



Waitakere City Council  
*Te Taiao o Waitakere*

# RECOMMENDATION REPORT OF THE JOINT HEARINGS PANEL TO THE PLAN CHANGES NOTIFIED IN ACCORDANCE WITH THE LOCAL GOVERNMENT (AUCKLAND) AMENDMENT ACT 2004 AND THE RESOURCE MANAGEMENT ACT 1991

## WAITAKERE CITY DISTRICT PLAN

PROPOSED PLAN CHANGE 13 (HOBSONVILLE AIRBASE)  
PROPOSED PLAN CHANGE 14 (HOBSONVILLE VILLAGE CENTRE)  
PROPOSED PLAN CHANGE 15 (MASSEY NORTH)  
PROPOSED PLAN CHANGE 16 (MANAGING CITY GROWTH)  
PROPOSED PLAN CHANGE 17 (NEW LYNN)  
PROPOSED PLAN CHANGE 18 (CITY WIDE URBAN DESIGN RULES)

## BUSINESS

File Reference : Recommendation Report WCC 5

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### 1. OUTLINE

This report is part of a series of reports that contain the recommendations of the Joint Regional Policy Statement and District Plan Changes Hearings Panel (“the Panel”) following consideration of submissions and further submissions received in relation to Business in Plan Changes 13, 14, 15, 16, 17 and 18. Other submissions and further submissions to these Plan Changes are dealt with in additional topic based recommendation reports.

The Panel was jointly appointed by the councils of the region under the Local Government (Auckland) Amendment Act 2004 (“the LGAAA”). Following consideration of all the submissions and supporting evidence presented and/or tabled by the submitters and further submitters at the hearings, and the reporting officer’s report, the Panel now makes the recommendations contained in this report to the Auckland Regional Council (“ARC”).

To reiterate, this report contains the **recommendations** to Council of the Panel on submissions that have been made during the course of the hearings. **It is not the decision of the Council.**

The suggested amendments to the Waitakere City District Plan arising from the Panel recommendations discussed throughout this report are set out in the Panel Recommendation amendments to the Plan Changes, dated 28 May 2007. This forms Appendix 1 to this report.

## 2. BACKGROUND

Plan Changes 13-18 were notified on 31 March 2005 as a mandatory requirement of the LGAAA.

The LGAAA mandates that all councils in the Auckland Region integrate their land transport and land use provisions and ensure these are consistent with the Auckland Regional Growth Strategy ("RGS"), give effect to its Growth Concept and contribute to the land transport and land use matters specified in Schedule 5 (s39 & s40 LGAAA).

The matters that the LGAAA requires to be included in changes to statutory documents support the purpose of the Resource Management Act 1991 ("RMA") in promoting sustainable management of natural and physical resources.

## 3. THE PANEL AND THE HEARINGS PROCESS

### 3.1 The Joint Hearings Panel

The Panel was comprised of the following members:

Cr Paul Walbran (Chair)  
Cr Wyn Hoadley (Deputy Chair)  
Cr Carolynne Stone  
Cr Neil Morrison  
Cr Bill Smith  
Lindsey Rea  
David Hill  
Alan Watson

The members of the Panel included regional councillors, city and district councillors, a community board chairperson and two independent commissioners.

The councils of the region jointly delegated to the Panel their powers, functions and duties to hear submissions and make recommendations (under s41(1) and (2) LGAAA, and s24A RMA) on the following 15 proposed plan changes:

<b>AUCKLAND REGIONAL POLICY STATEMENT</b> Proposed Change 6 - Giving Effect to the Regional Growth Concept and Integrating Landuse and Transport. Proposed Change 7 - Metropolitan Urban Limits	<b>MANUKAU CITY DISTRICT PLAN</b> Proposed Plan Change 12 - Manukau's Growth.	<b>RODNEY DISTRICT PLAN</b> Proposed Variation 22 to the Proposed District Plan 2000 Proposed Plan Change 97 to the Operative Transitional District Plan 1993.
<b>AUCKLAND CITY DISTRICT PLAN - Operative Isthmus Section</b> Proposed Plan Modification 175 - Giving Effect to the Regional Growth Concept	<b>NORTH SHORE CITY DISTRICT PLAN</b> Proposed Plan Change 12 - Redraft of parts of the North Shore City District Plan - Required by the Local Government (Auckland) Amendment Act 2004.	<b>WAITAKERE CITY DISTRICT PLAN</b> Proposed Plan Change 13 - Hobsonville Airbase; Proposed Plan Change 14 - Hobsonville Village Centre; Proposed Plan Change 15 - Massey North; Proposed Plan Change 16 - Managing City Growth; Proposed Plan Change 17 - New Lynn; Proposed Plan Change 18 - City Wide Urban Design Rule
<b>FRANKLIN DISTRICT PLAN</b> Proposed Plan Change 20 - Changes Pursuant to Local Government (Auckland) Amendment Act 2004.	<b>PAPAKURA DISTRICT PLAN</b> Proposed Plan Change 10 - ARPS Changes to the Operative District Plan.	

### 3.2 The Hearings Process

The proposed plan changes were notified by local authorities by 31 March 2005, in accordance with section 39 of the LGAAA. Given the number of proposed plan changes and the predicted volume of submissions to be dealt with, the Panel agreed that submissions were to be separated into categories. The categories used are detailed in the following table:

Category	Topic	Number of Submissions	Number of submitters and further submitters
<b>A</b>	<b>General Growth</b>	<b>1575</b>	<b>266</b>
<b>B</b>	<b>Infrastructure / Natural Resources / Rural / Countryside Living</b>	<b>1098</b>	<b>174</b>
<b>C</b>	<b>Business Issues &amp; Retail Location</b>	<b>290</b>	<b>93</b>
<b>D</b>	<b>Transport</b>	<b>534</b>	<b>115</b>
<b>E</b>	<b>MUL Issues (Not Hobsonville/Massey North)</b>	<b>79</b>	<b>85</b>
<b>F</b>	<b>Housing Lobby Identical Submissions</b>	<b>996</b>	<b>520</b>
<b>G</b>	<b>Swanson / Penihana</b>	<b>251</b>	<b>229</b>
<b>H</b>	<b>MUL Hobsonville and Massey North</b>	<b>1041</b>	<b>197</b>
<b>I</b>	<b>New Lynn</b>	<b>332</b>	<b>48</b>
<b>J</b>	<b>Urban Design WCC 18</b>	<b>281</b>	<b>32</b>
<b>K</b>	<b>Howick</b>	<b>60</b>	<b>29</b>
<b>M</b>	<b>ARC Miscellaneous</b>	<b>8</b>	<b>32</b>
<b>W</b>	<b>WCC 16 &amp; 18 (Miscellaneous)</b>	<b>20</b>	<b>12</b>
<b>TOTAL</b>		<b>6565</b>	<b>1832</b>

Hearing Reports were generated by each local authority in the region under Schedule 1 of the RMA for each category – 50 reports in total. Public hearings were notified and held for each category, addressing all submissions deemed by the relevant Hearing Reports to fall within that category. In total, there were 46 hearing days, commencing on 27 April 2006. A further 12 days were utilised for site visits and deliberations. The Panel allocated time at the end of each hearing day to conduct preliminary deliberations. Additionally, more in-depth interim deliberations were held at the end of each topic. The last day of deliberations following the hearings was on 21 May 2007.

The Panel obtained legal advice in relation to the scope of the hearings process and other key issues raised prior to and during the hearings.

In forming its recommendations, the Panel focussed on the purpose of the LGAAA – to integrate land use and land transport provisions to ensure consistency with the growth strategy, give effect to its Growth Concept and contribute to the matters specified in Schedule 5 of the LGAAA. Under the legislation, local authorities were mandated to notify changes to the RPS and all District Plans to achieve this purpose – a substantial process.

The LGAAA came into effect on 1 July 2004 and notification of changes was required from all local authorities by 31 March 2005. It is relevant that, while District Plans are required to give effect to the RPS, the proposed changes to the RPS were notified at the same time as the proposed amendments to the District Plans.

Due to the relatively short timeframe and substantial changes envisaged by the LGAAA, there has been a mixed approach from local authorities, with different levels of detail reflected in the various proposed plan changes. This had the potential to frustrate the purpose of the LGAAA in terms of achieving integration across planning documents. Given the ambitious task set by the LGAAA, the Panel has taken the decision to concentrate its efforts on ensuring the RPS gives effect to the Growth Concept and meets the purpose of the LGAAA. The Panel considers that, once the RPS reflects the aims of the LGAAA, the District Plans will be required to give effect to the RPS and consequential amendments to the Plans will follow accordingly.

The Panel noted that many of the submissions focussed only on the plan changes and variations notified under the LGAAA. These changes were in many instances “filling the gaps” that existed in the current planning documents. When considering the Panel’s recommendations it is necessary to take into account the changes notified under the LGAAA, the existing District Plans, and other changes that have been notified both before and during the LGAAA process. The Panel was advised that work that each council currently has in train provides an indication of each council’s longer term plans.

The Panel also noted that many of the submissions lodged under the LGAAA were made in respect of the RPS and simply stated that the District Plans should be amended to reflect any changes to the RPS. The Panel considers that the issues raised in these submissions are best addressed after local authorities

release the decision reports and any appeals to RPS Change 6 and RPS Change 7 are concluded. It will then be clear to what the District Plans must give effect.

This approach was not universal across the region or for all issues raised by the submissions. Some proposed District Plan changes were substantial, for example, those put forward by Waitakere City. In such cases, the Panel has dealt with the proposed changes in the same level of detail as the proposed RPS changes.

The Panel considers that the approach outlined above is practical and realistic, and will give local authorities time to prepare the necessary changes and carry out consultation with local communities. Ultimately, the objectives of the LGAAA can best be achieved by allowing the process in respect of the RPS to run its course, with subsequent amendments to District Plans in the context of a clear and robust RPS. Legal advice to the Panel has confirmed this approach.

### **3.3 Evidence**

The Panel has received extensive and detailed evidence from submitters during the hearings process. The Panel has carefully considered this evidence and the substantial number of submission points put before it. This recommendation report does not attempt to comprehensively summarise each submission point and/or piece of evidence as this would result in an unduly lengthy report without substantially adding to the recommendations.

### **3.4 Integration**

A key element of the LGAAA is the requirement for “integration” in a number of aspects. These include “*giving effect, in an integrated manner, to the growth concept*” and “*contributing, in an integrated manner, to the matters specified in schedule 5* “. Changes that seek to achieve these requirements must, in relation to each other, be integrated (s40 LGAAA). Schedule 5 also refers to “*facilitating integrated transport management*”, and “*integrating transport and land use policies*”.

Integration is therefore required within each of the planning instruments, and across all planning instruments in the Auckland Region. The Panel recognises the importance of integration to the LGAAA process and has been very mindful of this in its deliberations.

The Panel has made a number of recommendations on matters which provide integration across the planning documents, for example the recommendations to include material on the following:

- recommendations in relation to corridors
- recognition of regionally significant infrastructure
- integrated transport assessments
- Appendix H on densities required to support public transport

These, and other matters, are discussed further in the Panel Key Issues Recommendation Report.

## **4.1 PANEL KEY ISSUES RECOMMENDATION REPORT**

In response to the extensive detail and evidence presented, the Panel has produced a Panel Key Issues Recommendation Report (the “Key Issues Report”) setting out its direction on the issues it considers to be key to the LGAAA process. This report is overarching of issues and is not separated into different categories, as with the recommendation reports. The recommendation reports for each proposed plan change and category refer back to the Key Issues Report where it assists in providing the context for specific recommendations.

The Key Issues Report is attached to and forms part of this recommendation report, and should be taken to comprise Section 4 of this report. It should be read in conjunction with Section 5 – Discussion and Recommendations.

## **4.2 DISCUSSION AND RECOMMENDATIONS**

The following discussion is the Panel’s recommendation, having considered all the submissions and further submissions, both within the reporting officer’s report and presented and/or tabled at the hearings.

