

# Request for Private Plan Change

Proposed Plan Change 18 (Private): Waiata Shores Local Centre

**Woolworths New Zealand Limited**

For land on the corner of Te Napi Drive and Great South Road, Conifer Grove

**Prepared by:**

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## Table of Contents

1.0	The Private Plan Change Applicant and Property Details.....	3
2.0	Summary of Plan Change Request.....	4
3.0	Site Location.....	4
4.0	Description of the Site and Surrounding Environment .....	4
4.1	The Site .....	4
4.2	Surrounding Environment .....	5
4.3	Zoning and Overlays .....	6
5.0	Background .....	7
6.0	Private Plan Change Request .....	7
6.1	Introduction.....	7
6.2	Requirements of the Act .....	8
6.3	Nature and Purpose of PC18 .....	10
6.4	PC18 Conclusion .....	12
7.0	Section 32 Evaluation.....	12
7.1	Scope and Purpose .....	12
7.2	Development of Options .....	13
7.3	Evaluation of Options .....	13
7.4	Risk of Acting or Not Acting.....	14
7.5	Reasons for the Preferred Option .....	15
8.0	Resource Management Framework .....	16
8.1	Part 2 of the RMA.....	16
8.2	Other Relevant Sections of the RMA.....	17
8.3	National Policy Statements .....	18
8.4	National Environmental Standards .....	19
8.5	National Planning Standards .....	20
8.6	Other Legislation .....	20
8.7	The Auckland Plan .....	20
8.8	The Auckland Unitary Plan – Regional Policy Statement .....	21
8.9	The Auckland Unitary Plan – Objectives and Policies .....	24

9.0	Environmental Effects.....	27
10.0	Consultation.....	28
11.0	Conclusion.....	29

## List of Appendices

<b>Appendix A:</b>	Certificates of Title
<b>Appendix B:</b>	Proposed Plan Change Zone Map
<b>Appendix C:</b>	Section 32 Option Evaluation Table
<b>Appendix D:</b>	AUP RPS B2.5.2(4) Assessment Table
<b>Appendix E:</b>	Integrated Transport Assessment
<b>Appendix F:</b>	Retail Impact Assessment
<b>Appendix G:</b>	Urban Design Statement
<b>Appendix H:</b>	Acoustic Assessment
<b>Appendix I:</b>	Site Development Plan
<b>Appendix J:</b>	Landscape Strategy
<b>Appendix K:</b>	AUP Appendix 1 Assessment Table
<b>Appendix L:</b>	Summary of Consultation

## 1.0 Private Plan Change Applicant and Property Details

<b>Applicant:</b>	Woolworths New Zealand Limited
<b>Address for Service:</b>	C/- Campbell Brown Planning Limited P O Box 147001 Ponsonby AUCKLAND 1144  Attention: Philip Brown  Email: philip@campbellbrown.co.nz <i>(all written correspondence via email please)</i>
<b>Site Location:</b>	Land on the corner of Te Napi Drive and Great South Road, Conifer Grove (part of 2 Te Napi Drive)
<b>Legal Description:</b>	Part Lot 1009 DP 526321
<b>Site Area:</b>	1.9191 hectares
<b>Current Unitary Plan Zoning:</b>	Mixed Housing Urban Zone
<b>Unitary Plan Overlays:</b>	Natural Resources: High-Use Aquifer Management Areas Overlay – Clevedon West Waitemata Aquifer
<b>Controls:</b>	Macroinvertebrate Community Index – Urban
<b>Designations:</b>	Airspace Restriction Designations – ID 200, Ardmore Airport – Height Restrictions, Ardmore Airport Ltd
<b>Unitary Plan Modifications:</b>	Notice of Requirements, NoR 7: Proposed Northern Runway, Airspace Restriction Designations, Notified, 15/02/2018

## 2.0 Summary of Plan Change Request

It is proposed that the GIS mapping layer of the Auckland Unitary Plan Operative in Part ('AUP') be amended to rezone the site from Mixed Housing Urban zone to Local Centre zone.

## 3.0 Site Location

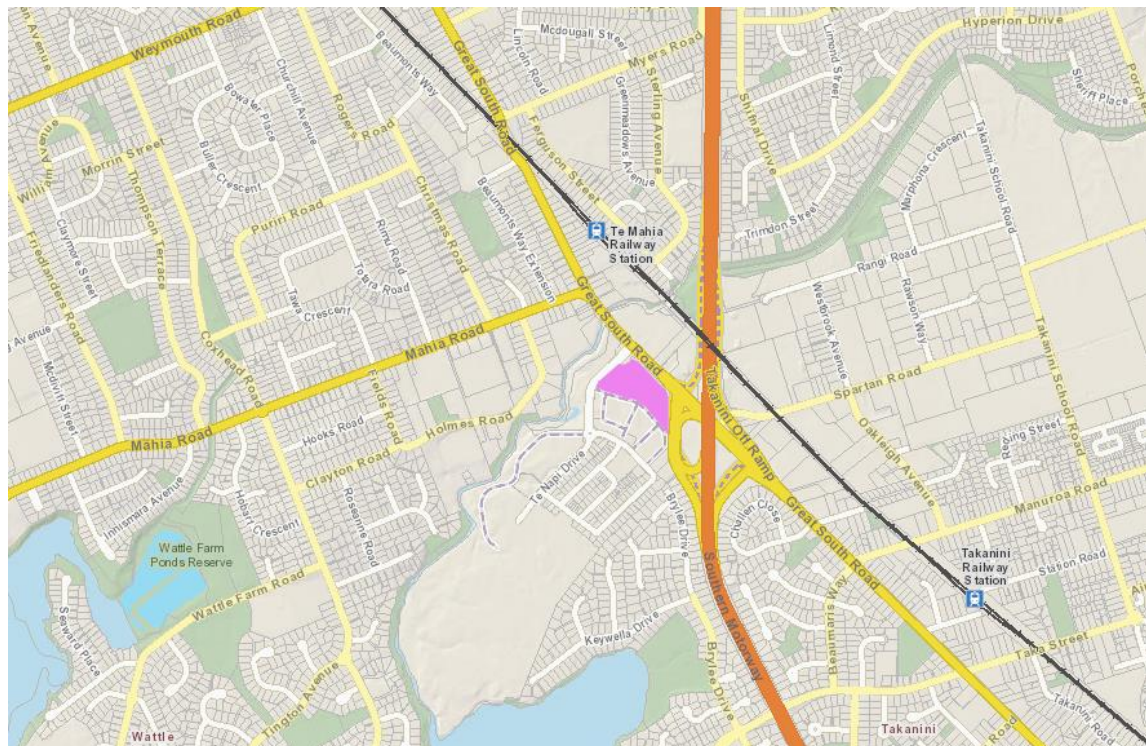


Figure 1: Site location (in pink)

