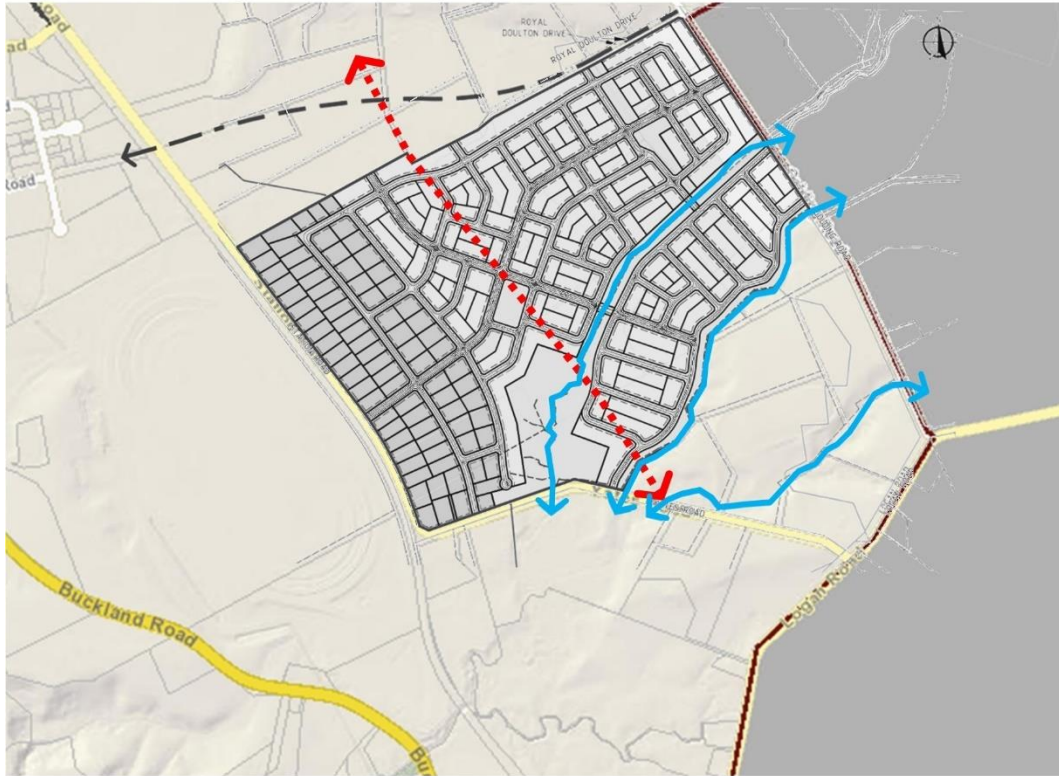


ATTACHMENT 2 – Proposed Precinct Plan. Source: Birch Surveyors Ltd., 2020, no scale.