### Abbreviations Used In This Report

Auckland Regional Policy Statement – ARPS / RPS  
Auckland Regional Growth Strategy – RGS  
Integrated Catchment Management Plan – ICMP  
Local Government (Auckland) Amendment Act 2004 – LGAAA  
Metropolitan Urban Limit – MUL  
Regional Land Transport Strategy - RLTS  
Regional Open Space Strategy – ROSS  
Resource Management Act 1991 – RMA  
Territorial Authorities – TA / TAs

## 5. DISCUSSION AND RECOMMENDATIONS

The following discussion is the Hearings Panel's recommendation, having considered all the submissions and further submissions within the reporting officer's report and associated technical reports.

The Hearings Panel also resolved to accept submissions and further submissions presented in evidence and/or tabled at the hearings on Business Issues.

### Abbreviations Used In This Report

Auckland Regional Policy Statement – ARPS / RPS

Auckland Regional Growth Strategy – RGS

Local Government (Auckland) Amendment Act 2004 – LGAAA

Metropolitan Urban Limits – MUL

Regional Land Transport Strategy - RLTS

Resource Management Act 1991 – RMA

Territorial Authorities – TA / TAs

### 5.1 Submissions Relating to One or More Plan Changes

The following submissions have been made to all six plan changes, with the same wording in respect of each submission point. They are therefore considered comprehensively in the following sections.

#### 5.1.1 Plan Change 13, 14, 15, 16, 17 and 18

##### (a) Whole Plan Change

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
108/61	Progressive Enterprises Limited	Retain the plan change and adopt insofar as it is consistent with a centres-based approach to planning for retail and business development; is consistent with the Auckland Regional Growth Strategy and Auckland Regional Policy Statement; and is commensurate with the needs of the community in particular the need to maintain and enhance the growth and development of existing and proposed business centres in the District; and, subject to specific amendments sought in submissions 108/62 - 108/72.	<b>Supported By:</b> 208 Sylvia Park Business Centre Limited 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd
108/105	Progressive Enterprises Limited	Retain and adopt the plan change insofar as it is consistent with a centres-based approach to planning for retail and business development; is consistent with the Auckland Regional Growth Strategy and Auckland Regional Policy Statement; and is commensurate with the needs of the community in particular the need to maintain and enhance the growth and development of existing and proposed business centres in the District; and, subject to specific amendments sought in submissions 109/105 - 108/124.	<b>Supported By:</b> 208 Sylvia Park Business Centre Limited 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd

### Evidence

The Panel heard legal submissions and evidence that referred to previous evidence given at the Growth and Transport hearings. Evidence sought clarity about the location definition and meaning of corridors, to achieve clarity and consistency between land use and transport. This includes defining what business activities should locate in centres, and what should locate in corridors.

### Discussion:

The submitter supports Plan Changes 13 and 16 provided it is in accordance with a centres-based policy for retail and business development. The submitter also seeks consistency with the ARGS and the RPS and other the specific relief sought in its submissions.

A centres-based policy is an important component of the Council's overall strategy for urban consolidation and its obligations to provide integrated land transport and land use provisions consistent with the ARGS and the LGAAA. A key component to the consolidation strategy is the management of retail and business development and centres. The Plan promotes a hierarchy of business development sequencing with the centralisation of retail and business activities, particularly within existing and proposed town centres at the top of this hierarchy. A secondary hierarchy applies to the periphery of town centres for activities that are not well accommodated within them. The strategy also enables a third hierarchy for certain business development along specifically identified major roads. This is the case with the proposed business corridor between Hobsonville Road and the new motorway extension (Plan Change 14). This location, however, is not considered appropriate for higher intensity retail activities that are traditionally found in retail and town centres. On this basis, the Panel considers this approach is not inconsistent with a centres-based policy.

The Panel understands that the focus of the Council's centres-based policy is the concentration of retail activities in town centres and on existing and/or proposed passenger transport routes. This will promote the improved viability of passenger transport, reduce vehicle trip frequency and length and relieve the wider pressures on the City's water and land resources and infrastructural systems that arise from the outward expansion of the urban area.

Equally as important, the strategy also recognises a need to respond to the important economic and social needs of the community, represented by the physical environment within town centres. That physical environment has a heavy reliance on the retail sector and amenity values and could suffer through the unmanaged establishment of retail development elsewhere. It is important to ensure the positive effects on amenity values that are derived from the concentration of retail and community facilities are recognised, provided for and maintained. It is also noted that the above strategies have been fully tested by the district planning process (including appeals to the Environment Court) and is now operative.

Plan changes 13-18 have been prepared in accordance with this strategy and provide for a new town centre at the Hobsonville Village Centre and at Massey North while also consolidating and revitalising its town centre at New Lynn. At the same time, Plan Change 14 is focused on business and industry activities with a compact mixed use town centre. It is considered that these proposed plan changes are consistent with a centres-based policy and the regional instruments referred to in the submission. Furthermore, it is considered that the plan changes are consistent with the provisions of the LGAAA as it promotes town centres and associated urban form that are favourable to establishing efficient public and land transport systems.

The Panel did not consider it appropriate to consider the other specific relief requested by the submitter in this Hearing as these are best considered at a later Hearing that deals with specific provisions in the various plan changes. On this basis the Panel recommends that these two submissions be accepted in part insofar as they support the plan changes on the basis that they are consistent with a centres-based policy and are consistent with the ARGS and RPS. These are commensurate with the needs of the community in particular the need to maintain and enhance the growth and development of existing and proposed business centres in the District.

**Panel Recommendation 5.1.1.1:**

That submissions 108/61 and 108/105 be accepted in part, with no specific amendments to the Plan Changes required.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

**5.1.2 Whole Plan Changes - Growth  
Plan Change 13, 14, 15, 16 and 17**

**(a) Whole Plan Change**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
107/72	Westfield (New Zealand) Limited	Amend the plan change to be consistent with the Auckland Regional Growth Strategy and encourage a centres based approach to planning for business activity including:	<b>Supported By:</b> 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery

		<p>(a) Maintaining and enhancing transportation efficiency through the development and intensification of appropriately located business centres;</p> <p>(b) Enabling a compact and coherent urban form;</p> <p>(c) Maintaining and enhancing the City's existing resources including existing and proposed town centres; and</p> <p>(d) Ensuring the continued function and social role of Waitakere's existing business centres.</p>	<p>Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd <b>Support and Opposed By:</b> 208 Sylvia Park Business Centre Limited</p>
107/92	Westfield (New Zealand) Limited	<p>Amend the plan change to be consistent with the Regional Growth Strategy and to encourage a centres based approach to planning for business activity including:</p> <p>(a) Maintaining and enhancing transportation efficiency through the development and intensification of appropriately located business centres;</p> <p>(b) Enabling a compact and coherent urban form;</p> <p>(c) Maintaining and enhancing the City's existing resources including existing and proposed town and village centres; and</p> <p>(d) Ensuring the continued function and social role of Waitakere's existing business centres.</p>	<p><b>Opposed By:</b> 153 The National Trading Company of New Zealand Ltd 109 The Warehouse Ltd 110 Warehouse Stationery Limited <b>Support and Opposed By:</b> 208 Sylvia Park Business Centre Limited</p>

## Evidence

The Panel heard legal submissions and evidence on these submissions, which referred to previous evidence given at the Growth and Transport hearings. Evidence sought clarity about the location definition and meaning of corridors, to achieve clarity and consistency between land use and transport. This includes defining what business activities should locate in centres, and what should locate in corridors.

## Discussion:

The relief sought by this submitter is similar to that sought by Progressive Enterprises above (108/61 and 108/105) with regard to a centres-based approach but has a particular focus on the appropriate location of business centres, maintaining a compact urban form and ensuring the continued function and social role of existing business centres.

The Panel considers, for the reasons outlined in the analysis of submissions 108/61 and 108/105, that the plan changes have adopted an approach that meets the submitters concerns regarding centres policy and consistency with regional planning instruments. Therefore no changes need to be made to the plan changes to achieve this.

### Panel Recommendation 5.1.2.1:

That submissions 107/72 and 107/92 be accepted in part be accepted in part, with no specific amendments to the Plan Changes required.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

### 5.1.3 Plan Changes 14 and 15

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
109/82	The Warehouse Ltd	<p>Amend Plan Change 14:</p> <ul style="list-style-type: none"> <li>the 9<sup>th</sup> bullet of Policy 11.38; and</li> </ul>	<p><b>Opposed By:</b> 107 Westfield (New Zealand) Limited</p>

		Amend Plan Change 15 <ul style="list-style-type: none"> <li>The 3<sup>rd</sup> bullet of Policy 11.44 to read: <i>“transport and land use patterns are aligned to achieve sustainability, liveability, and a competitive and efficient economy”.</i></li> </ul>	208 Sylvia Park Business Centre Limited 108 Progressive Enterprises Limited
109/92	The Warehouse Ltd	Amend the third bullet of Policy 11.44 to read: <i>“Ensuring that transport and land use patterns are aligned to achieve sustainability, liveability, and a competitive and efficient economy”</i>	<b>Opposed By:</b> 107 Westfield (New Zealand) Limited 108 Progressive Enterprises Limited 208 Sylvia Park Business Centre Limited
110/82	Warehouse Stationery Limited	Amend Plan Change 14: <ul style="list-style-type: none"> <li>the 9<sup>th</sup> bullet of Policy 11.38; and</li> </ul> Amend Plan Change 15 <ul style="list-style-type: none"> <li>The 3<sup>rd</sup> bullet of Policy 11.44 to read: <i>“transport and land use patterns are aligned to achieve sustainability, liveability, and a competitive and efficient economy”.</i></li> </ul>	<b>Opposed By:</b> 107 Westfield (New Zealand) Limited 208 Sylvia Park Business Centre Limited 108 Progressive Enterprises Limited
110/92	Warehouse Stationery Limited	Amend the third bullet of Policy 11.44 to read: <i>“Ensuring that transport and land use patterns are aligned to achieve sustainability, liveability, and a competitive and efficient economy”</i>	<b>Opposed By:</b> 107 Westfield (New Zealand) Limited 108 Progressive Enterprises Limited 208 Sylvia Park Business Centre Limited
111/79	The National Trading Company of New Zealand Limited	Amend Plan Change 14: <ul style="list-style-type: none"> <li>the 9<sup>th</sup> bullet of Policy 11.38; and</li> </ul> Amend Plan Change 15 <ul style="list-style-type: none"> <li>The 3<sup>rd</sup> bullet of Policy 11.44 to read: <i>“transport and land use patterns are aligned to achieve sustainability, liveability, and a competitive and efficient economy”.</i></li> </ul>	<b>Opposed By:</b> 107 Westfield (New Zealand) Limited 208 Sylvia Park Business Centre Limited 108 Progressive Enterprises Limited
111/89	The National Trading Company of New Zealand Limited	Amend the third bullet of Policy 11.44 to read: <i>“Ensuring that transport and land use patterns are aligned to achieve sustainability, liveability, and a competitive and efficient economy”</i>	<b>Opposed By:</b> 107 Westfield (New Zealand) Limited 208 Sylvia Park Business Centre Limited 108 Progressive Enterprises Limited

## Evidence

The evidence from National Trading Company noted the recommendation and the evidence from the Warehouse Limited supported the recommendations.

## Discussion:

The relevant bullet points for Policy 11.38 (Plan Change 14) and Policy 11.44 (Plan Change 15) read:

*“ensuring that transport and land use patterns are aligned to achieve sustainability, efficiency and liveability.”*

The submitter seeks that these policies be changed to specifically recognise a competitive and efficient economy as stated in sub-section (e) of Schedule 5 of the Local Government (Auckland) Amendment Act 2004. However, the Panel considers that the policies as they presently stand reflect sub-section (a) of Schedule 5. However, sub section (e) also refers to *“a high quality of life, underpinned by a quality environment and amenity”*. It is considered that these are important outcomes for a new town centre development and can be combined into a single policy statement. Such a statement could be worded thus:

*“ensuring that transport and land use patterns are aligned to achieve sustainability, efficiency, ~~and~~ liveability, a competitive economy and a high quality of life underpinned by a quality environment and amenity.”*

The Panel recommends that the submissions be accepted in part in as much as the amendment to Policy 11.38 is accepted, and repeated in Policy 11.44. The two policies shall be reworded as outlined above.