## 4.0 Description of the Site and Surrounding Environment

### 4.1 The Site

The site has an area of 1.9191 hectares and is located on the corner of Great South Road and Te Napi Drive at the entrance to the 'Waiata Shores' residential development. Waiata Shores is currently being developed by Fletcher Living. The land was formerly part of the Manukau Golf Club course and is located between Wattle Downs and Conifer Grove (refer **Figure 1** above). The site is currently vacant and grassed.

The site is bounded on all sides by roads, with the northern boundary running parallel to Great South Road (which is identified as an arterial road). The western and southern boundaries are defined by local roads, being Te Napi Drive to the west and Periko Way to the south. Te Napi Drive is built and in use and Periko Way is currently under construction. The eastern boundary of the site adjoins the existing Manurewa-Takanini northern on and off ramps to State Highway 1 (refer aerial photograph, at **Figure 2**).

The northern boundary is also defined by a drainage reserve with an engineered channel, which sits between the site and the road berm. Certificates of Title for the site (as it currently exists) and the drainage reserve are attached at **Appendix A**.



*Figure 2: Site and surrounding area*

## 4.2 Surrounding Environment

The surrounding area as it relates to the site is principally that of the Waiata Shores residential development. When complete, it is anticipated that the Waiata Shores community will be home to 2,000 or more residents. At present, the site is largely separated from other adjacent residential communities either by stream corridors, industrial zoning, or by major roads such as SH1 and Great South Road.

To the north of the site are properties developed for industrial purposes. These sites are defined by Great South Road to the south and by the railway corridor to the north. To the west, on the opposite side of the Papakura Stream, is another group of industrial land uses.

### 4.3 Zoning and Overlays

The site is currently zoned Mixed Housing Urban, as is the remainder of the Waiata Shores development to the south. Existing zoning of the site and surrounding area is illustrated in **Figure 3**.

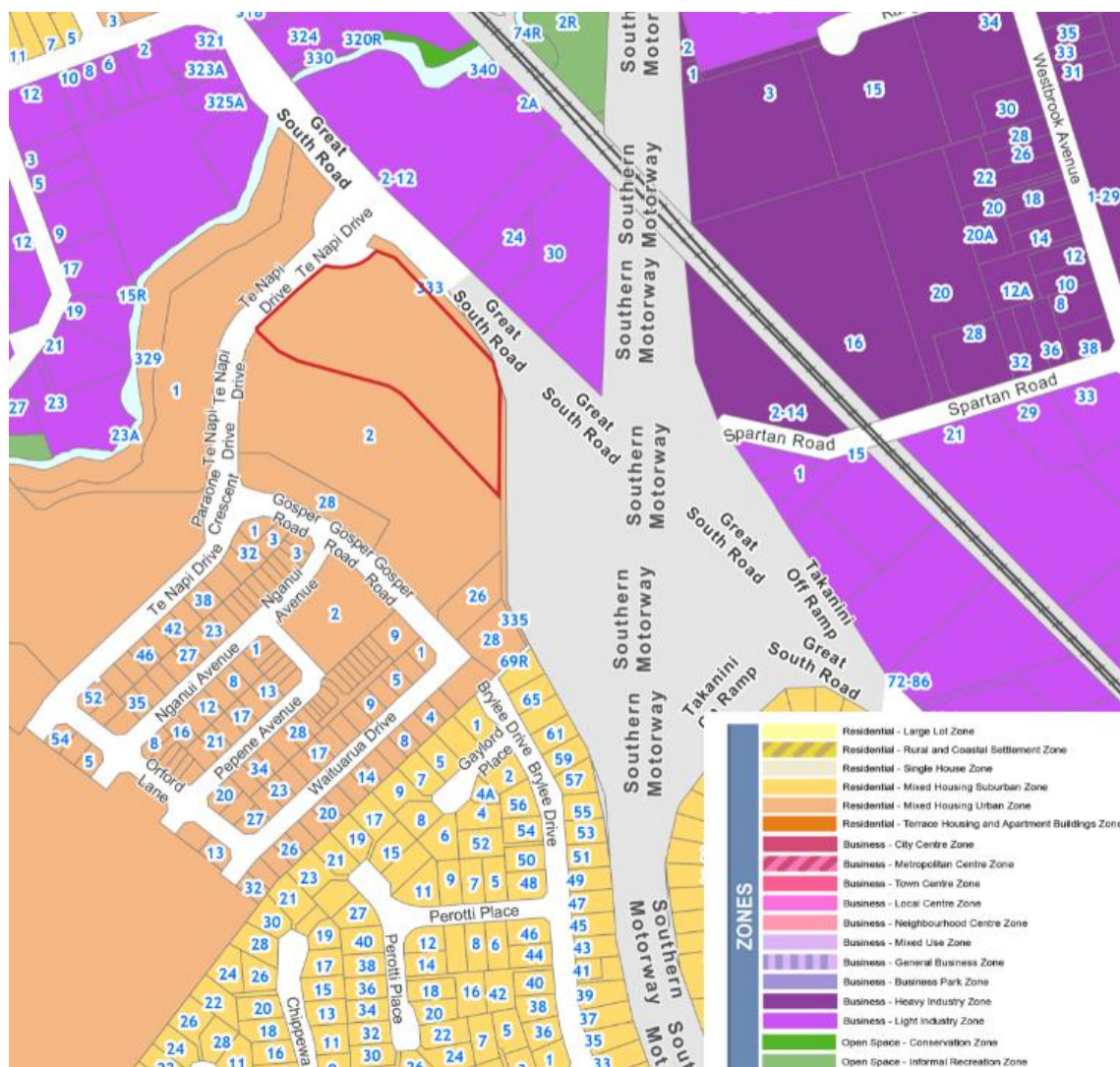


Figure 3: Existing AUP zoning of the site and surrounding area

The site is subject to a High-Use Aquifer Management Areas Overlay and a designation imposing airspace height restrictions in respect of Ardmore Airport. Neither of these impose any material restrictions on the use or zoning of the land.

