

PROPOSED PLAN CHANGE 22 WHENUAPAI AIRPORT SPECIAL AREA

SECTION 32 SUMMARY REPORT

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1 INTRODUCTION

1.1 PURPOSE OF THE PLAN CHANGE - SUMMARY

1.1.1 The Whenuapai Airbase

The Royal New Zealand Air Force (RNZAF) Whenuapai Airbase is located just beyond the urban limits of northwestern Auckland and directly adjacent to the Upper Waitemata Harbour.

The Airfield comprises an area of 311 hectares. Facilities include:-

- three concrete runways including a main runway 2,031m long and 45m wide
- one grass runway,
- aircraft manoeuvre/stopping areas and apron spaces,
- navigation aids and air traffic control facilities,
- terminal building,
- four hangars,
- meteorological communications services,
- various aircraft maintenance facilities, and
- a total of 156 houses with associated community and mess facilities.

Whenuapai can handle aircraft up to Boeing 767 size, subject to certain weight restrictions. The airport is capable

of accommodating 200,000 aircraft movements per annum¹. Currently, aircraft movements total about 20,000 movements per annum².

The airport facilities are substantial and represent a major physical resource within Waitakere City.

The airfield has been in existence for some 70 years. As well as being a military airport Whenuapai was Auckland's civil international airport until November 1965.

As early as 1983 a Master Plan Study of Auckland Region Airports identified potential for the airbase to be used as a mixed civil and military airport. The study noted a long history of joint-user airports in Australia and in Canada and concluded that a joint-user operation can be effective and regulated to meet the requirements of both uses³. However a joint user initiative has never been taken up and the airbase has remained a sole military use airport to this day.

¹ New Zealand Defence Force: 1994; Originally stated in Master Plan Study of Auckland Region Airports (1985) – AUSPA Pty Ltd and Price Waterhouse Associated Ltd

² New Zealand Defence Force: 2006

³ New Zealand Defence Force: 1994

The Whenuapai Airbase has also contributed substantially to the social and economic wellbeing of Waitakere City and the wider Auckland region. The contribution of the Airbase to Auckland's Northern Sub-Region economy has been estimated to exceed \$285m per annum, including over 1,600 full-time equivalent jobs and 826 families⁴.

1.1.2 The District Plan

Successive district plans have maintained a rural zoning for the airbase (currently "Countryside Environment").

Defence activities have been provided for by way of a "Defence Purposes" designation. In addition, there are standards managing the effects of aircraft and other activities – including "noise contours" that affect aircraft operations associated with the airport, as well as land use activities around the airport.

The District Plan does not recognise the Whenuapai Airport in any other way than by designation. If the designation was to be removed then the "underlying" Countryside Environment provisions would apply. The Countryside Environment provides for "non-residential activities" as a Discretionary Activity, and that could include an airport. However, a number of issues would arise in establishing an airport under those provisions, not the least of which would be the necessity to have noise controls that applied outside the airport site.

⁴ New Zealand Institute of Economic Research:2003

1.1.3 Airbase Closure and Subsequent Events

In December 2002, the Government announced that Base Auckland (Whenuapai and Hobsonville) was to be closed, and the RNZAF would be integrated at Ohakea. Public announcements at that stage anticipated that the consolidation process would take four years.

Immediately after this announcement the Waitakere City Council expressed concerns about the social and economic impacts of the airbase closure. The Council passed resolutions including:

- *That Waitakere City Council support and promote the development potential of commercial activities at Whenuapai in the interests of wider economic development in a manner consistent with the growth objectives of the City.*
- *That Waitakere City Council request that the Chief Executive ensure that any future development of the Whenuapai airbase not preclude it functioning as a commercial airport.⁵*

In April 2003 Council entered into partnership with Infratil⁶, to pursue the commercialisation of the airport. Over the next year a variety of studies were carried out on the effects of the airbase closure.

⁵ Waitakere City Council: 2002

⁶ Infratil Limited

In August 2003 Council received the report “Whenuapai Airbase Social and Economic Impact Study”⁷. The Council resolved to continue to work with the Government to mitigate the economic and social losses identified as a result of the closure of Base Auckland⁸.

In September 2003 Council received a report on the strategic implications for emergency management as a result of the Whenuapai Airbase closure. The Emergency Services Special Committee formally declared that it considered the retention of the Whenuapai Airbase as an airport necessary in terms of regional capability for Emergency Management response⁹.

During 2004 a Joint Official Group, consisting of officers from ARC, Waitakere City Council, North Shore City Council, Manukau City Council and Rodney District Council, prepared a report to enable the Regional Growth Forum to identify and form a regional opinion, from a strategic perspective, of the best possible future use for the Whenuapai Airbase¹⁰. The report identified three key issues: Regional Strategic Direction; Economic Impact; and Disposal Process. In the absence of any ‘public work’ being identified, the Group recommended the “Airport Option”, with ancillary activities, as best meeting the three key issues.

The Regional Growth Forum resolved on 23 June 2004 to accept the conclusion of the Joint Official Group report of Whenuapai, and to recommend to the Minister of Defence

that the Airport with Ancillary Activities option should proceed to the next stage in the disposal process¹¹.

On Monday, 13 December 2004 the Minister of Economic Development released the following statement.

“The New Zealand Defence Force has now advised Cabinet that the consolidation from Whenuapai to Ohakea will not be completed until at least 2010, and possibly as late as 2014. Indicative planning by Defence suggests that it will take a minimum of 6 years to redevelop and relocate the Air Force to Ohakea.

Therefore, because the land at Whenuapai will clearly not be surplus to defence requirements for some years to come, Cabinet has decided that it is premature to initiate a disposal process at present.

The Whenuapai Air Base will be disposed of using the Public Works Act once the Defence Force no longer needs it.

We share Waitakere City Council’s interest in minimising the economic impact of the Defence withdrawal from Whenuapai. The Council should be reassured that the Air Force will remain there at full or close to full strength for at least another six years...

⁷ New Zealand Institute of Economic Research: 2003

⁸ Waitakere City Council: 2003a

⁹ Waitakere City Council: 2003b

¹⁰ Joint Officials Group: 2004

¹¹ Regional Growth Forum: 2004

The Government is well aware that the Waitakere City Council wishes to use the Whenuapai land for a commercial airport.

As a result of extensive investigation the Government has concluded that there are no compelling national or strategic considerations to justify central Government's active involvement in establishing a commercial airport at Whenuapai.

The Government has therefore taken a neutral position on whether any such airport should go ahead”.

In April 2005 representatives of the Waitakere, North Shore and Rodney Councils met with Defence representatives. The purpose of the meeting was to explore the possibility of establishing joint use of the airbase. Defence advised:

- Defence resources were being prioritised on the move from Whenuapai to Ohakea;
- This was expected to take between 6 – 10 years;
- Defence did not have the resources to deal with negotiations for joint use;
- The Minister of Defence had confirmed that it was too early to consider joint use;
- Joint use would put extra pressure on resources at the base;
- Government had determined that the airbase will be disposed of under the Public Works Act. It is likely to be declared surplus in 8 to 10 years time; and
- Defence had been instructed not to do anything that may “predetermine” future use.

1.1.4 The Decision to Initiate a Plan Change

Notwithstanding the feedback from Defence, the Waitakere City Council remained concerned that there should be greater certainty regarding retaining the physical, social and economic potential that an enhanced and continuing airport operation could provide.

To effectively manage the natural and physical resources of the Whenuapai Airbase, and to ensure at least the opportunity for continued and enhanced social and economic wellbeing, the Waitakere City Council decided to initiate a district plan change process to re-identify the land in order to protect its potential as an airport.

The Council resolved at its meeting on 17 August 2005:

That work commence on a District Plan Change for Whenuapai Airbase to:

- a. Provide for the existing activities and operations of the New Zealand Defence Force;*
 - b. Provide a resource consent process for establishing a civil and joint use airport operation;*
 - c. Amend the policies and objectives of the District Plan as necessary to protect the commercial/civil airport potential of Whenuapai in accordance with Council's policy that Whenuapai be used in the future for Commercial airport activities;*
 - d. Provide for other potential uses, provided that they do not compromise the Commercial/Civil potential of the land to be used for Commercial Airport uses;*
-

- e. *Establish a zone that better reflects existing activities and potential future activities.*

1553/2005

Proposed Plan Change 22 follows the direction established by the Waitakere City Council.

Subsequent to this decision being made further progress has been made on developing a plan change, including public consultation on the draft of a plan change.

There has also been a public survey conducted in August/September 2006 by TNS of 1512 residents of the greater Auckland Region¹².

At the time this report was being finalised (November 2006), the Waitakere City Council, North Shore City Council, Rodney District Council and Infratil had entered into an agreement to form an airport company, currently to be known as North West Auckland Airport Limited.

1.1.5 Brief Description of the Plan Change

The plan change introduces a “Whenuapai Airport Special Area” (WASA) over 273.6ha within the existing boundaries of the Whenuapai Airbase. Some areas within the existing designation are not identified as being part of the Special Area, as they are surplus to future airport needs.

The WASA has three primary features.

¹² Dated September 2006 – commissioned by Waitakere City Council and Infratil

First, the existing defence activities are recognised and given priority. The WASA does not affect the rights of the Minister of Defence under the existing designation in any way. However the opportunity is given for the Minister to consider possibilities provided for by the WASA that are not otherwise possible under the designation – such as civil use and development of the airport.

Second, provision is made for a future applicant to apply, as a Discretionary Activity resource consent, to develop and use the airport for strictly airport-related activities other than defence activities. It is important to note that the WASA does not allow such activities to be conducted without a resource consent for a “Comprehensive Development Plan” (CDP). A CDP must be developed after investigating and considering a wide range of prescribed criteria. For instance, management plans need to be prepared in relation to airport operations, noise and traffic. These, together with all the other requirements for a CDP, must be set out in the required resource consent application (and, as a Discretionary Activity, relevant matters outside those stipulated in the District Plan may also be considered).

An existing provision appearing in the Introduction to the Rules of the District Plan provides that such applications will likely be publicly notified. This will allow the opportunity for affected party comment and submission.

Approval for a future (non-defence or joint commercial/defence) airport operation will therefore depend on comprehensive investigation, consideration, resource consent application procedure and approval. Any approval would be subject to operating conditions designed to ensure

that there would be no more than minor adverse effects on the environment.

The third feature of the plan change is that the existing “noise contours” applying outside the WASA area are not altered by this plan change. Those noise contours exist to provide for, but also limit the extent of, defence operations. While civil use (again, either sole or jointly with defence operations) are made possible by the plan change, the same constraints as previously applied will continue as before.

1.2 **SECTION 32**

Section 32 of the Resource Management Act 1991 requires an evaluation to be conducted of the proposed plan change. Section 32 provides as follows:-

32. *Consideration of alternatives, benefits, and costs—*

- 1) *In achieving the purpose of this Act, before a proposed plan, proposed policy statement, change, or variation is publicly notified, a national policy statement or New Zealand coastal policy statement is notified under section 48, or a regulation is made, an evaluation must be carried out by—*
 - (a) *the Minister, for a national policy statement or a national environmental standard; or*

- (b) *the Minister of Conservation, for the New Zealand coastal policy statement; or*
- (c) *the local authority, for a policy statement or a plan (except for plan changes that have been requested and the request accepted under clause 25(2)(b) of Part 2 of Schedule 1); or*
- d) *the person who made the request, for plan changes that have been requested and the request accepted under clause 25(2)(b) of Part 2 of the Schedule 1.*

- 2) *A further evaluation must also be made by—*
 - (a) *a local authority before making a decision under clause 10 or clause 29(4) of the Schedule 1; and*
 - (b) *the relevant Minister before issuing a national policy statement or New Zealand coastal policy statement.*
- 3) *An evaluation must examine—*
 - a) *the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and*
 - b) *whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are*

the most appropriate for achieving the objectives.

- 3A) *This subsection applies to a rule that imposes a greater prohibition or restriction on an activity to which a national environmental standard applies than any prohibition or restriction in the standard. The evaluation of such a rule must examine whether the prohibition or restriction it imposes is justified in the circumstances of the region or district.*
- 4) *For the purposes of the examinations referred to in subsections (3) and (3A) , an evaluation must take into account—*
- (a) *the benefits and costs of policies, rules, or other methods; and*
 - (b) *the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.*
- 5) *The person required to carry out an evaluation under subsection (1) must prepare a report summarising the evaluation and giving reasons for that evaluation.*
- 7) *The report must be available for public inspection at the same time as the document to which the report relates is publicly notified or the regulation is made*

This document is the report required by Section 32 of the Act.

1.3 PART 2 OF THE RESOURCE MANAGEMENT ACT 1991

In preparing this Section 32 report cognisance has been taken of Part 2 “Purpose and Principles” of the Act. Part 2 provides as follows:-

5. Purpose—

- 1) *The purpose of this Act is to promote the sustainable management of natural and physical resources.*
- 2) *In this Act, “sustainable management” means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while—*
 - (a) *Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*

- (b) *Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- (c) *Avoiding, remedying, or mitigating any adverse effects of activities on the environment.*

6. *Matters of national importance—*

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance:

- (a) *The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:*
- (b) *The efficient use and development of natural and physical resources:*
- (ba) *The efficiency of the end use of energy:*
- (c) *The maintenance and enhancement of amenity values:*

- (d) *Intrinsic values of ecosystems:*
- (f) *Maintenance and enhancement of the quality of the environment:*
- (g) *Any finite characteristics of natural and physical resources:*
- (h) *The protection of the habitat of trout and salmon:*
- (i) *The effects of climate change:*
- (j) *The benefits to be derived from the use and development of renewable energy.*

7. *Other matters—*

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall have particular regard to—

- (a) *Kaitiakitanga:*
- (aa) *The ethic of stewardship:*
- (b) *The efficient use and development of natural and physical resources:*
- (ba) *The efficiency of the end use of energy:*

- (c) *The maintenance and enhancement of amenity values:*
- (d) *Intrinsic values of ecosystems:*
- (f) *Maintenance and enhancement of the quality of the environment:*
- (g) *Any finite characteristics of natural and physical resources:*
- (h) *The protection of the habitat of trout and salmon:*
- (i) *The effects of climate change:*
- (j) *The benefits to be derived from the use and development of renewable energy.*

8. *Treaty of Waitangi—*

In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).

2 ENVIRONMENT DESCRIPTION

2.1 THE WIDER ENVIRONMENT – AUCKLAND NORTHERN SUB-REGION

2.1.1 The Region and Sub-Region Defined

The Auckland Region is located on the isthmus separating the Northland and Waikato regions in the North Island of New Zealand. The area includes the Kaipara, Waitemata and Manukau Harbours, and the islands of the Hauraki Gulf. It is the largest population centre in the country, with over 1.3 million residents.

The shape of the Auckland region can be divided into three broad subregions: the Northern Sub-Region contains the area north of the Harbour Bridge, comprised within the Waitakere, North Shore and Rodney territorial local authority areas. Auckland City forms the central subregion, and the Southern Sub-Region comprises Manukau City, Papakura and Franklin Districts (see Figure 2.1).

It will be noted that these areas align with those established by the Auckland Regional Growth Forum for future planning purposes. For instance, the Northern Sub-Region is the same as that established in the Northern and Western Sector Agreement, referred to later in this chapter.

The Northern Sub-Region in particular forms a logical geographic entity. North Shore City and points north are separated from Auckland City by the Waitemata Harbour.

Waitakere City and points to the northwest are connected to Auckland City by a narrow isthmus between the Waitemata and Manukau Harbours. These constrained physical features are reflected by limited transport linkages – notably SH1 and the Harbour Bridge linking northwards and the SH16 motorway, Great North Road, and the railway linking to the northwest.

The Northern Sub-Region is also a relevant area of interest when considering the future of the Whenuapai Airport. Waitakere, North Shore and Rodney Councils have indicated particular interest in the future of this site, which is proximate to all these Council districts.

In summary, it is convenient and sensible to define a “community of interest” around the Whenuapai Airport comprising the “Northern Sub-Region” of the wider Auckland Region.

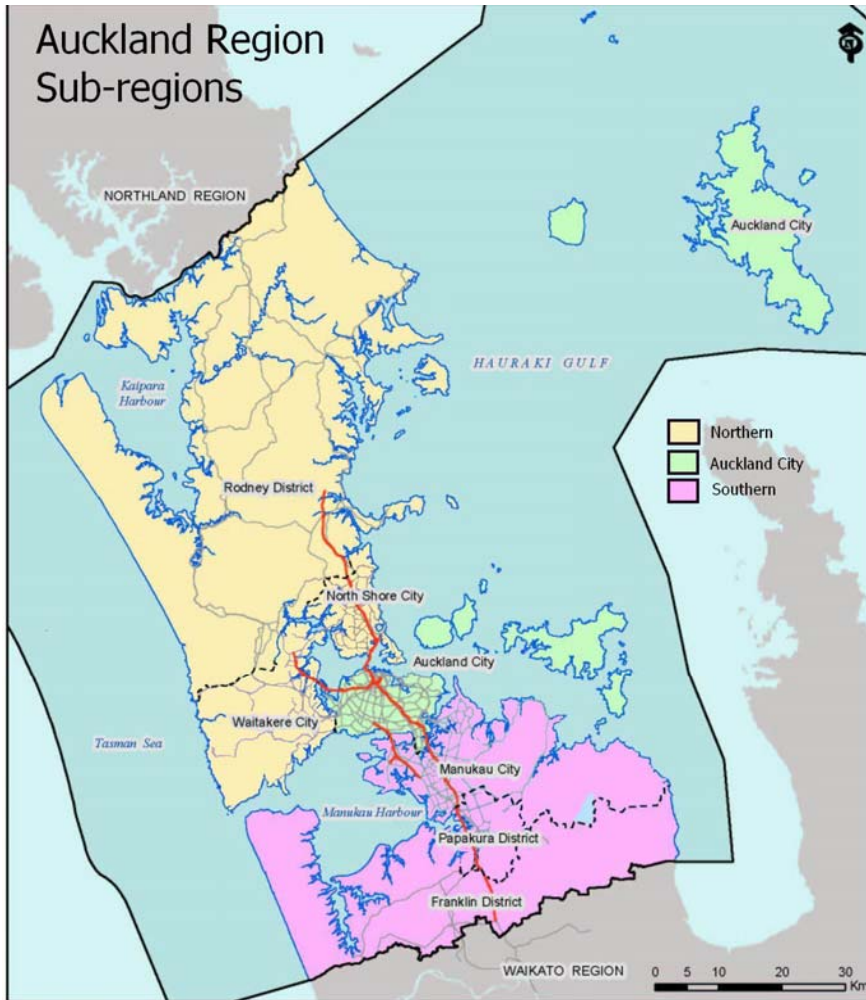


Figure 2.1 – Auckland Sub-regions

2.1.2 Northern Sub-Region Characteristics

2.1.2.1 Territorial Local Authorities

The Northern Sub-Region is comprised of three territorial local authorities:

- Rodney District Council is the northernmost territorial local authority in Auckland. It covers 247,500ha, and is a predominantly rural district but has significant urban nodes and is experiencing major population growth.
- North Shore City Council is 12,980ha and is predominantly urban.
- Waitakere City Council covers 36,700ha, largely comprised of the Waitakere Ranges to the west and a sizeable urban area to the east.

2.1.2.2 Physical Environment

The Northern Sub-Region is located at the north and west of the narrow Auckland isthmus. It is defined by the Waitemata and Manukau Harbours. The area is bordered in the west by the Tasman Sea, and in the east by the Hauraki Gulf.

State Highway 1 connects North Shore City and the eastern part of Rodney District to the Auckland Central Business District via the Harbour Bridge. The western region connects to Auckland via State Highway 16 (the North Western Motorway), Great North Road and the North Auckland Rail Line. The northern and western regions are

connected by a number of east-west roads, the main one being State Highway 18 (Hobsonville Road and Upper Harbour Highway).

2.1.2.3 Population and Housing

The Northern Sub-Region has a population of 482,000 (provisional 2006 Census count). This is a 12.4% increase since 2001. Over a third of Auckland's population live in this area.

Table 2.1: Sub Regional Census Population 1996-2006

Area	Census Population			Population Distribution 2006 %
	1996 (<i>'000</i>)	2001 (<i>'000</i>)	2006 (provisional) (<i>'000</i>)	
Rodney	66	76	90	
North Shore City	172	185	208	
Waitakere City	156	168	184	
<i>Northern Zone</i>	<i>394</i>	<i>429</i>	<i>482</i>	<i>36%</i>
<i>Auckland City</i>	<i>346</i>	<i>367</i>	<i>420</i>	<i>31%</i>
Manukau City	254	283	331	
Papakura	40	41	45	
Franklin	48	51	59	
<i>Southern Zone</i>	<i>342</i>	<i>375</i>	<i>435</i>	<i>31%</i>
Auckland Region	1,082	1,171	1,337	100%

Source: Statistics NZ Census 1996, 2001 and provisional 2006 counts

Table 2.2: Sub Regional Total Households 1996-2001

Area	Census Households			
	2001	2006	5 Year Growth 2001 - 06 %	Household Distribution 2006 %
Rodney	28,185	33,200	17.8%	
North Shore City	66,012	72,900	10.4%	
Waitakere City	55,653	61,800	11.0%	
<i>Northern Zone</i>	<i>149,850</i>	<i>167,900</i>	<i>12.0%</i>	<i>38%</i>
<i>Auckland City</i>	<i>130,530</i>	<i>145,100</i>	<i>11.2%</i>	<i>33%</i>
Manukau City	83,019	95,100	14.6%	
Papakura	13,437	14,800	10.1%	
Franklin	17,517	20,200	15.3%	
<i>Southern Zone</i>	<i>113,973</i>	<i>130,100</i>	<i>14.1%</i>	<i>29%</i>
Auckland Region	394,353	443,100	12.4%	100%

Source: Statistics NZ Census 1996, 2001

2.1.2.4 Business

Although population is evenly distributed between the three subregions, employment is dominantly concentrated in Auckland City (see Table 2.3).

Table 2.3: Regional Distribution of Full Time Equivalent Employees 1996-2001

Area	EMPLOYMENT Full Time Equivalents FTEs			
	1996	2001	5 Year Growth 1996-01 %	Employment Distribution 2001%
North Shore City	76,734	92,079	20.0%	
Waitakere City	38,154	41,730	9.4%	
Northern Zone	114,888	133,809	16.5%	26%
Auckland City	228,992	250,371	9.3%	49%
Southern Zone	111,837	126,893	13.5%	25%
Auckland Region	455,717	511,073	12.1%	100%

Source: Statistics NZ Census 1996-2001

In summary, the northern Sub-Region contains a significant population – estimated at 482,000 people (2006). The Sub-Region has 36% of the Auckland Region’s population, but only 26% of the fulltime equivalent employment positions.