**Panel Recommendation 5.1.3.1:**

That submissions 109/82, 109/92, 110/82, 110/92, 111/79 and 111/89 be accepted in part.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

**5.1.4 All Plan Changes  
Educational and Employment Initiatives**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
299/10	Unitec New Zealand	Retain the Plan Change. Unitec supports the Waitakere City strategy to attract more of its citizens to work and be educated within their city.	
299/11	Unitec New Zealand	Retain the Plan Change. Unitec supports the Waitakere City strategy to attract more of its citizens to work and be educated within their city.	

**Evidence Presented:**

The Panel did not receive evidence in support of these submissions from the submitter or its representatives at the hearing for this report.

**Discussion:**

The submitter supports the plan change on the basis that it will enable Waitakere City residents to work and be educated in the City. The Panel notes that educational facilities are enabled by the plan changes and the provision of these facilities is consistent with the overall vision and strategy of development. No amendments are recommended.

**Panel Recommendation 5.1.4.1:**

That submissions 299/10 and 299/1 be accepted.

**5.1.5 All Plan Changes Growth-Attracting Centres**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
299/5	Unitec New Zealand	Retain the Plan Change. Unitec supports Waitakere City in the establishment of logical growth-attracting centres that will drive the development of a viable integrated public/private transport system, reduce loading-growth on the present motorway corridors, and provide increased access to and available opportunities, for education in the city.	<b>Supported By:</b> 300 IMF Westland Ltd

**Evidence Presented:**

The Panel did not receive evidence in support of this submission from the submitter or its representatives at the hearing for this report.

**Discussion:**

Waitakere City Council - Proposed Plan Changes 13-18 - Report WCC 5 - Panel Recommendation Report of 28 May 2007 adopted as decisions of Waitakere City Council on 20 June 2007 - printed 31 July 2007.

This submitter supports the plan changes on the basis that the centres will drive the development of a viable integrated public/private transport system, reduce loading-growth on the present motorway corridors, and provide increased access to and available opportunities for education in Waitakere City. The Panel notes that educational facilities are enabled by the plan changes and the provision of these facilities is consistent with the overall vision and strategy for development. No amendments are recommended.

**Panel Recommendation 5.1.5.1:**

That submission 299/5 be accepted.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

## 5.2 Submissions Relating to Specific Plan Changes

### 5.2.1 Plan Change 14 - Hobsonville Village Centre

**(a) Policy 11.40: Hobsonville Village Centre - Precinct A**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
182/6	Palmers Gardenworld Ltd	Amend Policy 11.40 along with its associated explanation to distinguish between the different types of retail activity and in particular to recognise that large format and yard based retail activities such as garden centres may be appropriate within Precinct A.	<p><b>Supported By:</b>            110 Warehouse Stationery Limited            111 The National Trading Company of New Zealand Limited            109 The Warehouse Ltd</p> <p><b>Opposed By:</b>            250 Auckland Regional Council            108 Progressive Enterprises Limited            300 IMF Westland Ltd            259 Transit New Zealand</p>

**Evidence Presented:**

The Panel did not receive evidence in support of this submission from the submitter or its representatives at the hearing for this report.

**Discussion:**

The submitter seeks an explanation to distinguish between differing types of retail activity and recognition that large format and yard-based retail activities (such as garden centres) are appropriate in Precinct A.

The wording of the relevant paragraph in Policy 11.40 as publicly notified is as follows:

*“Precinct A will have limited opportunities for retail activities to establish as these should be located in the Mixed Use Town Centre- Precinct B. The exception to this is the provision for retail which supports the local employee community, such as convenience food outlets. Subsidiary manufacturing retail and yard based retail are provided for as these are unsuitable in the town centre. Other retail activities should be located in the mixed use town centre precinct to encourage public transport routes to service the area.”*

Turning to the first aspect of the relief sought, the Panel considers that the policy does not adequately distinguish between the various types of retail activity types, and in response to submissions 159/10, 250/150, 257/190, 257/197, 259/11, 259/13, amendments are recommended to this Policy to clearly state that yard based and manufacturing retail are not provided for in Precinct A. The recommended amended Policy states that various other forms of retail should be located in the Mixed Use Town Centre – Precinct B.

The second aspect of the relief sought requires no further explanation, as the recommended amendments to Policy 11.40 clearly state that manufacturing retail and yard based retail are not provided for. The Panel

considers that these are unsuitable in the recommended Business area included within the amended Precinct B.

On this basis, the Panel recommends that the submission be rejected.

**Panel Recommendation 5.2.1.1:**

That submission 182/6 be rejected

**(b) Policy 11.40 Provision for Retail Activities Near the Motorway Interchange**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
109/88	The Warehouse Ltd	Delete the second paragraph of Policy 11.40 and replace with the following: <i>“That part of Precinct A close to the motorway interchange is an ideal location for car focussed retail such as supermarkets and other large format retailing. Pedestrian oriented retail is better located in the Mixed Use Town Centre - Precinct B. Provision should also be made in Precinct A for retail that supports the local employee community such as convenience food outlets. Subsidiary manufacturing retail and yard based retail are provided for as these are also well suited to this light industrial area.”</i>	<b>Opposed By:</b> 107 Westfield (New Zealand) Limited 258 Auckland Regional Transport Authority 250 Auckland Regional Council 208 Sylvia Park Business Centre Limited 108 Progressive Enterprises Limited 300 IMF Westland Ltd

**Evidence**

The Warehouse Ltd sought that its relief be granted.

**Discussion:**

The submission seeks a change to Policy 11.40 that specifically recognises that part of Precinct A close to the motorway interchange is suitable for *“car focussed retail such as supermarkets and other large format retailing”*.

The Panel accepts, however, that this is not the focus of Precinct A, which is specifically intended to be an employment Precinct to meet an identified shortfall in employment land in Waitakere City. Whilst locations close to the motorway interchange may be an attractive location for vehicle-focussed retail activities, the Panel agrees with the Council’s view that it needs to provide employment land in locations that are efficient in terms of private and public transport, to meet the requirements of a growing City. The Panel notes that this has been clearly established in the Council’s own business analysis that has identified that over 50% of the resident working population commutes out of Waitakere on a daily basis and the Council has a policy of reducing this ratio so that 60% of the population has employment within Waitakere City.

The Panel notes that analysis by independent land use and economic development consultants have also suggested that Waitakere alone will need a minimum 276 hectares of additional business land by 2021, including intensification of a further 39 hectares of existing business land. By 2033 a minimum of 649 hectares is required to maintain Waitakere City’s current ratio of local employment. (Kemp report<sup>1</sup>, 2004). The Panel understands that on this basis, the majority of land in the Hobsonville Corridor has been identified for employment purposes (Precinct A) and retail activities have been intentionally restricted to ensure that the opportunity to provide local employment opportunities is not lost. Precinct B has been identified as a mixed use town centre with specific provision for a wide range of retail activities including *“car focussed retail activities”*. On this basis, the Panel recommends that the submission be rejected.

**Panel Recommendation 5.2.1.2:**

That submission 109/88 be rejected.

<sup>1</sup> An Assessment of Industrial Land Needs and Development Opportunities in the Massey North - Hobsonville Corridor. Derek Kemp 2004

## 5.2.2 PLAN CHANGE 15

### (a) Special Areas 11.44 - 9th Bullet Activity Thresholds

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
300/31	IMF Westland Ltd	Seeks that if Submission 300/27 is not accepted, reject the 9 <sup>th</sup> bullet of Policy 11.44 and replace with the following: <i>“imposing thresholds to ensure the establishment of a vibrant mixed use Town Centre including office, community, commercial and residential activities provided that where thresholds are proposed to be delayed / exceeded by an applicant, it can be demonstrated that the objectives of this policy can still be achieved or otherwise facilitated.”</i>	<b>Support and Opposed By:</b> 81 IB, GA and IE Midgley

#### Evidence

The submitter provided evidence and a revised recommended amendment to Policy 11.44. The submitter sought the ability to have flexibility in terms of occasions when the activity thresholds may not be met. The flexibility requested includes a timeframe of one year to exceed the thresholds.

#### Discussion:

The submitter is generally supportive of the Plan Change. The submitter, however, has sought that the policy framework be replaced with its own version contained within its submission 300/27. The Panel has recommended that the relief sought in submission 300/27 not be accepted. The submitter then seeks a range of changes to individual provisions, including the new 9<sup>th</sup> bullet of Policy 11.44 above. Policy 11.44 relates to Council's Plan Change 15, and specifically the Massey North Town Centre Special Area.

The requested relief seeks a broad discretion to delay or exceed the proposed activities thresholds in recognition of staging and market demand issues. The Panel understands that the Activity Thresholds have been devised to set specific limits in order to achieve a cohesive and balanced urban form that integrates with other planned urban development components such as infrastructure, the location of public open space and public transport facilities. Whilst providing for a broad flexibility can be seen as being desirable to a developer, the Panel notes that too much flexibility may threaten the effectiveness, or even dilute Council's vision, for Massey North and the coherency of the quality of urban development that is enabled to occur there. The Panel considers that the submitter's requested relief seeks discretion to alter the Activity Thresholds and that this flexibility could threaten the quality of the urban form sought by Plan Change 15.

#### Panel Recommendation 5.2.2.1:

That submission 300/31 be rejected.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

### (b) Policy 11.44 Mixed Use Ratios

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
257/242	Waitakere City Council	Amend Policy 11.44 to clarify the minimum mixed use ratios that are expected for individual developments involving mixed use activities.	<b>Supported By:</b> 250 Auckland Regional Council <b>Opposed By:</b> 107 Westfield (New Zealand) Limited 108 Progressive Enterprises Limited

#### Evidence

The Panel heard evidence from the Council on this matter, and a definition of mixed use was included in evidence from a Council expert that differed from the definition in the report was provided to the Panel. The third bullet point of the revised definition included in the evidence clarified that any mixed use ratios are specifically provided in the performance standards applicable to the particular Human Environment or Special Area.

## Discussion:

The submission is part of a comprehensive submission made by the Council to clarify the intent of the plan change and to strengthen the wording of the issues, policies, rules and assessment criteria related to mixed use. The submission seeks to provide further clarification of the minimum mixed use ratios or individual mixed use activities so that the purpose and application of these controls is better understood and implemented.

The Panel recommends that the submission be accepted in part, in that the ratios that apply to mixed use are clarified via the definition of the term "mixed use" and the relevant performance standards.