A 'Vehicle Access Restriction Control – Motorway Interchange Control' extends along the northern boundary of the site, being its Great South Road frontage. In any event, direct access to Great South Road is not possible from that part of the site due to the physical barrier of the drainage channel and given that the land it sits within is a separate title vested in the Council as drainage reserve.

## 5.0 Background

A resource consent application has also been lodged by Woolworths New Zealand Limited to enable development of the land for commercial purposes. The development would include a 4,000m<sup>2</sup> supermarket and other retail stores, together with healthcare facilities, commercial services, offices, and a café.

The resource consent application is premised on this request for a private plan change being confirmed and reaching a point in the statutory process where it is beyond challenge. An offered condition of consent would ensure that any resource consent that is granted would not commence until the plan change has reached such a point.

The resource consent application has been lodged with a request for public notification, so that the two related processes can be advanced concurrently and considered at a combined hearing under s103(2) RMA. This approach has been followed for reasons of efficiency and so that potential submitters can understand the likely implications of the private plan change request.

## 6.0 Private Plan Change Request

### 6.1 Introduction

Woolworths New Zealand Limited (the '**applicant**') makes this request, seeking a private plan change to the Auckland Unitary Plan Operative in Part.



The private plan change is referred to as ‘Proposed Plan Change 18 (Private): Waiata Shores Local Centre’ (**‘PC18’**).

## 6.2 Requirements of the Act

Part 2 of Schedule 1 to the RMA sets out the procedure to be followed when making a request to change a Plan. Key elements of the process, in the context of this proposal, are noted below:

- Any person may request a change to the AUP<sup>1</sup>;
- The request shall be in writing to the Council<sup>2</sup>;
- The request shall explain the purpose of the proposed plan change and the reasons for the change<sup>3</sup>;
- The request shall include an evaluation report prepared in accordance with s32 RMA<sup>4</sup>;
- The request shall include a description of the environmental effects anticipated from implementation of the plan change<sup>5</sup>;
- The Council can require the applicant to provide further information<sup>6</sup>;
- The Council shall either adopt the request, accept the request, deal with the request as if it were an application for resource consent, or reject the request<sup>7</sup>;
- Notification of the Plan Change will occur if the Council decides to adopt or accept the request, and any submissions will be considered by the Council at a hearing;
- The Council may decline the plan change, approve it, or approve it with modifications<sup>8</sup>.

An important part of the plan change process is the s32 RMA requirement to undertake an evaluation of the costs and benefits of alternatives. The most relevant parts of s32 in terms of process are set out in clauses (1) - (3), which state as follows:

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<sup>1</sup> Clause 21(1), Schedule 1, RMA

<sup>2</sup> Clause 22(1), Schedule 1, RMA

<sup>3</sup> Clause 22(1), Schedule 1, RMA

<sup>4</sup> Clause 22(1), Schedule 1, RMA

<sup>5</sup> Clause 22(2), Schedule 1, RMA

<sup>6</sup> Clause 23, Schedule 1, RMA

<sup>7</sup> Clause 25, Schedule 1, RMA

<sup>8</sup> Clause 29(4), Schedule 1, RMA

**32 Requirements for preparing and publishing evaluation reports**

- (1) *An evaluation report required under this Act must—*
- (a) *examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and*
  - (b) *examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by—*
    - (i) *identifying other reasonably practicable options for achieving the objectives; and*
    - (ii) *assessing the efficiency and effectiveness of the provisions in achieving the objectives; and*
    - (iii) *summarising the reasons for deciding on the provisions; and*
  - (c) *contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.*
- (2) *An assessment under subsection (1)(b)(ii) must—*
- (a) *identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for—*
    - (i) *economic growth that are anticipated to be provided or reduced; and*
    - (ii) *employment that are anticipated to be provided or reduced; and*
  - (b) *if practicable, quantify the benefits and costs referred to in paragraph (a); and*
  - (c) *assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.*
- (3) *If the proposal (an amending proposal) will amend a standard, statement, national planning standard, regulation, plan, or change that is already proposed or that already exists (an existing proposal), the examination under subsection (1)(b) must relate to—*
- (a) *the provisions and objectives of the amending proposal; and*
  - (b) *the objectives of the existing proposal to the extent that those objectives—*

- (i) *are relevant to the objectives of the amending proposal;*  
*and*
- (ii) *would remain if the amending proposal were to take effect.*

PC18 is simple in its form, as it seeks only to change the zone of the land from one established AUP zone to another. The change relates only to the GIS map layer of the AUP and no changes are proposed to the objectives, policies, rules or other written provisions.

In this context the '*proposal*' means the nature of the change, being to re-identify the land in question from Mixed Housing Urban zone to Local Centre zone. The '*objectives*' of the proposal refers to its purpose, which is to enable and facilitate the use of the land for a local centre to serve the surrounding area. The '*provisions*' is the re-identification of the land from Mixed Housing Urban zone to Local Centre zone.

Based on this explanation of the PC18 proposal and its objectives, s32 requires the following assessment:

- Whether the use of the land for a local centre is the most appropriate way to achieve the purpose of the RMA;
- Whether PC18 is the most appropriate means to provide for a local centre in this location, considering other possible options and questions of efficiency and effectiveness;
- Evaluation of the costs and benefits of the effects anticipated from the implementation of PC18, including opportunities for economic growth and employment;
- Quantification of benefits and costs if practicable; and
- Assessment of the risks associated with proceeding or not proceeding with PC18.

The s32 evaluation relating to PC18 is contained in section 7.0 of this report.

### 6.3 Nature and Purpose of PC18

PC18 relates only to the planning maps contained in the Auckland Council's GIS viewer. There are no changes proposed to the text of the AUP.