2.1.3 Future Development

2.1.3.1 Regional and District Plans

The Auckland Regional Growth Strategy: 2050

In late 1999, the Councils of the Auckland Region launched the Auckland Regional Growth Strategy (ARGS). The ARGS seeks to promote the sustainable management of the region’s resources within a sustainable development framework, and represents a combined future vision for the region. It built on the policy approach in the Auckland Regional Policy Statement, but sought to take the integrated strategic approach to regional growth management into the longer term.

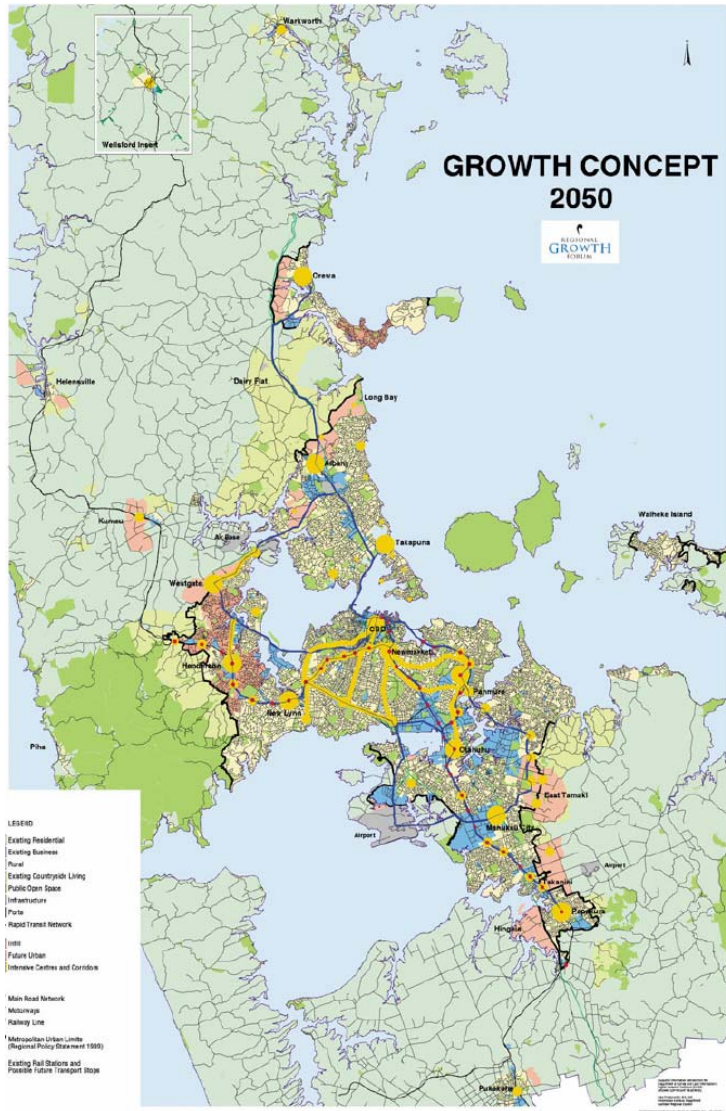
The stated vision in the ARGS is to sustain:

- Strong, supportive communities;
- A high quality living environment;
- A region that is easy to get around; and
- Protection of the coast and surrounding natural environment.¹³

The “Growth Concept” is a snapshot of how the Region could look at 2050 if growth is managed according to the vision, outcomes and principles of the ARGS.

¹³ Auckland Regional Growth Strategy: 1999

Figure 2.2: ARGs Growth Concept



Key features of the Growth Concept are:

- That growth will be managed by promoting quality, compact urban environments (intensification); this will assist with managing the effects of growth;
- Most growth within the existing metropolitan area, with development outside current urban limits only where environmental, accessibility and community principles can be met;
- Most urban growth focused around town centres and major transport routes to create higher density communities, with a variety of housing, job, services, recreational and other activities (mixed use);
- Much less emphasis on general infill throughout suburban areas;
- Development of the most highly valued and sensitive natural areas is avoided.¹⁴

Looking out to 2050, some expansion in new greenfield areas was seen as necessary to provide sufficient land and locational choice for dwellings and businesses. If all proposed greenfield development was to proceed the Auckland region’s metropolitan area was estimated to increase by about 10% or 5000 hectares, over the 50 year timeframe. In the Northern Sub-Region the new greenfield areas included Westgate/Redhills, Albany/Greenhithe, Long Bay, and Orewa/Silverdale.

¹⁴ Auckland Regional Growth Strategy: 1999

2.1.3.2 Population and Housing

The ARGS determined in detail the capacity for additional population in each territorial local authority area for the period 1996 to 2050. Figure 2.2 shows geographically the areas intended for growth.

Table 2.4: Population Growth 2001-50 to reach Auckland Regional Growth Strategy Capacity

Area	2001 Population (<i>'000</i>)	Number Increase 2001 - 50 (<i>'000</i>)	Percent Increase %	5 Year Growth Rates (Average) %
Rodney	76	101	133%	8.8%
North Shore City	185	107	58%	4.7%
Waitakere City	168	135	80%	6.1%
<i>Northern Zone</i>	<i>429</i>	<i>343</i>	<i>80%</i>	<i>6.1%</i>
<i>Auckland City</i>	<i>367</i>	<i>216</i>	<i>59%</i>	<i>4.8%</i>
Manukau City	283	149	53%	4.4%
Papakura	41	53	129%	8.6%
Franklin	51	40	78%	6.0%
<i>Southern Zone</i>	<i>375</i>	<i>242</i>	<i>65%</i>	<i>5.2%</i>
Auckland Region	1,171	801	68%	5.3%

Source: Statistics NZ Census 2001, ARGS 2050, Regional Growth Forum (in *A rejuvenated Whenuapai Airport*, Pomahaka Enterprises Ltd, 2002)

In summary, the ARGS envisages a significant population growth in the Northern Sub-Region over the period to 2050 – an extra 343,000 people. Greenfields development to accommodate some of this growth is envisaged in the west and northwest, but not in the immediate vicinity of the Whenuapai Airport.

2.2 WAITAKERE CITY

2.2.1 Waitakere City Characteristics

2.2.1.1 Business

The Northern and Western Sectors Agreement seeks to promote a better distribution of business and employment opportunities locally as part of growth management. Targets were set to increase the proportion of residents that work inside the region. It was also recognised that there was a need to provide more business zoned land for growth to 2021.

The broad distribution of employment areas in the Northern and Western Sectors agreement is shown in Table 2.5.

Table 2.5: Business zoned land and number of jobs 1996 – 2021

	Business zoned land in 1996 (hectares)	Number of jobs in area 1996 (full and part time)	Business zoned land in 2021 (hectares)	Target % of labour force employed in city
North Shore City	807	57,885	800.7	65%
Waitakere City	620	36,696	820	60%
Rodney District	331	20,055	416	70%

Source: Northern and Western Sectors Agreement, October 2001

The ARGS also identifies key business growth areas within the region, including Westgate, Albany and Silverdale.

Research carried out in 1999 found that nearly 60% of Waitakere’s labour force travelled out of the City each day for paid work in other parts of the region¹⁵

In summary, 60% of Waitakere’s labour force travels out of the City each day for paid work in other parts of the region.

2.2.2 Future Development

2.2.2.1 Northern and Western Sectors Agreement

The Memorandum of Understanding signed by all the councils of the Auckland Regional Growth Forum at the launch of the ARGS, states under responsibilities:

“The parties agree to develop agreements on the location and capacity of sub-regional growth sectors, nodes and corridors. Agreements will be developed to manage growth in the rural areas. These sector based and local area agreements, will identify the capacities for growth required in the next 20 years

¹⁵ Waitakere City - Strategic Employment Issues: 1999 *Waitakere City Council*

and will be completed within two years of the signing of this MOU”.

The North and Western Sectors Agreement was agreed by the Auckland Regional, North Shore and Waitakere City, and Rodney District Councils in October 2001. It sets out the fundamental elements and form of future development for the Northern Sub-Region.

The Sectors Agreement identifies that Waitakere City share of regional growth will equate to an additional population of 74,500 between 1996-2021 (74% of 55,000 to be accommodated within Existing Urban Area, 17% or 13,000 in Future Urban Growth Areas, and the remaining 9% or 6,500 in rural areas.)¹⁶

Future urban growth areas outside the existing MUL identified in the RGS comprise:

- Hobsonville Corridor (201ha);
- Massey North-Westgate (64ha); and
- Redhills (329ha).

Other future urban growth areas outside the existing MUL but not identified in the RGS comprise:

- Babich (78ha);
- Penihana (40ha); and
- Hobsonville Peninsula (315ha).

¹⁷

¹⁶ Northern and West Sectors Agreement: 2001

¹⁷ Northern and West Sectors Agreement: 2001

2.2.2.2 Waitakere City Growth Management Strategy 2004

Waitakere City has been growing steadily both economically and in population since the District Plan was first notified in 1995, and in 2004 was the fifth largest city in New Zealand. From a population of 155,565 in 1996, the number of residents grew at an average annual rate of 1.7% over the following five years to 168,750 (2001 census). The population as at 30 June 2004 was estimated to be 185,600. Whilst there appears to be limited capacity for residential growth, Waitakere City is growing at a faster rate than previously anticipated. Consequently Waitakere City is predicted to reach a population of 303,000 (ARGS) several years earlier than 2050 (a 147,000 or 94% increase). It is projected that the City would need to accommodate at least half this population (74,500) by the year 2021.¹⁸

The Waitakere City Council has updated its Urban Growth Strategy to reflect recent changes and current population projections. This strategy is based on Council's current policy position which is in agreement with the Regional Growth Strategy and the NWSA.

To summarise the Strategy¹⁹:

- It is expected that provision for high density housing and mixed use development inside the MUL and within defined Future Urban areas will mean that additional

¹⁸ Waitakere City District Plan Proposed Plan Change No.16: Managing City Growth: 2005

¹⁹ Waitakere City District Plan Proposed Plan Change NO.16: Managing City Growth: 2005

population growth can be accommodated in these areas and there will be less need for population growth to be accommodated within the rural area.

- Future Urban Growth areas should accommodate a mix of employment and residential land-use so that both population and local employment demands/needs can be met.
- The share of growth will be adjusted so that 78% (74,000) of growth will be accommodated within the 1999 MUL, 17% (16,000) will be accommodated within the Future Urban Area, and 5% (4,700) will be accommodated within the rural part of the City.
- A schedule of growth areas is necessary to plan for urban intensification. Refer to Waitakere City District Plan Change 16 for the proposed schedule.
- The sequencing and location of Future Urban Growth areas has been changed (from that indicated in the Sector Agreement) to reflect detailed concept planning undertaken for new growth areas and the need to combine years 1 – 5 and 5-10 as follows:

Table 2.6: Waitakere City Growth Management Plan: Growth Areas

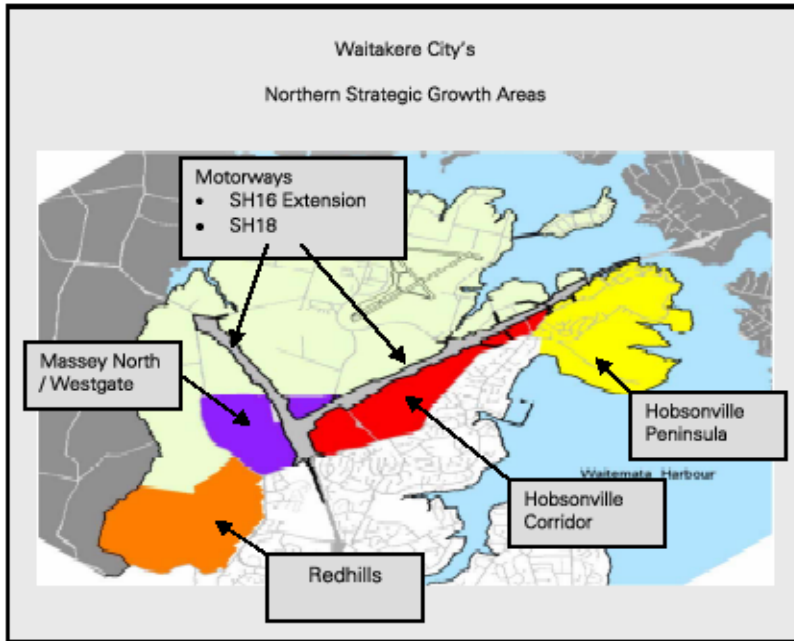
Revised Stage	Sequence	Growth Areas
1	2001 - 2011	Babich, existing Airbase part of Hobsonville Peninsula; Westgate Town Centre and Massey North employment precinct; Hobsonville Village Centre
2	2011 - 2021	Penihana, Hobsonville Corridor
3	2021 +	Rest of Hobsonville Peninsula and Redhills

2.2.2.3 Local Government (Auckland) Amendment Act 2004

The Local Government (Auckland) Amendment Act 2004 requires that all councils in the Auckland Region integrate their land transport and land use provisions and ensure that these are consistent with the Auckland Regional Growth Strategy.

Six Waitakere City District Plan Changes (13-18) have responded to this requirement by providing a clear direction on how growth itself (as opposed to effects) is to be managed. Plan Change 16 introduces growth policies into the Waitakere District Plan. Plan Changes 13, 14 and 15 involve three separate applications to shift the MUL at Westgate/Massey North, Hobsonville Airbase and Hobsonville Village Centre (and associated District Plan change) to achieve sustainable compact urban development in these areas. These areas are identified on Figure 2.3.

Figure 2.3: Waitakere City's Northern Strategic Growth Areas



Plan Change 17 makes provision for high density residential, commercial and mixed use development with the New Lynn Town Centre.

Plan Change 18 introduces urban design requirements into the District Plan.

At the time this section 32 report was prepared, hearings had begun on these plan changes. No decisions had been released. However it is unlikely that any changes will affect the Whenuapai Airport or its close vicinity.

In summary, while the latest urban growth planning for Waitakere City has changed the scope and timing of growth areas, there has been no fundamental change to the direction envisaged in the Auckland Regional Growth Strategy. Whenuapai has not been and is not envisaged as an area for urban development in the current planning period. However, significant employment and residential growth is planned for in the northern part of Waitakere City, close to (but not within the immediate area of) the Whenuapai Airport.

2.3 THE WHENUAPAI AREA

2.3.1 The Area Defined

The Whenuapai Area is situated at the north of the Waitakere City area. It is bordered by State Highway 16 to the west, State Highway 18 (Hobsonville Road) to the South, and by the Upper Waitemata Harbour to the North and East.

2.3.2 The Area's Characteristics

2.3.2.1 History

The land in the Whenuapai area was originally covered in swamp and kauri forest. From about 1879, the area was home to gum diggers. The kauri gum was used to make paints and varnishes. After gum digging ceased, the land was scarred with potholes and became swampy bogs. These had to be drained and miles of pipes were laid to allow the land to dry out.

Various settlers to the area over the next 50 years converted the land into productive farms. The name "Whenuapai" means "good earth".

Among these settlers were the North family. One of Henry North's sons built on of the first aircraft in New Zealand on the family farm. The aircraft had it's first test flight on January 8 1935, on a site opposite today's RNZAF Whenuapai Airbase's main gates.

2.3.2.2 Physical Environment

The landform of the Whenuapai area is gently rolling to flat with low ridges at Trig and Hobsonville Roads. The majority of the area is relatively open rural pastoral and horticultural land with bush remnants confined to stream gullies, particularly Totara Creek and around the coastal edge. Horticultural activities include glasshouses and shelterbelts, particularly towards the north.



Herald Island and Whenuapai Village have more intensive residential development, set amongst a grid pattern of roads. Both areas have relatively high amenity values as a result of the coastal interface and numerous well established trees. The Whenuapai airbase is adjacent to another small commercial and industrial centre with further residential development to the south. Some rural residential development has occurred to the south and east of the airbase.

Long attractive views across the rolling open rural land are available from both Trig and Hobsonville Roads and across the airbase. Shelterbelts and scattered trees restrict views further to the west.

Whenuapai is predominantly rural land, being a mix of rural-residential lifestyle blocks, and productive horticulture sites. There are residential settlements to the north and north-

east of the area, and also immediately south of the Whenuapai Airbase. A number of small home businesses also operate in the area.

The roading network for the area is bounded by State Highway 16 to the west and Hobsonville Road to the south. Brighams Creek Road provides an east-west connection through the centre of the district. Trig Road provides a north-south connection from Brigham Creek Road to Hobsonville Road. Totara and Kauri Roads connect Brigham Creek Road to the northern coast on the west and east of the airbase respectively.

The Upper Waitemata Harbour borders Whenuapai to the north and east. This is a sensitive environment, due to its narrowness, reduced water exchange (compared with the lower Harbour), and proximity of residential areas. It is also a heavily used recreational area and has significant ecological values. The Waiarohia Stream and Inlet and Brigham Creek provide the main drainage into the Harbour. A myriad of smaller streams also serves the network

2.3.2.3 Population and Housing

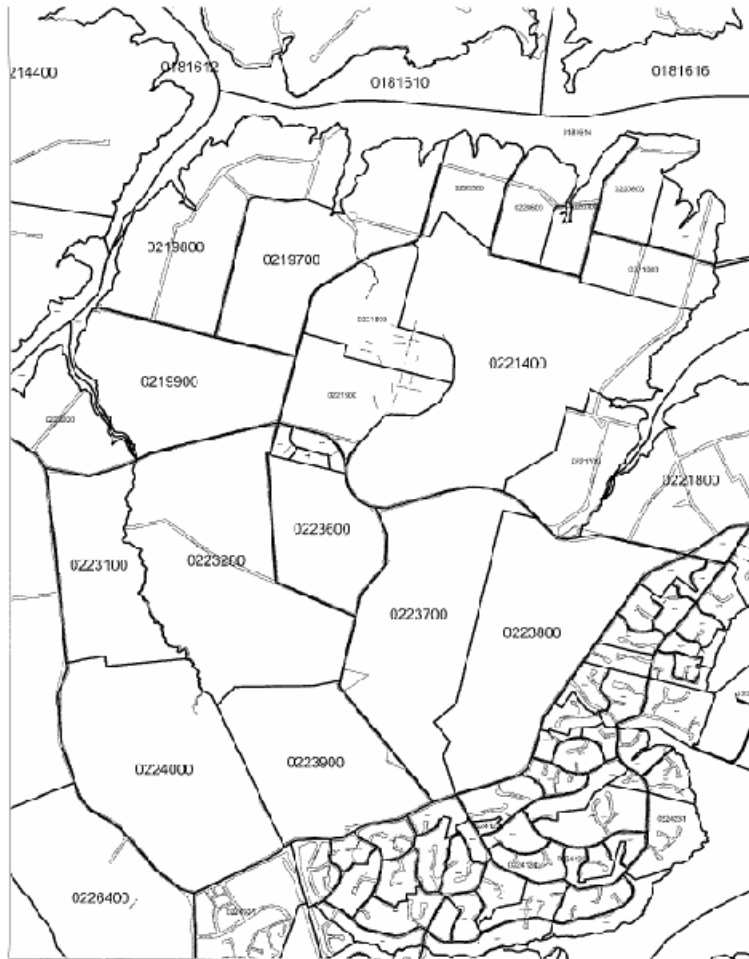
The total number of households in the Whenuapai District increased by 8.5% between the 1991 and 1996 census, and by 5.7% between 1996 and 2001. The average increase for all of Waitakere City was 10.7% between 1996 and 2001. Despite an increase in the number of households, the total population decreased by 4.6% between 1996 and 2001.

Table 2.7: Number of Households and Population in the Whenuapai Area 1991-2001

Meshblock (2001 Areas)	1991 Households Private Dwellings	Census, 1996 in Households Occupied Private Dwellings,	Census, 2001 in Households Occupied Private Dwellings,	Census, in Occupied	1991 Population Dwellings, Usually Population	Census of 1996 and Population Usually Population	Census of 2001 and Population Usually Population	Census and Census Resident
MB 0219700	51	51	57		159	159	162	
MB 0219800	48	45	51		138	147	165	
MB 0219900	9	15	15		21	39	39	
MB 0220000	21	27	24		51	81	66	
MB 0220500	18	12	15		66	42	45	
MB 0220600	39	45	45		117	129	129	
MB 0220700	60	63	66		186	186	180	
MB 0220800	90	90	90		270	258	267	
MB 0221000	51	57	57		171	192	171	
MB 0221400	0	6	6		6	51	27	
MB 0221500	18	24	27		243	351	240	
MB 0221600	33	39	39		96	126	117	
MB 0221700	45	51	51		135	144	150	
MB 0221800	24	33	33		78	96	90	
MB 0223100	30	27	30		93	78	84	
MB 0223200	27	33	39		102	117	123	
MB 0223300	27	30	27		78	99	81	
MB 0223400	42	45	42		111	135	111	
MB 0223500	21	21	21		72	66	57	
MB 0223600	6	6	12		18	21	27	
MB 0223700	12	9	21		27	27	81	
MB 0223800	15	15	18		54	54	60	
MB 0223900	63	66	72		180	207	201	
MB 0224000	21	27	27		114	78	78	
Totals	771	837	885		2586	2883	2751	

Source: Statistics New Zealand Census 1991, 1996, 2001

Figure 2.4: Statistics NZ Meshblocks within the Whenuapai District (2001 boundaries):



Source: Statistics NZ

2.3.2.4 Business

Whenuapai is a predominantly rural area. There are many home based businesses operating in the area.

“Pinepac” is the largest operating business in the area. The company began trading as Anderson & O’Leary Ltd in 1943 on the present site. Pinepac is a timber company that produces a full range of product. The Whenuapai site processes wood as well as providing a retail service.

Opposite Pinepac are several shops that serve the local Whenuapai community.

2.3.2.5 Infrastructure Services

At present, the catchment is mainly rural. The majority of homes in the area are served by septic tanks. These septic tanks are pumped out on a three-yearly basis, under a contract managed by Waitakere City Council on a cost-recovery basis.

Only a small area adjoining Hobsonville Road is serviced by the WCC wastewater system. This connects by gravity to the WCC system that serves the Whenuapai catchment, and from there connects to the Watercare network.