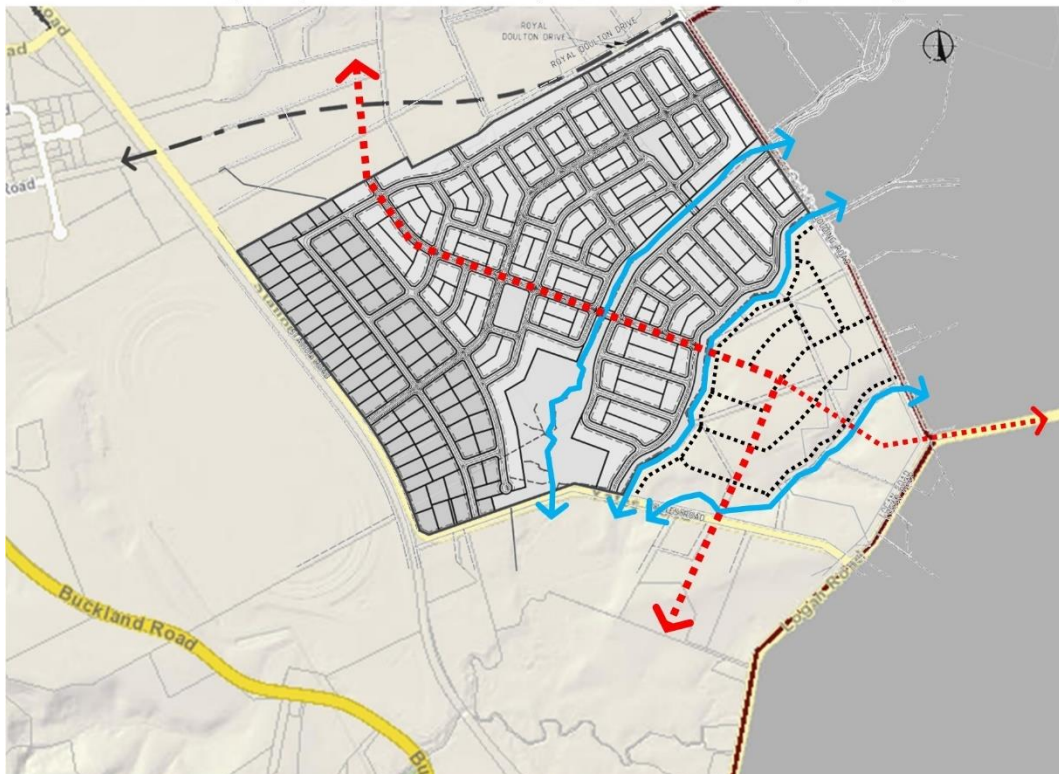


ATTACHMENT 3 – Indicative potential alignment of future collector continuing south of the Site and connecting to Yates Road, no scale.

Future collector road as per Council Structure Plan.

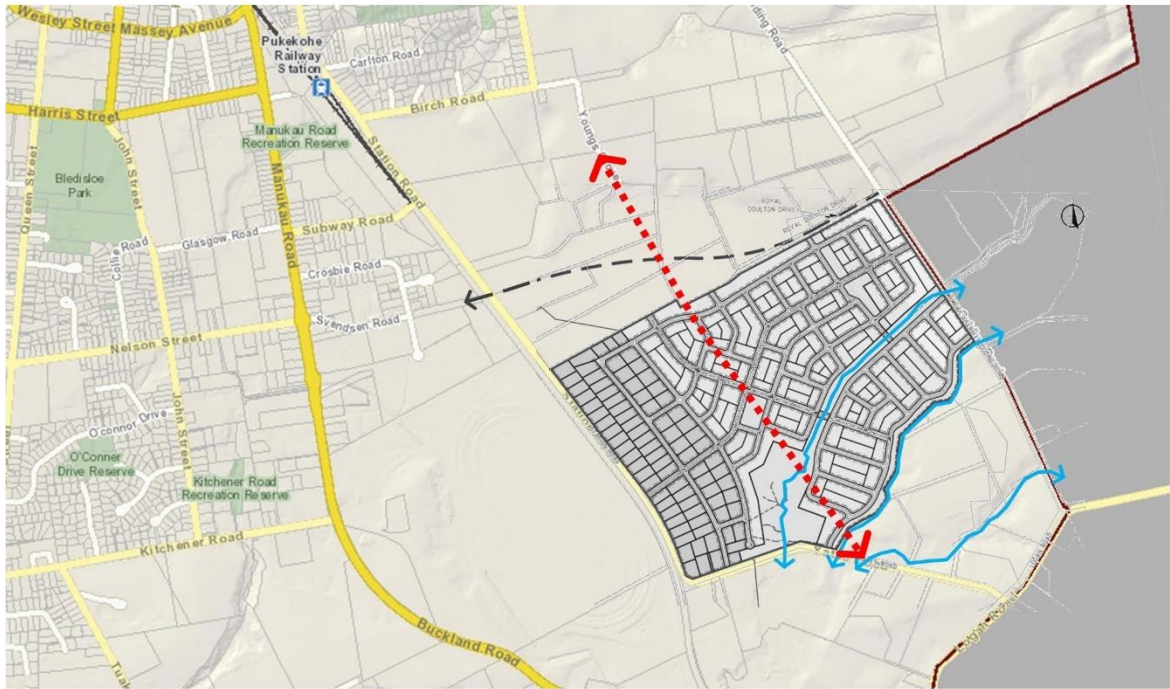


Future collector road as per Proposal based on maximum potential network and development integration.



ATTACHMENT 4 – Indicative potential alignment of future collector continuing north of the Site to the future arterial and Youngs Grove, no scale.