The proposed changes to the planning maps are as follows:

- Change the zoning of part of Lot 1001 DP 510615 from Residential - Mixed Housing Urban zone to Business - Local Centre zone, as indicated in Figure 4 and **Appendix B**; and
- Any consequential amendments to the planning maps to appropriately reconcile the zoning with the boundaries of the applicant’s land.

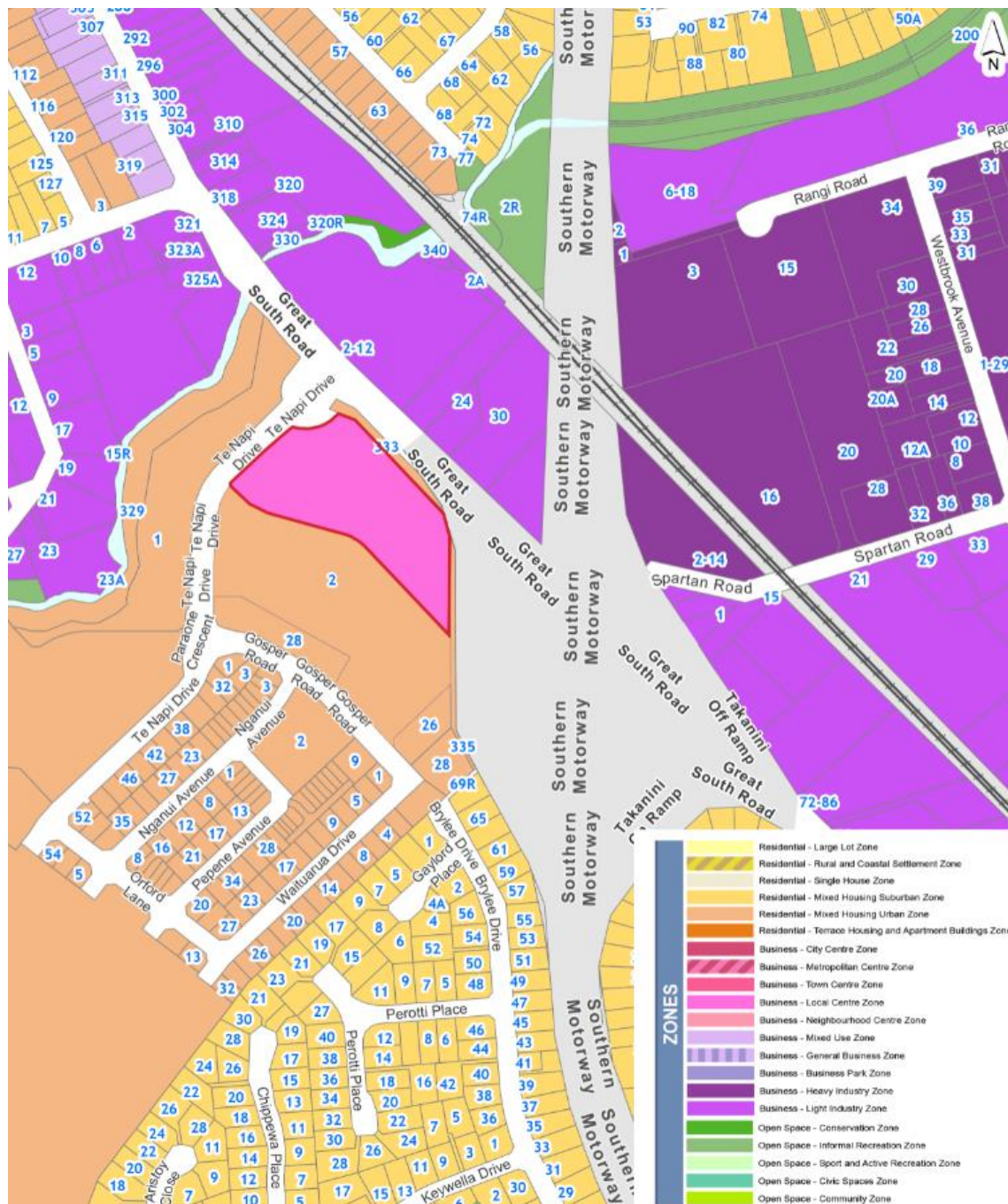


Figure 4: Proposed AUP zoning of the site (Local Centre zone)

## 6.4 PC18 Conclusion

Based on the evaluation contained in section 7.0 of this report, it is considered that PC18 is the most appropriate means to achieve the purpose of the RMA. It would be the best available option to enable and facilitate the use of the land for a local centre to serve the surrounding area.

## 7.0 Section 32 Evaluation

### 7.1 Scope and Purpose

This s32 evaluation report is prepared to fulfil the statutory requirements of s32 RMA in respect of PC18.

PC18 seeks to amend the AUP planning maps contained within the Council's GIS mapping layer, so that the site is re-identified from Mixed Housing Urban zone to Local Centre zone. PC18 seeks to enable and facilitate the use of the site for commercial and employment activities in order to support the surrounding community including a substantial new residential growth area.

Section 32 RMA requires that before adopting any objective, policy, rule or other method, regard shall be had to the extent to which each objective is the most appropriate way to achieve the purpose of the RMA, and whether the policies and rules or other methods are the most appropriate way of achieving the objectives. A report must be prepared summarising the evaluation and giving reasons for the evaluation.

In accordance with s32(6) RMA and for the purposes of this report:

- the 'proposal' means PC18;
- the 'objectives' means the purpose of the proposal/PC18; and
- the 'provisions' means the change to the zone of the land that implements, or gives effect to the objectives of the proposal.

The AUP uses the technique of zoning for achieving the purpose of the RMA, and contains a number of established zones to apply to land. PC18 seeks to use one of these existing zones (Local Centre zone). This evaluation report on PC18 relates solely to the

change of zone proposed for the land, and sits within the existing policy framework of the AUP which will remain unchanged.

This s32 evaluation will continue to be refined in relation to any consultation that occurs, and in relation to any new information or changes that may arise, including through submissions and during the hearing. This approach of further evaluation is anticipated under the requirements of s32AA RMA.