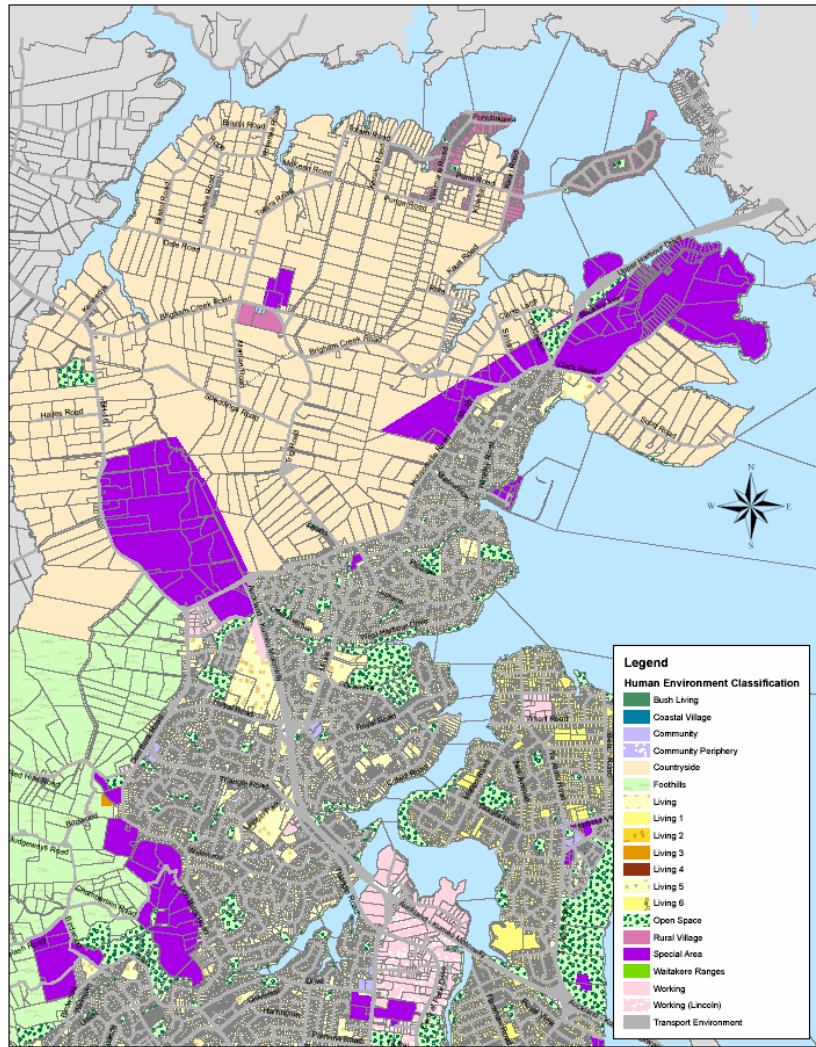
2.3.2.6 Transport

Three major arterial routes dominate the road infrastructure in the Whenuapai Area:

- Northwest Motorway (SH16)
- Hobsonville Rd (SH18) – connecting Waitakere City and North Shore
- SH 16 (Auckland – Helensville Highway)

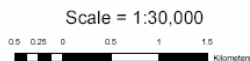
Proposed transport developments are outlined in section 2.3.3.4 of this report.

In summary, the Whenuapai Area can be described as generally having a rural/rural residential character, with pockets of residential land use at Whenuapai Village and Herald Island. There is limited commercial activity. Whenuapai Airport is the dominant single activity. There has been limited growth, the area generally having a rural character with small urban districts at Whenuapai and Herald Island Villages. The District is well-served by existing and proposed arterial roads.



L:\WCC_Projects\HD106045_CatoBolan_HumEnv\Map\WhenuapaiHumEnv.mxd - 18/09/2006 @ 12:42:03 p.m.

Human Environments Whenuapai



2.3.3 District Plan

The Whenuapai Area is predominantly zoned as Countryside Human Environment. Some areas to the north-east of Whenuapai, in the vicinity of Karaka, Totara, Waimarie, Pohutukawa, Puriri, Kauri, Punga and Kowhai Roads, are within the Rural Village Human Environment. The designated Defence Force Housing to the south of Airport Rd and east of Mamari Roads has an underlying zoning of Rural Village Environment.

In the Countryside and Rural Villages Human Environment, one principal and one minor household unit per site is a Permitted Activity (subject to standards). Home occupations are also permitted in these zones. There is provision for non-residential activities subject to Discretionary Activity resource consent, provided there are no retail sales. Sites in the Countryside Environment (except those within the L_{dn} 65 noise contour) can be subdivided to a minimum site area of 4 hectares through a Controlled Activity resource consent. Subdivision within the L_{dn} 65dBA noise contour is a non-complying activity. Sites in the Rural Villages environment can be subdivided to a minimum site area of 800m² in sewered areas, or 4000m² in unsewered areas through a Controlled Activity resource consent.

An area to the north of Airport Road, adjacent to the Defence Purposes designation, is zoned as Whenuapai Special Area. This is currently the location of the Pinepac timber operations. The Special Area is split into two areas on the concept plan. In Area A, any yard-based activity is permitted, in addition to any permitted activity in the Countryside Environment.

In Area B on the concept plan, any activity for the storage, cutting, processing and retailing of timber and timber products and any subsidiary activity, forestry, retailing of home improvement and handyman supplies including building materials, retail activities and retail services associated with agricultural, horticultural and pastoral good and services, is permitted if located within an existing building. Any of these activities in Areas A or B in the Whenuapai Special area are provided for through resource consent if they are not within an existing building.

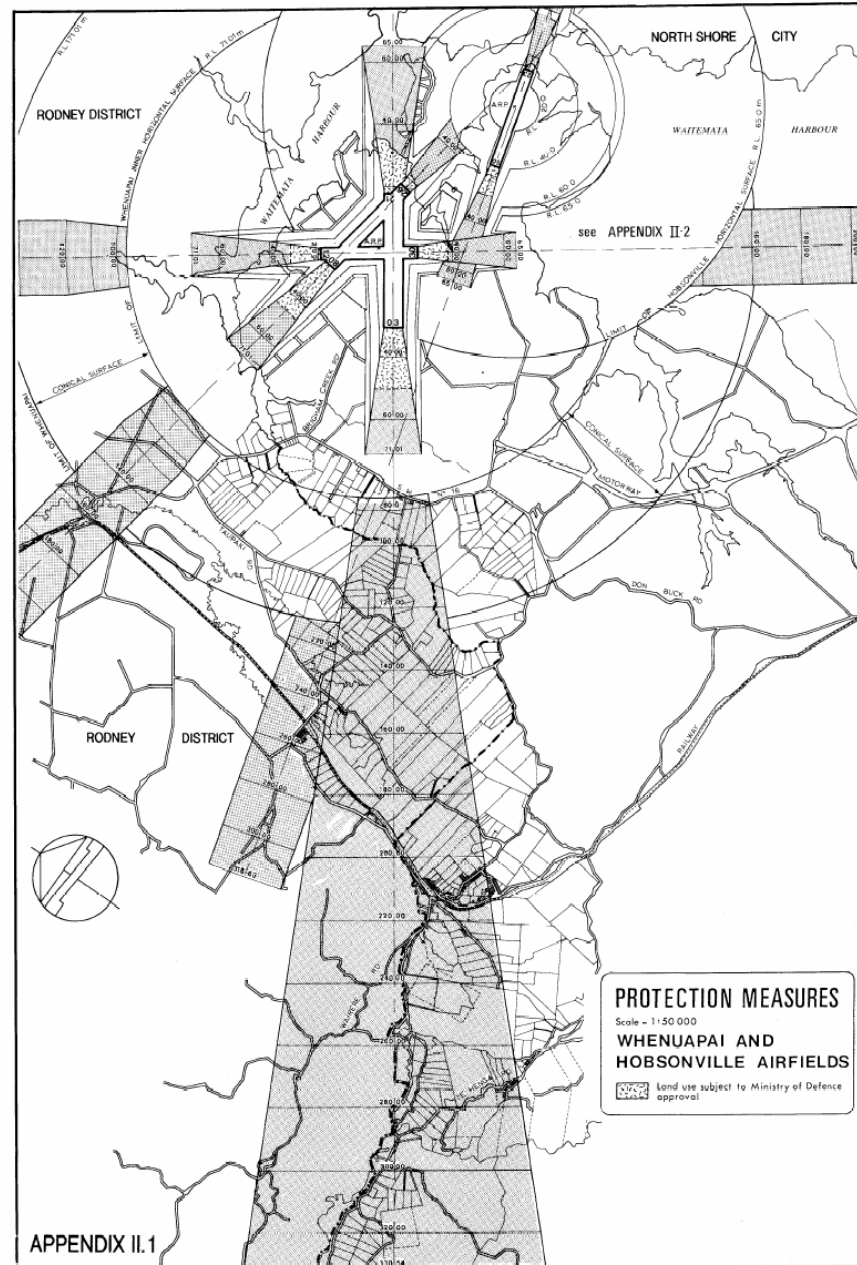


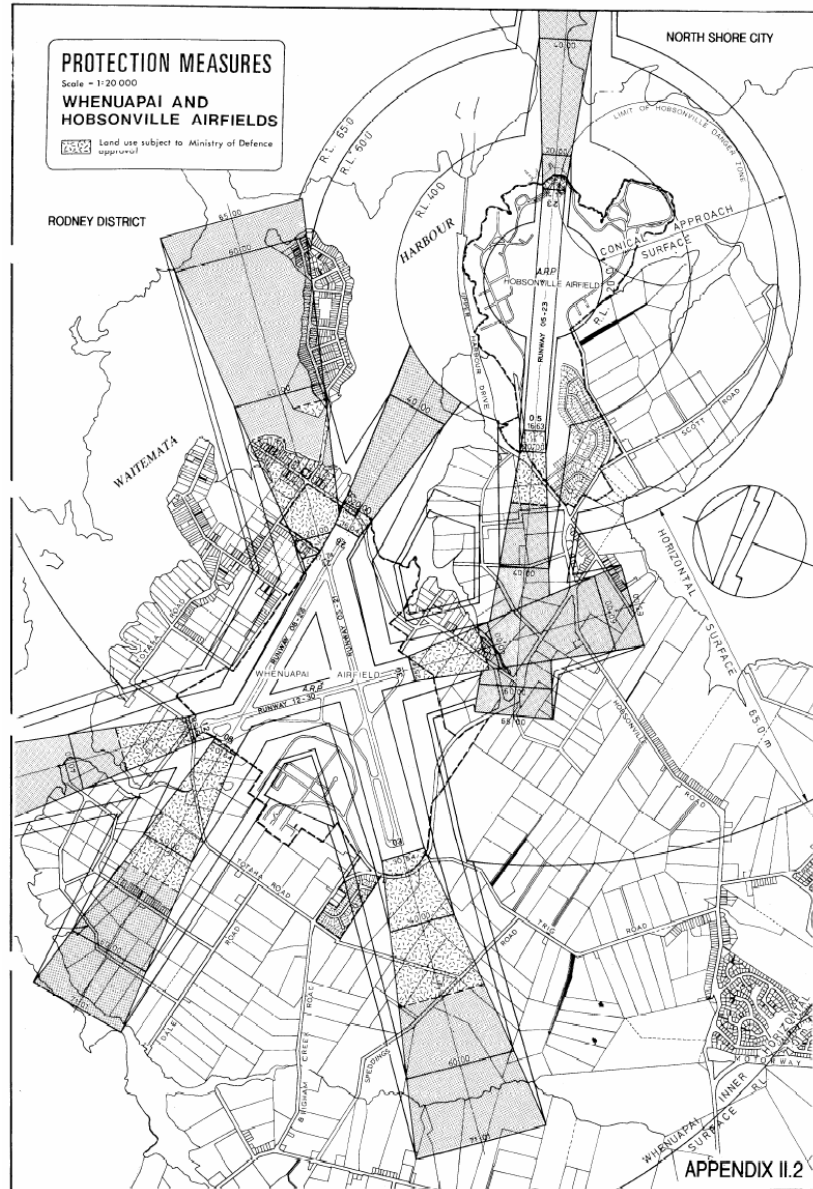
Figure 2.6: Pinepac, Brigham Creek Road, Whenuapai

A small area on Airport Road is zoned as Community Environment. Non-residential activities are permitted in this zone, subject to performance standards. This area is currently the location for various local neighbourhood shops. One dwelling is also permitted per site.

There are restrictions relating to the approach paths and noise contours of the Whenuapai Airbase as shown in the planning maps. Any buildings or resource consent for land generally within 1,000m of the main runway and 500m of the subsidiary runways requires Ministry of Defence approval. Buildings may not be erected beyond climb/horizontal and conical surfaces as identified in the District Plan, but this does not affect any building up to 8 metres in height.

In summary, the zoning provisions for the Whenuapai area have remained relatively static over many years. This would be the main reason that there has been less than average household growth and a decrease in population (consistent with falling people-per-household numbers). Protection controls in relation to the Whenuapai Airport have been in place for many years.





2.3.4 Future Development

2.3.4.1 Waiarohia Structure Plan

This rural-residential structure plan relates to an area immediately east of Whenuapai. The plan is on hold. If approved, it would allow subdivision (outside the Airbase Ldn65 noise contour) down to 1 hectare (from the current 4-hectare limit).

2.3.4.2 Plan Changes 13, 14 and 15

To the south of Whenuapai three plan changes are proposed as part of the current processes being conducted under the Local Government (Auckland) Amendment Act.

Plan Change 13 introduces a number of “special areas” within the land currently occupied by the Hobsonville Airbase (which is to close).

Plan Change 14 introduces opportunities on the northern side of Hobsonville Road at Hobsonville for an expansion of the Hobsonville commercial village and for employment activities

Plan Change 15 introduces opportunities for a major expansion of town centre, employment and residential activities at Massey North (Westgate).

2.3.4.3 Transport

The development of a new four-lane Upper Harbour motorway is expected to be commenced in 2006/07 and completed by 2010- 2012. This will include:

- The construction of a second bridge across Auckland's Upper Harbour and a widening of the existing causeway on the western side of the bridge (almost complete);
- A connection eastwards from the bridge to bypass Upper Harbour Drive;
- A connection from the western end of the causeway to the Northwest Motorway (SH16), the Hobsonville Deviation; and
- An extension of State Highway 16 to Brigham Creek Road at Hobsonville.²⁰

Recent announcements indicate that this motorway may be a tolled road.

²⁰ Joint Officials Group: 2004

2.4 THE WHENUAPAI AIRBASE

2.4.1 The Airbase Defined

The Royal New Zealand Air Force (RNZAF) Whenuapai Airbase is located on the urban limits of northwestern Auckland directly adjacent to the Upper Waitemata Harbour. It is approximately six kilometres, by road, from the end of the northwestern motorway and approximately twenty-two kilometres from central Auckland, with an average road travel time from the Auckland Central Business District of 30 minutes.

Figure 2.9: Aerial photograph of the Whenuapai Airbase from the north



The Airfield comprises an area of 311 hectares. Appended to the Whenuapai Airfield are 156 houses used for married personnel accommodation. The majority of these houses are located directly adjacent to the small Whenuapai commercial area²¹.

2.4.2 The Airbase's Characteristics

2.4.2.1 History

The Whenuapai Airbase was primarily swamp and kauri forest until it was acquired by the New Zealand Government in the 1930's for defence purposes. Construction of Whenuapai as a base for Wellington bomber aircraft began in 1937. In order to cope with heavy aircraft serving the Pacific, the concrete runways were constructed in 1942, along with housing and further base facilities. Post World War II Auckland became a centre for RNZAF transport and maritime squadron. A regular civilian international flight from Whenuapai to London via Sydney, Darwin, Singapore, Bombay, Basra, Athens and Rome started on the 4th of April 1963. Whenuapai was Auckland's civil international airport until November 1965^{22/23}.

²¹ Joint Officials Group: 2004

²² Royal New Zealand Air Force: 2001

²³ New Zealand Defence Force: 2003

2.4.2.2 Physical Features

The Airbase is a strikingly flat and open area which has been artificially flattened to accommodate runways and hangars. The land rolls down gently to the east and south-east within golf course. Large buildings separate the open flat area from the residential areas to the west. The absence of trees across much of the land and the flat contour allow long views, taking in both flying activities and the Waiarohia Creek and Waitemata Harbour to the east.



Figure 2.10: Aerial photograph of Whenuapai Airbase and surrounds

Whenuapai has three concrete runways. The NE to SW oriented main runway is 2,031m long and 45m wide (see Figure 2.10). Military aircraft use this runway 95% of the time due to the direction of the prevailing wind. It is suitable for all aircraft in the RNZAF Inventory. The surface of the main runway was last upgraded in 1969-1970.

Building development is focused on the western side of the runways and includes:

- The air traffic control building;
- Aircraft maintenance facilities;
- Emergency services accommodation;
- Bulk fuel storage; and
- Training areas and additional workshops²⁴.

²⁴ New Zealand Defence Force: 2003

Many of the buildings were constructed in the 1940s, though all of them have been generally well maintained.

Accommodation on the Airbase site includes:

- Housing (approximately 60 houses);
- Barrack accommodation (353 rooms);
- Three services mess blocks;
- Sports fields and a gymnasium; and
- A small retail centre.

At the southern end of the site, off the Airbase, is a subdivision of about 100 houses used for Defence accommodation. Immediately to the south of this is an area of grazing land²⁵.

East of the site, on Kauri Road, is an area of vacant land bordering the mud flats. This contains a disused landfill.

2.4.2.3 Existing Activity

The Whenuapai Airbase has in recent times employed up to 1061 people²⁶.

Numbers of air movements in recent years were:-

- 2001 - 23,278
- 2002 - 18,433
- 2003 - 17,409

²⁵ New Zealand Defence Force: 2003

²⁶ Joint Officials Group: 2004

Whenuapai Airbase is the RNZAF home to:-

- No 3 Squadron – Naval Support Flight (Seasprite);
- No 5 Squadron (Orion);
- No 40 Squadron (Hercules and Boeing 757);
- RNZAF Parachute training and support unit;
- Training school for Air Force Police dogs; and
- RNZAF Aviation Medicine Unit²⁷.

2.4.2.4 Infrastructure Services

Sewage

Prior to 1955 sewage effluent from Whenuapai was treated by septic tank then discharged to the Rarawaru Estuary on the Upper Waitemata Harbour. Primary treatment was by means of screening, primary sedimentation tank, sludge pump, digester and sludge drying beds. In 1961 the Department of Health requested additional treatment on public health grounds and as a result a trickling filter was added to the treatment plant²⁸.

In 1981, the Ministry of Works and Development supervised improvements to the treatment plant. The treatment plant pump was overhauled, the stormwater reticulation was repaired and smoke testing and a visual inspection of the stormwater system was carried out. In 1982 a new duty pump was installed and upgraded and the old septic tank at the treatment plant was converted to a flow equalisation tank.

²⁷ New Zealand Defence Force: 2001

²⁸ New Zealand Defence Force: 1993

Secondary treated effluent from the STP was discharged by gravity into the pipeline and then into Rarawaru Estuary mouth. In 1982 a three-year water right was issued by the Auckland Regional Water Board permitting a flow of 1,700 m³/day of treated effluent into the Upper Waitemata Harbour. This flow was less than applied for because of concerns for the water quality of the Upper Waitemata Harbour. Conditions of the water right included monitoring of effluent volume and composition, chlorination of effluent to eliminate bacteria, then de-chlorination of the final effluent prior to entry into the harbour waters. Improvements to infiltration in the sewerage reticulation were also required²⁹.

Stormwater

Most of the general runoff and piped stormwater from the Airbase enters a significant open drain that passes through the site and discharges into the nearby upper Waitemata Harbour via Rarawaru Creek³⁰.

Various measures are taken onsite to reduce contamination of stormwater. Chemicals are collected and stored onsite, with drums removed regularly by a chemical disposal company. Waste oil is collected and used to heat hangers in winter. Live fire fighting procedures are carried out so that overland flow of water, hydrocarbons and other chemicals (eg foams) does not occur.

2.4.2.5 Transport

The Airbase is accessed by Brigham Creek Road (from the west and south) and Trig Road (from the south). These local access roads are supported by the arterial road network, including the North Western Motorway, and State Highways 16 and 18.

2.4.2.6 Potential for Expanded Use

Various studies continued to recognise Whenuapai as an important aviation resource. The Master Plan Study of Auckland Region Airports in 1983 identified potential for the airbase to be used as a mixed civil and military airport. The study noted a long history of joint-user airports in Australia and in Canada and concluded that joint-user operation can be effective and regulated to meet the requirements of both uses³¹.

A review of Defence Resource Management was presented to the Government in December 1988. Recommendations made in the Review included the rationalisation of RNZAF real estate with the eventual goal of Air Force locations at Ohakea, Woodbourne and Wigram. In response to that review, the RNZAF commissioned a study by BCHF to examine the economic and strategic implications of the suggested relocation proposal. The study confirmed that Whenuapai was important strategically, and there would be economic implications in relocation to Ohakea. Primarily, investment had been made in the main runway at Whenuapai, which supported its retention rather than construction of a new runway at the Ohakea base.

²⁹ New Zealand Defence Force: 1993

³⁰ New Zealand Defence Force: 1993

³¹ New Zealand Defence Force: 1993

In December 2002, the Government announced that Base Auckland (Whenuapai and Hobsonville) was to be closed, and the RNZAF would be integrated at Ohakea. It is now expected that process will take up to 10 years (2014 or later) to complete.

2.4.3 Waitakere City District Plan

The Whenuapai Airbase carries an “MD1 Defence Purposes” designation on the District Plan Maps and within the District Plan Designation Appendix. That designation is further qualified on the central (airfield) part of the base with an “Airfield” notation. This is the major part of the airbase, containing the runway areas, the hangars and associated buildings, administration buildings and base housing. Another small area to the east of Totara Road has a “Sewage Treatment” notation and a separate site on the corner of Bristol and Dale Roads has a “Communications” notation. Defence housing adjacent to the Whenuapai shopping centre has a “Housing” notation. Smaller areas on Kowhai Ave and Kauri Road have (otherwise unqualified) Defence Purposes designations.

There are two listed heritage locations – barracks buildings in Tainui Street and the officer’s mess in Kupe Ave. There is a general obligation on the Ministry of Defence to prepare a heritage management plan in respect of these items.