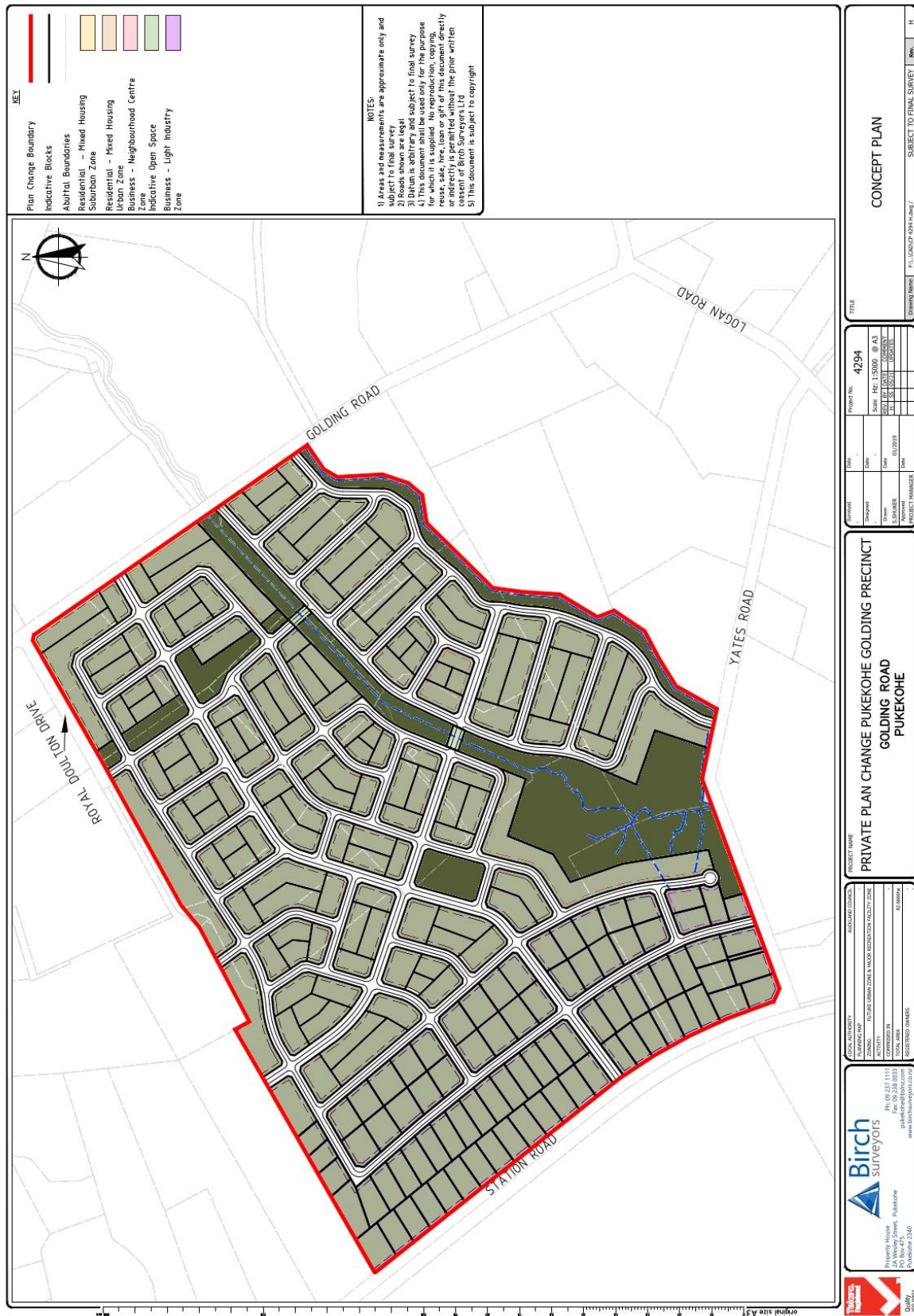
Future Collector road as per Council Structure Plan.



Future Collector road as per Proposal based on 'squaring up' the intersection with the Future Arterial road.