### Panel Recommendation 5.2.2.2:

Submission 257/242 be accepted in part.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

## 5.2.3 PLAN CHANGE 16

### (a) Issue 5 Employment Opportunity

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
250/180	Auckland Regional Council	Amend issue 5 by deleting reference to the employment/residents self sufficiency ratio and adding a paragraph which acknowledges that Waitakere City is part of the wider metropolitan area and is also served by a number of employment opportunities in adjoining territorial authorities, including some that have direct rail access.	<b>Supported By:</b> 258 Auckland Regional Transport Authority <b>Opposed By:</b> 300 IMF Westland Ltd 142 PLC New Zealand Ltd 213 CSR Building Products NZ Ltd ('Monier Brickmakers') 214 Henkel NZ Ltd (The Sellotape Company) 215 Huhtamaki NZ Limited 216 Waitakere Working Environment Group 217 Sullivan & Armstrong Building Supplies Ltd (Placemakers New Lynn)

## Evidence

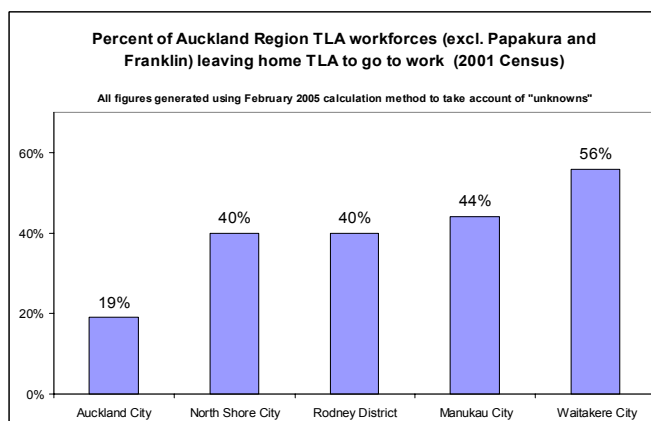
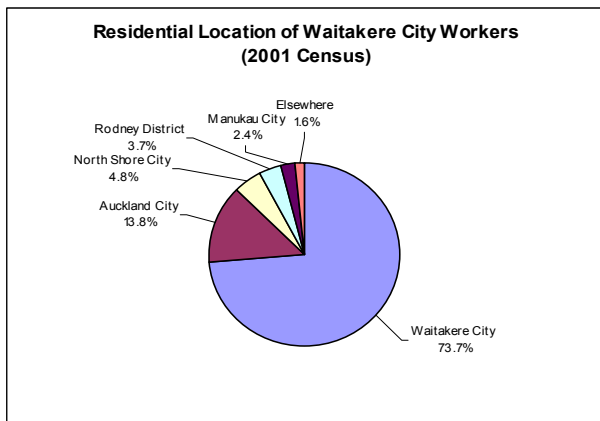
The submitter reiterated its request for the deletion of the self sufficiency ratio, and that it be replaced with a paragraph that acknowledges the wider metropolitan area. This acknowledgement includes the matter of acknowledging that this is not just a sub-regional issue.

## Discussion:

The submitter has concerns with statements in the proposed plan change that aim to achieve a target of 60% of the workforce working locally (in Waitakere City) and therefore that percentage of the workforce does not have to commute out of the City for employment. The submitter considers that this measurement is not meaningful on the basis that it treats a territorial authority's boundary in isolation and does not recognise, for instance, employment areas directly adjoining Waitakere City where commuting may be relatively short and convenient (i.e. Rosebank Road). The submitter considers that the issue should centre on the relationship between residents, sub-regional centres and the transport system. The submitter also objects to the 60% employment target on the basis it is yet to be demonstrated whether it is either sustainable or appropriate in the regional context.

In response to this submission, the Panel notes that there is strong empirical evidence that Waitakere City has one of the highest workforce/employment imbalances in the Region as shown on the census information below<sup>2</sup>.

<sup>2</sup> Submission by Waitakere City Council on the draft Auckland Business Location Strategy pg 4.



Furthermore, the proposed target of 60% of Waitakere City's population working within its District is similar to existing ratios that exist in North Shore City, Auckland City and Manukau City. In this context, the Panel considers that Waitakere City is clearly over-represented with other cities in the Region with regard to the ratio of workforce to employment.

It is acknowledged that the relationship between where people live and work is not merely a sub-regional issue. Clearly many residents of Waitakere City would continue to work in other parts of the Auckland region, even after the anticipated effects of the Plan Changes have become apparent. However, a key aspect of the Plan Changes is the provision for greater employment opportunities within reasonable proximity to where Waitakere residents live. The intention of this is to address in part the severe peak hour traffic congestion that arises as workers travel significant distances across the region to arrive at their place of employment.

On the basis of the above census information, it is considered that the proposed target of 60% of the workforce working in Waitakere (i.e. no more than 40% commuting outside the District) is reasonable within a regional context. Further to this, the Northern and Western Sectors Agreement (signed by the submitter amongst others) agrees to a 60% target for the labour force working locally.

A target of 60% of Waitakere City's population working within its District promotes the sustainable management of natural and physical resources and is good for the health and wellbeing of the community for the following reasons:

- It places less burden on existing motorway and arterial infrastructure which is currently under considerable pressure from commuter traffic;
- It places less pressure on public transport infrastructure which is currently underdeveloped and does not meet the needs of a flexible commuter population;
- Living and working locally contributes the health and wellbeing of people and communities through less commuting time each day, the ability to walk or cycle to work and increased work flexibility (part-time, flexi-shift and telecommuting etc);
- It places less pressure on non-renewable fuel resources; and
- It creates more opportunities to sustain and develop businesses that support the local workforce.

The Panel consider that the plan changes promoted by the Council are addressing this issue in a comprehensive, co-ordinated and sustainable manner consistent with the above statements. Whilst the Massey North Plan Change does create new greenfield areas for business activity, this has been undertaken in conjunction with new town centre development and residential growth areas. In addition, Plan Change 17 promotes a comprehensive range of changes to the Community and Environment rules in New Lynn to promote intensification on existing "brownfield" areas, whilst Plan Change 14 provides for an employment-related corridor between the new motorway extension and Hobsonville Road. On the basis of the above, the Panel recommend that the submission be rejected. The Panel notes the recommendations associated with this matter in the Growth Report, as it addresses submission 250/183.

**Panel Recommendation 5.2.3.1:**

That submission 250/180 be rejected.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

**(b) Objective 0 Retail Activities**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
107/90	Westfield (New Zealand) Limited	Amend Objective 0 as follows (or words to like effect) (addition underlined and deletion in strikethrough): <i>“To manage growth in such a way ..... around town centres <del>and transport corridors</del>, well integrated, with high amenity values and providing appropriately for additional population, employment, community and business services (<u>including retail</u>), by managing .....”</i>	<b>Supported By:</b> 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd <b>Support and Opposed By:</b> 208 Sylvia Park Business Centre Limited
108/123	Progressive Enterprises Limited	Amend Objective 0 by deleting those words struck through, and adding those words underlined (or words to like effect): <i>“To manage growth in such a way .....<del>around town centres and transport corridors</del>, well integrated, with high amenity values and providing appropriately for additional population, employment, community and business services (<u>including retail</u>), by managing .....”</i>	<b>Supported By:</b> 208 Sylvia Park Business Centre Limited 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd

**Evidence**

Evidence referred back to earlier evidence seeking the definition of the term “corridor” in the Council’s Plan Changes. The evidence also refers to Policy 0.2, which specifically address Waitakere City’s town centres, and so the reference to “...business (including retail)...” is clearly, in the Panel’s view, related to those three town centres. These specific references do not therefore necessitate the inclusion of a generic, non-specific reference to “...business (including retail)...” in Objective 0.

**Discussion:**

The submitters seek amendments to Objective 0 so that it specifically refers to “town centres” and excludes “transport corridors”. The submitters also seek a specific reference to “retail” activity under the reference to “community and business services”. The submitters are particularly concerned about the potential provision for retail development in the Northern Strategic Growth Area (“NorSGA”) corridor and “key transport corridors” as referred to in Plan Change 16 on the basis that ad hoc retail development outside high density centres, town centres and sub-regional centres is likely to compromise the functioning of such centres.

The Panel notes that a centres-based policy is closely tied to the Council’s overall strategy for urban consolidation and its obligations to provide for an intergraded land transport and land use provisions consistent with the ARPS. A key component of that consolidation strategy is the management of retail and business development and centres.

The Panel also notes that Plan Change 16 promotes the centralisation of retail and business activities, particularly within existing and proposed town centres. The strategy also enables some business development along major roads, subject to policy and assessment criteria, as a means of encouraging consolidation of urban activities. This is the case with the proposed business corridor between Hobsonville Road and the new motorway extension. This location, however, is not considered by the Panel to be appropriate for retail activities that are traditionally found in retail and town centres.

The Panel understands that Objective 0 is a broad objective intended to cover all aspects of planned urban growth and as such needs to consider all aspects of urban growth rather than retail activity in isolation. To limit the focus of urban growth to town centres only would in the Panel’s view be inconsistent with the Council’s urban growth strategy and would not enable the range of other urban, and especially employment-based activities, that are not otherwise best suited to high density centres and town centres. On this basis, the Panel recommends that the submission be rejected.

### Panel Recommendation 5.2.3.2:

That submissions 107/90 and 108/123 be rejected.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

### (C) Issue 5 Sub regional centres

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
250/179	Auckland Regional Council	Amend issue 5 to refer to New Lynn, Henderson and Westgate as sub-regional centres, as per the Auckland Regional Policy Statement, not "town centres".	<b>Supported By:</b> 300 IMF Westland Ltd

#### Evidence

While the submitter gave evidence on some of its submissions addressed in this report, however it made no comment on this point of submission.

#### Discussion:

The submitter wishes to achieve consistency in terminology between the proposed plan changes notified under the Local Government (Auckland) Amendment Act and the ARPS. It is noted that Issue 5 refers to these urban areas as both "centres" and "town centres". The Panel considers that district planning documents need to avoid unnecessary jargon terms and use terms that have a plain and simple meaning at the district level. "Town centres" is a term that is considered by the Panel to be easily understood and recognised by all users of the District Plan and within the proposed plan changes. Accordingly, it is recommended that the references be changed to "town centres" with a bracketed reference be placed into the paragraph linking back to the ARPS terms as follows:

*"Council has a strategic policy of directing growth into its three primary town centres as identified in the ARGS – New Lynn, Henderson, and Westgate/Massey North ("town centres" includes "sub-regional centres outlined in the ARPS).*

### Panel Recommendation 5.2.3.3:

That submission 250/179 be accepted in part.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

### (d) Policy 0.10 Employment Land

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
300/101	IMF Westland Ltd	Delete Policy 0.10 unless the criteria and the basis of assessment are provided in order to clearly assess the merits of a proposal.	<b>Support and Opposed By:</b> 81 IB, GA and IE Midgley

#### Evidence

The submitter agreed with the officers reporting on this matter, and the changes recommended.

#### Discussion:

The submitter identified an apparent ambiguity between the statement in Policy 0.10 and Policy 0.9 that peripheral urban growth should be restricted to those areas subject to the current proposed plan changes.

Policy 0.9 specifically identifies those urban growth areas subject to the proposed plan changes and as recognised in the Regional Growth Strategy and the Northern and Western Sectors Agreement and states that peripheral urban growth be limited to these areas. However, the Panel notes that the explanation of this Policy also specifically identifies that monitoring of residential household growth needs to occur as this may lead to a requirement for further urban land to be established. The explanation also states that any departure from the Policy will require justification and a critical examination of the success of consolidation policies. Policy 0.10 relates specifically to the monitoring of employment land and the need to promote

additional plan changes to provide for additional business land. As with the explanation for Policy 0.9, any desire to provide more urban land for employment needs to subject to the same levels of justification and critical examination.

The Panel recommends, however, that Policy 0.10 be amended to reflect the need for robust justification as stated in the explanation for Policy 0.9.

Waitakere City Council also submitted on Policy 0.10 to clarify the following issues:

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
257/320	Waitakere City Council	Amend Policy 0.10 and its associated 'Explanation' to provide for the careful management of future 'Employment Area' development, particularly in and around existing and future town centres. Employment land should also be appropriately located so that land use and transportation development can be integrated and environmental effects minimised.	<b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd 142 PLC New Zealand Ltd 213 CSR Building Products NZ Ltd ('Monier Brickmakers') 214 Henkel NZ Ltd (The Sellotape Company) 215 Huhtamaki NZ Limited 216 Waitakere Working Environment Group 217 Sullivan & Armstrong Building Supplies Ltd (Placemakers New Lynn)
257/321	Waitakere City Council	Amend Policy 0.10 by adding those words in italics and underlined (or words to like effect): <i><u>"Ad hoc employment/business growth in inappropriate environments shall be avoided."</u></i> The supply of, and demand for, employment land should be continuously monitored so that sufficient land remains available to accommodate the city's employment growth and business needs. If necessary, further plan changes should be initiated at any time as necessary to provide for employment / business land needs."	<b>Supported By:</b> 142 PLC New Zealand Ltd 213 CSR Building Products NZ Ltd ('Monier Brickmakers') 214 Henkel NZ Ltd (The Sellotape Company) 215 Huhtamaki NZ Limited 216 Waitakere Working Environment Group 217 Sullivan & Armstrong Building Supplies Ltd (Placemakers New Lynn) <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd

## Evidence

Representatives from Waitakere City Council sought that the policies be amended as indicated in the hearing report.