## 7.2 Development of Options

In addition to consideration of the extent to which the objectives of PC18 are the most appropriate way to achieve the purpose of the RMA, s32 requires an examination of whether the provisions in PPC18 are the most appropriate way to achieve the objectives of the proposed plan change by identifying other reasonably practical options for achieving the objective. In the preparation of PC18, the following options have been identified:

- **Option 1** – do nothing/retain the status quo
- **Option 2** – re-identify as Neighbourhood Centre zone
- **Option 3** – re-identify as Local Centre zone
- **Option 4** – re-identify as Town Centre zone

## 7.3 Evaluation of Options

In accordance with s32(1)(b) and 32(2) of the RMA, the options have been assessed on their appropriateness, efficiency, effectiveness, costs, benefits and risks. The results of this evaluation are discussed in this section and summarised in table form in **Appendix C**. There are no realistic non-regulatory methods that could deliver the outcome sought by PC18.

### ***Option 1 – Adopt a ‘do nothing’ approach/retain the status quo***

The ‘do nothing’ option would mean that the zoning of the land would remain unchanged, such that the parcel of land would be retained as Mixed Housing Urban zone.

This will provide for the land that is in the applicant’s ownership to be used for residential purposes, but will not enable the establishment of any significant commercial

or employment activities to serve the surrounding residential area. It is estimated that development of the site under a Mixed Housing Urban zone would deliver approximately 60 dwellings.

***Option 2 – re-identify as Neighbourhood Centre zone***

This option would change the zoning of the land from Mixed Housing Urban zone to Neighbourhood Centre zone. Any significant residential use of the site would be unlikely to occur and the majority of the site would become available for development as a small scale shopping strip meeting the convenience retail needs of the immediate residential neighbourhood.

***Option 3 – re-identify as Local Centre zone***

This option would change the zoning of the land from Mixed Housing Urban zone to Local Centre zone. Residential use of the site would be unlikely to occur and it would become available for development as a small centre providing for the local convenience needs of surrounding residential areas, including local retail, commercial services, offices, food and beverage, and appropriately scaled supermarkets.

***Option 4 – re-identify as Town Centre zone***

This option would change the zoning of the land from Mixed Housing Urban zone to Town Centre zone. Significant residential use of the site would be unlikely to occur and it would become available for development as a suburban town centre providing for a wide range of activities including commercial, leisure, residential, tourist, cultural, community and civic services, providing a focus for commercial activities and growth.

**7.4 Risk of Acting or Not Acting**

Section 32(2)(c) RMA requires this evaluation to assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions. It is considered that there is sufficient information about the proposed replacement zone to proceed with PC18. The change from Mixed Housing Urban zone to Local Centre zone is neither unclear or uncertain. This s32 evaluation will continue to be refined in relation to any new information that may arise following notification, including during hearings.

## 7.5 Reasons for the Preferred Option

The objective of the proposal is to provide an appropriately scaled commercial centre to provide for the needs of the surrounding residential catchment, in terms of retail offering, commercial services, community focus and amenity, and employment opportunities.

Retention of the existing residential zone would not achieve this outcome. Residents of Waiata Shores would need to access everyday services at other existing centres, all of which are located a significant distance from their homes. Private motor vehicles would be the predominant transport mode, meaning that these trips would contribute additional vehicles to already congested roads, generate pollution from vehicle use, and impose a social cost from unnecessary time spent away from home undertaking such trips. These outcomes do not align with the AUP's intention to work towards creation of a quality compact city. The amenity of the site is compromised for residential use due to its proximity to The motorway, Great South Road, and the industrial area to the north.

The Neighbourhood Centre zone would provide for some of the outcomes that are sought by the proposal, but not to the extent that is required to optimise benefits to the community. Most of the residents' daily or weekly shopping needs would still need to be met by travel to other centres, creating inefficiencies in travel patterns and demands on time. Significant additional resource consents would be required if an appropriately scaled supermarket was to be established on the site, which is an inefficient approach to provision of required services and achieving the objectives of the proposal.

Applying a Town Centre zone to the site would enable a substantial centre to establish, out of scale with the needs of the community and potentially able to undermine the functioning and amenity of other existing centres. The nature and scale of possible development may compromise residential amenity for the closest neighbours within Waiata Shores.

Of the three possible commercial zones that have been evaluated, the Local Centre zone is considered to be the best 'fit' in terms of the scale of centre that is required and the services that it can offer.

The Local Centre zone would address the lack of local centres in the vicinity, a situation which likely exists because the large area of former Manukau Golf Course land was previously not used for residential purposes. The zone provisions would facilitate



provision of a supermarket and small retail convenience shops and services to serve this community, together with opportunities for a café that can act as a social hub and meeting space, and small offices within which local residents may establish businesses. The economic assessment that has been prepared estimates that up to 300 jobs could be provided within the centre. The proximity of the site to the rail network and frequent bus routes would facilitate trips to and from the development by public transport, which may be of particular benefit in terms of employees' travel.

The location of the site, close to good public transport options, is consistent with the AUP's Local Centre zone description where it states that *"The centres are generally located in areas of good public transport"*.

Built development that could occur on the site under a Local Centre zone would provide an appropriate transition and effective buffer between the residential areas to the south and Great South Road to the north.

The evaluation of options undertaken in this report demonstrates that the preferred option for meeting the objectives of PC18 is a plan change to the AUP to rezone the site to Local Centre zone. In accordance with section 32(1)(a), the objectives of the proposal are considered to be the most appropriate way to achieve the purpose of the RMA.

The Local Centre zone is the most efficient and effective means of achieving the objectives of the proposal.

## **8.0 Resource Management Framework**

### **8.1 Part 2 of the RMA**

The purpose of the RMA is to promote the sustainable management of natural and physical resources, as defined in section 5(2) of the Act. Part 2 matters relevant to PC18 include:

- enabling people and communities to provide for their social, economic, and cultural well-being (s5(2));
- avoiding, remedying, or mitigating any adverse effects of activities on the environment (s5(2)(c));
- the efficient use and development of natural and physical resources (s7(b)); and

- the maintenance and enhancement of amenity values (s7(c)).

PC18 is considered to be aligned with Part 2 of the RMA as it seeks to provide for the social and economic well-being of the community in a way that mitigates adverse effects, maintains amenity values, and uses land efficiently.