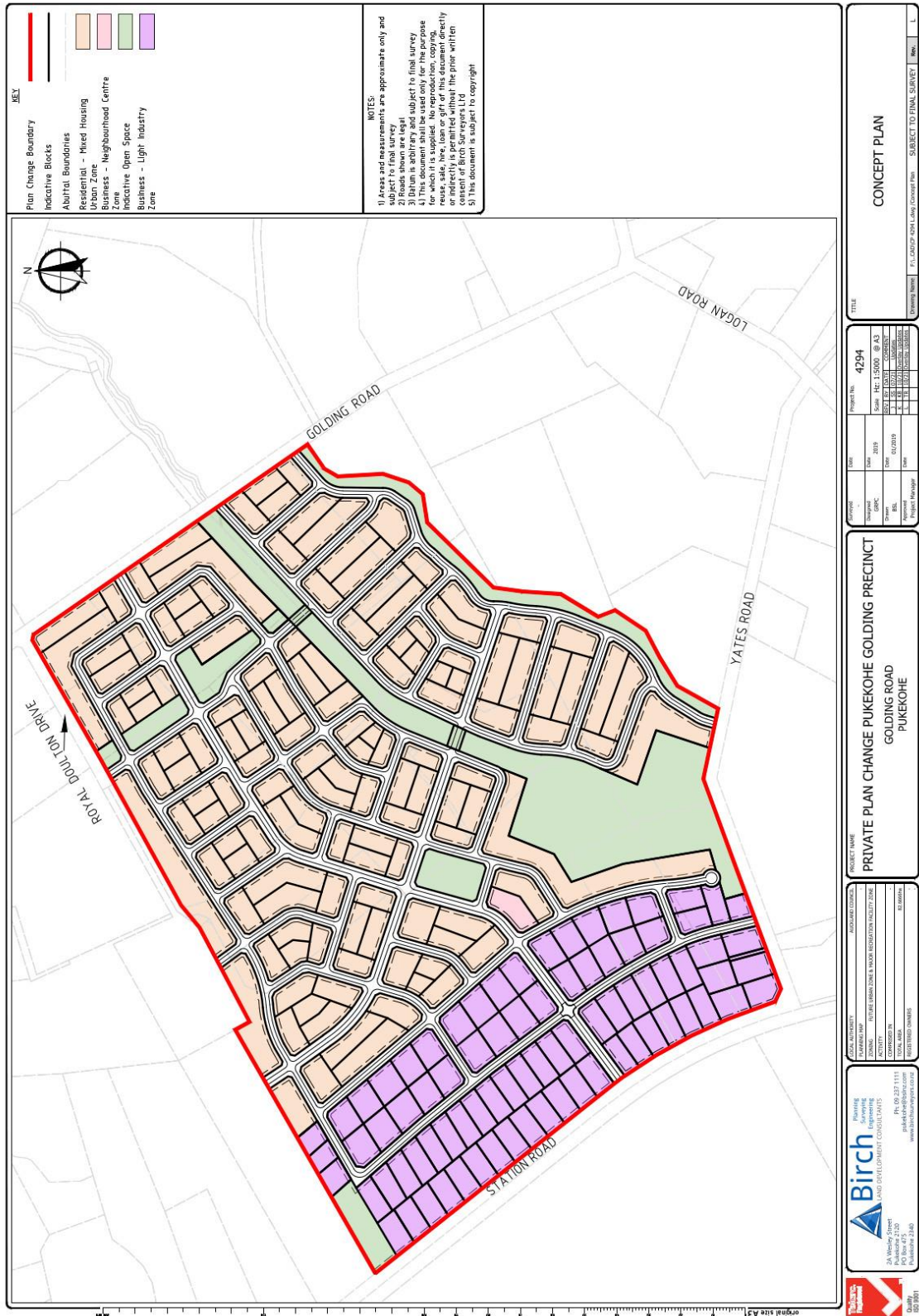


ATTACHMENT 5 – Concept master plan as a block and street structure, no scale.