The Panel notes that this submission seeks to clarify the intention of Policy 0.10 that ad hoc employment/business growth in appropriate locations should be avoided. This would include areas outside the existing or approved MUL. The Panel considers that the proposed relief sought by the Council gives adequate certainty and scope to ensure that Policy 0.10 is not inconsistent with regional planning documents. However, in the interests of clarity, Policy 0.10 should also be amended to explicitly refer to land within the MUL. Such an amendment could read as follows:

*"Ad hoc employment/business growth in inappropriate environments shall be avoided. However, the supply of, and the demand for, employment land within the Metropolitan Urban Limits should be continuously monitored so that sufficient land remains available to accommodate the City's employment growth and business needs. If necessary, further plan changes should be initiated at any time as necessary to provide for employment / business needs."*

The Explanation for Policy 0.10 should be amended as follows:

**Explanation**

If the percentage of people employed in the city relative to the resident workforce is to increase then every opportunity needs to be taken to provide for employment growth. Land suitable for business (including industrial) development is a scarce resource. Those areas which have been identified for such activity, including Working Environments and employment areas outside town centre cores, need to be reserved and protected for employment purposes. Further areas also need to be provided, particularly in locations which offer flexibility for business of a variety of types and scale, and in locations accessible to transport networks. The ability of the city's resources to meet demands for business location shall be strictly monitored and factors such as the expected rate of population and household growth may change and have an impact on if or when further land is required. If found to be necessary, further district plan changes will be promulgated to provide for those demands. However, any departure from this policy will require justification in terms of relevant regional policy instruments and agreements, and a critical examination of the success of consolidation policies.

**Panel Recommendation 5.2.3.4:**

That submissions 300/101, 257/320 and 257/321 be accepted in part and that Policy 0.10 be reworded as outlined above.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

**(e) Policy Section 6.1.2 Attracting Business**

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
300/102	IMF Westland Ltd	Amend Policy Section 6.1.2, the paragraph commencing "In the last decade...." To insert an additional item being: <i>(iii) Further emphasis in the region of the Albany and Manukau nodes that are significant regional attractors to business due to scale and opportunities for significant aggregation of economic uses in new and attractive locations that are growing. The City has failed to adequately compete regionally for necessary employment due to the lack of green field opportunities of scale that exist within commercially desirable urban locations in the City.</i>	<b>Opposed By:</b> 250 Auckland Regional Council <b>Support and Opposed By:</b> 81 IB, GA and IE Midgley

**Evidence**

The evidence from the submitter reasserts the submitter's view that the suggested text be inserted into Policy 6.1.2.

**Discussion:**

The Panel understands that Section 6.1.2 Theme Two: City Form describes the pattern of urbanisation in Waitakere City post-World War II, and the planning issues that have resulted from this pattern. Section 6.1.2 states that the pattern of urban development, with its lower population densities, vehicle dominated street pattern and reliance on private vehicle transport has become unsustainable. Section 6.1.2 also states that recent changes in the last decade have reinforced the unsustainable nature of this City form including the decline of city/resident workforce ratio and the emergence of large scale retailers in areas highly accessible by car.

The submitter seeks an additional item within Section 6.1.2 seeking recognition that the growth of the Albany and Manukau sub-regional centres and a perceived failure by the City to compete regionally for employment related opportunities has reinforced the unsustainability of the post-World War II urban form. The Panel considers that this matter is adequately addressed by the existing text in Section 6.1.2, and no amendment is necessary.

**Panel Recommendation 5.2.3.5:**

That submission 300/102 be rejected

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

**(f) Policy Section 6.1.1 Terminology**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
107/85	Westfield (New Zealand) Limited	Amend Part 6.1.1 Theme One: Environmental Thresholds, ninth paragraph as follows (addition underlined and deletion in strikethrough): <i>“.....At the strategic level this involves a focus on intensification around the major town centres (New Lynn, Henderson and Massey North) with a secondary emphasis on other town centres <u>along</u> <del>and</del> regional road routes. ....”.</i>	<b>Supported By:</b> 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd <b>Support and Opposed By:</b> 208 Sylvia Park Business Centre Limited
108/118	Progressive Enterprises Limited	Amend Part 6.1.1 Theme One: Environmental Thresholds, ninth paragraph by deleting the struck through word and adding the word underlined (or words to like effect): <i>“...At the strategic level this involves a focus on intensification around the major town centres (New Lynn, Henderson and Massey North) with a secondary emphasis on other town centres <u>along</u> <del>and</del> regional road routes.....”.</i>	<b>Supported By:</b> 208 Sylvia Park Business Centre Limited 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd

**Policy Section Objective 0 Terminology**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
108/115	Progressive Enterprises Limited	Amend Objective 0 by deleting the struck through word, and adding the word in italics and underlined (or words to like effect): <i>“To manage growth in such a way ..... – focused in and around town centres <u>along</u> <del>and</del> transport corridors.....”.</i>	<b>Supported By:</b> 208 Sylvia Park Business Centre Limited 300 IMF Westland Ltd <b>Opposed By:</b> 115 JH Lockington and DA Lyon 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd 110 Warehouse Stationery Limited
107/82	Westfield (New Zealand) Limited	Amend Objective 0 as follows (addition underlined and deletion in strikethrough): <i>“To manage growth in such a way ..... focused in and around town centres <u>along</u> <del>and</del> transport corridors .....”.</i>	<b>Supported By:</b> 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd <b>Support and Opposed By:</b> 208 Sylvia Park Business Centre Limited

**Evidence**

The submitter sought consistency of terminology within the District Plan changes.

**Discussion:**

Waitakere City Council - Proposed Plan Changes 13-18 - Report WCC 5 - Panel Recommendation Report of 28 May 2007 adopted as decisions of Waitakere City Council on 20 June 2007 - printed 31 July 2007.

The Panel notes that the submitters both seek a change in the wording of the two provisions by replacing “and” with “along”, so that the meaning of the provisions is amended as sought. The District Plan places primary importance on the three major town centres, and places a secondary importance on other (smaller) town centres and regional road routes. The Panel considers that by changing the reference to “along regional road routes” the whole meaning changes. The provision would only refer to the “other town centres” located “along regional road routes” rather than the regional road routes and any smaller town centres not on regional road routes having a secondary emphasis. The Panel notes that it has recommended that the word “transport” be replaced by “high density” as a result of submission 107/88 (Transport Report).

**Panel Recommendation 5.2.3.6:**

That submissions 107/82, 107/85, 108/115 and 108/118 be rejected.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

**(g) Policy Section 6.1.1 Theme Two Terminology**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
107/86	Westfield (New Zealand) Limited	Amend Policy Section 6.1.1 Theme Two: City Form, last paragraph by deleting those words struck through: <i>“The approach that the District Plan has adopted is to integrate land use a[nd] transport planning by reinforcing the centralisation of key activities around existing town centres (particularly New Lynn, Henderson and Massey North/Westgate), <del>railway stations and transport centres and regional roads</del>. . . . .”</i>	<b>Supported By:</b> 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 250 Auckland Regional Council 109 The Warehouse Ltd <b>Support and Opposed By:</b> 208 Sylvia Park Business Centre Limited
108/119	Progressive Enterprises Limited	Amend Part 6.1.1 Theme Two: City Form, last paragraph by deleting those words struck through: <i>“The approach that the District Plan has adopted is to integrate land use a[nd] transport planning by reinforcing the centralisation of key activities around existing town centres (particularly New Lynn, Henderson and Massey North/Westgate), <del>railway stations and transport centres and regional roads</del>”</i>	<b>Supported By:</b> 208 Sylvia Park Business Centre Limited 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 250 Auckland Regional Council 109 The Warehouse Ltd

**Evidence**

The submitter sought consistency of terminology within the District Plan Changes.

**Discussion:**

As with the discussion above for submissions 107/85 and 108/118, the Panel notes that both submitters seek that references to the Council’s corridors-based policy be deleted. The submissions also acknowledge a simple typographical error.

The Panel considers that the proposed plan changes clearly provide for a centres-based approach with urban development as a primary focus (especially for high intensity and retail activities) while also promoting a corridors-based policy, especially for employment activities along regional road routes. In these areas retail activities suited to town centres are not encouraged. Accordingly, the Panel considers that deleting reference to “railway stations and transport centres and regional roads” would not be inconsistent with the Council’s overall growth concept. For this reason, the Panel recommends that the submission be deleted.

The Panel recommends however, that the typographical error recognised in both the submissions be corrected so that the provision reads:

*“The approach that the District Plan has adopted is to integrate land use ~~a~~ and transport planning by reinforcing the centralisation of key activities around existing town centres (particularly New Lynn, Henderson and Massey North/Westgate), railway stations and transport centres and regional roads ...”*

**Panel Recommendation 5.2.3.7:**

That submissions 107/86 and 108/119 be rejected, but correction of the typographical error be accepted as outlined above.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

**(h) Objective 0 Explanation Retail Activities**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
108/124	Progressive Enterprises Limited	Amend the plan change by including the following addition after the second paragraph of the Explanation (or words to like effect): <i><u>“This objective recognises the benefits of a centres based approach include reduced vehicle trips (both in terms of distances and trip numbers) and the creation of compact mixed use centres which have a high level of urban amenity”.</u></i>	<b>Supported By:</b> 208 Sylvia Park Business Centre Limited 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd
107/91	Westfield (New Zealand) Limited	Amend the plan change by including the following addition after the second paragraph of the Explanation (or words to like effect): <i><u>“This objective recognises the benefits of a centres based approach include reduced vehicle trips (both in terms of distances and trip numbers) and the creation of compact mixed use centres which have a high level of urban amenity”.</u></i>	<b>Supported By:</b> 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd <b>Support and Opposed By:</b> 208 Sylvia Park Business Centre Limited

**Evidence**

The submitters accepted the recommendation of the reporting planner.

**Discussion:**

The Panel notes that the submitter seeks an additional comment in the Explanation for Objective 0 that recognises the positive benefits of a centres-based approach. The submitter considers this to be consistent with the Council’s approach to growth, and would add additional meaning and understanding to the explanation of Objective 0. The Panel notes the word “include” appears to be in the wrong tense and would have better meaning if it were changed to “including”. The amendment to the provision would therefore read as follows:

*“This objective recognises the benefits of a centres based approach including reduced vehicle trips (both in terms of distances and trip numbers) and the creation of compact mixed use centres which have a high level of urban amenity”.*

**Panel Recommendation 5.2.3.8:**

That submission 108/124 and 107/91 be accepted in part with the second paragraph of the Explanation for Objective 0 amended as outlined above.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

**(i) Issue 5.0 Specific Bullet 7**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
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Waitakere City Council - Proposed Plan Changes 13-18 - Report WCC 5 - Panel Recommendation Report of 28 May 2007 adopted as decisions of Waitakere City Council on 20 June 2007 - printed 31 July 2007.

108/122	Progressive Enterprises Limited	Amend Issue 5.0 Specific, bullet 7, by adding those words underlined (or words to like effect): <i>“Ensuring that newly developed or redeveloped areas are adequately supported by community services, business activities (including retail), infrastructure and transport networks”.</i>	<b>Supported By:</b> 208 Sylvia Park Business Centre Limited 300 IMF Westland Ltd <b>Opposed By:</b> 250 Auckland Regional Council
107/89	Westfield (New Zealand) Limited	Amend Issue 5.0 by adding those words underlined (or words to like effect): <i>“Ensuring that newly developed or redeveloped areas are adequately supported by community services, business activities (including retail), infrastructure and transport networks”.</i>	<b>Supported By:</b> 300 IMF Westland Ltd <b>Opposed By:</b> 250 Auckland Regional Council <b>Support and Opposed By:</b> 208 Sylvia Park Business Centre Limited

### Evidence

The submitter sought consistency of terminology within the District Plan Changes.