Conditions relating to the Minister of Defence designation are in the Designations Appendix to the District Plan and are repeated as follows:

1. *To ensure that section 176A(3)(f) of the Resource Management Act 1991 has been adequately addressed, an outline plan shall include, as appropriate:*
 - (a) *a statement on the relevant District Plan objectives, policies and rules; and*
 - (b) *a statement on any adverse effects the works will have on the environment and the mitigation measures to be carried out*

2. *Appropriate sedimentation and erosion control measures shall be employed for any earthworks on the designated site*

3. *Activities on the RNZAF Airbase shall meet the following Standards:*
 - (a) *Aircraft operations not exceeding a Day/Night (Ldn) level of:*
 - *65dBA outside the Airnoise Boundary (Ldn 65 dBA Contour) shown on the Airbase Noise map; and*
 - *55 dBA outside the Outer Control Boundary (Ldn 55 dBA Contour) shown on the Airbase Noise map.*

For the purpose of this control noise will be measured in accordance with the NZS 6805:1992 and calculated, as stated in NZS 6805:1992 using FAA

Integrated Noise Model (INM) and records of actual aircraft operations and calculated as a 90 day rolling logarithmic average.

- (b) *Aircraft operations exceeding the standard in (a) above where:*
- *The aircraft in landing in an emergency;*
 - *The aircraft is landing at the Airbase as an alternative in adverse weather conditions; or*
 - *The aircraft is using the airfield as part of a search and rescue operation or civil emergency*

4. *Where an outline plan of works is submitted in accordance with s176A of the Act in respect of a building or site within MD1 and which is listed in the Heritage Appendix to this Plan, that outline plan of works shall be accompanied by a heritage management plan generally in accordance with the NZDF heritage policy document.*

Restrictions Relating to Approach Paths to Whenuapai (and Hobsonville) Airfields

1. *Where it is proposed to erect and building change the use of any land or building or carry out any subdivision of land directly beneath and within the boundaries of the approach surfaces to the Whenuapai and Hobsonville*

Airfields, the consent of the Minister of Defence shall be obtained in writing prior to carrying out the proposed work(s) or to lodging any application for building consent or for resource consent. The land so affected is notated in Appendix II of the Maps Section of the Plan as 'land use subject to Ministry of Defence Approval' and is generally within 1,000 metres of the main runways and 500 metres of the end of the subsidiary runways; and

2. *No part of any building, structure, mast, tree or other object shall penetrate any of the climb surfaces, transitional surfaces, horizontal surfaces or conical surfaces associated with the Whenuapai and Hobsonville Airfields without the written consent of the Minister of Defence, prior to carrying out the work(s) or to loading any application for building consent or for resource consent. These surfaces are explained in "Explanation of Surfaces" Clause (a) Climbing and Transitional Surfaces" and are defined in Appendix II of the Maps Section of the Plan. Provided that this shall not restrict any building from being erected which has a height of not more than 8.0 metres above the natural ground level. Where two or more surfaces (whether climb, transitional, horizontal or conical surfaces) coincide, the lower shall apply.*

The legal description of all relevant designated sites appears in the Designations section of the District Plan.

The Minister of Defence is able to continue to utilise the Airbase under the MD1 designation at least until such time as the designation comes under review. Activities which can be conducted at the airbase are essentially only constrained by the “Defence Purpose” designation, which is liberal in effectively providing for any defence activity. That may, for instance, enable a considerable increase in aircraft activity provided that the noise controls continue to be met.

The MD1 designation provides only for activities conducted by the requiring authority, ie in this case the Minister of Defence. Any activity conducted by other than the requiring authority, or by the requiring authority where not in accordance with the designation, must comply with the provisions of the underlying Human Environment. The underlying Human Environment is currently the Countryside Environment. The provisions of the Countryside Environment are discussed earlier in this report.

There is some uncertainty as to whether the MD1 designation would allow for any commercial use of the airport. That matter is not being pursued at the current time.

Under the District Plan’s general noise standards any new houses, schools or hospitals erected between the L_{dn} 55 and 65 dBA contours, and any additions to the same within the 55 dBA contour, must have acoustic protection to achieve an internal 40dBA Ldn standard. New houses, schools or hospitals erected within the 65dBA contour are listed as a Prohibited Activity.

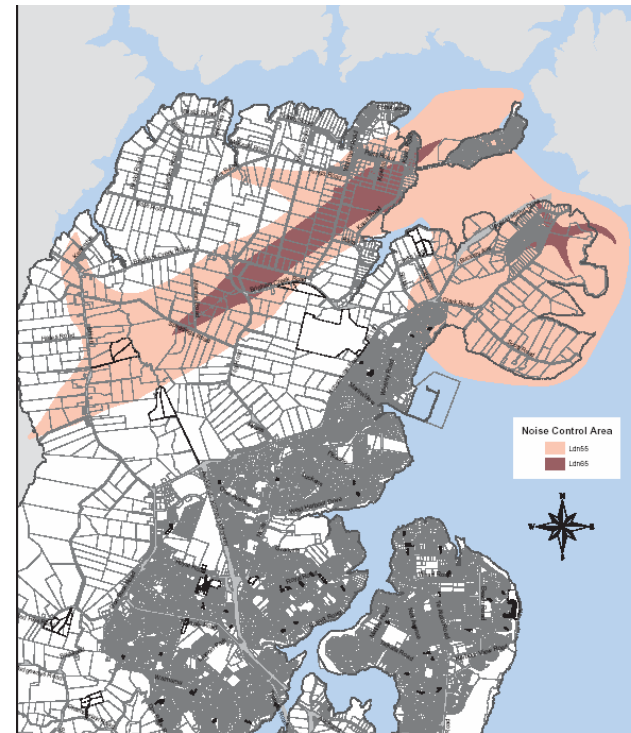


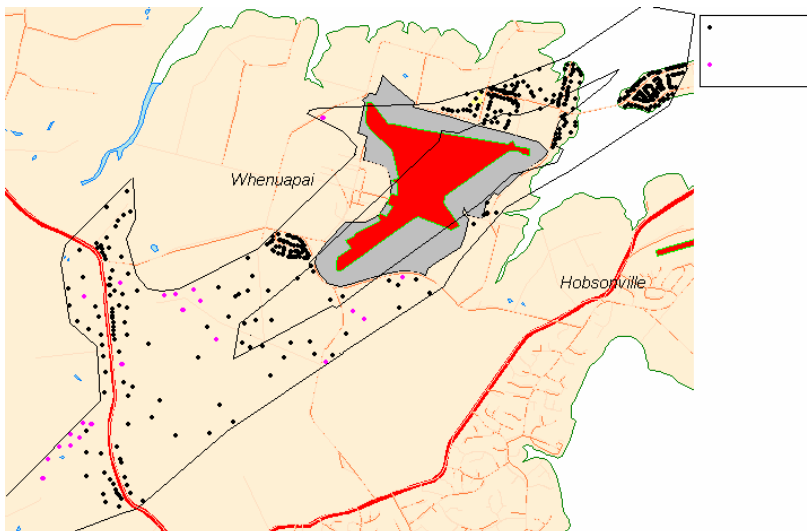
Figure 2.11: Waitakere District Plan Noise Contours

The underlying zoning of most of the airbase is Countryside Environment. Housing areas in Ngahue Road and on Kowhai and Kauri Roads are in a Rural Villages Environment.

2.4.4 Existing and Potential Development Within the Air Noise Boundaries

No aircraft activity is now conducted in respect of the Hobsonville Airbase. The part of the Air Noise Boundaries relevant to Whenuapai only is as illustrated in Figure 2.12. This figure also shows the existing dwellings (black) and potential dwellings (pink) within the existing contours, as detailed in Figure 2.12.

Figure 2.12: Existing and Potential Dwellings within the Whenuapai noise contours



There are 53 existing properties within the 65Ldn boundary and 439 existing properties within the 55Ldn boundary, as detailed in Table 2.8. That table also gives an estimate of the further sites that could be created under existing subdivision provisions in the District Plan.

Table 2.8 Existing and Potential sites within the Whenuapai noise contours

Sites	Within Ldn 65 Contour	Within Ldn 55 Contour
Existing – Countryside Environment	17	161
Existing Rural Villages Environment	36	278
Future Potential - Countryside Environment	0	16
Future Potential - Rural Villages Environment	0	3

There are 49 existing dwellinghouses within the 65Ldn boundary and 426 existing dwellinghouses within the 55Ldn boundary, as detailed in Table 2.9. This table also gives an estimate of the further dwellinghouses that could be created under existing provisions in the District Plan. Note that minor household units are not included.

Table 2.9: Existing and Potential Dwellings with the Whenuapai Noise Contours

Dwellinghouses	Within Ldn 65 Contour	Within Ldn 55 Contour
Existing – Countryside Environment	16	142
Existing Rural Villages Environment	33	284
Future Potential - Countryside Environment	Nil (See Prohibited Activities: Rule 1.0(viii))	26
Future Potential - Rural Villages Environment	Nil (see Prohibited Activities: Rule 1.0(viii))	3

In summary, the existing restrictions relating to zoning and the air-noise contours have limited development potential in the past and would, if they remained as current, further limit future potential for development within that area covered by the air noise boundaries.

2.4.5 Northern and Western Sectors Agreement

The Northern and Western Sector Agreement contains specific reference to Whenuapai Airbase, and also identifies the importance of economic development as part of the growth strategy.

Section 4.5 “Future of Former Airbase Land and Remaining Airfield” states the following:

“Agreed Principles

Sector Partners will:

1. *Recognise Hobsonville as a strategic area for employment.*
2. *Ensure that any future development enhances the strategic accessibility of the Hobsonville site.*
3. *Recognise the current role of Whenuapai as a military airbase and keep options open for its future use.*
4. *Recognise the current role of Dairy Flat and Parakai as high volume, private airfields.*

Agreed Actions

Territorial Authorities in the Northern and Western Sectors will:

1. *Consult each other regarding any changes to the status of development proposals for Hobsonville, Whenuapai, Parakai and Dairy Flat.*

Territorial Authorities in the Northern and Western Sectors will jointly:

2. *Investigate options for the future use of Whenuapai airbase taking into account their feasibility and potential positive and negative effects.”³²*

³² Northern and West Sectors Agreement: 2001

Regional Policy and Strategy

The Whenuapai Airport is identified as an “Airport” in the Regional Growth Strategy.

The Airbase is located outside the Auckland Metropolitan Urban Limit (MUL).

Most forms of urban development outside the MUL are contrary to the Regional Policy Statement. However, the Regional Policy Statement makes provision for regionally significant infrastructure to exist outside the MUL where necessary, as is the case with the Auckland International Airport at Mangere and the existing Defence Airbase at Whenuapai. The basis for this is largely due to the fact that infrastructure such as airports need to be located away from residential areas due to the large area of land required and reverse sensitivity issues such as noise³³.

There is no indication in the Regional Policy Statement to extend the MUL north of the new SH18. The Whenuapai Airbase is identified on the Regional Growth Strategy map as an Airbase.

In summary, the Whenuapai Airport is recognised in regional and district planning instruments. Significant infrastructure already exists. Major future planning documents recognise a need to keep options available for future use.

³³ Joint Officials Group: 2004

3 OPTIONS FOR FUTURE USE

3.1 Introduction

The Joint Officers' Group report analysed seven options for the future use of the Whenuapai Airbase, including:

- Urban Development;
- Countryside Living;
- Open Space;
- Public Work;
- Airport and Ancillary Activities;
- Airport and Urban Development; and
- Land Banking.

That report should be read alongside this section 32 report. This report concentrates on three of those options, being Countryside Environment, Urban Development and Airport.

- (a) **Countryside Environment.** This is the “status quo” option. While the MD1 Defence Purposes Designation remains, the airbase may continue to be used as an airport. When and if the designation is removed, the land will revert to the underlying zoning of Countryside Environment. Subject to any case there may be for existing use rights, this would mean the land could no longer be used for airport activities and would be subject to the standard Countryside Environment provisions.

- (b) **Urban Development.** This would require a rezoning of the land for urban development purposes – such as housing or industry or a mix of land uses.
- (c) **Airport.** This would involve changing the underlying Countryside Environment zoning to an Airport zoning. With this option it is expected, in the interim, that the MD1 Defence Purposes designation would remain in the District Plan. However, while that designation was in place, and in the event of its removal, the site could be used for other airport activities, such as commercial aircraft movements and ancillary facilities.

3.2 Countryside Environment With/Without Defence Purposes Designation

In the Waitakere City District Plan the underlying zoning of the Whenuapai Airbase and much of the surrounding area is Countryside Environment. This would enable subdivision of the land to a minimum of 4 hectares. This option would enable approximately 60 – 70 sites and subsequently new dwellings to be built on the land. This number excludes the existing dwellings in the village on the Airbase.

3.2.1 *Policies and Strategies*

Regional

The Regional Policy Statement (RPS) requires a structure plan to be prepared where rural intensification is proposed.

Waitakere City District Plan

Consistent with the RPS, Waitakere City District Plan requires a structure plan to be prepared where subdivision smaller than 4 hectares is proposed. This process, if it was undertaken, could result in 150-250 countryside living-sized sites and new dwellings, (1ha – 2ha in size), in addition to the housing that already exists.

3.2.2 *Effects*

The Countryside Living option would potentially have local traffic effects. Typically once rural residential development is established in an area there is pressure over time to improve the quality of the local road network. These costs would be recoverable by Waitakere City Council, assuming it was possible to impose development contribution requirements on the creation of new sites.

The structure planning process, which would usually be applied where countryside living is proposed, is designed to secure environmental benefits such as improvements to water quality, landscape and ecological values.

This option does not replace the economic loss to the region resulting from the defence force relocation to Ohakea.

The removal and destruction of the existing airport infrastructure, including approximately 460,000m³ of concrete runway would be required under this option. It does not address the reuse of existing structures and buildings, nor the method by which associated infrastructure might be upgraded and maintained.

There are environmental benefits that will result from the cessation of airport activities, particularly in relation to noise. There may also be additional positive amenity impacts, depending on how the existing infrastructure of the site is dealt with and how new development occurs. There may potentially be negative amenity effects if the Airbase land is underutilised and there is a decline of the existing buildings, facilities and roads if they are not maintained to a good standard.

3.3 Urban Development

Urban development could include identification as Living Environment (standard 450m² sites), Working Environment (industrial uses – no minimum site size), Community Environment (commercial/ retail/ working uses – no minimum site size) or a combination of these, or Special Areas, developed as appropriate for the land, and including provision for Open Space Environment (reserves). A “Special Area” approach has been taken in respect of Plan Change 13 for the former Hobsonville Airfield, which is proposed to be a relatively high density residential area, with some provision for mixed use, and an area targeted for marine industry.

3.3.1 Policies and Strategies

Regional

The Whenuapai Peninsula, including the Airbase land, lies outside of the MUL as prescribed in the RPS. Urban development outside the MUL would be contrary to the strategic direction of the RPS, which is to support a compact City within urban limits supported by an integrated multi-nodal transport system.

Chapter 2 of the RPS sets out the strategic direction for the growth and management of the Auckland Region. Policy 2.6.1 of the RPS provides for the containment of urban development within the MUL. Much of this land is in areas where the existing utility system and the transport network have capacity to service more intensive development.

For this option to proceed, a shift of the MUL from its current position to encompass the land to be developed for urban purposes would be required. It is considered that if the MUL was to be moved to enable urban development, strategically (and logically) this would need to encompass the whole of the Peninsula on which the Airbase lies, bounded to the north and east by the coast and to the west by the future SH16 extension to Kumeu, approximately 1500 hectares. This is because of its central location in the peninsula, the presence of existing settlements, proposed future urban growth areas, and the absence of other strong defining features, which could act as a boundary such as major roads.

To put this in perspective, the East Tamaki urban growth area is 1200 hectares with a population projection of approximately 50,000 people. This potentially provides a comparison the

Whenuapai peninsula. In 1996 the population in Waitakere City was 156,000. The RGS has allocated a population growth of 147,000 people to Waitakere City by 2050 to take the population to 303,000. If approximately 50,000 people were to locate in the Whenuapai Peninsula as a result of this option, then the existing vision for Auckland as a compact city with an efficient integrated transport system could be threatened, in that this would not contribute to urban intensification.

Under the RPS, there is a requirement that this process would require assessment through a structure planning process in addition to changes to the District Plan. This is required by section 2.6.2.8:

“Significant new areas proposed for urban development, existing urban areas proposed for significant re-development, or significant new areas proposed for countryside living purposes are to be provided for through the Structure Planning Process (or other similar mechanism)”.

These policies are strengthened under the Proposed Plan Change 6 to the RPS.

Northern and Western Sector Agreement

The Northern Strategic Growth areas identified in this Agreement have been explained earlier in this report. It is considered that the future growth in Waitakere City has been adequately provided for through these areas and it is not considered that this needs to be readdressed as a result of the land at Whenuapai becoming available. The future growth areas in Waitakere City lie between the existing urban area and the proposed SH16 extension and SH18 motorway.

Urban growth at Whenuapai requires a move north of the proposed new motorways and the proposed growth areas. It is therefore considered that these areas are more appropriate for urban development than Whenuapai due to being more strategically located eg. immediately adjacent to existing urban areas and the proposed corridors. Based on current projections, urban development at Whenuapai in the next 20 years would cause an over-supply of land, thus frustrating the intensification initiatives of the Regional Growth Strategy.

Waitakere City District Plan

A key principle of Waitakere City Council's strategic and District Plan policies is to encourage intensification of development in town centres and along transport corridors, especially the Western Rail Corridor, to support the development of passenger transport.

For the land to be utilised for urban development, the MUL would have to be moved so that re-identification of the land in the District Plan could occur. The Local Government (Auckland) Amendment Act foresees that the MUL will not be changed unless the ARC agrees to this change (s32(2)(a)).

3.3.2 Effects

The Public Works Act states that offer-back is on an 'as is' basis. There are significant issues around how the existing infrastructure and resources of the Whenuapai site would be disposed of and reused, especially as it contains a former landfill which would potentially require remediation.

For the land to be utilised for urban development the MUL would have to be moved so that rezoning of the land in the

District Plan could occur. The Local Government (Auckland) Amendment Bill foresees that the MUL will not be changed unless the ARC agrees to this change (s32(2)(a)).

In addition to the issues of site remediation and the disposal of the runway and additional existing infrastructure, requirements such as sewage disposal, water supply and roading would be a major consideration.

The Waitakere City District Plan describes the Whenuapai area and the Airbase as having a rural village character, strong links with the coastal environment, and a strong sense of place. It is considered that any comprehensive development of the site at an 'urban density' has the potential to have adverse effects on landscape and amenity values of the area.

The ability of the Upper Waitemata Harbour to deal with sediment and stormwater laden with urban contaminants has been a significant concern for a number of years. While issues associated with the development of the site are likely to be able to be mitigated, there is a broader issue of constraining the amount and type of development in the catchments of the Upper Harbour at a cumulative level.

3.4 Airport

3.4.1 Policies and Strategies

Regional

Section 2.6.7 of the RPS sets out policies relevant to regionally significant infrastructure. National defence establishments are identified as regionally significant infrastructure. The statement notes in Section 2.6.9 that decisions regarding changes to regionally significant infrastructure should have regard to the matters set out in Policy 2.6.7-1, and especially to the consistency of any such proposal with the Strategic Direction.

The commercial airport option with 'tightly controlled' ancillary activities is consistent with the RPS insofar as it continues the use of regionally significant infrastructure located outside of the MUL, and provides for the protection and continued use of this infrastructure. Moreover, the retention of an airport activity would reinforce the Regional Growth Strategy by ensuring that the whole peninsula (approximately 1500 hectares) does not come under pressure for urban expansion.

This is provided that any ancillary activities are tightly defined and necessary for the operation of the airport activity. This is to ensure that the "ancillary activities" clearly remain ancillary and that a 'defacto' industrial/commercial/business zone is not created.

3.4.2 Effects

Economic

Airports and associated activities bring direct and indirect benefits to the local and regional economies, both in terms of employment and outputs. With over 450,000 people living within a 16 kilometre radius (and this figure is expected to double over the next 50 years), providing local employment opportunities for this population growth is a major regional issue.

The North Western Sector of Auckland is the fastest growing Sector in the region. With the appropriate airline services, a commercial airport located at the centre of that sector would serve a large market of households and businesses and provide a convenient alternative to the Mangere Airport for shore haul destination. Residents and businesses in the North Western Sector of Auckland would gain time/cost benefits from access to a commercial airport at Whenuapai. Work undertaken by BERL on behalf of Infracore has also identified that commercial use of Whenuapai airport would provide a major stimulus to business.

Noise and Traffic

Noise is the most significant effect relating to any airport. The other potentially significant effect is traffic generation. Both of these areas require specific attention (see Section 6).

Discharges to Air

Out of all man-made emissions to the air, planes only account for 3.5% of the total greenhouse gases³⁴.

Factors that can affect the amount of emissions at a local level include³⁵:

1. Wind speed, direction and temperature;
2. The type and number of aircraft, number of engines and type of engines; and
3. Weight of the aircraft.

Wind is effective in clearing away pollutants from an area but on clear and calm nights an inversion layer can form which traps surface gas emissions and can lead to a build up in concentrations near ground level³⁶. However most of this gas build up tends to be from domestic sources such as fireplaces.

Auckland International Airport Limited and Suppan & Graf (on behalf of the European Commission, Joint Research Centre, 2000) both state that the main source of air pollution in airports is road traffic and airport vehicles. Suppan & Graf (2000) carried out investigations at the Munich Airport in 1992 and found that while airports produced Nitrogen Oxide, it was found that motor vehicles produced far more³⁷. In Auckland, motor vehicles produce 80% of the nitrogen oxide.

The Auckland Regional Council have prepared an inventory of emission sources. On a local level, air pollution for the area exceeds guidelines on a regular basis. However this is due to domestic sources such as fireplaces and motor travel. The pollution zone is illustrated in Figure 3.1.



Figure 3.1. This map shows the areas where air pollution has exceeded guidelines from the Ministry for the Environment.

³⁴ Milmo, C. 2006

³⁵ Auckland International Airport Limited, 2006

³⁶ Kelliher, F; Reisinger, A; Martin, R; Harvey, M; Price, S; Sherlock, R, 2002

³⁷ Suppan & Graf (2000)

The Auckland Regional Council does not consider the Auckland International Airport a significant source of pollution.

Modern commercial aircraft are expected to operate at a higher standard than the older military aircraft currently in operation at the Whenuapai Airport. There are no known local issues in respect of air discharges, and this will continue to be unlikely given the relatively low number of aircraft movements involved. Discharges from aircraft are not considered to have a more than minor adverse effect.