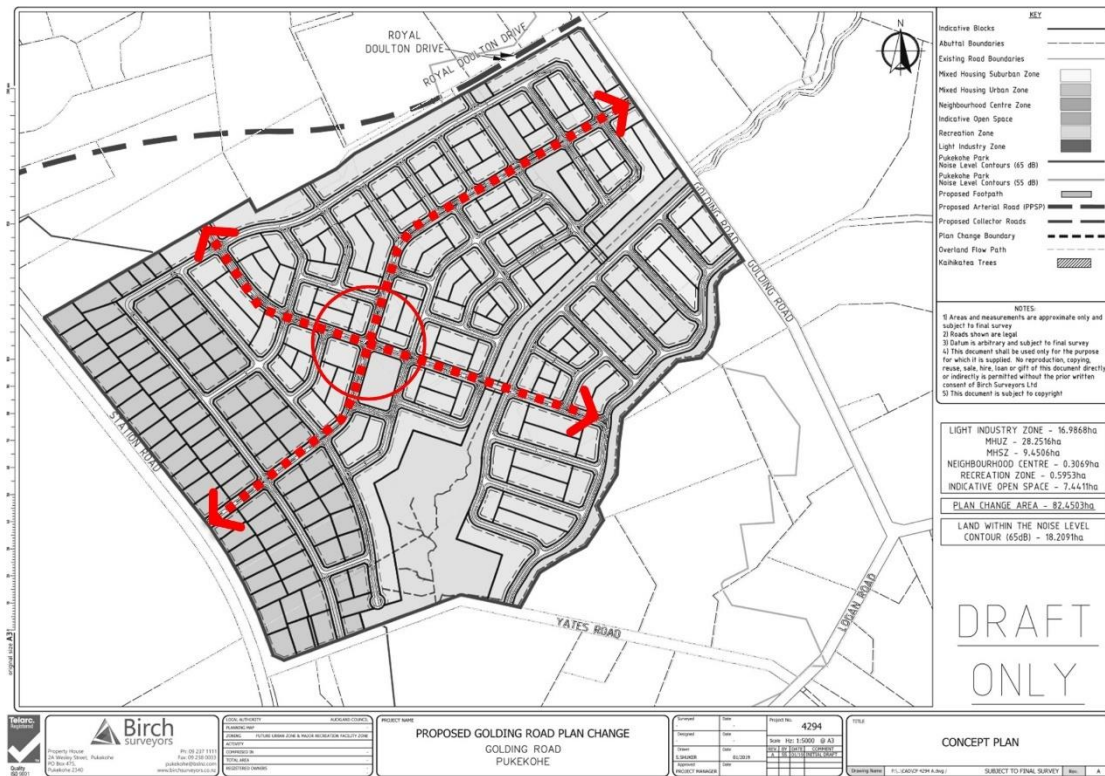


PROJECT NAME		4294	
DATE	DATE	DATE	DATE
PROJECT MANAGER			
<p>PRIVATE PLAN CHANGE PUKEKOHE GOLDING PRECINCT GOLDING ROAD PUKEKOHE</p>			
<p>Birch Surveyors</p> <p>Private House, Pukekohe PO Box 425, Pukekohe Telephone: 2880</p> <p>Ph: 09 237 1111 Email: pukekohe@birch.co.nz www.birchsurveyors.co.nz</p>			
<p>PLANNING DEPARTMENT 11-11 GILBERT STREET, NEWTON, AUCKLAND</p> <p>ACTIVITY: RESIDENTIAL DEVELOPMENT COMMUNITY: RESIDENTIAL DEVELOPMENT ZONING: MIXED HOUSING SUBREGION: AUCKLAND</p>			
<p>PROJECT TITLE: CONCEPT PLAN</p> <p>DATE: 21 OCT 2021</p> <p>SCALE: AS SHOWN</p> <p>PROJECT NUMBER: 4294</p> <p>PROJECT STATUS: SUBMITTED</p> <p>PROJECT MANAGER: IAN MURRO</p>			

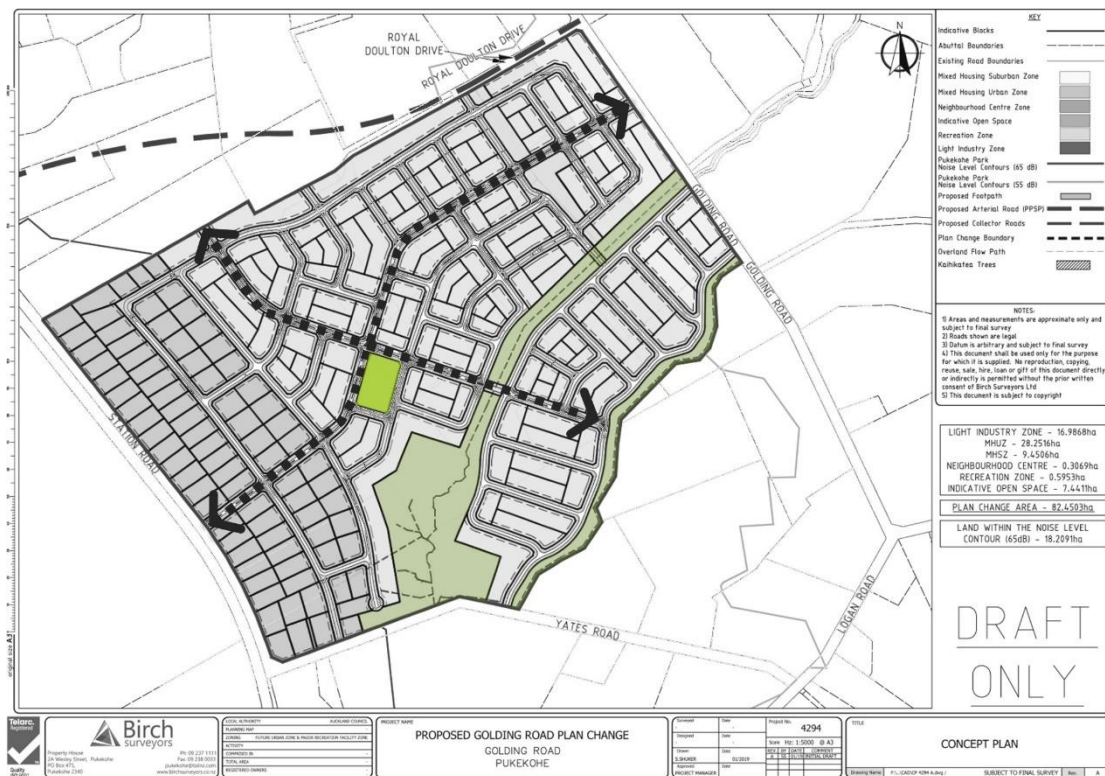
ATTACHMENT 6 – Concept master plan overlain with the proposed land use zones, no scale.