### Discussion:

The submitter seeks a specific bracketed reference to “retail” activity under the reference to “business activities”. The Panel considers that while this would provide one interpretation that provides clarification of “business activities” it is considered that such clarification is not necessary. This is because specific bullet point 4 refers to mixed use, and the revised definition of mixed use refers to retail in relation to the development and re-development of land. For this reason, the Panel recommends that the submission be rejected.

### Panel Recommendation 5.2.3.9:

That submissions 107/89 and 108/122 be rejected.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

### (j) Issue 5 Policy 0.10 Employment land

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
250/194	Auckland Regional Council	Delete policy 0.10 and add a new policy requiring the monitoring of urban growth, including the implications of the adopted land use on transport patterns and costs.	<b>Opposed By:</b> 300 IMF Westland Ltd 142 PLC New Zealand Ltd 213 CSR Building Products NZ Ltd (‘Monier Brickmakers’) 214 Henkel NZ Ltd (The Sellotape Company) 215 Huhtamaki NZ Limited 216 Waitakere Working Environment Group 217 Sullivan & Armstrong Building Supplies Ltd (Placemakers New Lynn)

### Evidence

While the submitter gave evidence, no specific reference to this submission was made.

### Discussion:

The submitter seeks the deletion of Policy .010 and its replacement with a policy to monitor urban growth including the implications of the adopted land use on transport patterns and costs. However, the Panel notes that Policy 0.10 is an objective that is particularly focused on the provision of employment and business land. The provision of additional employment business land to meet the needs of the community is a strategic objective of the Council, and in particular, the desire to have a greater percentage of employment within the City and the corresponding in terms of transport efficiency and community wellbeing. For this reason, the Panel recommends that the submission be rejected.

**Panel Recommendation 5.2.3.10:**

That submission 250/194 be rejected.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

**(k) Policy Section Objective 0 – Explanation Terminology**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
108/116	Progressive Enterprises Limited	Amend the fifth paragraph of the Objective 0 Explanation by deleting those words struck through: <i>“The objective is to create compact urban development focused on town centres/<del>transport nodes</del> which has strong provision .....</i> ”.	<b>Supported By:</b> 208 Sylvia Park Business Centre Limited 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 250 Auckland Regional Council 109 The Warehouse Ltd
107/83	Westfield (New Zealand) Limited	Amend the fifth paragraph of the Objective 0 Explanation by deleting those words struck through: <i>“The objective is to create compact urban development focused on town centres/<del>transport nodes</del> which has strong provision .....</i> ”.	<b>Supported By:</b> 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 250 Auckland Regional Council 109 The Warehouse Ltd <b>Support and Opposed By:</b> 208 Sylvia Park Business Centre Limited

**Evidence**

The submitter states that there is no definition of “transport nodes” in the District Plan.

**Discussion:**

The Panel notes that the submitter seeks the deletion of the reference to “transport nodes” as part of the explanation for Objective 0. The submitter supports the proposed plan change in as far as it promotes a centres-based approach (particularly retail) for business development, but is opposed to business development along corridors and within transport nodes.

The proposed plan change seeks to provide for a centres-based approach to urban development as a primary focus (especially for high intensity and retail activities) while also promoting a corridors-based policy, especially for employment activities along regional road routes. In corridors, high intensity retail activities more suited to town centres are not encouraged. Accordingly, the Panel considers that changing the wording as sought would be inconsistent with the Council’s overall growth concept. For this reason, the Panel recommends that the submission be rejected.

**Panel Recommendation 5.2.3.11:**

That submissions 108/116 and 107/83 be rejected.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

**(l) Policy Section 6.2.4 Retail Activities and Employment Growth**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
108/109	Progressive Enterprises	Amend Section 6.2.4 Retail Activities and Employment Growth by adding those words	<b>Supported By:</b> 208 Sylvia Park Business

	Limited	in italics and underlined (or words to like effect): <i>“Taking all of the above in to account, the following issues need to be recognised when sustainably managing the effects from retail activity:-  <u>The location of retail uses outside high density centres may result in increased vehicle trips and subsequent adverse effects on the efficiency of the traffic network”.</u></i>	Centre Limited 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd
107/76	Westfield (New Zealand) Limited	Amend Section 6.2.4 Retail Activities and Employment Growth by adding those words underlined (or words to like effect): <i>“Taking all of the above in to account, the following issues need to be recognised when sustainably managing the effects from retail activity:-  <u>The location of retail uses outside high density centres may result in increased vehicle trips and subsequent adverse effects on the efficiency of the traffic network”.</u></i>	<b>Supported By:</b> 300 IMF Westland Ltd <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd <b>Support and Opposed By:</b> 208 Sylvia Park Business Centre Limited

### Evidence

The submitter accepted the report writers recommendation.

### Discussion:

The submitter seeks to add the above issue to the list of issues in Section 6.2.4. However, this issue appears to be addressed in the 8<sup>th</sup> and 9<sup>th</sup> bullet points which state:

- *“Urban consolidation is also important in order to reduce the environmental impacts of motor vehicles. A focus of retail activities in town centres (most of which are centrally located) and on existing and/or proposed passenger transport routes will increase the viability of passenger transport, reduce vehicle trip frequency and length and relieve the wider pressures on the City’s water and land resources, infrastructural systems and ecosystem stability, which arise from the outward expansion of the urban area.*
- *The strategy also recognises a need to respond to the important economic and social needs of the community, represented by the physical environment within town centres. That physical environment relies substantially on the retail sector and could suffer through the establishment of inappropriate retail development elsewhere. It is important to ensure the adverse effects on the social amenity derived from such facilities and services are avoided, remedied or mitigated.”*

For this reason, the Panel considers that the addition of the extra text as sought by the submitters is considered to be unnecessary and repetitive. The Panel recommends that the submissions be accepted in part as the relief sought is already addressed in the current provisions.

### Panel Recommendation 5.2.3.12:

That submissions 108/109 and 107/76 be accepted in part, with no amendments required.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

### (m) Issue – Managing City Growth Policy 0.3 Providing for All Retail Formats

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
109/117	The Warehouse Ltd	Amend Policy 0.3 by adding those words underlined: <i>“Opportunities for intensive residential and mixed use development, <u>including all retail formats</u>, in town centres other than New Lynn, Henderson and Massey North/Westgate, and also around town</i>	<b>Opposed By:</b> 108 Progressive Enterprises Limited 250 Auckland Regional Council 107 Westfield (New Zealand) Limited 208 Sylvia Park Business

		<i>centres and on <u>major traffic routes</u>, should be provided for and encouraged.”</i>	Centre Limited 300 IMF Westland Ltd
110/117	Warehouse Stationery Limited	Amend Policy 0.3 by adding those words underlined: <i>“Opportunities for intensive residential and mixed use development, <u>including all retail formats</u>, in town centres other than New Lynn, Henderson and Massey North/Westgate, and also around town centres and on <u>major traffic routes</u>, should be provided for and encouraged.”</i>	<b>Opposed By:</b> 108 Progressive Enterprises Limited 250 Auckland Regional Council 107 Westfield (New Zealand) Limited 208 Sylvia Park Business Centre Limited
111/114	The National Trading Company of New Zealand Limited	Amend Policy 0.3 by adding those words underlined: <i>“Opportunities for intensive residential and mixed use development, <u>including all retail formats</u>, in town centres other than New Lynn, Henderson and Massey North/Westgate, and also around town centres and on <u>major traffic routes</u>, should be provided for and encouraged.”</i>	<b>Opposed By:</b> 208 Sylvia Park Business Centre Limited 108 Progressive Enterprises Limited 250 Auckland Regional Council 107 Westfield (New Zealand) Limited

### Evidence

Evidence was presented on Policy 0.3 by National Trading Company. The submitter seeks to avoid litigation associated with retail development because policies and rules in district plans do, in the submitter's view, provide for the provision of all retail formats. The Warehouse Ltd sought that the relief sought in its submission be granted.

### Discussion:

The submitters seek that Policy 0.3 be amended to specifically refer to “*all retail formats*” with regard to activities in town centres other than New Lynn, Henderson and Massey North/Westgate. The submitters also seek an amendment from “*regional traffic routes*” to “*major traffic routes*” in terms of where such activities should be encouraged.

Retail formats come in a variety of forms, some of which are more appropriate in high density town centres than others. To provide a blanket endorsement of all retail formats in all town centres would not be sound resource management practice as it would not differentiate between the various forms of retail and their different environmental effects. Policy 0.3 seeks to encourage residential and mixed use development in the City's town centres other than New Lynn, Henderson and Massey North, to support those smaller town centres. Retail is already established in those centres. Development of vacant land and re-development of existing shopping areas is enabled by the District Plan. The text inclusions sought by the submitter is not appropriate, as Policy 0.3 aims to address shortfalls in residential and mixed use development in smaller town centres, not retail.

With regard to the change of wording for “*traffic routes*” from “*regional*” to “*major*”, the submitter offered no resource management reasoning why this wording change is necessary.

### Panel Recommendation 5.2.3.13:

That submissions 109/117, 111/114 and 110/117 be rejected.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

### (n) Issue – Managing City Growth Policy 0.9 – Hobsonville Village Centre Provision for retail activities predominantly accessed by car near motorway interchange

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
109/119	The Warehouse Ltd	Amend the explanation for the Hobsonville Village Centre of Policy 0.9 to insert the words “, <i>including the operators of car focussed retail</i> ”, after the words “to the commercial sector”.	<b>Opposed By:</b> 258 Auckland Regional Transport Authority 108 Progressive Enterprises Limited

			250 Auckland Regional Council 107 Westfield (New Zealand) Limited 208 Sylvia Park Business Centre Limited
110/119	Warehouse Stationery Limited	Amend the explanation for the Hobsonville Village Centre of Policy 0.9 to insert the words “, <i>including the operators of car focussed retail</i> ”, after the words “to the commercial sector”.	<b>Opposed By:</b> 258 Auckland Regional Transport Authority 107 Westfield (New Zealand) Limited 108 Progressive Enterprises Limited 250 Auckland Regional Council 208 Sylvia Park Business Centre Limited
111/116	The National Trading Company of New Zealand Limited	Amend the explanation for the Hobsonville Village Centre of Policy 0.9 to insert the words “, <i>including the operators of car focussed retail</i> ”, after the words “to the commercial sector”.	<b>Opposed By:</b> 107 Westfield (New Zealand) Limited 208 Sylvia Park Business Centre Limited 108 Progressive Enterprises Limited 258 Auckland Regional Transport Authority 250 Auckland Regional Council 259 Transit New Zealand

### Evidence

The Panel heard evidence on these submissions from National Trading Company. The evidence sought appropriate reference to large format retail, without reference to the location of speciality stores along its outer walls. The Warehouse Ltd sought that the relief sought in its submission be granted.

### Discussion:

The submitters seek specific reference to “*operators of car focussed retail*” in the Explanation for the Hobsonville Village Centre in Policy 0.9. It is noted that in Policy 11.39 to Proposed Plan Change 14 the following is stated about the Hobsonville Village Centre:

*“The Hobsonville Village Centre is a Special Area that will primarily provide for employment and retail opportunities that will service projected population growth at Hobsonville and the Hobsonville Peninsula. The retail node should consist of a mix of large format retail sleeved by specialty retail stores to provide a variety of shopping experiences at the Centre.”*

The Panel considers that this specific statement in Policy 11.39 adequately recognises the type of retail activities sought by the submitters (the term “*large format retail*” being relatively synonymous with the term “*car focused retail*”). On this basis, the relief sought by the submitter is adequately provided in Policy 11.39.

### Panel Recommendation 5.2.3.14:

That submissions 109/119, 111/116, and 110/119 be accepted in part, with no amendments required.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

### (o) Whole Plan Change Local Employment

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
330/3	The Michael Bridgford Family Trust	Support the Proposed Plan Change 16 – Massey North	

### Evidence Presented:

The Panel did not receive evidence in support of this submission from the submitter or its representatives at the hearing for this report.

### Discussion:

This is a submission indicating general support for the whole of Plan Change 16 as notified.

### Panel Recommendation 5.2.3.15:

That submission 330/3 be accepted.