Lighting, Glare and Visual Effects

Lighting, glare and visual effects can be managed through appropriate layout and design parameters – logically, as part of standards set through the District Plan.

Stormwater

With regard to stormwater, there would be extra impermeable surfaces created (further taxiways, terminal and other buildings, parking and access areas). On the other hand, the existing stormwater disposal infrastructure on the Airbase can be substantially revamped. Sufficient land area is available for a range of stormwater detention and quality works. Some traditional mitigation measures such as wetlands and/or ponds may require special attention due to their potential to attract birds (bird populations should not be encouraged around airports). However a range of other methods are available, including a wide range of stormwater filter technologies. Again, this would need to be controlled through appropriate standards and consent requirements.

Landscape

With regard to landscape effects, the wide, open and treeless character of the majority of the existing airbase would be retained under the Airport option. If further building development were to occur to the south of the existing runways, some views across the flat land may be interrupted but this would result in only minor landscape effects.

The design, form, bulk and location of built development associated with this option would require specific attention to ensure that an appropriate interface between the airport activities and neighbouring rural village and rural activities is achieved.

4 SCOPE OF THE PLAN CHANGE

Proposed Plan Change 22 does not detail what airport activities will occur. If airport activities, other than already provided for by the Minister of Defence designation, are proposed, then the Plan Change requires details of proposals to be provided in an Airport Comprehensive Development Plan.

Possible future scenarios will also be defined by whatever agreements the Minister of Defence may wish to enter into, if any. While there has been a Government decision to wind down defence operations at Whenuapai, that does not confine the rights the Minister has under the current District Plan MD1 designation, which allows for a significantly greater level of activity than currently occurs.

The following range of possibilities under the Plan Change would therefore include:

(a) **Continuation of defence activities only.** This could range from current activities, to reduced activities (consistent with a wind-down of the base), to increased activities (as originally proposed when the current designation was put in place). Under this scenario, the Airport Special Area zoning would simply better reflect some of the activities undertaken on the Airbase (aircraft-related activities) than the current Countryside Environment identification does.

(b) **Joint Use between defence and a commercial operation.** This would rely on the Minister of Defence agreeing to an arrangement. The Plan Change would provide a more detailed opportunity for that to happen, in resource management terms (compared to the current situation under a Countryside Environment identification). Whatever arrangement is agreed would need to recognise the constraints imposed by the need to ensure activities meet the requirements of the Air Noise Boundaries as refined by Plan Change 22. In other words, there would need to be an agreed envelope of combined defence and commercial activities. That agreement could potentially be amended as and when defence activities wind down – i.e. allowing for a greater percentage of activities to be conducted by the commercial operator.

(c) **Sole use by a commercial operator.** This would be possible, for instance, when and if Defence vacated the site altogether. In that case, the Airport Special Area would enable a full-scale commercial airport operation to occur.

The fixed parameter for all of the above options is the Air Noise Boundary. The noise limitations set by the Ldn 65 and Ldn 55 boundaries set limits on what may be proposed in respect of the total amount of aircraft activity, although there are considerable variations possible within those limits, as described in Section 7 of this S32 Report.

5 INDICATIVE SCENARIO – JOINT USE

5.1 The Indicative Scenario

As noted in the previous Section this Plan Change does not envisage a particular airport use option, and there are several possibilities available. Should further use of the Airport be proposed, that proposal will require consent under this Plan Change, and will be subject to the wide range of criteria as further detailed in Section 7.

However, in order to provide assessment regarding noise and traffic matters in particular, an indicative use scenario has been devised and provided to traffic and noise consultants as part of the basis for their analysis of the Plan Change (see Section 6).

This scenario is not to be regarded as a proposal for airport development. It is indicative only.

The Indicative Scenario involves the following elements:-

5.2 Aircraft Activity – Existing Use

Information has been obtained from Airways Corporation regarding aircraft movements for the months April – June 2006³⁸. The information is very detailed and has been used as the basis to calculate the Defence component of the Joint Use Scenario.

In brief, the average per month number of aircraft movements over the three month period was approximately 1280 movements (a take off and a landing are separate movements). That is an average of about 42 aircraft movements per day. The movement type varied from microlight aircraft and gliders through single and twin engined light aircraft to twin and four engined larger prop aircraft and (mainly large) jet aircraft. A large number of helicopter movements were also recorded.

Of the total number of movements approximately 65% were recorded in day-time periods (7am – 10pm) and 35% were recorded as being “unrecorded time” movements (10pm through to 7am). Advice received from Airways Corporation has been that these movements align with times that the control tower is closed, which is generally night-time (10pm – 7am). While the 35% figure appears to be high, it has been used as the basis for noise modelling.

³⁸ This information is available from the Waitakere City Council

5.3 Aircraft Activity – Additional Commercial

The assumed extra commercial activity on a monthly basis in the Indicative Scenario involves the following aircraft type and movements:-

Aircraft Type	Monthly Movements	Daytime (0700-2200)	Night-time (2200-0700)
Jet (737 Domestic 737 300, International 737 700/800)	608	456	152
Light Turboprop (e.g. Beech 900D)	485	485	0
Medium Turboprop (e.g. Bombardier Q300)	485	485	0

On a daily basis the aircraft movements would be:-

Aircraft Type	Daily Movements	Daytime (0700-2200)	Night-time (2200-0700)
Jet (737 Domestic 737 300, International 737 700/800)	20	15	5
Light Turboprop (e.g. Beech 900D)	16	16	0
Medium Turboprop (e.g. Bombardier Q300)	16	16	0

5.4 Traffic Analysis

The indicative figures used for the traffic analysis are attached at Appendix A. They include assumptions for passengers arriving and leaving the airport, as well as employee and freight movements.

6 AIRPORT USE – NOISE AND TRAFFIC EFFECTS

6.1 Airport Noise

6.1.1 Introduction

District plan noise standards in New Zealand are generally based on the New Zealand Standard NZS6805 “Airport Noise Management and Land Use Planning”. This Standard outlines how noise is to be measured, what types of controls are desirable to protect operations of an airport (reverse sensitivity issues) and what controls are necessary to protect the amenity of people living near the airport. The measurement used is the Day/Night Level (Ldn).

Noise from aircraft results from a range of factors including aircraft type, weight carried, weather conditions and frequency of aircraft movement, with night-time movements creating a substantial “weighting” on noise assessment results. These movements are given a night-time weighting of 10dBA, meaning that (say) 2 night-time landings equivalent to 20 day landings.

The general approach used is to run a computer model, being USA Federal Aviation Authority Integrated Noise Model (INM), which holds noise profiles for most commercial aircraft and to then make assumptions about movement numbers for some period in the future (at least 10 years).

Air Noise Boundaries (ANB) are then established. The ANB is expressed in Ldn terms. The Ldn from airport operations may not be greater than a particular level (Ldn 55 or Ldn 65) beyond that point. Once set, the ANB effectively determines the limits of operations able to be carried out at the airport.

6.1.2 Existing Air Noise Boundaries

There are existing noise standards incorporated in the District Plan, including noise contours and rules (as previously described in this report). Those standards are based on NZS 6805 and were prepared following a Defence study and analysis conducted in the early 1990’s.

The situation which existed in 1993 and which was covered in the Land Management Planning Study at that time involved the base being utilised by Orion, Hercules and Andover prop aircraft and B727 jet aircraft, with occasional use also by Skyhawks, as depicted in the following table.

Aircraft Movements for 3 Month Period (1993)			
As tabulated for computer modelling purposes			
Aircraft	Departures	Arrivals	Circuits
P3/C130	2.34	2.34	3.09
B727	0.48	0.48	0.42
Andover	0.93	0.93	8.31
Wasp	2.00	2.00	3.40
Iroquois	2.20	2.20	13.20
Skyhawk	0.14	0.14	
Gen Aviation	1.00	1.00	4.00

(NZDF Land Use Planning Study 1993 pg 7-3)

The noise study carried out as a basis for determining the ANB doubled the above figures. In addition an allowance was made for commercial jet aircraft in consideration of the potential for civilian aviation use of Whenuapai. Two daytime arrivals and departures and two night time arrivals and departures of a Boeing 737-300 were added to the model.

At Whenuapai the main runway was assumed to be extended 150m to the north-east and 520m to the south-west. The flight tracks were assumed to be straight for aircraft arriving and departing the airport. Runway usage was taken as 65% in a south-west direction, 30% in a north-east direction, and the remaining 5% on the cross-runway (runway 26). No jet aircraft were predicted for Runway 26.

With regard to circuits, the data was based on aircraft taking off to the south-west turning on a 1,000m radius to the right for 180°, flying straight for 4000m before turning 180° right on a 1,000m radius and landing. Circuits to the north-east were based on the same track except the aircraft turned to the left.

The prediction model applied a 10dBA penalty to any aircraft flown between the hours of 2200 – 0700 the following day.

The 65Ldn and 55Ldn noise contours were derived from this data and ultimately became the ANB mapped in the current District Plan.

6.1.3 Current Situation

Whenuapai is still used for Orion and Hercules aircraft. B727 aircraft have been replaced by B757s. The Skyhawks and Andovers are no longer used. The Iroquois and Wasp helicopters are no longer in this area, but Seasprite (Navy) helicopters have a base at Whenuapai.

The current usage figures indicate that “General Aviation” use is likely to be higher than that estimated in 1993, and jet movements are also higher.

However the B757s are significantly quieter than the old B727s.

6.1.4 Indicative Scenario

Hegley Acoustic Consultants have been engaged to analyse the Indicative Scenario outlined in Section 5 of this report. The Airways statistics from April – June 2006 have been used, as well as the indicative commercial use assumption. The Hegley Report appears in Appendix B.

The Report has found, on the basis of the assumptions used, that the indicative scenario falls within the parameters of the existing noise contour (ANB) boundaries as depicted in the District Plan Maps.

There appears to be one slight exception relating to helicopter movements that would need to be confirmed either through further analysis or on-site recording/ measurement. However, it will be noted that exception falls fully within the existing airport boundaries.

6.1.5 Future Air Noise Boundaries – Plan Change

Plan Change 22 adopts the existing ANB parameters.

It is acknowledged that maintaining the existing contours will place a parameter on the airport which is well within the practical capacity of the airport. However the plan change seeks to reflect the level of activity that is possible under the existing ANB envelope. The capacity of aircraft activity under Plan Change 22 in respect of possible aircraft noise emissions will therefore be the same as that which is possible under the current Defence MD1 designation/air contour mapping and rules.

6.2 Traffic

6.2.1 Introduction

The Whenuapai Airbase is an existing activity, and has traffic generated to it which is comfortably accommodated by the existing roading pattern.

Plan Change 22 introduces potential for commercial use of the airport. If that occurs, it will introduce a new and different component of traffic related to employment activities at the airport, and passenger and freight arrivals and departures.

Plan Change 22 as proposed does not detail what airport activities will occur. The Plan Change requires details of any future proposals to be provided in an Airport Comprehensive Development Plan (apart from those already possible under the defence designation).

The required details include the need for a Traffic Management Report. It is at that stage that detailed impacts and requirements in relation to transport matters, any necessary roading provisions and access requirements would need to be made.

However, as the Plan Change does introduce the opportunity for commercial use of the airport it is necessary to determine that there are no inherent constraints in the network that would introduce major constraints to further airport activities. For that reason the Indicative Scenario has been provided to a traffic consultant, TEAM, for comment.

The TEAM Report is attached at Appendix C.

6.2.2 Existing and Planned Situation

At present, accessibility to the airport is good. The airport has ready access, via Brighams Creek Road and/ or Trig Road to SH16 going north (towards Rodney District, Helensville and further points north) and SH18 going south (Auckland City and points south) and east (North Shore City and Rodney District).

Major improvements are underway and planned in the area. Work on the Upper Harbour Bridge duplication project is complete. The SH18 improvement project is well underway on the North Shore City side of that bridge. The Waitakere

City part of that SH18 project is designated and projected to be completed within 5 -10 years. It will include new interchanges at Brighams Creek Road and Trig Road. A new SH16 motorway, being an extension of the existing SH16 motorway, is also designated, but has a more uncertain start date. That motorway will include a new interchange at the northern end of Brigham Creek Road.

It will be noted from the TEAM traffic report that the existing road network is unlikely to be able to accommodate the extra traffic generated by the Indicative Scenario. It is considered appropriate that the new SH18 motorway be in place before any significant further development of the Whenuapai Airport occurs.

In view of the current staging of the SH18 motorway, this should not prove a major issue on the assumption that any further use of the airport requiring approval under this Plan Change is unlikely to take place before that planned motorway project is completed.

7. PROPOSED DISTRICT PLAN OBJECTIVES, POLICIES AND RULES

This chapter outlines each proposed objective, policy, method and rule and evaluates that provision, as required by section 32 of the Resource Management Act 1991.

7.1 Objective

Part 11 of the District Plan Objectives and Policies has regard to “Effects on Amenity Values – landscapes, Local Area and Neighbourhood Character”. The following addition is proposed to District Plan Objective 11 (see underlined).

Objective 11

To achieve a quality of settlement and associated activities within each of the City’s Human Environments which is sympathetic to, and protects and enhances, the dominant natural and physical (including building) features which contribute to the amenity value and the neighbourhood character of an area, including maintaining and enhancing:

- *the quality and character of different patterns of settlement within the City’s intensively settled residential areas;*
- *the pedestrian-oriented amenity values of the town centres and the character of those areas as retail centres;*

- *the utilitarian nature and character of the industrial areas;*
- *the natural and physical features that give each rural and coastal village its particular and unique character;*
- *the pastoral/rural character of the northern parts of the City;*
- *the complex, mixed landscape of the foothills.*
- *the social, economic and physical values of the Whenuapai Airport*

Explanation

This Objective is concerned with protecting those aspects of the environment that are particularly valued by the community and recognising the varying character of each part of the City. Unlike the management of activities within the City’s outstanding landscapes, this Objective is not concerned with maintaining the total landscape as it presently exists. That is, while those elements and characteristics might be protected, there is also considerable opportunity for change and flexibility that allows an area to evolve and respond to changing circumstances, albeit within a framework of what people value. For example, within a residential area, a street might change from being exclusively residential - new activities may move in and it may become a more mixed

neighbourhood - so long as the open streetscape remains, the greenness is protected, buildings are of an appropriate scale, and the dominant residential character is retained. This Objective is concerned about the quality and nature of change, within a framework of commonly accepted values about what contributes to the amenity of an area. This Objective recognises the importance of maintaining and enhancing the particular elements and characteristics that define the various landscapes, local areas and neighbourhoods of the City. These elements and characteristics are set out in Part 3. The management of activities as they affect amenity values is a significant resource management issue for the City.

Other objectives which are not changed, but which are relevant to airport activities at the subject site include:-

Objective 1

To manage the effects of land use on the environment and, in particular, avoid, remedy or mitigate effects on the quality and quantity of the City's water resource, including maintaining:

- *the life-supporting capacity of water;*
- *the ability to use aquatic ecosystems as a food source;*
- *the availability of water as a healthy place of recreation.*

Objective 4

To manage the effects of land use on the environment and, in particular, to maintain air quality, including contributing to the maintenance of the atmosphere at a local, national and global level.

Objective 7

To preserve and enhance the natural character of the City's coastal environment and lakes, rivers and wetlands and their margins, including preserving the action on the land of those processes which form that natural character.

Objective 8

To protect and maintain those aspects of the environment that are of significance to tangata whenua, including:

- *protecting the spiritual dimension and the mauri (life force) of natural and physical resources and of humans;*
 - *recognising and protecting the kaitiaki of these resources and significant sites and waahi tapu within the City;*
 - *providing for those institutions that are integral to the relationship of tangata whenua with their environment; in a way that promotes the expression and practice of kaitiakitanga (guardianship).*
-

Objective 10

To maintain and enhance those natural and physical characteristics (amenity values) that contribute to the wellbeing of residents and workers, including maintaining:

- *an acceptable level of quiet and freedom from nuisance created by noise, odour, dust and vibration;*
- *adequate levels of daylight and sunlight in dwellings;*
- *adequate levels of darkness for sleep;*
- *a safe environment;*
- *an accessible environment, which includes enhancing public access to and along the coast and waterways and between areas of public land;*
- *adequate levels of on-site privacy;*
- *healthy air quality.*

7.2 Evaluation - Objectives

An airport exists at the Whenuapai site. It is part of the character and amenity of the area already. The effects of airport operations have been assessed as part of previous district plan investigations and, in particular, the setting of standards including permitted noise levels.

The existing airport activities, while defence-based, have created a physical environment which is an airport. Additionally, the airport has and does support a significant social and economic infrastructure that would be lost should airport activities cease.

The additional text for Objective 11 recognises that there is a physical, social and economic environment created by and supported by the Whenuapai Airport, which should be maintained and enhanced.

It is considered that this is the most appropriate way to achieve the Act's purpose. In particular, the Objectives identified:

- (a) appropriately manage natural and physical resources by recognising an existing physical resource and providing the opportunity for its sustainable use into the future;
 - (b) enable people and communities to provide for their social, economic and cultural well being and health and safety by promoting the continuation of airport activities that have contributed to the local environment for many years;
 - (c) sustain the potential for natural and physical resources to meet the reasonably foreseeable needs of future generations by providing the opportunity for the airport's sustainable use into the future;
 - (d) safeguard the life-supporting capacity of air, water, soil and ecosystems, through recognising existing objectives and ensuring mechanisms are put in place to achieve those objectives; and
 - (e) provide for the avoidance, remedying or mitigating of adverse effects on the environment, through recognising existing objectives and ensuring mechanisms are put in place to achieve those objectives.
-

7.3 Policies

New policies are proposed as follows:-

Policies

New Policy 11.17(d)

Retail Activities in the Whenuapai Airport Special Area are restricted to convenience shops that service and support the needs of air travellers and those employed on the site, to ensure that amenity values of the City's town centres are not undermined, and to ensure the integrity of the Auckland Regional Council Metropolitan Urban Limit is not undermined.

Explanation

The development of inappropriate retail activity outside town centres can create adverse effects on the function and economic health and hence the amenity values of town centres. It is also important to recognise that the Whenuapai Airport is situated outside the Metropolitan Urban Limits. While the existence and particular characteristics of the airport make this acceptable, it is important that retail and other activities are directly associated and subsidiary to the airport's main purpose, being aircraft activity.

Evaluation

The approach the District Plan takes to retail activities is to focus those activities within town centres, thus supporting the

amenity of town centres and recognising the role that town centres take as centres of wider community activity and as transport nodes (see further explanation in 6.2.4 Policy Section of the District Plan). Retail activities outside of town centres are envisaged, but must be justified as out of centre locations. For this reason, it is inappropriate to allow for a wide range of retail activity within the Whenuapai Airport Special Area. The cost of not having this policy would be to possibly undermine the strategies supporting the City's town centres. The benefits in having the policy are that those strategies are recognised. There is little cost seen in the restrictions on retail, given that the purpose of this resource management framework is focussed on a specific use – an airport – rather than making wider provision for urban activities.

It is equally significant that the Airport is located outside the Auckland Regional Metropolitan Urban Limit. Urban activities outside the Metropolitan Urban Limit are generally considered inappropriate. While the Airport is an existing and special case, it is important that urban activities do not extend beyond those that are normally associated with the operation of an Airport. Therefore, retail activities such as duty free shops and convenience shops serving the needs of travellers and employees are appropriate, but other retail activities should be avoided.

This new policy is consistent with the existing Policy 11.17, and the overall Objective 11.

New Policy 11.52

The continued operation and future development of the Whenuapai Airport area is encouraged through specific recognition by a Whenuapai Airport Special Area and provision in the district plan for:-

- *airport activities conducted by the Minister of Defence pursuant to the Defence Purposes designation (MD1); and*
- *the opportunity (with or without the Defence Purposes designation), for further development and growth of airport and subsidiary activities, subject to an appropriate management framework including the need to prepare and gain approval for a Comprehensive Development Plan.*

Evaluation

This Policy recognises that the Whenuapai Airport Special Area identification is consistent with the Defence Purposes designation MD1, as far as airport activities conducted by the Minister of Defence are concerned. The policy also recognises the opportunity for complementary or replacement airport activities, and the need to adopt an appropriate management framework should further activities be proposed. Together, these defence and possible other airport activities encourage the continued operation and future development of the Airport. The Policy is accordingly consistent with the (revised) Objective 11.

The potential cost of not having this policy is that the substantial physical and environmental resource involved in

the airport may not be adequately recognised if and when the current MD1 designation is removed. Further, the potential benefits to be gained through allowing for continued or further efficient use of the airport's resources may also be lost. The benefits of the policy are that these issues are potentially resolved.

With regard to the requirement for a Comprehensive Development Plan, this is a potentially costly mechanism considering the need to prepare a resource consent and the notification and timing issues that may result. However, the benefits are considered to outweigh the costs. The benefits are that consideration can be given to an actual proposal, and the standards of operation to be adopted can be targeted to that proposal. For an operation that clearly will be of interest and concern, that will also give the community an opportunity to comment and be involved in that proposal.

New Policy 11.53

While the Minister of Defence designation (Ref MD1) remains on the Whenuapai Airbase site, priority shall be given to defence purpose activities in any joint use or other development within the Whenuapai Airport Special Area.

Evaluation

This policy makes it clear that, while a Whenuapai Airport Special Area identification is applied to the airport site, it does not compromise the Minister of Defence's ability to manage the site under the MD1 designation. In any future application

for an airport use of the site not covered by the designation, defence purpose activities would be given priority.

This policy is consistent with the existing MD1 designation of the land. The cost of not having the policy would be to confuse the relationship between the MD1 designation on the site, and the Whenuapai Airport Special Area. The MD1 designation gives the Minister of Defence rights notwithstanding the special area identification.

New Policy 11.54

Potential adverse effects of the Whenuapai Airport's operation, and particularly adverse effects relating to noise, should be avoided, remedied or mitigated by :-

- *ensuring that any airport-related activities (other than those allowed by Minister of Defence designation (Ref MD1)) can only take place in accordance with an approved Comprehensive Development Plan that, in accordance with the rules, shall manage the development and operation of these activities; and*
- *maintaining the controls that existed outside the Whenuapai Airport Special Area boundaries (prior to the introduction of the plan change introducing the Special Area), that limit the generation of noise from aircraft (including military aircraft) and ensure activities are either avoided or appropriately designed where adverse effects from noise will arise.*

Evaluation

The policy recognises that future use of the airport should be sympathetic to the existing character and amenity values of the environment. The policy appropriately refers to the necessity for a conservative approach to planning for and managing future activities at the site, under the comprehensive development plan method. At the same time, the rights of the Minister of Defence under the MD1 designation are recognised. In accordance with normal practice for airports, reference is made in the policy to controls outside the airport boundaries that limit the generation of noise from aircraft (in this case, including military aircraft).