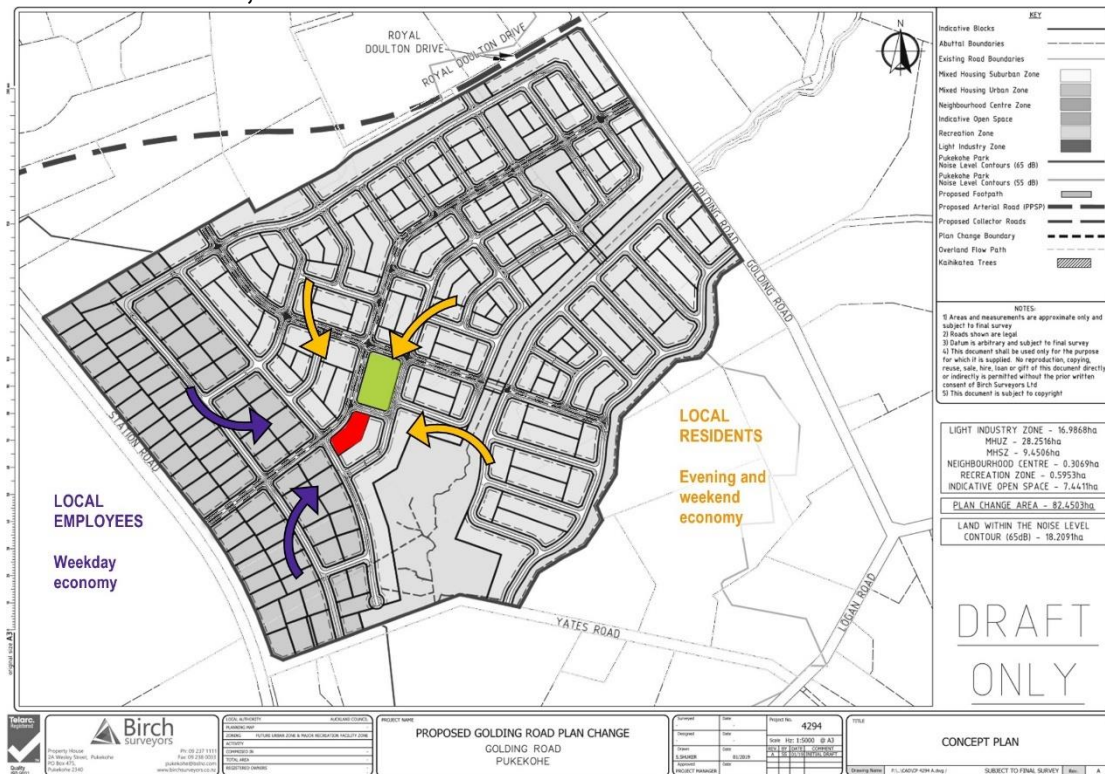
ATTACHMENT 7 – Key internal roads and central cross-roads focal point, no scale.



ATTACHMENT 8 – Indicative potential neighbourhood park relating to key internal roads, other open spaces, and maximising road frontage generally, no scale.



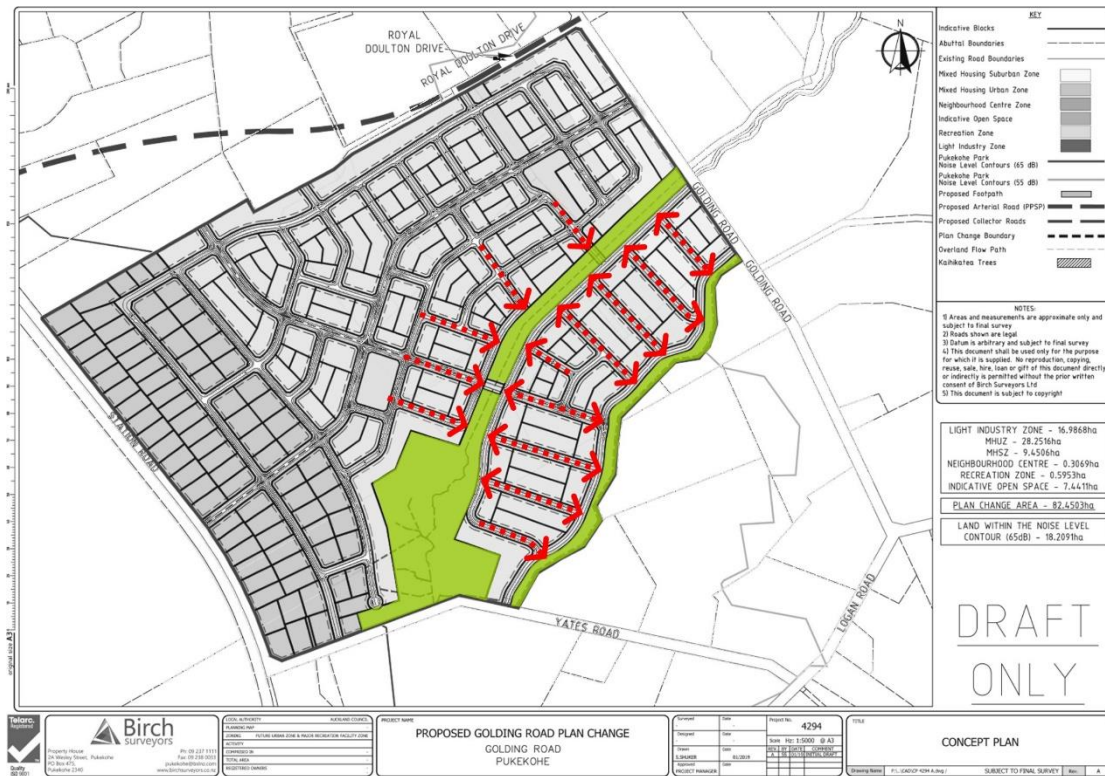
ATTACHMENT 9 – Proposed Neighbourhood Centre zone located to serve workers and residents, aligned with the key internal roads to maximise exposure to passing traffic, synergy with neighbourhood park to reinforce a community focal point, and proximity to the stream network, no scale.