### (p) Whole Plan Change Special Area Rules Job Opportunities

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
4/5	Rexford Family Trust	Retain in Plan Change 16 the provision for job opportunities embedded in these plan changes.	

### Evidence Presented:

The Panel did not receive evidence in support of this submission from the submitter or its representatives at the hearing for this report.

### Discussion:

This submission indicates general support for the whole Plan Change as notified with particular reference to the provision for job opportunities. As the creation of additional urban zoned land for employment activities within Waitakere City is a specific outcome sought by this plan change, the Panel recommends that the submission be accepted.

### Panel Recommendation 5.2.3.16:

That submission 4/5 be accepted.

### (q) Policy Theme 2: 6.1.2 City Form

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
203/24	AMP NZ Property Development Ltd & AMP Capital Investors (NZ) Ltd	Retain the current passages in Part 6.1.2 (Theme Two: City Form) that are proposed in the plan change to be deleted relating to retail trends and the concern regarding the location of retail activities.	<b>Supported By:</b> 81 IB, GA and IE Midgley <b>Opposed By:</b> 110 Warehouse Stationery Limited 111 The National Trading Company of New Zealand Limited 109 The Warehouse Ltd 250 Auckland Regional Council

### Evidence

While the submitter gave evidence on its further submissions to submissions 257/412 and 257/486, no evidence was given on this submission.

### Discussion:

The submission refers to the discussion of City Form in Section 6.1.2 about the adverse effect that vehicle orientated subdivision and development has had on the City form. The Panel notes that proposed Plan Change seeks that Item (i) be deleted and replaced with a new Item (i), and item (ii) be amended as follows:

In the last decade, a number of changes have emerged which reinforce the unsustainable nature of this City form. These developments are:

~~“(i) The further decline of the employment within the city/resident workforce ratio. In 2003 the majority of the resident workforce was employed outside the city. This not only affects the economic health of the city, and the desirable balance of land use activity, but also results in traffic congestion and transport costs for residents.~~

~~(i) the relocation of retail activities away from traditional town centres, into areas where there is cheap accessible land capable of accommodating large stores (larger than those normally found in the core areas of the town centres), and providing for extensive car parks. Deregulation in the mid to late 1980s and rapid changes in technology have had a dramatic effect. Import quotas were reduced or abolished, retail trading hours were changed, and there were major changes in the liquor laws. The effects of these changes can probably be best seen in the larger supermarkets which now operate over greatly increased hours.~~

~~It is a change intended to pass transport costs on to residents. They would now bear the cost of travelling to the new centres, rather than the retailers who had previously absorbed the cost of transporting the goods to town centres and local shopping areas. This has occurred around Lincoln Road where there has been considerable pressure to expand as a retail centre. This relocation encourages vehicle trips as people travel across town to a number of areas, rather than carrying out their shopping within a relatively central area largely accessible by foot.~~

~~(ii) the centralisation of retail services traditionally supplied by dairies and local shops in residential areas. This is also part of the a general change mentioned above where retailers are seeking economies of scale that support the provision of large scale retail services in areas that are highly accessible by car.~~

~~A challenge to traditional urban form has come from the advent of home-occupations, which provide alternatives to the need to commute to other areas of the City, or the region. This has the potential to reduce car trips.”~~

The submitter seeks that the strikethrough text remains. The Panel notes the report writers statement that “...the Council has recognised that the development of town centres needs to recognise the range of employment and business activities in addition to retail activity. This is intended to create an appropriate mix of activities that will promote the sustainable intensification of town centres. On this basis the Panel considers that the existing passages should be amended to recognise this focus. The suggested wording of the passages is as follows:

(i) The relocation of employment and business activities away from traditional town centres, into areas where there is cheap accessible land capable of accommodating large stores or businesses (larger than those normally found in the core areas of the town centres), and providing for extensive car parks. Deregulation in the mid to late 1980s and rapid changes in technology have had a dramatic effect. Import quotas were reduced or abolished, retail trading hours were changed, and there were major changes in the liquor laws. The effects of these changes can probably be best seen in the larger supermarkets which now operate over greatly increased hours.

It is a change intended to pass transport costs on to residents. They would now bear the cost of travelling to the new centres, rather than the retailers who had previously absorbed the cost of transporting the goods to town centres and local shopping areas. This has occurred around Lincoln Road where there has been considerable pressure to expand this area as a retail and employment centre. This relocation encourages vehicle trips as people travel across town to a number of areas, rather than carrying out their shopping within a relatively central area largely accessible by foot.

(ii) The centralisation of retail and employment activities traditionally supplied by corner dairies and local businesses in residential areas. This is part of a general change mentioned above where retailers are seeking economies of scale that support the provision of large scale retail services in areas that are highly accessible by car.

A challenge to traditional urban form has come from the advent of home-occupations, which provide alternatives to the need to commute to other areas of the City, or the region. This has the potential to reduce car trips.

- (iii) The further decline of the employment within the city/resident workforce ratio. In 2003 the majority of the resident workforce was employed outside the City. This not only affects the economic health of the City, and the desirable balance of land use activity, but also results in traffic congestion and transport costs for residents...

The Panel consequently recommends that this amendment be accepted in part.

**Panel Recommendation 5.2.3.17:**

Submission 203/24 is accepted in part.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

**5.2.4 PLAN CHANGE 17**

**(a) Whole Plan Change Educational and Employment Initiatives**

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
299/12	Unitec New Zealand	Retain the Plan Change. Unitec supports the Waitakere City strategy to attract more of its citizens to work and be educated within their city.	

**Evidence Presented:**

The Panel did not receive evidence in support of this submission from the submitter or its representatives at the hearing for this report.

**Discussion:**

The Panel notes that the submitter supports the Plan Change on the basis that it will enable Waitakere City residents to work and be educated in the City.

**Panel Recommendation 5.2.4.1:**

That submission 299/12 be accepted.

**(b) Policy 11.19 Mixed use**

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
162/10	Redwood Group Limited	Retain policy 11.19 which encourages the residential use of town centres to enable intensification and enhance vibrancy and mix of uses.	<b>Opposed By:</b> 142 PLC New Zealand Ltd 213 CSR Building Products NZ Ltd ('Monier Brickmakers') 214 Henkel NZ Ltd (The Sellotape Company) 215 Huhtamaki NZ Limited 216 Waitakere Working Environment Group 217 Sullivan & Armstrong Building Supplies Ltd (Placemakers New Lynn)

**Evidence Presented:**

The Panel did not receive evidence in support of this submission from the submitter or its representatives at the hearing for this report.

**Discussion:**

The Panel notes that the submitter supports Policy 11.19 and seeks that it be retained. This Policy enables residential activities and the intensification of the New Lynn town centre in order to provide a mix of activities that will encourage vibrancy in the locality. A mix of uses in centres is imperative if the City is to remain compact and limit cross city /regional travel. The Panel recommends that this submission be accepted.

**Panel Recommendation 5.2.4.2:**

Waitakere City Council - Proposed Plan Changes 13-18 - Report WCC 5 - Panel Recommendation Report of 28 May 2007 adopted as decisions of Waitakere City Council on 20 June 2007 - printed 31 July 2007.

That submission 162/10 be accepted.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

## 5.2.5 PLAN CHANGE 18

### (a) Citywide Rule 4.0 Mixed Use

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
300/122	IMF Westland Ltd	Amend to insert an appropriate mixed use definition: <i>“Mixed use buildings are those buildings that deliver a residential use above ground floor retail or commercial use where such residential use is no less than 50% of the total Gross Floor Area of the building.”</i>	<b>Support and Opposed By:</b> 81 IB, GA and IE Midgley

#### Evidence

The submitter reiterated its preference for 50% of a building’s gross floor area be residential, and provided a revised version of the definition of mixed use.

#### Discussion:

The submitter has offered a definition to ensure that a minimum residential intensity is achieved. The Plan Change does contain a definition of “mixed use” (at the end of Citywide Rule 1 – General Apartment Design) as follows:

*“Mixed Use*

*means the integration of compatible land uses/activities in one locality, block or building and includes a mixture of Residential Activities and Non-Residential Activities such as apartments or medium density housing and commercial, retail, hospitality or recreational.*

The Panel considers that clarification of the nature of mixed use developments and where they occur is important. The submitter’s concern about unintended development occurring as a result of poor definition is recognised. The definition requested by the submitter includes a minimum residential component. This ratio is considered by the Panel to be too inflexible, as there is potential for mixed use to be a variety of both residential and non-residential activities, as indicated in the notified version of the definition.

The Council has clarified in its Transport Report (WCC No 3) that the term “transport corridors” should be amended to become “high density corridors”, and it is appropriate that this term be used in the revised definition. For this reason it is considered that the submission be accepted in part, and that while the nature of mixed use is clarified, the residential ratio sought by the submitter is not specifically included.

The amendments recommended in response to submissions 257/412 and 257/486 (below) are considered to achieve clarification of the definition, while reliance is placed on the imposition of specific ratios in identified mixed use areas.

#### Panel Recommendation 5.2.5.1:

That submission 300/122 be accepted in part, to the extent of the recommended change to the definition provided above.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
257/412	Waitakere City Council	Amend the Plan Change to clarify in policies and/or rules the minimum mixed use ratios that are expected for individual developments	<b>Opposed By:</b> 95 Housing New Zealand Corporation (1)

		involving mixed use activities.	109 The Warehouse Ltd 142 PLC New Zealand Ltd 213 CSR Building Products NZ Ltd (Monier Brickmakers) 214 Henkel NZ Ltd (The Sellotape Company) 215 Huhtamaki NZ Limited 216 Waitakere Working Environment Group 217 Sullivan & Armstrong Building Supplies Ltd (Placemakers New Lynn) 218 AMP Capital Investors (NZ) Limited 110 Warehouse Stationery Limited
257/486	Waitakere City Council	Amend the Plan Change to clarify in policies and/or rules the minimum mixed use ratios that are expected for individual developments involving mixed use activities.	<b>Opposed By:</b> 95 Housing New Zealand Corporation (1) 184 West Auckland Land Holdings Ltd 109 The Warehouse Ltd 142 PLC New Zealand Ltd 213 CSR Building Products NZ Ltd (Monier Brickmakers) 214 Henkel NZ Ltd (The Sellotape Company) 215 Huhtamaki NZ Limited 216 Waitakere Working Environment Group 217 Sullivan & Armstrong Building Supplies Ltd (Placemakers New Lynn) 218 AMP Capital Investors (NZ) Limited 110 Warehouse Stationery Limited

**Evidence Presented:**

The submitter presented a revised version of the definition of mixed use, and noted the evidence presented by AMP NZ Property Development Ltd & AMP Capital Investors (NZ) Ltd.

**Discussion:**

The submitter seeks that there be amendments to City Wide Rules 1, 2, 3, and 4 in Plan Change 18 to clarify policies and/or rules on what minimum mixed use ratios are expected for individual mixed use developments and or areas identified for mixed use activities. The Panel noted that clarification would be beneficial. This was provided in evidence from the submitter. Accordingly, it is recommended that the submission be accepted in part, and the definition revised as follows.

Mixed Use

means a *building* and/or a locality identified for mixed use where a combination of *residential activities* and *non-residential activities* is provided for by the *Plan*.

In the case of any new *building* proposed in a mixed use area identified on a urban concept plan, the ground floor of the *building* shall have a minimum internal stud height of 3.6 metres.

For the avoidance of doubt:-

- Mixed Use activities may only be located in a building and/or locality where allowed for Mixed Use purposes in the human Environment rules;
- In the case of *retail activities*, the Mixed Use *building* and/or identified mixed use area shall be subject to any rules relating to the size of premises or total quantum of *retail floorspace* as specified in the relevant rules;

- Mixed use buildings and/or identified Mixed Use areas shall meet all other relevant rules, including rules applicable in the relevant Human Environments and Special Areas and also the City-Wide Rules relating to Urban Design – Apartment Design, Site Analysis, Building Design Street Frontage, Residential Activities – Noise Attenuation.