This policy is consistent with Objective 11, and also Objective 10.

While it is proposed that there be no extension of the existing noise area boundaries, the benefits of requiring a Comprehensive Development Plan are considered to outweigh the costs of preparing a resource consent and the notification and timing issues that may result. The benefits are that consideration can be given to an actual proposal, including the necessity to adopt a consultative process in preparing a Noise Management Plan.

New Policy 11.55

Further development of the Whenuapai Airport Special Area should be managed to maintain and enhance a high standard of visual amenity by ensuring that any airport-related activities (other than those allowed by Minister of Defence designation (Ref MD1)) can only

take place in accordance with an approved Comprehensive Development Plan that, in accordance with the rules, shall manage the location of buildings, building design, the interrelationship between building forms and the space around buildings, and ensure appropriate landscape treatment of the Airport's boundaries and approaches.

Evaluation

This policy recognises the visual amenity provided by the Whenuapai Airport Special Area land, and the importance of ensuring future development is located and designed to maintain and enhance a high standard of visual amenity. The comprehensive development plan method is again emphasised as the process by which landscape and visual amenity effects will be considered.

This policy is consistent with Objective 11.

With regard to the requirement for a Comprehensive Development Plan, this is a potentially costly mechanism considering the need to prepare a resource consent and the notification and timing issues that may result. However, the benefits are considered to outweigh the costs. The benefits are that consideration can be given to an actual proposal, and standards relating to the location of buildings, building design and landscaping can be targeted to that proposal. For an operation that clearly will be of interest and concern, that will also give the community an opportunity to comment and be involved in that proposal.

New Policy 11.56

Activities in the Whenuapai Airport Special Area are to be restricted to those directly associated with air travel or the freighting of goods by air, to ensure that the integrity of the Metropolitan Urban Limit is not undermined.

Explanation

The development of urban activities outside the Metropolitan Urban Limit is strictly controlled through the Auckland Regional Policy Statement and this district plan. Accordingly, the unique resource offered by the Whenuapai Airport should be utilised for strictly airport-related activities only.

Evaluation

As discussed in relation to Policy 11.17 (d), it is important that urban activities at the airport be restricted to airport related activities only.

New Policy 11.57

Road access to and from Whenuapai Airport Special Area should provide for the safe and efficient movement of vehicles.

Evaluation

This policy recognises that any future additional activity at the airport will generate further traffic and consideration will be required to ensure that road access is safe and efficient. The

cost of not having this policy are that effects of any particular proposal on the safe and efficient movement of vehicles may not be adequately addressed.

New Policy 11.58

Hazardous substances stored within the Whenuapai Airport Special Area (including fuel) should be contained in a manner which ensures that they do not have any adverse affect on ground or surface waters, or create a hazard to life.

Evaluation

This policy recognises that hazardous substances such as fuel will be part of an airport operation, and consideration must be given to adequate containment.

This policy is consistent with Objectives 11, 1, 4 and 10 and is necessary to ensure adequate attention is given to potential hazardous substance concerns.

New Explanation, Methods and Environmental Results Anticipated For Policies 11.52 – 11.58

Explanation (Policies 11.52 – 11.58)

The Whenuapai Airport has been in existence for over 60 years. Over most of that time it has primarily operated as a Ministry of Defence airport, although it was Auckland's international airport up to the time the Auckland International Airport was established at Mangere in the mid 1960's. The Government proposes to cease defence activities at Whenuapai at

some time in the future, possibly within the period of this District Plan.

Whenuapai Airport is a large (the Whenuapai Special Area is approximately 274ha), well-established feature of at least district importance, containing significant physical resources and activities, most of which are specifically airport-related. However, up to 2006, this substantial resource was only recognised in the District Plan by way of a Defence Purposes designation. While much of the airport land is in open space it is not "rural" in the traditional sense, and the physical resources on the land are not consistent with the Countryside Environment provisions that did apply as the "underlying zoning" of the land. Existing use rights may continue to apply to airport activities, but specific recognition of the airport in the District Plan is preferable. This was a major reason for Council deciding that a Special Area recognition for this land was appropriate.

Whenuapai Airport is outside the Metropolitan Urban Limits, and is likely to remain so beyond the current District Plan period. The special features within the Whenuapai Airport land are not seen as providing a basis, in themselves, for urban development such as housing or industry.

Further, it was recognised that this substantial physical resource could potentially be more efficiently used than it has been in the past through providing flexibility for other, non-Defence related, airport activities.

Taking all of the above into account, it has been regarded as appropriate to recognise that Whenuapai is an airport and as a major existing resource deserves recognition by way of appropriate policies and rules in the District Plan. In the least, therefore, the Whenuapai Airport Special Area recognises existing and potential use of this resource for aircraft movements and associated ground-based activities. The Whenuapai Airport Special Area identification also recognises a need to ensure, both while the designation remains in place or after it has been removed, that the existing airport resource continues to be available as an airport, albeit possibly involving non-military uses.

While the Defence Purposes designation remains on the site, no development inconsistent with that designation may occur without the consent of the requiring authority (in this case, the Minister of Defence). Any non-military use will therefore only be proposed if and when an agreement has been reached with the Minister of Defence.

This Plan provides, within a strict management framework, for airport activities that are non-defence related. It is the purpose of these district plan provisions to manage the effects of airport activities, should they be proposed. Any proposal, such as for commercial passenger, including international flight, activities will only proceed if economic circumstances allow and if Civil Aviation Authority and other necessary approvals are able to be obtained. The District Plan acknowledges that, should it not prove viable or possible to establish an airport, and airport

activities cease altogether, then a “default” position is allowed for by continuing to allow for activities and subdivision consistent with the provisions applying to the Countryside Environment.

Any development other than for defence purposes is also strictly controlled by the District Plan rules. The rules require that, for any proposed airport activities, there needs to be the prior preparation and approval of a Comprehensive Development Plan. This is intended to recognise that, while it has been proven through past and current use that airport activities are appropriate, any new or alternative airport activities should be strictly analysed and controlled. Accordingly, the Comprehensive Development Plan is to be processed as a discretionary activity, and must contain (in sufficient detail to satisfy the rules and address the relevant assessment criteria):-

- Confirmation of compliance with any requirements of the Minister of Defence, during such time as Designation Ref MD1 remains on the site;*
 - The proposed location of and design of Airport Activities;*
 - A Noise Management Plan which shall provide sufficient detail to show satisfaction of all district plan noise standards including (but not confined to) Rules 29.5 and 29.6 of the Whenuapai Airport Special Area rules. (Note: provision must be made for activities carried out by the Minister of Defence);*
-

- *Details of road entry arrangements and any upgrading required of feeder roads and intersections;*
- *The manner by which development of the Whenuapai Airport Special Area is to be staged;*
- *A Transport Audit and a Traffic Management Plan;*
- *An Infrastructure Management Plan;*
- *A Landscape Treatment Plan; and*
- *A Stormwater Management Plan.*

In particular, it is recognised that the Airport and its associated activities have the opportunity to create significant adverse effects on adjacent residents from the noise of aircraft. Such effects need to be managed by appropriate performance standards, plans and resource consent processes. The approach taken through the Plan Change introduced in 2006 was to adopt the noise protections already existing in the District Plan, relating to the operations of the RNZAF airbase and the designation for defence purposes (referenced as MD1 in the District Plan).

That noise management approach is based on L_{dn} 55dBA and 65dBA noise contours as illustrated in Appendix III to the District Plan Planning Maps, and the special airport noise standard NZS 6805:1992. Those controls have been in place since the District Plan was notified in 1995, and still represent the accepted approach to managing aircraft noise.

However, in addition to these pre-existing controls, the rules require comprehensive noise management planning and monitoring, and include provision for an

ongoing consultation process to be set up with local communities.

The District Plan through zoning, rules and designation can contribute to consolidating the Whenuapai Airport Special Area and managing environmental effects.

Evaluation

The explanation of policies is important in describing the basis for the Whenuapai Airport Special Area, the purpose of the policies and methods utilised by the District Plan and the linkage between policies and rules.

7.4 Summary Evaluation - Policies

In order for the stated Objective to be met, policies are necessary which provide, first, for the introduction of an Airport Special Area to secure airport operations – particularly when and if the Defence Purposes MD1 designation is removed (maintaining operations), but also potentially to allow for joint use of the airport, even while the designation and defence activities remain (enhanced operations).

The effects of airport operations need to be recognised – in particular, noise of aircraft operations. The approach taken, consistent with the objective, is to maintain the environment existing or possible under existing noise protection standards.

7.5 Methods and Environmental Results Anticipated

Methods

- *Special Area Rules*
- *Other City Wide and Human Environment Rules Applying*
- *Noise Management Plans*
- *Existing Designations*

Environmental Results Anticipated

It is anticipated that the objectives, policies and methods of this section will achieve the following results:

- *Provision for the continued safe and efficient use of the City's airport resource*
- *Provision for economic and social activities at the Airport including recreational and business travel, air freight and employment opportunities*
- *Remedying or mitigating of the adverse effects of the airport's operation on other activities*
- *Co-ordination and management of activities in the Whenuapai Airport Special Area and the surrounding rural zones to minimise incompatible activities, particularly in respect to activities which are sensitive to aircraft noise*
- *Exclusion from further development of any land severely affected by noise generated by airport operations*

- *Continuing development of airport building and support activities*
- *Managed traffic generation both to and from the airport special area*
- *High standards of amenity and landscaping around the edge of the Whenuapai Airport Special Area and along major roads within the Whenuapai Airport Special Area*
- *Containment of any hazardous substances stored within the airport zone (including fuel) in a manner which ensures that they do not have any adverse affect on ground or surface waters, or create a hazard to life*

Evaluation

It is acknowledged that, as a discrete activity, the airport requires specific recognition via a "Airport Special Area" identification. A more general Human Environment identification is not appropriate given the position of the site outside the MUL. In addition, the existing MD1 designation needs to be recognised and particular attention recorded in respect of noise management planning

The environmental results anticipated link the objectives, policies and methods to the purpose of Plan Change 22, in providing for the continued safe and efficient use of the airport, while avoiding, remedying or mitigated adverse effects.

7.7 Rules

The Special Area site would be separately recognised as the Whenuapai Airport Special Area – to be shown on the Human Environment Maps. A new set of rules is proposed, and appears in Appendix D. The following table evaluates the rules.

Rule	Evaluation
<p><i>Insert a Definition of Airport Activities in the City-Wide Rules – Definitions, as follows:-</i></p> <p>Airport Activities means :-</p> <ul style="list-style-type: none"> - <i>Activities</i> involving aircraft using the airport (including maintenance); - Airport Operational <i>activities</i> (i.e. runways, traffic control and meteorological structures, emergency services, terminal buildings, custom and quarantine facilities, aircraft refuelling facilities and aircraft hangars); - <i>Buildings</i> and <i>activities</i> associated with the freighting of goods by air; - Vehicle Parking and Access; - <i>Convenience shops</i> servicing air travel needs, such as cafés, general refreshment stores, newspaper kiosks, ticketing agents and rental car companies, provided that no one <i>shop</i> may not exceed 100m² in <i>gross floor area</i>; - <i>Retail activities</i> involving the sale of duty-free goods, provided that no one <i>shop</i> may exceed 100m² in <i>gross floor area</i>; - <i>Telecommunication</i> facilities; and - <i>Dwellings</i> for persons whose employment duties require them to live on the premises. 	<p>“Airport Activities” is a term referred to in the Whenuapai Airport Special Area Rules. It is important that the activity be defined so that it is clear what is/is not allowed for by the Rules. The intention of the definition is to ensure that activities that occur are associated with airport operations.</p>

<p><i>Amend Rule 1.8 as follows:</i></p> <p>1.8 Permitted Activities</p> <p>Activities meeting the following Performance Standards are <i>Permitted Activities</i> provided the activity meets all other relevant rules of the <i>Plan</i>.</p> <ul style="list-style-type: none"> • <i>New Dwellings, Minor Household Units</i>, schools and hospitals located <u>within</u> the Ldn 55 and 65 dBA Noise Contours as shown on the RNZAF Base / <u>Airport</u> Noise Control Area Map, fitted with acoustic insulation to ensure that noise does not exceed Ldn 40 dBA in any <i>habitable room</i>, classroom, ward (including single patient rooms) or operating theatre, with all doors and windows shut. • Alterations or additions to <i>Dwellings, Minor Household Units</i>, schools and hospitals which are within <u>the</u> Ldn 55 dBA <u>and 65 dBA</u> Noise Contours as shown on the RNZAF Base / <u>Airport</u> Noise Control Area Map, fitted with acoustic insulation to ensure that noise does not exceed Ldn 40 dBA in any <i>habitable room</i>, classroom, ward (including single patient rooms) or operating theatre, with all doors and windows shut. <p>An Acoustic Design report shall be obtained from a suitably qualified Acoustic Engineer confirming that any new <i>building</i> is designed to meet the above Performance Standards.</p>	<p>Rule 1.8 is an existing Rule. The amendments proposed improve the wording of the Rule and add the word “airport” to the existing RNZAF Base reference.</p>
<p>City Wide Prohibited Activities Rule 1.0</p> <p><i>Amend (viii) as follows:-</i></p> <p>(viii) Any <i>new dwelling, minor household unit</i>, school, or hospital within the Ldn 65dBA Noise Contour as shown on the RNZAF Base/ <u>Whenuapai Airport Special Area – noise control area</u>” map in the Maps Section.</p>	<p>This is an existing Rule. The intention of the Rule was to prohibit residential units within the Ldn 65dBA Noise Contour. An omission in the Rule has been corrected by including reference to a “minor household unit”. The words “Whenuapai Airport Special Area” are added to the existing reference to the RNZAF Base.</p>

<p><u>29.0 General</u></p> <p>(a) The following rules shall apply to <i>Any Activity, Temporary Activities, and any subdivision</i> on land situated in the <i>Whenuapai Airport Special Area</i>.</p> <p>(b) Where there is any conflict between the following rules and other rules in the <i>Plan</i>, the following rules shall prevail.</p>	<p>This Rule is necessary to make it clear that the Whenuapai Airport Special Area Rules apply to any activity or any subdivision that may be proposed within that Special Area. It is also important to clarify that these Rules takes precedence over any another Rules in the District Plan where there is any conflict.</p>
<p><u>29.1 Permitted Activities</u></p> <p>The following are <i>Permitted Activities</i>:-</p> <p>(a) Grazing</p> <p>(b) <i>Any activity</i> which is a <i>Permitted Activity</i> in the <i>Countryside Environment</i>, provided that there is no operating airport anywhere within the <i>Whenuapai Airport Special Area</i></p>	<p>This Rule provides for any Permitted Activity in the Countryside Environment in the event that airport activities cease altogether at the site. This reflects the situation that would have existing under the previous Countryside Environment provisions.</p>
<p><u>29.2 Controlled Activities</u></p> <p>The following are <i>Controlled Activities</i>:-</p> <p>(a) <i>Any activity and any subdivision</i> that is a <i>Controlled Activity</i> in the <i>Countryside Environment</i>, provided that there is no operating airport anywhere within the <i>Whenuapai Airport Special Area</i></p> <p>Assessment of <i>Controlled Activity</i> applications will be limited to the relevant matters specified in the <i>Controlled Activity</i> rules of the Countryside Environment.</p>	<p>This Rule provides for any activity that would be a Controlled Activity in the Countryside Environment in the event that there is no airport activity operating on the site. That would reflect the situation that applied under the previous Countryside Environment identification of the site.</p>
<p><u>29.3 Limited Discretionary Activities</u></p> <p>The following are <i>Limited Discretionary Activities</i>:-</p> <p>(a) <i>Any activity and any subdivision</i> that is a <i>Limited Discretionary</i></p>	<p>This Rule provides for any building or addition to a building, or any subdivision, that is in accordance with an approved airport comprehensive development plan. In other words, this Rule would</p>

<p><i>Activity in the Countryside Environment, provided that there is no operating airport anywhere within the Whenuapai Airport Special Area</i></p> <p>(b) Any <i>Airport Activity</i>, including any <i>building</i> or addition to a <i>building</i>, which is in accordance with an approved Airport Comprehensive Development Plan.</p> <p>(c) Any <i>subdivision</i> that is in accordance with an approved Airport Comprehensive Development Plan.</p> <p>Assessment of <i>Limited Discretionary Activity</i> applications under Rule 29.3(a) will be limited to the relevant matters specified in the <i>Limited Discretionary Activity</i> rules of the Countryside Environment.</p> <p>Assessment of <i>Limited Discretionary Activity</i> applications under Rule 29.3(b) and (c) will be limited to the relevant matters specified in an approved Airport Comprehensive Development Plan.</p>	<p>only apply if an airport comprehensive development plan had already been approved pursuant to Rule 29.5, as a Discretionary Activity. In addition, the Rule provides for any activity that would be a Limited Discretionary Activity in the Countryside Environment, should airport activities cease on the site. This would reflect the situation that applied under the previous Countryside Environment identification of the site.</p> <p>In the approval of the airport comprehensive development plan, cognisance would be taken of the need to set out standards within which later Limited Discretionary Activity applications for building or additions to buildings would be assessed.</p>
<p><u>29.4 Performance Standards Relating to Permitted Activities, Controlled Activities and Limited Discretionary Activities</u></p> <p>In respect of Rules 29.1(b), 29.2 and 29.3 (a) Rules 1 – 13 of the <i>Countryside Environment</i> Rules shall apply where relevant.</p> <p>In respect of Rules 29.3 (b) and (c) the performance standards will be as prescribed in an Airport Comprehensive Development Plan as approved pursuant to Rule 29.5 (b)</p>	<p>This Rule clarifies the performance standards that would apply to the various Permitted, Controlled and Limited Discretionary Activities.</p>
<p><u>29.5 Discretionary Activities</u></p> <p>The following are <i>Discretionary Activities</i>:-</p> <p>(a) Any <i>activity</i> and any <i>subdivision</i> that is a <i>Discretionary Activity</i> in the <i>Countryside Environment</i>, provided that there is no operating airport anywhere within the <i>Whenuapai Airport Special Area</i></p>	<p>This Rule would apply Discretionary Activities in the Countryside Environment as applying if airport activities ceased on the site. This reflects the position that would apply under the previous Countryside Environment of the site.</p>

<p>(b) An Airport Comprehensive Development Plan (ACDP) which provides for the whole of the <i>Whenuapai Airport Special Area</i> and includes:-</p> <ul style="list-style-type: none"> - Confirmation of compliance with any requirements of the Minister of Defence, during such time as Designation Ref MD1 remains on the <i>Whenuapai Airport Special Area</i>; - The proposed location of and design of all <i>Airport Activities</i>, including runways, taxiways, aircraft/engine testing areas and associated structures, navigation structures (including lighting), buildings, loading and storage areas, carparking and roading/ access driveways, (Note; it is expected that the location of these activities will be exact. Matters of design may be conceptual but shall include details of maximum height and building coverage and minimum yard setbacks. Height restrictions on buildings, structures and vegetation shall not exceed a height which intrudes into any airport height restrictions – see Appendix II of the planning maps); and - A Noise Management Plan covering the matters specified in Rule 29.6, Assessment Criteria 29 (k) and (l), and any other relevant matters pursuant to s104 of the <i>Act</i>. - Details of road entry arrangements and any upgrading required of feeder roads and intersections.(Note : feeder roads include Brighams Creek Road and Trig Road; intersections include all intersections with those roads; - The manner by which development of the <i>Whenuapai Airport Special Area</i> is to be staged and the means of managing any vacant land during the staging process; - A “Transport Audit” that shall assess the effects of the proposal on the regional transport network and a “Traffic Management 	<p>This Rule makes it clear that no development of the site for airport activities (other than those undertaken by Defence in respect of designation MD1) could take place without the approval of an airport comprehensive development plan, as a Discretionary Activity. It will be noted that the airport comprehensive development plan (ACDP) would need to be prepared for the whole of the Whenuapai Airport Special Area. The ACDP must be detailed in respect of proposed development of the land, including all airport facilities and road entry arrangements. A number of plans must be submitted with the ACDP for assessment, including a noise management plan, transport audit, stormwater management plan, infrastructure management plan and landscape treatment plan (see also reference to assessment criteria below).</p>
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<p>Plan” that shall include provision to be made for motor vehicle, cycle and pedestrian facilities within the site and traffic management requirements generated by use of the site on roads giving access to the site;</p> <ul style="list-style-type: none"> - A “Stormwater Management Plan” that addresses the means by which stormwater is to be collected and treated; - An “Infrastructure Management Plan” that shall address provision to be made for wastewater disposal, water supply, power supply and telecommunications supply; - A “Landscape Treatment Plan” that shall include proposals for mitigating adverse effects arising from new buildings, security fences and other structures. 	
<p>(c) Amendments to an approved Airport Comprehensive Development Plan.</p>	<p>This Rule makes it clear that any desired amendment to an approved airport comprehensive development plan is also a Discretionary Activity.</p>
<p><i>Discretionary Activity</i> applications will be assessed, as relevant, in accordance with assessment criteria 29(a) – 29(ab) and any other relevant matter under section 104 of the Act.</p>	<p>In assessing Discretionary Activity applications, regard must be given to all of the assessment criteria, and any other matter that that may be relevant under Section 104 of the Resource Management Act 1991.</p>
<p>29.6 Aircraft Noise</p> <p>(a) Aircraft operations allowed by an approved Airport Comprehensive Development Plan shall not exceed a Day/ Night (L_{dn}) level of:-</p> <ul style="list-style-type: none"> • 65dBA outside the Airnoise Boundary (L_{dn} 65dBA Contour) shown on the Noise Control Area Map (Appendix III to the planning maps); and • 55dBA outside the Outer Control Boundary (L_{dn} 55dBA Contour) shown on the Noise Control Area Map (Appendix III to the Planning Maps). <p>For the purpose of this control, noise will be measured in accordance with NZS 6805:1992 and calculated, as stated in NZS 6805:1992, using FAA</p>	<p>This Rule will inform the noise management plan required as part of the airport comprehensive development plan approval process. The Rule makes it clear what standards may not be exceeded, and how noise should be measured. The only exceptions to the standard rules are specified emergency and safety situations. The Rule also makes it clear that the airport operator must undertake a monitoring process in accordance with standards that would be clarified in the noise management plan.</p>