ATTACHMENT 10 – Existing streams to be protected and likely provided with Esplanade reserve and, in that scenario, park-edge roads for most of their length, no scale.

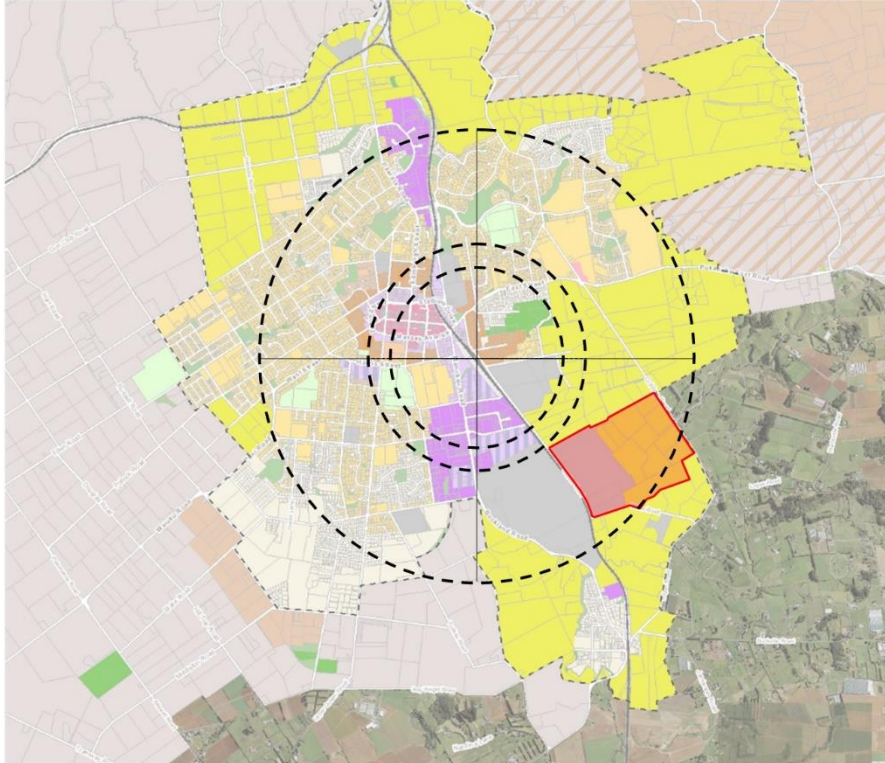


ATTACHMENT 11 – Blocks and streets configured to maximise views and access to the stream corridors, no scale.