## 8.2 Other Relevant Sections of the RMA

Section 31(1)(a) of the RMA states that a function of the Council is “*the establishment, implementation, and review of objectives, policies, and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district*”. It is considered that PC18 assists the Council to carry out its functions as set out in section 31.

Section 31(1)(aa) is of particular relevance to PC18 in that it states that a function of territorial authorities is also “*the establishment, implementation, and review of objectives, policies, and methods to ensure that there is sufficient development capacity in respect of housing and business land to meet the expected demands of the district*”. PC18 assists in fulfilling this function as it provides for additional business land to meet the demands of the surrounding community, the closest parts of which are growing rapidly as a result of the AUP’s rezoning for intensive residential development.

Section 75(3) of the RMA sets out the matters to be given effect to by a district plan:

- any national policy statement;
- any New Zealand coastal policy statement;
- a national planning standard; and
- any regional policy statement

It is also noted that a territorial authority must not have regard to trade competition or the effects of trade competition in preparing or changing its district plan (s74(3)).

It is proposed that PC18 would have legal effect only once a decision on submissions is made, as is the default position under section 86B(1).

### 8.3 National Policy Statements

National policy statements ('NPS') are instruments issued under section 52(2) of the RMA and state objectives and policies for matters of national significance. There are currently five national policy statements in place:

- National Policy Statement on Urban Development Capacity
- National Policy Statement for Freshwater Management
- National Policy Statement for Renewable Electricity Generation
- National Policy Statement on Electricity Transmission
- New Zealand Coastal Policy Statement

The only NPS of relevance to PC18 is the National Policy Statement on Urban Development Capacity ('NPS-UDC'). The NPS-UDC sets out the objectives and policies for providing development capacity under the RMA, and recognises the national significance of well-functioning urban environments. Particular focus is on ensuring that local authorities, through their planning, enable urban environments to grow and change in response to the changing needs of existing communities and future generations, and provide sufficient development capacity for residential and business growth.

PC18 accords with many of the objectives and policies of the NPS-UDC, as it seeks to provide further capacity for business growth in a location that will serve the rapidly growing new residential community that surrounds it. An emphasis of the NPS-UDC is on the need for councils to be responsive to changes that occur in urban environments as a result of growth. Particular objectives and policies that support, or are relevant to, PC18 are noted below:

**OA2:** *Urban environments that have sufficient opportunities for the development of housing and business land to meet demand, and which provide choices that will meet the needs of people and communities and future generations for a range of dwelling types and locations, working environments and places to locate businesses.*

**OA3:** *Urban environments that, over time, develop and change in response to the changing needs of people and communities and future generations.*

- OC2:** *Local authorities adapt and respond to evidence about urban development, market activity and the social, economic, cultural and environmental wellbeing of people and communities and future generations, in a timely way.*
- OD1:** *Urban environments where land use, development, development infrastructure and other infrastructure are integrated with each other.*
- PA3:** *When making planning decisions that affect the way and the rate at which development capacity is provided, decision-makers shall provide for the social, economic, cultural and environmental wellbeing of people and communities and future generations, whilst having particular regard to:*
- a) *Providing for choices that will meet the needs of people and communities and future generations for a range of dwelling types and locations, working environments and places to locate businesses;*
  - b) *Promoting the efficient use of urban land and development infrastructure and other infrastructure; and*
  - c) *Limiting as much as possible adverse impacts on the competitive operation of land and development markets.*
- PA4:** *When considering the effects of urban development, decision-makers shall take into account:*
- a) *The benefits that urban development will provide with respect to the ability for people and communities and future generations to provide for their social, economic, cultural and environmental wellbeing; and*
  - b) *The benefits and costs of urban development at a national, inter-regional, regional and district scale, as well as the local effects.*

#### 8.4 National Environmental Standards

National environmental standards ('NES') are regulations that prescribe standards for environmental matters. There are currently six NES in force as regulations, but none of these are relevant to the proposal to change the zoning of the site.

## 8.5 National Planning Standards

The purpose of the National Planning Standards is to improve consistency in plan and policy statement structure, format and content so they are easier to prepare, understand, compare and comply with. The Standards will also support implementation of national policy statements and help people observe the procedural principles of the RMA. National Planning Standards must be given effect to by district plans, in accordance with s75(3) RMA.

The Standards, which were introduced as part of the 2017 amendments to the Act, are currently under development. The first set of draft Standards were publicly notified for submissions in June 2018, and are currently being reviewed and refined in response to the submissions received. It is expected that the first Standards will be approved and gazetted in April 2019.

The final form of the Standards is unknown at this stage and, in any event, there is a significant period of time following confirmation before councils are required to modify district plans. Furthermore, there will clearly be many other zoning situations in the AUP that are substantially similar to that enabled by PC18 and those would also be subject to any amendments that may arise as a result of implementing the Standards. For these reasons, it is considered that the Standards will have no effect on the development of PC18 at the current time.

## 8.6 Other Legislation

There is no other legislation that is of direct relevance to PC18. It is noted that the Hauraki Gulf Marine Park Act 2000 does not apply to the site as it falls outside the catchment for the Hauraki Gulf (as identified in Schedule 3 of that Act).

## 8.7 The Auckland Plan

The Auckland Plan 2050 is a long-term spatial plan for Auckland for the next 30 years.

The development strategy contained in the Auckland Plan addresses the supply of business land and supporting infrastructure. Growth is to be managed to build strong urban centres and neighbourhoods. The Auckland Plan notes that centres are at the heart of neighbourhoods and are focal points for the surrounding community. Centres are supported by a surrounding (typically residential) area that is within easy walking

distance, usually thought of as 10 minutes. The majority of the rapidly growing Waiata Shores residential community will reside within a 10-minute walk of the proposed Local Centre.

This is supported by the ‘Homes and Places’ Direction 1, which seeks to develop a quality compact urban form to accommodate Auckland’s growth, and the ‘Transport and Access’ Direction 1 to better connect people, places, goods and services.