<p>Integrated Noise Model (INM) and records of actual aircraft operations and calculated as a 90 day rolling logarithmic average.</p> <p>Provided that aircraft operations exceeding the above may be permitted in the Noise Management Plan by:-</p> <ul style="list-style-type: none"> • aircraft landing or taking off in an emergency; • emergency flights required to rescue persons from life threatening situations or to transport patients, human organs or medical personnel in medical emergency; • aircraft using the airport due to unforeseen circumstances (including, but not limited to adverse weather conditions) as an essential alternative to landing at another scheduled airport; • flights required to meet the needs of a national or civil defence emergency declared under the Civil Defence Act 1983; • aircraft undertaking fire fighting duties. <p>(c) The airport operator shall annually provide to the Council's Manager, Resource Consents the result of calculations performed by an accredited acoustic consultant based upon monitored aircraft movements for the preceding year and the known noise characteristics of those aircraft. The calculations shall be in accordance with the Noise Management Plan required by Rule 29.5(b) of these rules.</p>	
<p>29.7 Other Rules Applying</p> <p>The following rules of the <i>Plan</i> shall apply to <i>Any Activity</i> and any <i>subdivision</i></p> <p>(a) In respect of any <i>Airport Activity</i> or <i>subdivision</i> authorised by an Airport Comprehensive Development Plan approved pursuant to Rule 29.5(b)</p> <ul style="list-style-type: none"> • All relevant <i>City-Wide</i> Rules 	<p>Rather than repeating relevant standards that already exist in other parts of the District Plan, this Rules specifies through cross-reference a number of standards that are appropriate to the management of activities on the site. These include all relevant City-Wide Rules and all relevant Natural Area Rules, and those Rules relating to Air Discharges, Noise, etc that have generally set standards in relation to rural or residential boundaries.</p>

<ul style="list-style-type: none"> • All relevant <i>Natural Areas</i> Rules • Countryside Environment Rule 3 Yards • Working Environment Rule 6 Air Discharges • Working Environment Rule 8 Noise • Working Environment Rule 9 Parking, Loading and Driveway Access • Working Environment Rule 10 Odour, Glare and Vibration • Working Environment Rule 11 Signs • Working Environment Rule 12 Infrastructure • Subdivisions Rule 1 and 2 General <p>(b) In respect of <i>Any Activity</i> or any <i>subdivision</i> where there is no operating <i>airport</i> anywhere within the <i>Whenuapai Airport Special Area</i>, all rules in this plan relating to the <i>Countryside Environment</i> shall apply.</p>	<p>The Rule also clarifies the provision made in the Whenuapai Airport Special Area for standards to apply under the Countryside Environment should airport activities on the land cease.</p>
<p>29.8 Non-Complying Activities</p> <p><i>Any Activity</i> which is not a <i>Permitted Activity</i> or a <i>Controlled Activity</i> or a <i>Limited Discretionary Activity</i> or a <i>Discretionary Activity</i> under the above rules, or does not meet the standards in Rule 29.7 shall be deemed to contravene a rule in the <i>Plan</i> and be a <i>non-complying activity</i>.</p>	<p>This Rule makes it clear that any activity that is not otherwise provided for in the Rules is a Non-Complying Activity.</p>
<p>ASSESSMENT CRITERIA</p>	
<p>General Criteria</p> <p>29(a) The extent to which any proposed Comprehensive Development Plan or amendment to an approved Comprehensive Development Plan is consistent with maintaining the integrity of Defence Purpose activities at the RNZAF Base, Auckland, in accordance with Designation Ref MD1.</p> <p>29(b) The extent to which any proposed Comprehensive Development Plan has been prepared in accordance with a consultative process that includes the local community and other parties that may be affected by activities made possible by the Comprehensive Development Plan.</p>	<p>The assessment criteria will be referred to when considering applications for Resource Consent. Note that for any Discretionary Activity application (or any Non-Complying Activity application) the extent of consideration may apply to relevant matters beyond the scope of the assessment criteria. Nevertheless, the intention has been for assessment criteria to be a comprehensive framework alerting applicants and other interested parties of the matters Council regards as being important when any Resource Consent applications are to be considered.</p>

<p>29(c) The extent to which any proposed development and buildings are consistent with an approved Airport Comprehensive Development Plan.</p> <p>29(d) The extent to which a landscape treatment and a building design theme is established through design guidelines and other appropriate means which will achieve:-</p> <ul style="list-style-type: none"> (i) a character and appearance that will ensure a high standard of amenity values and avoid conflicts between activities within the Whenuapai Airport Special Area and neighbouring land; (ii) an appearance that respects and complements existing buildings, including heritage items; and (iii) a consistent and attractive roadscape character and site entries. <p>29(e) The extent to which activities, buildings, driveways, carparking and other development are of a size, location, scale and design that will accommodate proposed activities.</p> <p>29(f) The extent to which the scale of buildings, security fencing and any other structures create adverse effects on neighbourhood character, landscape character and amenity values.</p> <p>29(g) The extent to which the scale, design, location and (where relevant) height of buildings, car parking, loading spaces, and driveways dominate or intrude into the privacy of adjoining sites.</p> <p>29(h) The extent to which outdoor storage detracts from the visual amenity enjoyed by residents of adjoining sites.</p> <p>29(i) The extent to which areas of open space and planting are used to offset the visual effects of additional building coverage.</p> <p>29(j) The extent to which signs :-</p> <ul style="list-style-type: none"> (i) are visually appropriate to the neighbourhood character; 	<p>The general criteria make it clear that priority is to be given to Defence purpose activities. In the preparation of a comprehensive development plan, criterion 29 (b) makes it clear that a consultative process that includes the local community and other parties is expected to be followed in the preparation of that plan. Criterion 29 (c) makes it clear that, once an airport comprehensive development plan is approved, it is expected that subsequent development and buildings will be consistent with that plan. Criterion 29 (d) refers to expected design elements for development on the site, including the establishment of design criteria.</p> <p>Other criteria require attention to be given to such matters as the scale of activity, impacts on neighbourhood character, visual amenity and mitigation of the effects.</p>
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<ul style="list-style-type: none"> (ii) are of a height which avoids the sign dominating the neighbourhood and nearby structures; and (iii) do not create a situation hazardous to the safe movement of traffic. 	
<p>Noise Criteria</p> <p>29(k) The extent to which any development provides a standard of aural amenity in respect of neighbouring areas, that meets relevant New Zealand noise standards (such as 6805:1992 or its most recent amendment), the City-Wide rules (General Noise Standards) and Rule 8.1 of the Working Environment rules.</p> <p>29(l) The extent to which a Noise Management Plan adequately addresses the following matters:-</p> <ul style="list-style-type: none"> (i) a statement of noise management objectives and policies; (ii) a statement specifying the aircraft types utilising the site, the maximum number of aircraft movements and the times within which aircraft movements (by aircraft type) may occur; (iii) the means by which aircraft are to be controlled to meet the noise standards specified in Rule 29.6 (this may include limitations on aircraft type, aircraft movements, and times within which flights may occur, including, where necessary, curfews on aircraft movements) Note: the Noise Management Plan must take account of any operations of defence aircraft, such activities to be included in any noise assessments made; (iv) the means by which aircraft are to be controlled to meet any further appropriate noise standards arising from the application of relevant standards or that may be agreed through community consultation; (v) the means by which aircraft engine testing is to be managed (this may include limitations on location and times with which engine testing may occur, and any mitigation provisions such as shielding); (vi) the details of methods and process for monitoring and reporting 	<p>The noise criteria make it clear that relevant New Zealand and District Plan standards are to be met. In preparing the noise management plan (a necessary part of the airport comprehensive development plan process), the relevant criterion outlines matters that it is expected that plan will cover. That includes such matters as specifying aircraft types and movements, and how the Rule 29.6 standards (and any other standards) are to be met. The possibility of imposing curfew times is specifically mentioned. The matters in process for monitoring must be detailed, as well as procedures for dealing with complaints and disputes.</p>

<p>compliance with the District Plan rules and Noise Management Plan;</p> <p>(vii) the procedures for recording and monitoring complaints; and</p> <p>(viii) dispute resolution procedures.</p>	
<p>Transportation Criteria</p> <p>29(m) The extent to which development and airport management processes have been designed to integrate the airport with roads, intersections and transport systems, including provision for public transport. (Note, it is expected that in the development of a Comprehensive Development Plan there will be consultation with the Auckland Regional Council, the Auckland Regional Transport Authority and Transit New Zealand).</p> <p>29(n) The extent to which traffic generation from proposed activities creates adverse effects on:</p> <ul style="list-style-type: none"> • The capacity of roads giving access to the site; • The safety of road users including cyclists and pedestrians; and • neighbourhood character. <p>29(o) The extent to which carparking accommodates the expected demands of an activity, having regard to the relative locations of the activity and the carparking serving that activity, the possible joint use of carparking and public transport facilities.</p> <p>29(p) The extent to which carparking areas are secure, well lit and conveniently accessible.</p> <p>29(q) The extent to which activities provide for on site loading facilities for transport vehicles, service vehicles and rubbish collection vehicles.</p>	<p>The transportation criteria will inform the preparation of the transport audit, required as part of the airport comprehensive development plan process. An assessment of the impact of airport operations on surrounding roads is required, together with consultation with appropriate roading authorities. Consideration must also be given to car parking and loading arrangements.</p>

Infrastructure Criteria	
29(r) The extent to which the infrastructure provided to serve any new development complies with the Waitakere City Council Code of Practice for City Infrastructure and Land Development, or an equivalent recognised public standard.	The infrastructure criteria will inform the infrastructure management plan, required to be submitted as part of the airport comprehensive development plan process. The criteria refer to Waitakere City Code of Practice for City Infrastructure and Land Development Standards as well as relevant integrated catchment management plans. Criterion 29 (u) makes it clear that emphasis should be applied to reducing stormwater generated from sites and other criteria refer to the necessity to consider impacts on ecological values and neighbouring properties.
29(s) The extent to which the Stormwater Management Plan meets the recommendations or conditions of any relevant Integrated Catchment Management Plan.	
29(t) The extent to which storm water management features such as rain gardens, swales and permeable paving are utilised to ensure avoidance of adverse effects that are more than minor on groundwater, stream water and harbour waters.	
29(u) The extent to which an integrated approach to storm water management is adopted for storm water mitigation, with the emphasis being in the first instance on the reduction of storm water generated from sites through reuse of storm water and increase in permeable areas, including de-compaction of soils following earthworks. (Note: facilities such as wetlands and treatment ponds and any other activity that may attract birds shall be avoided).	
29(v) The extent to which storm water retention and treatment facilities are designed to retain in-stream ecological values.	
29(w) The extent to which infrastructure for storm water, wastewater and water supply are designed to ensure techniques are used to minimise water use.	
29(x) The extent to which the infrastructure provided to serve any new development models a range of different methods to achieve sustainability, with a particular emphasis on the efficient use and natural treatment of water systems.	

<p>29(y) The extent to which earthworks and other site works are undertaken in such a way as to avoid adverse effects on watercourses, areas of ecological values and neighbouring properties arising from changes in landform and the generation of sediments.</p>	
<p>Other Criteria</p> <p>29(z) The extent to which there has been consultation with the Auckland Regional Council regarding the co-ordination of consent requirements, in order to ensure comprehensive planning of all required development is achieved.</p> <p>29(aa) The extent to which all relevant assessment criteria under the "Other Rules Applying" are addressed in any <i>resource consent</i>.</p> <p>29(ab) The extent to which more than minor adverse <i>effects</i> can be adequately avoided, remedied, mitigated or offset through provision of works and services on or off the site and/or through payment or provision of a <i>financial contribution</i>, including an <i>upgrading contribution</i>.</p>	<p>Criterion 29 (z) alerts an applicant to the need to consult with the Auckland Regional Council over co-ordinating Consent requirements.</p> <p>Reference is made to the necessity to consider other Rules applying in the District Plan.</p> <p>Criterion 29 (ab) refers to the possible need to pay a financial contribution or to carry out works or services to avoid, remedy, mitigate or offset more than minor adverse effects.</p>

<p>RESOURCE CONSENT CONDITIONS</p> <p>In granting a resource consent Council may impose conditions. Conditions may include any one or more of the following matters:</p> <ul style="list-style-type: none"> • Requiring alterations to design and/or location • Requiring the provision of a landscape treatment plan and implementation of that plan within a given time • Limiting the scale of activities and other development • The imposition of a bond to ensure satisfaction of conditions of consent • Requiring an acoustic consultant report to confirm required noise standards will be met • Requiring a monitoring programme for the measurement of noise in accordance with the Noise Management Plan • Requiring formal and/or informal consultation on an ongoing basis with local communities • Requiring financial contributions in accordance with the Plan • Requiring onsite or offsite works and services to avoid, remedy, mitigate or offset adverse effects 	<p>The list of Resource Consent conditions indicates those matters that Council may impose as conditions of consent. They may be any one of the listed matters, or any other matter that is covered by as assessment criteria, or any matter relevant under an Objective or Policy, or which may otherwise be imposed under Section 108 of the Resource Management Act 1991.</p>
<p>DISTRICT PLAN MAPS</p> <p><i>Amend District Plan Maps Contents Page as follows:</i></p> <p style="margin-left: 40px;">(a) Appendices</p> <p style="margin-left: 80px;">I</p> <p style="margin-left: 80px;">II.</p> <p style="margin-left: 80px;">II.</p> <p style="margin-left: 80px;">III <u>RNZAF Base / Whenuapai Airport Special Area –</u> Noise Control Area 1:30,000</p> <p>Re-identify the area shown in the Human Environments Maps A7 and B9 from Countryside Environment to Whenuapai Airport Special Area</p>	<p>The District Plan Maps are amended by re-identifying the Countryside Environment on the subject land as Whenuapai Airport Special Area. The noise control area and noise control maps are amended only by re-naming the maps.</p> <p>The existing noise contours and other controls remain unchanged. A “cost” of this would be that the limits on aircraft activity would likely be less than the capacity of the airport. However it is a purpose of the plan change that the potential noise environment would be no different than that which would have been possible prior to introduction of the plan change (see Policy 11.54).</p>

<p>Amend Map Appendix III RNZAF Base Auckland Noise Control Area to re-name the Map</p> <p>RNZAF Base / <u>Whenuapai Airport Special Area</u></p>	

7.8 Summary Evaluation - Rules

The rules specifically recognise the presence and priority to be accorded to the Defence Purposes MD1 designation. While it is the case anyway that the site is Government owned, and no use could be made of it without Government approval, it is nevertheless necessary for these ownership/ use parameters to be recorded in the rules.

The rules also do not eliminate the opportunities for future use in accordance with the Countryside Environment provisions. The relevant provisions could apply should an airport operation not be continued at some future stage. In this way the risks of not providing for reasonable use in the event of airport operations not continuing are avoided.

These District Plan provisions are not based on a particular airport operation scenario, except that aircraft operations are to be limited to those which meet the (revised) noise contours introduced by the Plan Change.

It is therefore necessary to introduce a conservative approach to managing future airport activities that may occur. That is done under the rules by requiring the approval of an “Airport Comprehensive Development Plan” (ACDP) prior to the introduction of any new airport activities (not otherwise possible under the designation). The ACDP is required to fully outline what activities are to be established, and must be accompanied by (amongst other things) a noise management plan and a traffic management plan – addressing what has been assessed as the major potential effects.

The ACDP is categorised as a Discretionary Activity. In the least, affected parties would need to be consulted and it is likely that major new activities will require a public notification process – thus allowing for general public input.

A wide range of assessment criteria and possible resource consent conditions are proposed which address each possible effect and the way it is expected that the effect will be managed.

8 CONSULTATION SUMMARY

8.1 Introduction

There was a considerable background to this Plan Change before it was introduced – as has been explained in the Background section of this report.

Once the decision was made to prepare a plan change, the Council decided that a draft version of it would be made available for public comment and submission. The draft plan change was made available on May 29 2006, with the initial closing date of 28 June 2006 later being extended to 12 July.

Over 600 responses were received in all. Overall there were 80 unique comments made. Of these, 15 were supportive and 65 opposed the draft Plan Change. A further 14 comments, including one from the Auckland Regional Council were received after this extended closing date.

8.2 Comments Received

8.2.1 Comments in Support

Comments in support expressed the following views:

- The Airbase is an existing facility, a valuable asset and a resource that should be used – negligent and short sighted for future generations to lose facility
- Mangere is a monopoly and it would give it some

- healthy competition
- Will help establish strong business growth for the Auckland Region - complementary to new Massey North and Hobsonville hubs and would attract new business
- Not sure what the future is so it should be protected as a possible future airport
- Too good an opportunity to pass up
- Joint defence/civilian use is feasible
- People have always known it was an airport
- Auckland needs a second airport and it is a badly needed asset for West Auckland
- People need to think about the big picture, need to create a balance between social and environmental and economic issues

8.2.1 Comments in Opposition

Many of the comments received from individuals were concerned with perceived adverse effects, such as noise arising from aircraft movements, traffic, and a drop in property values of surrounding land.

A number of the comments made related to issues that are outside the scope of the District Plan process under the Resource Management Act. These included the financial viability of the airport, the need for a second airport and the desire for the airbase to remain.

The following table summarises the comments received.

	Non District Plan Issues	District Plan Issues
1	<p>CENTRAL GOVERNMENT</p> <ul style="list-style-type: none"> - Keep Airforce at Whenuapai - Use Whenuapai for Civil Defence purposes - Waitakere City Council work with Central Government and the Auckland Regional Council to find an alternative use 	<p>NOISE</p> <ul style="list-style-type: none"> - Noise in homes / sleep disturbance - No restrictions on operating hours / engine testing hours - Effects on North Shore City - Waitakere City not seen by many to be concerned about this - Effects on schools (Whenuapai Primary, Pinehurst, Kristen, Albany Junior High, and others) and effects on children's ability to learn given the increased noise. - Frequency of aircraft movements - Existing airbase flight numbers have been overstated and are really as low as 5000 movements per year. Currently there are 6500 movements per annum
2	<p>REGIONAL</p> <ul style="list-style-type: none"> - Duplication of airport infrastructure and services (customs, border control etc) is unnecessary - Mis-diagnosis of problem - transport congestion in Auckland Region is the problem - fix that rather than duplicate airports 	<p>ENVIRONMENTAL EFFECTS</p> <ul style="list-style-type: none"> - Airport out of character with existing residential development - Visual effects of terminal buildings - Impact on coastal margins and how these are to be protected

3	<p>ECO-CITY ISSUES</p> <ul style="list-style-type: none"> - Is the airport clean / green? - Does having an airport at Whenuapai airport align with Eco-City principles? 	<p>TRAFFIC EFFECTS</p> <ul style="list-style-type: none"> - Congestion as commuters travel from Mangere to Whenuapai and vice versa, and commuters from Waikato - Local traffic congestion
4	<p>FINANCIAL ISSUES</p> <ul style="list-style-type: none"> - Concerns about financial costs and risk to Council - Concerns about financial viability of airport - No need for a second airport, existing airport at Mangere can cope with anticipated air traffic - Whenuapai will be a "B Grade" airport - Large expenditure by Council amounts to lost opportunities for other development - Upgrade infrastructure (roads, drainage) in Whenuapai rather than spend it on airport 	<p>DISTRICT PLAN</p> <ul style="list-style-type: none"> - Alignment with Regional Growth Strategy / Regional Policy Statement - Specific comments on wording of Draft Plan Change - Plan change unclear as to what is provided for - lack of information to undertake a proper analysis of the effects - Definition of "airport activities" - Consultation on Draft Plan Change - "Why the rush"
5	<p>ECONOMIC ISSUES</p> <ul style="list-style-type: none"> - No evidence that this is best use of ratepayer funds to achieve economic growth in Waitakere City - Comparisons to Hamilton Airport for identification of economic benefit - V8 motor sport - loss of this motor 	<p>PROCESS</p> <ul style="list-style-type: none"> - No consideration of alternatives - No consultation with community on alternatives suggested (University, Cemetery, Residential, Industrial, Commercial) - Any decision to have an airport should be made at a regional level with the involvement of all Councils and not just

	<p>sport event costly to Waitakere City and Auckland Region</p>	<p>the decision of Waitakere City Council</p> <ul style="list-style-type: none"> - Concern that not enough information had been provided in the Draft Plan Change to allow for the effects arising from it to be properly assessed
6	<p>SAFETY ISSUES</p> <ul style="list-style-type: none"> - Jet fuel dumping on residential areas / tank water contamination / Upper Harbour water pollution - Aircraft accidents in residential areas - Fog in Whenuapai a regular event 	<p>OTHER</p> <ul style="list-style-type: none"> - Air and water pollution from jet fuel - Allow recreational activities as a "permitted activity" - Effects on property values
7	<p>GENERAL ISSUES</p> <ul style="list-style-type: none"> - Effects on existing lifestyles - Effects on property values - Stress on people in the community from worrying about this issue 	

8.3 District Plan/ RMA Issues

A discussion addressing each of the District Plan/ RMA issues that were raised through the consultation process follows:

8.3.1 Noise

A main issue raised in comments by those opposed to the airport was that of noise arising from aircraft movements. It is acknowledged that the operation of the airbase as a commercial airport has the potential to create adverse effects on adjacent residents and the surrounding community from aircraft noise. It is intended that noise arising from aircraft operations is managed through the use of the existing District Plan Whenuapai Airbase noise contours. The Plan Change would include a requirement for a Comprehensive Development Plan (CDP) to be prepared. The CDP would require comprehensive noise management planning and monitoring to ensure that the activities at the airport meet the contour controls. The CDP would also include provision for an ongoing consultation process to be set up with the local community.

The figure of 20,000 aircraft movements, quoted in the section 32 analysis released with the draft Plan Change, was derived from the figures supplied in the appendices to the report by the Joint Officials Group in 2004. More recent figures suggest that the number of current aircraft movements may be somewhat lower. However, existing noise contours will not change. Any aircraft movements generated by a

commercial airport or a joint defence/commercial use airport will need to meet the noise levels sets out in those contours. The contours are based on 24 hour averaging of noise generated by aircraft. They allow for different numbers of movements based on the type and size of aircraft i.e. large aircraft will be more restricted in the number of movements in order to stay within the noise levels than smaller aircraft. Movements at night will also ensure that the noise contours are more easily exceeded and may mean substantial restrictions on night flying. Despite this, it is understood that a commercial airport could operate viably within such restrictions.