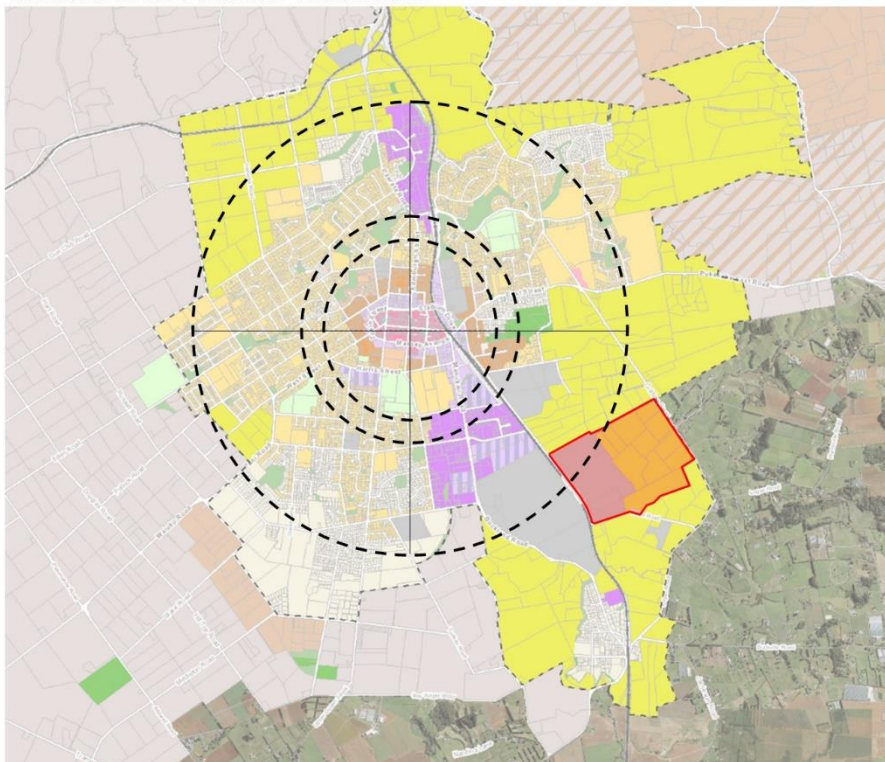


ATTACHMENT 12 – Comparative proximity of the Site to Pukekohe Town Centre and Train Station in the context of zoned urban land and other Future Urban Zoned land in and around Pukekohe, no scale.

Site (red overlay) context in Pukekohe with 800m, 1km, and 2km radius catchments centered on the Pukekohe Train Station.

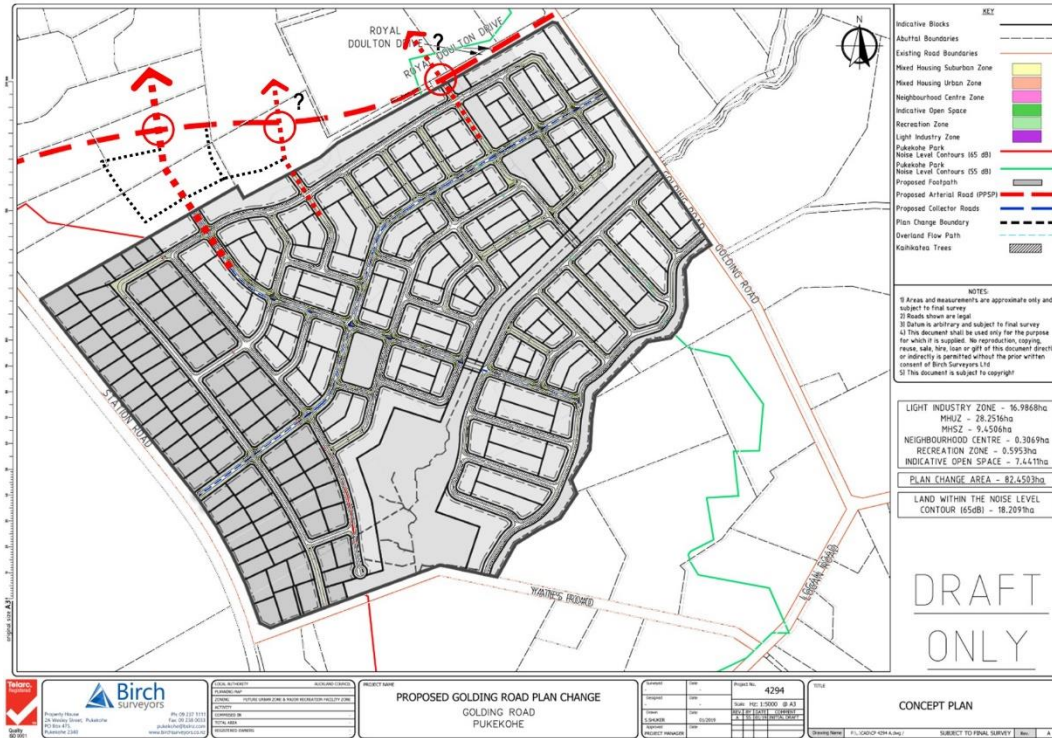


Site (red overlay) context in Pukekohe with 800m, 1km, and 2km radius catchments centered on the Pukekohe Town Centre.



ATTACHMENT 13 – Design test of how road frontage without vehicle access could be provided along Royal Doulton Drive if it were converted into the future arterial as indicated on the Council Structure Plan, no scale.

Scenario A - development largely backs onto Future Arterial (more likely if the road has characteristics closer to a state highway). Additional access to the Arterial also possible, if desired.



Scenario B - development largely fronts the Future Arterial but with no vehicle access (more likely if the road offers excellent pedestrian, cyclist and visual amenity). Additional access to the Arterial also possible, if desired.