The notified version of the definition has been expanded to provide the clarity and certainty sought by the submitter. It acknowledges the issues raised in evidence by AMP NZ Property Development Ltd & AMP Capital Investors (NZ) Ltd. It applies to both individual buildings and also to mixed use areas identified in the District Plan.

**Panel Recommendation 5.2.5.2:**

That submissions 257/412 and 257/486 be accepted in part.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

**(b) City Wide Rule 3.0 – General Performance Standards Provision for Large Format Retail**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
109/139	The Warehouse Ltd	If the whole Proposed Plan Change is not rejected and submission 109/138 is rejected, amend standards to enable large format retail to establish in a viable format.	<b>Supported By:</b> 184 West Auckland Land Holdings Ltd <b>Opposed By:</b> 208 Sylvia Park Business Centre Limited
110/139	Warehouse Stationery Limited	If the whole Proposed Plan Change is not rejected and submission 110/138 is rejected, amend standards to enable large format retail to establish in a viable format.	<b>Opposed By:</b> 208 Sylvia Park Business Centre Limited

**Evidence**

The Warehouse Ltd supported the officer’s recommendation on this matter.

**Discussion:**

The Panel notes that the submitter seeks that large format retail be enabled in a viable format should submission 110/138 be rejected or if the whole of Plan Change 18 is not rejected. Submission 110/138 seeks a number of amendments and deletions to provisions in Plan Change 18 focused on the provision for large format retail. This submission resides in the “Urban Design” report, and the Panel recommends that that submission be rejected. Consequently these two submissions are also rejected.

**Panel Recommendation 5.2.5.3:**

That submissions 109/139 and 110/139 be rejected.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

**(d) Policy 11.45 Providing for Large Format Retail**

<b>NO.</b>	<b>Submitter</b>	<b>Summary of Decision Sought</b>	<b>Further Submitter/s</b>
109/134	The Warehouse Ltd	If the whole Proposed Plan Change is not rejected, insert the words “ <i>Where practicable</i> ” at the beginning of the second sentence of the 2 <sup>nd</sup> bullet and replace the words “ <i>in all cases</i> ” with “ <i>where practicable</i> ” in the final sentence of the 2 <sup>nd</sup> bullet of Policy 11.45.	<b>Supported By:</b> 184 West Auckland Land Holdings Ltd <b>Opposed By:</b> 250 Auckland Regional Council 208 Sylvia Park Business Centre Limited
110/134	Warehouse Stationery Limited	If the whole Proposed Plan Change is not rejected, insert the words “ <i>Where practicable</i> ” at the beginning of the second sentence of the 2 <sup>nd</sup> bullet and replace the words “ <i>in all cases</i> ” with “ <i>where practicable</i> ” in the final sentence of the 2 <sup>nd</sup> bullet of Policy 11.45.	<b>Opposed By:</b> 208 Sylvia Park Business Centre Limited 250 Auckland Regional Council

## Evidence

The Warehouse Ltd sought that the relief sought in its submission be granted.

### Discussion:

The Panel notes that the submitters seek flexibility for the provisions in Policy 11.45 that sets out the design expectation for development at street frontages. As this is a policy and not a rule, these provisions are intended to provide design guidance to achieve an overall cohesive urban form through the application of consistent urban design principles. The appropriate application of design practicality and flexibility is through the performance standards and assessment criteria in section 3.0 of the Plan Change and this is also enabled through the resource consent process. Accordingly, the Panel considers that there is no particular resource management reason to build the degree of flexibility sought by the submitters into the policy.

### Panel Recommendation 5.2.5.4:

That submissions 109/134 and 110/134 be rejected.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

### (e) Policy Section Policy 11.45 Providing for Large Format Retail

NO.	Submitter	Summary of Decision Sought	Further Submitter/s
109/135	The Warehouse Ltd	If the whole Proposed Plan Change is not rejected, delete the 4 <sup>th</sup> bullet of Policy 11.45.	<b>Supported By:</b> 184 West Auckland Land Holdings Ltd <b>Opposed By:</b> 250 Auckland Regional Council 208 Sylvia Park Business Centre Limited
110/135	Warehouse Stationery Limited	If the whole Proposed Plan Change is not rejected, delete the 4 <sup>th</sup> bullet of Policy 11.45.	<b>Opposed By:</b> 208 Sylvia Park Business Centre Limited 250 Auckland Regional Council

## Evidence

The Warehouse Ltd sought that the relief sought in its submission be granted.

### Discussion:

The Panel notes that the submitter seeks the deletion of the 4<sup>th</sup> bullet point of Policy 11.45 which reads:

*“Larger format retail developments, including Mall type developments should be sleeved by outward facing, smaller scale activities along street frontages, avoiding large expanses of blank, inactive facades at street level. Along other street frontages, facades should be articulated. Doors, windows and openings should be provided.”*

The submitter's stated reason for deleting this policy is that strict design controls are often not practicable for large format retail developments. However, the Panel considers that the policy outlines broad urban design principles rather than strict design controls in order to achieve an overall consistency, coherency and quality of urban design for mixed use town centres. On this basis the Panel recommends that the provision remain, and that the submission be rejected.

### Panel Recommendation 5.2.5.5:

That submissions 109/135 and 110/135 be rejected.

That further submissions in support of or in opposition to the submissions noted above, are accepted or rejected in whole or in part, accordingly.

## APPENDIX 1 RECOMMENDED AMENDMENTS ARISING FROM REPORT WCC 5

Additions shown underlined, and deletions in ~~strikethrough~~.

### RECOMMENDED CHANGES TO PLAN CHANGE 14 – HOBSONVILLE VILLAGE CENTRE

Policy 11.38 – 9<sup>th</sup> bullet point be amended to read:

*“ensuring that transport and land use patterns are aligned to achieve sustainability, efficiency, ~~and~~ liveability, a competitive economy and a high quality of life underpinned by a quality environment and amenity.”*

[109/82]

[111/79]

### RECOMMENDED CHANGES TO PLAN CHANGE 15 – MASSEY NORTH

Policy 11.44 – 3<sup>rd</sup> bullet point be amended to read:

*“ensuring that transport and land use patterns are aligned to achieve sustainability, efficiency, ~~and~~ liveability, a competitive economy and a high quality of life underpinned by a quality environment and amenity.”*

[109/82, 109/92]

[110/82, 110/92]

[111/79, 111/89]

### RECOMMENDED CHANGES TO PLAN CHANGE 16 – MANAGING CITY GROWTH

Issue 5.0 – Managing City Growth – 12<sup>th</sup> paragraph be amended to read:

*“Council has a strategic policy of directing growth into its three primary town centres as identified in the ARGs – New Lynn, Henderson, and Westgate/Massey North (“town centres” has the same meaning as “sub-regional centres in the ARGs).”*

[250/179]

Objective 0 – amend the 2<sup>nd</sup> paragraph to add the additional text to read:

Significant Urban intensification has been occurring in town centres and neighbourhood centres and along transport corridors. Additional intensification has however been occurring outside these areas which is not supportive of promoting sustainable urban development or integrating transport and land use planning. The Aim of this objective is to re-direct urban growth to areas that support sustainable compact urban form. *“This objective recognises the benefits of a centres based approach including reduced vehicle trips (both in terms of distances and trip numbers) and the creation of compact mixed use centres which have a high level of urban amenity.”*

[107/91]

[108/124]

Policy 0.1. – amend the first bullet point to read:

The further development or re-development of urban areas should be planned to provide the following:

- In the town centre areas identified as Community Environment, Community Periphery Environment or identified mixed use area within a Special Area provision for mixed use development, including residential activity, above ground floor level;

[300/122]

Policy 0.10 Explanation – be amended to read:

*“Ad hoc employment/business growth in inappropriate environments shall be avoided. The supply of, and the demand for, employment land within the Metropolitan Urban Limits should be continuously monitored so that sufficient land remains available to accommodate the City’s employment growth and business needs. If necessary, further plan changes should be initiated at any time as necessary to provide for employment / business needs.”*

#### **Explanation**

If the percentage of people employed in the city relative to the resident workforce is to increase then every opportunity needs to be taken to provide for employment growth. Land suitable for business (including industrial) development is a scarce resource. Those areas which have been identified for such activity, including Working Environments and employment areas outside town centre cores, need to be reserved and protected for employment purposes. Further areas also need to be provided, particularly in locations which offer flexibility for business of a variety of types and scale, and in locations accessible to transport networks. The ability of the city’s resources to meet demands for business location shall be strictly monitored and factors such as the expected rate of population and household growth may change and have an impact on if or when further land is required. If found to be necessary, further district plan changes will be promulgated to provide for those demands. However, any departure from this policy will require justification in terms of relevant regional policy instruments and agreements, and a critical examination of the success of consolidation policies.

[257/320]  
[257/321]  
[300/102]

Part 6.1.1 Theme Two: City Form – amend the last paragraph to read:

*“The approach that the District Plan has adopted is to integrate land use ~~a~~ and transport planning by reinforcing the centralisation of key activities around existing town centres (particularly New Lynn, Henderson and Massey North/Westgate), railway stations and transport centres and regional roads ...”*

[107/86]  
[108/119]

217 Part 6.1.2 City Form amend Items (i) and (ii) as follows:

- (i) The relocation of employment and business activities away from traditional town centres, into areas where there is cheap accessible land capable of accommodating large stores or businesses (larger than those normally found in the core areas of the town centres), and providing for extensive car parks. Deregulation in the mid to late 1980s and rapid changes in technology have had a dramatic effect. Import quotas were reduced or abolished, retail trading hours were changed, and there were major changes in the liquor laws. The effects of these changes can probably be best seen in the larger supermarkets which now operate over greatly increased hours.

It is a change intended to pass transport costs on to residents. They would now bear the cost of travelling to the new centres, rather than the retailers who had previously absorbed the cost of transporting the goods to town centres and local shopping areas. This has occurred around Lincoln Road where there has been considerable pressure to expand this area as a retail and employment centre. This relocation encourages vehicle trips as people travel across town to a number of areas, rather than carrying out their shopping within a relatively central area largely accessible by foot.

- (ii) The centralisation of retail and employment activities traditionally supplied by corner dairies and local businesses in residential areas. This is also part of the a general change mentioned above where retailers are seeking economies of scale that support the provision of large scale retail services in areas that are highly accessible by car.

A challenge to traditional urban form has come from the advent of home-occupations, which provide alternatives to the need to commute to other areas of the City, or the region. This has the potential to reduce car trips.

- (iii) The further decline of the employment within the city/resident workforce ratio. In 2003 the majority of the resident workforce was employed outside the City. This not only affects the economic health of the City, and the desirable balance of land use activity, but also results in traffic congestion and transport costs for residents.

[203/24]

## RECOMMENDED CHANGES TO PLAN CHANGE 18 – CITY WIDE URBAN DESIGN RULE

Amend City Wide Rule 1 – Mixed Use Definition as follows:

### **MIXED USE**

~~means the integration of compatible land uses/activities in one locality, block or building and includes a mixture of *Residential Activities and Non-Residential Activities* such as *apartments or medium density housing* and commercial, retail, hospitality or recreational.~~

#### Mixed Use

means a *building* and/or a locality identified for mixed use where a combination of *residential activities* and *non-residential activities* is provided for by the *Plan*.

In the case of any new *building* proposed in a mixed use area identified on a urban concept plan, the ground floor of the *building* shall have a minimum internal stud height of 3.6 metres.

For the avoidance of doubt:-

- Mixed Use activities may only be located in a building and/or locality where allowed for Mixed Use purposes in the human Environment rules;
- In the case of *retail activities*, the Mixed Use *building* and/or identified mixed use area shall be subject to any rules relating to the size of premises or total quantum of *retail floorspace* as specified in the relevant rules;
- Mixed use buildings and/or identified Mixed Use areas shall meet all other relevant rules, including rules applicable in the relevant Human Environments and Special Areas and also the *City-Wide Rules relating to Urban Design – Apartment Design, Site Analysis, Building Design Street Frontage, Residential Activities – Noise Attenuation*.

[300/122]