8.3.2 Environmental Effects

The airport has been in existence for over 70 years and as such is an established part of the landscape in Whenuapai. The landscape assessment carried out for this section 32 report showed that the airport and its components represent a unique landscape characteristic within the City. The Proposed Plan Change also includes landscaping and design requirements (within the Comprehensive Development Plan framework), that any further development including buildings within the Whenuapai Airport Special Area would need to meet.

Mechanisms to protect the coastal margins are already in place in the Waitakere City District Plan. The size of the Whenuapai Airport Special Area has also been reduced so that it no longer extends to the coast, but is bordered by Kauri Road to the east.

8.3.3 Traffic Effects

Issues such as:

- congestion as commuters travel from Mangere to Whenuapai and vice versa;
- commuters from Waikato; and
- local traffic congestion

were raised in the comments.

The proposed Plan Change requires traffic management for both regional and local traffic (refer to the requirement for a 'Transport Audit'), through the Comprehensive Development Plan framework. Traffic modelling undertaken for the Council by David Young Traffic Consultants also shows a potential Net Positive Value to the regional road network of between \$230 and \$600 million, dependant on the number of passenger movements that will occur at Whenuapai. This is largely due to people and freight not having to travel through the Auckland Isthmus if the airbase was to be used as a commercial airport.

Waitakere City, North Shore City and Rodney District are seeking to reduce the amount of people that need to travel through the Auckland Isthmus to employment locations. Whenuapai Airport will provide a stimulus for the economies of the Northwest and will help achieve these goals.

8.3.4 Alignment with Regional Growth Strategy / Regional Policy Statement

This report has discussed the way in which the proposed Plan Change aligns to the Regional Growth Strategy and Regional Policy Statement. The establishment of a commercial airport at Whenuapai was considered by the JOG Report 2004 to be consistent with the Regional Policy Statement

“insofar as it continues the use of regionally significant infrastructure located outside the MUL, and provides for the protection and continued use of this infrastructure. Moreover the retention of an airport activity would reinforce the RGS (Regional Growth Strategy), by ensuring that the whole peninsula (approximately 1500 hectares) does not come under pressure for urban expansion.”

8.3.5 Definition of “Airport Activities”

The definition of “Airport Activities” has been revised to limit retailing and commercial activities to duty free shops and small convenience shops servicing air travel needs only and any other activities are limited to those related to aircraft using the airport (including maintenance). This should ensure that a quasi-aeronautical industry precinct cannot establish on the site.

Concerns were expressed by the Auckland Regional Council and IMF Westland that the Draft Plan Change did not sufficiently restrict the level of commercial and industrial activities that could establish at the airport as “ancillary

activities". This concern is acknowledged and a new policy (Policy 11.56) has been proposed to ensure that the integrity of the Auckland Regional Council Metropolitan Urban Limit is not undermined.

8.3.6 "Why the rush"

The proposed Plan Change has been prepared as part of an on-going process to secure the future use of the Airbase for commercial airport activities. This process has been occurring since 2002. Given the length of time required to complete statutory processes of this nature under the Resource Management Act 1991, the Council has chosen to initiate the plan change processes now, so that they will be completed by 2014 at the latest. This is the date that the New Zealand Defence Force currently indicates that the transferral of the Air Force will occur. To commence this process in 2014 would mean that the existing Airbase facilities could remain idle and derelict while the statutory processes under the Resource Management Act 1991 are completed.

8.3.7 No consideration of alternatives

Considerable consideration of alternatives has already occurred, through the work of the Joint Officials Group. This Group reported to the Regional Growth Forum in June 2004 on alternatives for the use of the Whenuapai Airbase. Of the seven options considered, the Airport Option was considered to not be contrary to regional and district planning strategies, and had the potential to replace the economic loss to Waitakere City as a result of the departure of the military presence from Whenuapai Airbase. This report was endorsed by the Regional Growth Forum at a meeting on 24 June 2004.

A further consideration of options has been discussed in this report.

8.3.8 No consultation with community on alternatives (University, Cemetery, Residential, Industrial, Commercial were suggested)

The work of the Joint Officials Group identified and considered seven options for the use of the airbase land. The consideration of those options and the conclusions reached has guided the Council in preparing the plan change.

8.3.9 Effects on property values

The Whenuapai Airbase is an existing airport that has been in operation for over 60 years. People who have purchased properties in the area over that time have done so in full knowledge of the existence of the airport, and there is no evidence to suggest that the operation of the airport has had any significant impact on the prices paid for property in this vicinity. It is anticipated that the proposal will not adversely affect property values.

8.3.10 Air and Water Pollution from Dumping of Jet Fuel and from normal aircraft operations

Any commercial airport operating at Whenuapai must comply with the proposed Regional Air Land Water Plan regarding air pollution from all aircraft operations. In terms of fuel dumping, despite public perception, jet fuel dumping is not a common practice as it makes no economic sense to dump expensive aviation fuel. Only a select few long haul types of aircraft have the capacity to dump fuel and it is only done in emergencies when it is necessary to land relatively soon after

takeoff. Due to the quantity of fuel carried, the maximum take off weight of these aircraft exceeds their maximum landing weight and some fuel must therefore be jettisoned to ensure a safe landing in an emergency. Such dumping is always carried out at least 5000 feet above ground level to ensure that fuel has vaporised before it reaches the ground and it is carried out over water wherever possible.

In terms of air pollution from normal aircraft operations, commercial jet aircraft are also substantially cleaner than current military aircraft.

8.3.11 Not enough information provided for a proper assessment of the effects to be made.

It is acknowledged that the noise, traffic and landscaping reports had not been finalised at the time of the draft Plan Change. Further work on those it is not intended that the proposed Plan Change have all these details finalised. The proposed Plan Change is intended to protect a strategic unique resource that it would be difficult if not impossible to replicate elsewhere in the Auckland Region. It is intended that the details relating to the operation of an actual airport would be presented in the application for a Comprehensive Development Plan which would very likely be a notified application.

The proposed Plan Change recognises that a commercial airport can only proceed if economic circumstances permit, and all Civil Aviation permits are obtained.

8.3.12 Concern for the viability of a second airport and need for a second airport

The financial viability of the airport is a matter to be addressed by any private sector investor seeking to establish operations. The Council has been advised by Infratil (who own and operate a number of airports internationally) that there is a commercial opportunity and potential available at Whenuapai. Council is not intending to contribute to operating costs so therefore has no exposure to risk. The proposed Plan Change recognises that a commercial airport can only proceed if economic circumstances allow and other civil aviation approvals are obtained. If it is not viable and airport activities cease, then the proposed Plan Change provides a default position that enables District Plan Countryside Environment activities to proceed.

In terms of the “need” for an airport, there is no statutory or resource management requirement to demonstrate a need for a proposed activity. Under section 32 of the Resource Management Act, Council must demonstrate that the special area zoning is the most appropriate zoning for the land and the proposed provisions are the most appropriate provisions for achieving the sustainable management of natural and physical resources. This has been elaborated on within this report.

The proposed Plan Change is not about a need for a second Auckland Airport but is focused on protecting an existing resource, in this case an existing piece of infrastructure. The opportunity cost of not using or destroying Auckland’s second and functioning airport is significant. The cost and difficulty of creating a second airport for Auckland in the future would be significant.

8.3.13 Allow Recreational Activities as a Permitted Activity

The Whenuapai Golf and Recreational Club Incorporated is located within the proposed Whenuapai Airport Special Area. It has requested that provision be made for the continued use of the Golf Club in the proposed Plan Change. However it is considered unnecessary to do so. The Club may have existing use rights under the Resource Management Act to continue to function, but whether or not it could stay would be dependent on negotiations with the new operator/owner of the airport and any requirements of the Civil Aviation Authority.

8.4 Comments Received from Groups/Organisations/Companies

8.2.1 Massey Community Board, Waitakere City Council

Comment was received from Massey Community Board supporting the draft Plan Change but not supporting a commercial airport. The Community Board highlighted the need for expert advice, protecting the existing uses on the Airbase, the effects of noise and further consideration of alternative uses.

8.2.2 Auckland Territorial Local Authorities and Auckland Regional Council

The Auckland Regional Council provided a late comment. The future use of the Whenuapai Airbase is considered regionally significant by the ARC. Issues identified in relation to the draft Plan Change were as follows:

- Concern that a further report by the Joint Officials

Group had not been provided,

- Concern that the objectives and policies were not sufficiently clear enough to guide decision makers
- Need more clarity that only ancillary activities to an airport are allowed and there is no pressure for general industrial and commercial zones to establish outside the Metropolitan Urban Limits
- Need mechanisms to protect coastal margins
- No provision for a Transport Audit as required by Change 6 to the Regional Policy Statement
- Integrated Catchment Management Plans have not been completed for the catchments in which the airport is situated.

The Auckland City Council did not express a view either way about the Airport, however it did suggest that a decision about an airport should be one taken regionally rather than by Waitakere City Council on its own. Auckland City also raised transport issues and uncertainty and lack of information about the scale of activities at the airport.

Manukau City Council officers expressed the view that there is no need for a second airport in the Region, and indicated that further analysis on regional benefits needs to occur. Officers considered that the draft Plan Change is premature, and suggested that other activities on the Whenuapai Airbase site may be of greater benefit to the Region. Clarification of several matters within the draft Plan Change such as the continued or joint use of the airbase by Defence, anticipated noise levels and the scale and intensity of proposed activities were sought. It was also considered that the objectives and policies did not give clear guidance for the assessment of a civilian airport. These matters have been addressed in this

report and the Plan Change has been amended appropriately.

The North Shore City Council, via its Strategic Management Committee, resolved on 13 June 2006 to support the public notification of the proposed Plan Change, to allow the residents of both Waitakere and North Shore Cities to be involved in the Resource Management Act's statutory process for this proposed Plan Change.

The Rodney District Council expressed its support for the Whenuapai Airport, and commented that the use of a Special Area approach is appropriate. It also suggested specific amendments to the text of the draft Plan Change, and these have been addressed in the proposed Plan Change.

Comment was received from the Auckland Regional Transport Authority (ARTA), stating that they could make no comment as they considered that there was insufficient information available to enable them to do so.

Albany Junior High School provided a comment in opposition to the draft Plan Change.

The West Auckland Green Party provided a comment in opposition to the draft Plan Change.

Comment was received from Air New Zealand Limited and its view that it would not use Whenuapai Airport as a regional airport has not changed. It recommends using the land for residential or light industrial uses. It also notes the cost of bringing the existing infrastructure and facilities up to the appropriate aviation standards, and the effects on Māngere Airport in terms of competition.

Comment was received from Auckland International Airport Limited, addressing a perceived lack of regional assessment of the Airport, the perceived absence of need for the Airport, the perceived lack of benefits to Waitakere City, and challenges to the draft section 32 Report.

Comments were received from the Board of Airline Representatives New Zealand in which they consider that the planning work is premature and that the location of an airport must be handled at the regional and strategic level. While the Board is not opposed to planning for the development of Whenuapai as a commercial airport at the right time, it considers that the commercial viability of the airport should be established prior to the planning framework being placed in the District Plan. It also raises issues around traffic being accommodated within the noise contours and the possibility of cross town trips by travellers from Whenuapai to Māngere.

Comment was received from the Whenuapai Golf and Recreational Club Incorporated, and while it was neutral about the draft Plan Change, it sought the protection of existing recreational facilities on the Airbase.

The Whenuapai Airport Action Group provided one official comment in opposition to the draft Plan Change.

The Whenuapai Airport Action Group provided a standard comment form on its website, and 480 completed comment forms were received. 471 of those comments opposed the draft Plan Change. The issues identified within this form were:

- noise;
 - frequency of aircraft movements (which results in
-

noise);

- that travel to the Mangere Airport was acceptable; and
- an expectation that the completion of the Western Ring Route and a branch rail line to Mangere Airport would reduce travel time.

The document also disputes the expected economic growth that would be derived from the operation of the Whenuapai Airport. A final statement seeks that the Council put people before profits and ecology before economic growth. Many commentators who filled in the WAAG form also chose to add their own views in the space provided. WAAG also provided one comment as its unique comment, generally opposing the draft Plan Change.

The Whenuapai Ratepayers and Residents Association provided one official comment in opposition to the draft Plan Change.

The Greenhithe Residents, Ratepayers and Community Hall Association provided one official comment in opposition to the draft Plan Change.

Massey and Birdwood Settlers Association one official comment in support of the draft Plan Change.

Two other standard comment forms were received, of unknown origin. They appear to be written by an individual, and then copied and signed by others. This form states that:

- a second airport in the Auckland Region is not needed;
- disputes whether a second airport in the Auckland

- Region would improve traffic congestion;
- the roading required to service the new airport is deficient;
- that a branch rail line to Mangere Airport is referred to as a measure to assist reaching Mangere Airport;
- duplication of airport facilities is inefficient;
- disputes the number of aircraft movements;
- states that most of the environmental effects will fall on Auckland and North Shore Cities; and
- raises funding issues associated with building the airport and the related infrastructure.

IMF Westland NZ Ltd had a concern with the definition of “*Airport Activities*” in that it was considered to be too broad and could enable the development of a pseudo-retail zone. This has been addressed in the proposed Plan Change through the introduction of a new policy and by referring to specific retail services.

8.5 Amendments to the Plan Change Following Consultation

As a result of the issues raised in the consultation, the following changes have been made to the proposed Plan Change:

- Additions to existing noise policies to ensure that Whenuapai Airport Special Area is referred to as well as the Airbase – Policies 10.15, 10.24 and 10.25;
 - Addition of new policies and explanation text relating to the continued use of the Airbase by NZ Defence Force and provision for the airbase land to be used as a commercial airport either jointly with the NZ Defence Force or on its own, restrictions on retail and ancillary activities in the special area, the Comprehensive Development Plan framework, amenity, traffic and noise – Policies 11.17(d), 11.52, 11.53, 11.54, 11.56, 11.57, and 11.58;
 - Amendments to the definition of “*airport activities*” to use existing District Plan terminology and to tighten the controls on ancillary activities such as retailing and other industrial activities; and
 - Recognition of the landscape qualities of the existing airbase/airport.
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9 SUPPORTING DOCUMENTS

- Auckland International Airport Limited (2003): *Noise Management Plan*
- Auckland International Airport Limited (2004a): *Submission to the New Zealand Defence Force, on "Whenuapai Air Base – A Document for Public Consultation"*
- Auckland International Airport Limited (2004b): *Supplementary Submission to the New Zealand Government on Whenuapai Air Base*
- Auckland Region Civil Defence Emergency Management Group (2004): *Whenuapai Airbase – Impacts of Closure on Civil Defence Emergency Management in the Auckland Region*
- Auckland Regional Council; North Shore City; Waitakere City Council; Rodney District Council (2001): *Northern and West Sectors Agreement*
- Auckland Regional Growth Strategy (1999)
- Business and Economic Research Limited (2003): *A Rejuvenated Whenuapai Airport – A Focus for North-West Auckland's Balanced Growth and Economic Development*
- Business and Economic Research Limited (2004): *Economic Impact Assessment of Whenuapai Airport*
- Business and Economic Research Limited (2005): *Summary Profile and Performance of Waitakere City Economy 1994-2004*
- Joint Officials Group (2004): *Future Use of the Whenuapai Airbase - Report to the Regional Growth Forum, The Minister of Defence, and the Auckland Regional Council*
- New Zealand Defence Force (1994): *Land Management Planning Study – Part 1*
- New Zealand Defence Force (2003): *Whenuapai Air Force Base – A Discussion document for Public Consultation*
- New Zealand Institute of Economic Research (2003): *Whenuapai Airbase Social and economic impact study*
- Northern and West Sectors Agreement (2001)
- Palmerston North Airport Limited (2005): *Notice of Requirement for a Designation under Section 168 of the Resource Management Act 1991 – at Palmerston North International Airport*
- Regional Growth Forum (2004): *Minutes of Forum meeting 23 June 2004*
- Rotorua District Council (2005): *Rotorua Regional Airport – Aircraft Noise Controls and Land Use Controls (Proposed Plan Change NO. 32)*
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Royal New Zealand Air Force (2001):
<http://www.airforce.mil.nz/about-us/hq-and-bases/auckland.htm>

Waitakere City Council; Enterprise Waitakere; Infratil Limited;
Te Kawerau a Maki (2004b): *The Case for Whenuapai
Airport – Appendices to Submission*

Royal New Zealand Air Force and Beca Carter Hollings and
Ferner Ltd (1993): *Planning Study Scoping Report*

SKM (Sinclair Knight Merz) (2004): *Whenuapai Future Use
Assessment – Traffic Modelling and Analysis*

Standards Association of New Zealand (1992): *NZS 6805 –
Airport Noise Management and Land Use Planning*

Waitakere City Council (2002): *Minutes of Council meeting 18
December 2002*

Waitakere City Council (2003a): *Minutes of Council meeting
27 August 2003*

Waitakere City Council (2003b): *Minutes of Emergency
Services Special Committee meeting 11 September
2003*

Waitakere City Council (2005): *Waitakere City District Plan
Proposed Plan Change No.16: Managing City Growth;
Section 32 Analysis*

Waitakere City Council; Enterprise Waitakere; Infratil Limited;
Te Kawerau a Maki (2004a): *The Case for Whenuapai
Airport – Submission To New Zealand Defence Force
on Future Use of Whenuapai Airport Land*

APPENDIX A –Figures Used for Traffic Analysis

NUMBER OF AIRCRAFT MOVEMENTS											
Arrivals											
	0000-0600	0600-0700	0700-0800	0800-0900	0900-1600	1600-1700	1700-1800	1800-1900	1900-2000	2000-0000	Total
Light Prop				3	1	2	1	1			8
Medium Prop				3	1	2	1	1			8
Domestic Jet				2	1	2	1	1			7
Int. Jet					1					2	3
Total				8	4	6	3	3		2	26
Departures											
	0000-0600	0600-0700	0700-0800	0800-0900	0900-1600	1600-1700	1700-1800	1800-1900	1900-2000	2000-0000	Total
Light Prop		1	2	1		1	1	2			8
Medium Prop		1	2	1		1	1	2			8
Domestic Jet		1	1	2			1	1		1	7
Int. Jet	1	1	1								3
Total		4	6	20	8	14	9	11		5	26

NUMBER OF PASSENGERS											
Arrivals *											
	0000-0600	0600-0700	0700-0800	0800-0900	0900-1600	1600-1700	1700-1800	1800-1900	1900-2000	2000-0000	Total
Light Prop				60	20	40	20	20			160
Medium Prop				90	30	60	30	30			240
Domestic Jet				230	115	230	115	115			805
Int. Jet					150					300	450
Total				380	315	330	165	165		300	1655
Departures*											
	0000-0600	0600-0700	0700-0800	0800-0900	0900-1600	1600-1700	1700-1800	1800-1900	1900-2000	2000-0000	Total
Light Prop		20	40	20		20	20	40			160
Medium Prop		30	60	30		30	30	60			240
Domestic Jet		115	115	230			115	115		115	805
Int. Jet	150									300	450
Total	150	165	215	280		50	165	215		415	1655

NUMBER OF PASSENGER CAR MOVEMENTS											
Arrivals *											
Light Prop				40.0	13.3	26.7	13.3	13.3			106.7
Medium Prop				60.0	20.0	40.0	20.0	20.0			160.0
Domestic Jet				153.3	76.7	153.3	76.7	76.7			536.7

Int. Jet					100.0					200.0	300.0
Total				253.3	210.0	220.0	110.0	110.0		200.0	1103.3
Departures*											
Light Prop		13.3	26.7	13.3		13.3	13.3	26.7			106.7
Medium Prop		20.0	40.0	20.0		20.0	20.0	40.0			160.0
Domestic Jet		76.7	76.7	153.3			76.7	76.7		76.7	536.7
Int. Jet	100.0									200.0	300.0
Total	100.0	110.0	143.3	186.7		33.3	110.0	143.3		276.7	1103.3

NUMBER OF BUSES											
	0000-0600	0600-0700	0700-0800	0800-0900	0900-1600	1600-1700	1700-1800	1800-1900	1900-2000	2000-0000	Total
Arrivals	1	1	1	2			1	1		2	9
Departures	1	1	1	2			1	1		2	9
Total	2	2	2	4			2	2		4	18

NUMBER OF FREIGHT MOVEMENTS (TRUCKS)											
	0000-0600	0600-0700	0700-0800	0800-0900	0900-1600	1600-1700	1700-1800	1800-1900	1900-2000	2000-0000	Total
Arrive	3	3	3	5	35	5	3	1			58
Depart	3	3	3	5	35	5	3	1			58
Total	6	6	6	10	70	10	6	2			116

NUMBER OF EMPLOYEE CAR MOVEMENTS											
	0000-0600	0600-0700	0700-0800	0800-0900	0900-1600	1600-1700	1700-1800	1800-1900	1900-2000	2000-0000	Total
Arrive	30	100	30			30	30	30	30	30	310
Depart	30				30	30	100	60	30	30	310
Total	60	100	30		30	60	130	90	60	60	620

TOTAL VEHICLE MOVEMENTS											
Arrivals											
	0000-0600	0600-0700	0700-0800	0800-0900	0900-1600	1600-1700	1700-1800	1800-1900	1900-2000	2000-0000	Total
Passengers				253	210	220	110	110		200	1103
Buses	1	1	1	2			1	1		2	9
Freight	3	3	3	5	35	5	3	1			58
Employees	30	100	30			30	30	30	30	30	310
Total	34	104	34	260	245	255	144	142	30	232	1480
Departures											
	0000-0600	0600-0700	0700-0800	0800-0900	0900-1600	1600-1700	1700-1800	1800-1900	1900-2000	2000-0000	Total
Passengers	100	110	143	187		33	110	143		277	1103
Buses	1	1	1	2			1	1		2	9
Freight	3	3	3	5	35	5	3	1			58
Employees	30				30	30	100	60	30	30	310
Total	134	114	147	194	65	68	214	205	30	309	1480

APPENDIX B WHENUAPAI AIRPORT AIR NOISE BOUNDARIES

HEGLEY ACOUSTIC CONSULTANTS

APPENDIX C WHENUAPAI AIRPORT TRAFFIC REPORT

APPENDIX D PROPOSED PLAN CHANGE 22 WENUAPAI AIRPORT SPECIAL AREA