## 8.8 The Auckland Unitary Plan – Regional Policy Statement

When preparing or changing a district plan, Council must give effect to any Regional Policy Statement (‘RPS’)<sup>9</sup>. The RPS seeks to achieve the purpose of the RMA by providing an overview of the resource management issues for the region, and establishing policies and methods to achieve integrated management of the region’s natural and physical resources.

The RPS contains a number of higher order objectives and policies that are relevant to the assignment of zoning to land. Those of most relevance in this respect are set out below:

### **B2.2. Urban growth and form**

#### **B2.2.1. Objectives**

- (1) *A quality compact urban form that enables all of the following:*
  - (a) *a higher-quality urban environment;*
  - (b) *greater productivity and economic growth;*
  - (c) *better use of existing infrastructure and efficient provision of new infrastructure;*
  - (d) *improved and more effective public transport;*
  - (e) *greater social and cultural vitality;*
  - (f) *better maintenance of rural character and rural productivity; and*
  - (g) *reduced adverse environmental effects.*
  
- (2) *Urban growth is primarily accommodated within the urban area 2016 (as identified in Appendix 1A).*

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<sup>9</sup> s75(3)(c) RMA

- (3) *Sufficient development capacity and land supply is provided to accommodate residential, commercial, industrial growth and social facilities to support growth.*

### **B2.2.2. Policies**

#### *Quality compact urban form*

- (4) *Promote urban growth and intensification within the urban area 2016 (as identified in Appendix 1A), enable urban growth and intensification within the Rural Urban Boundary, towns, and rural and coastal towns and villages, and avoid urbanisation outside these areas.*
- (5) *Enable higher residential intensification:*
- (a) *in and around centres;*
  - (b) *along identified corridors; and*
  - (c) *close to public transport, social facilities (including open space) and employment opportunities.*
- (6) *Identify a hierarchy of centres that supports a quality compact urban form:*
- (a) *at a regional level through the city centre, metropolitan centres and town centres which function as commercial, cultural and social focal points for the region or sub-regions; and*
  - (b) *at a local level through local and neighbourhood centres that provide for a range of activities to support and serve as focal points for their local communities.*
- (7) *Enable rezoning of land within the Rural Urban Boundary or other land zoned future urban to accommodate urban growth in ways that do all of the following:*
- (a) *support a quality compact urban form;*
  - (b) *provide for a range of housing types and employment choices for the area;*
  - (c) *integrate with the provision of infrastructure; and*
  - (d) *follow the structure plan guidelines as set out in Appendix 1.*

### **B2.4. Residential growth**

#### **B2.4.1. Objectives**

- (1) *Residential intensification supports a quality compact urban form.*
- (2) *Residential areas are attractive, healthy and safe with quality development that is in keeping with the planned built character of the area.*

- (3) *Land within and adjacent to centres and corridors or in close proximity to public transport and social facilities (including open space) or employment opportunities is the primary focus for residential intensification.*
- (4) *An increase in housing capacity and the range of housing choice which meets the varied needs and lifestyles of Auckland’s diverse and growing population.*
- (5) *Non-residential activities are provided in residential areas to support the needs of people and communities.*

#### **B2.4.2. Policies**

##### *Residential intensification*

- (1) *Provide a range of residential zones that enable different housing types and intensity that are appropriate to the residential character of the area.*
- (2) *Enable higher residential intensities in areas closest to centres, the public transport network, large social facilities, education facilities, tertiary education facilities, healthcare facilities and existing or proposed open space.*

#### **B2.5. Commercial and industrial growth**

##### **B2.5.1. Objectives**

- (1) *Employment and commercial and industrial opportunities meet current and future demands.*
- (2) *Commercial growth and activities are primarily focussed within a hierarchy of centres and identified growth corridors that supports a compact urban form.*

##### **B2.5.2. Policies**

- (4) *Enable new metropolitan, town and local centres following a structure planning process and plan change process in accordance with Appendix 1 Structure plan guidelines, having regard to all of the following:*
  - (a) *the proximity of the new centre to existing or planned medium to high intensity residential development;*
  - (b) *the existing network of centres and whether there will be sufficient population growth to achieve a sustainable distribution of centres;*
  - (c) *whether the new centre will avoid or minimise adverse effects on the function, role and amenity of the city centre, metropolitan and town centres, beyond those effects ordinarily associated with trade effects on trade competitors;*



- (d) *the form and role of the proposed centre;*
- (e) *any significant adverse effects on existing and planned infrastructure;*
- (f) *a safe and efficient transport system which is integrated with the centre; and*
- (g) *any significant adverse effects on the environment or on natural and physical resources that have been scheduled in the Unitary Plan in relation to natural heritage, Mana Whenua, natural resources, coastal environment, historic heritage or special character.*

It is considered that PC18 would give effect to the RPS in that it:

- Provides for rezoning of land within the Rural Urban Boundary that supports a quality compact urban form and provides for a range of employment choices (B2.2.2(7));
- Provides for non-residential activities to support the needs of the surrounding residential community (B2.4.1(5));
- Enables a new local centre in close proximity to a high intensity residential development (B2.5.2(4)(a));
- Will not undermine the sustainable distribution of existing local centres in the wider surrounding area because the proposed rezoning responds to a new area of intensive residential growth that was not enabled prior to the AUP (B2.5.2(4)(b));
- Minimises any amenity effects on town centres, metropolitan centres and the city centre (B2.5.2(4)(c)); and
- Is ideally located close to significant public transport networks (B2.5.2(4)(f)).

Further assessment of PC18, in the context of the specific matters set out in Policy B2.5.2(4) of the RPS, is provided in **Appendix D**.

## 8.9 The Auckland Unitary Plan – Objectives and Policies

### *Local Centre zone*

PC18 seeks to identify the land as Local Centre zone. Relevant AUP objectives and policies for this zone are:

## **H11.2 Objectives**

### **Local Centre zone objectives**

- (6) *Local centres enable commercial activity which primarily services local convenience needs and provides residential living opportunities.*
- (7) *The scale and intensity of development within local centres is in keeping with the planning outcomes identified in this Plan for the surrounding environment.*
- (8) *Local centres are an attractive place to live, work and visit.*

## **H11.3 Policies**

### **General Policies for all centres**

- (1) *Reinforce the function of the city centre, metropolitan centres and town centres as the primary location for commercial activity, according to their role in the hierarchy of centres.*

### **Local Centre zone policies**

- (16) *Enable activities for the local convenience needs of the surrounding residential area, including retail, commercial services, office, food and beverage and small scale supermarkets.*
- (17) *Enable large scale commercial activity where this:*
  - (a) *supports:*
    - (i) *a diversity of activities within the local centre; and*
    - (ii) *the centre's on-going ability to provide for the local convenience needs of its surrounding community;*
  - (b) *does not significantly adversely affect the function, role and amenity of the Business - City Centre Zone, Business – Metropolitan Centre Zone and Business – Town Centre Zone beyond those effects ordinarily associated with trade effects on trade competitors; and*

- (c) *manages adverse effects on the safe and efficient operation of the transport network including effects on pedestrian safety and amenity.*
- (19) *Recognise:*
- (a) *the positive contribution supermarkets make to centre vitality and function;*
- (b) *the functional and operational requirements of these activities; and*
- (c) *where preferred built form outcomes are not achieved, the supermarket needs to achieve a quality built environment by positively contributing to public open space, including the activation of streets.*

The primary focus of the Local Centre zone is to provide for the local convenience needs of the surrounding residential areas, including local retail, commercial services, offices, food and beverage, and appropriately scaled supermarkets<sup>10</sup>.

The objectives and policies follow the direction of the RPS and reinforce the use of a hierarchy approach to centres. The role of the local centre is identified as providing primarily convenience activities which both “*support and serve as focal points for their local communities*”<sup>11</sup>. Any development within the zone needs to be commensurate with the planning outcomes identified by the AUP for the surrounding environment.

PC18 will give effect to the relevant AUP objectives and policies as:

- It will enable commercial activity which primarily services the local convenience needs of the surrounding residential area, which will be developed intensively in accordance with its Mixed Housing Urban zoning;
- It will not undermine the function, role or amenity of any town centre, metropolitan centre or the city centre; and
- It will not give rise to any adverse effects on the safe and efficient operation of the transport network.

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<sup>10</sup> AUP H11.1. Zone description

<sup>11</sup> AUP Objective H11.2(5)(a)

## 9.0 Environmental Effects

A number of specialist reports have been obtained to understand the likely effects of the proposed zone change and, where relevant, to satisfy the requirements of AUP Appendix 1 – Structure Plan Guidelines. Those reports are as follows:

- An Integrated Transport Assessment, prepared by Stantec (**Appendix E**);
- A Retail Impact Assessment, prepared by Market Economics (**Appendix F**);
- An Urban Design Statement, prepared by Harrison Grierson (**Appendix G**);
- An Acoustic Assessment, prepared by Marshall Day Acoustics (**Appendix H**);
- A Site Development Plan, prepared by ASC Architects (**Appendix I**); and
- A Landscape Strategy, prepared by Harrison Grierson (**Appendix J**).

The latter two documents illustrate the physical nature of likely site development under a Local Centre zone, and are considered to be the ‘structure plan’ in respect of PC18.

The AUP structure plan guidelines note that the level of analysis required needs to be appropriate to the type and scale of development, and these reports and structure plan are considered to appropriately relate to the simple zone change proposed for a single site. Nonetheless, an assessment of PC18 in respect of each of the relevant matters set out in Appendix 1 of the AUP is attached at **Appendix K**.

It is noted that some of these reports also contain information and assessment relating to the site-specific detail of the resource consent application, given that the reports were commissioned to address issues at both the zone change and resource consent level.

The reports have comprehensively considered the potential environmental effects of PC18, and demonstrate that the zone change will not give rise to any significant adverse environmental effects. Any potential effects at the proposed plan change level would relate to economic, transport or acoustic matters, where it is concluded in particular that:

- The proposed Waiata Shores Local centre would result in no more than minor effects on other centres in Auckland. Any adverse effects would not go beyond trade competition effects, and there would be no grounds for seeking to prevent the proposed Local centre due to indirect impacts on centres in the study area;

- The proposed development would also result in some benefits, including improving accessibility to Local centre retail and services supply in an area that is not well served by in-centre floorspace at present, including to act as the Local centre for Waiata Shores, Conifer Grove and Wattle Downs. The centre is appropriately sized to play that local role for that catchment;
- The proposed Local centre is consistent with the intent of the AUP in terms of Local centre provision and the approach to centres generally, and is consistent with the RPS's objectives around urban form. Because the centre would provide Local centre provision in a place where that is lacking, the proposal is considered to be a better way of meeting those planning objectives and policies than the status quo zoning;
- The traffic modelling has demonstrated that the surrounding road network is readily able to accommodate the additional traffic generated by the proposed Local Centre, such that the traffic effects of the proposed Plan Change can be accommodated by the road network without requiring any further upgrades of the existing road network;
- The proposed re-zoning of the site to Local Centre zone is supportive of applicable land use and transportation policies; and given its location, and the nature of activities that are provided for within the zone, will positively contribute to the residential catchments that it will serve; and
- The measured existing ambient noise levels in the vicinity of the most affected residential receivers were up to 5 decibels over the relevant AUP limits due to traffic from SH1. The proposal to rezone the site from Mixed Housing Urban to Local Centre zone (thereby raising the noise limits by 5 decibels) is considered appropriate.

On the basis of the technical information that has been provided, it is concluded that PC18 will not generate any significant adverse environmental effects.

## 10.0 Consultation

In preparing PC18, the applicant has commenced consultation and engagement with a number of parties, including iwi, NZTA, Auckland Transport, Fletcher Living, local boards, and adjacent property owners.

A summary of consultation undertaken to date is included within **Appendix L**. That appendix will be updated as additional responses are received.

At this stage, no concerns have been raised although consultation is ongoing and some parties have not yet had an opportunity to respond. Council will be advised of all responses received as the PC18 process moves forward.

## **11.0 Conclusion**

It is considered that the proposed rezoning of the site to Local Centre zone is the most appropriate means to achieve the purpose of the RMA. It would be the best available option to enable and facilitate the use of the land for a local centre to serve the surrounding residential area.

PC18 assessment undertaken by:

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**(For and on behalf of Woolworths New Zealand Limited)**



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