

5.0 ISSUE – MANAGING CITY GROWTH

Management of growth is a key issue for both Waitakere City and the region as a whole. The city's growth is largely driven by increases in residential population. Other elements of growth include employment, community services, business and retail activities and infrastructure.

In 2004 the following key growth issues were identified for Waitakere City:

- Population was expanding faster than estimated rates;
- Limited land area to provide for growth;
- A potential shortage of employment land was predicted by 2009,
- Waitakere City had only achieved sporadic success in concentrating urban intensification within and around town centers; and
- there was increasing pressure to accommodate a higher intensity of development in the rural part of the city, including the internationally significant Waitakere Ranges and Foothills.

Waitakere City has been growing steadily both economically and in population since the District Plan was first notified in 1995, and in 2004 was the fifth largest city on New Zealand. From a population of 155,565 in 1996, the number of residents grew at an average annual rate of 1.7% over the following five years to 168,750(2001 census). The population as at 30 June 2004 was estimated to be 185,600. Whilst there appears to be limited capacity for residential growth, Waitakere City is growing at a faster rate than previously anticipated. Consequently Waitakere City is predicted to reach a population of 303,000 (ARGS) several years earlier than 2050 (a 147,000 or 94% increase). It is projected that the city would need to accommodate at least half this population (74,500) by the year 2021. This quantity of growth and limited capacity has significant implications for future growth management and will have implications for the City's natural and physical resources if growth is not more directly managed through the District Plan.

Historically, residential housing has been dominated by single unit detached housing. In 2001 approximately 80% of the 56,172 dwellings in the City (Census 2001 figures) were in this form. Typically this style of development results in densities of approximately 10-houses/hectare. Due to the trend of average house size declining, this growth means that proportionally more dwellings and services will be required in the future. In order to accommodate this growth, 1200-1500 new household units would need to be created annually. If this form of development was to continue, then the city would require over 100 hectares of land to be converted for residential purposes every year. Much of this would be in greenfields areas, of a form commonly referred to as low density urban sprawl. Such an approach would have a significant impact on the valuable features that are currently protected by the Metropolitan Urban Limit(MUL) and would not create necessary transport efficiencies for the Auckland region.

The bulk of the City is covered by landscape and parklands that have high value. The Waitakere Ranges and Foothills Protection Project (2003-2005) has identified that the Waitakere Ranges area is under unique pressure for subdivision, use and development due to its close proximity to Auckland, New Zealand's Largest metropolitan area. Subdivision and resultant development is increasing, increasing the numbers of built structures in the landscape and altering the character of the area with associated earthworks and vegetation clearance leading to irreversible loss of environmental and landscape values. The pressure for subdivision and development is likely to increase relative to the city and regions rapidly

growing population. The Foothills and coastal villages are currently absorbing most of this pressure, with adverse effects becoming increasingly apparent. Accordingly, approximately 26,000ha was proposed to be included in the Waitakere Ranges and Foothills Special Heritage Area. Furthermore approximately 27,760ha of the city is located outside the 1999 MUL and is therefore considered rural. Urban zoned land (within the 1999 MUL) comprises some 8208ha. On this basis a large portion of the city is not available for urban intensification.

The issues which can arise from such development are outlined in the following Objectives of this Chapter and include adverse effects of development on:-

- Water – Quality and Quantity
- Native Vegetation and Fauna Habitat
- Land (including soils)
- Air Quality/ Atmospheric Quality
- Ecosystem Stability
- Outstanding Natural Features
- The natural character of the coast and margins of lakes, rivers and wetlands
- Mauri
- Outstanding Landscapes
- Amenity Values –Health and Safety
- Amenity Values – Landscapes, Local Areas and Neighbourhood Character
- Heritage

These issues are also documented and influenced by the Auckland Regional Policy Statement (ARPS -updated 2005), the Auckland Regional Growth Strategy (ARGS 1999), the Northern and Western Sectors Agreement (NAWSA 2001) and the Local Government Auckland Amendment Act (LG(A)AA - 2004).

All of these documents highlight the need to manage growth in an integrated manner with the aim of consolidating development to a sustainable compact urban form, with well-integrated land uses and transport network. This not only necessitates managing urban growth but also integrating peripheral urban growth and rural growth. In particular growth is not anticipated within areas of high environmental and landscape values (such as the Waitakere Ranges) and only limited provision for growth is anticipated in other rural areas.

This city has a legal obligation under the RMA to meet the requirements of the ARPS and particularly under the LG(A)AA 2004 to align the Auckland regions planning documents (including the District Plan) with the ARGS. However it is also a basis of this District Plan that an urban consolidation strategy be pursued. It is also necessary that the effects of urban growth are managed in that way so that the issues outlined elsewhere in this Chapter are adequately addressed. This is particularly important in an environment of significant population and housing growth.

It is estimated in the ARGS that Waitakere City will need to find capacity to accommodate an additional 147,000 people by the year 2050. This new residential growth will need to be located near existing services, facilities, and around town centres within the urban areas as first preference to achieve a compact sustainable urban form. Historically there has been significant intensification within key town centres however significant compact urban development has also been occurring outside these areas().

There must be confidence that the traditional form of providing for residential housing growth is re-orientated so that housing form is dominated by well planned and developed higher intensity development, priority for such development being within existing urban boundaries (i.e. those boundaries defined by the metropolitan urban limits as at 2004) and more specifically those areas identified for nodal development in Policy Map X and Schedule Y.

Council has a strategic policy of directing growth into its three primary centres as identified in the ARGS – New Lynn, Henderson and Westgate/Massey North. In these town centres residential development will be in the form of medium to high density with a high level of local amenity and easy access to local facilities.

This type of land use in the form of compact urban development will provide enough local catchment to support public transport, walking and cycling which in turn reduces dependence on the private car for travel. Having a large range of services near by will also increase peoples mobility.

Additional compact urban development will also be necessary in neighbourhood centres, the NorSGA corridor and along key transport corridors as identified on Policy Map X and Schedule Y to ensure that urban intensification is occurring in locations that support public transport.

It follows that development outside the metropolitan urban limits needs to be very carefully managed, not only to ensure the achievement of urban consolidation strategies, but also the protect the qualities of rural areas, such as natural features (including vegetation, streams and soils), landscapes, rural character and the efficient provision of infrastructure. While some growth will occur in rural areas, this will be more to provide for rurally-based activities and, to a limited extent, appropriate living choices, rather than to accommodate the bulk of the city's growth.

These strategies are not new. They have existed in this District Plan since it was notified in 1995. However, what has become evident as an issue is that:

1. The means by which urban consolidation is intended to be achieved needs to be very clearly explained, so that there is no doubt about the outcomes expected;
2. Development within rural areas needs to be managed in an integrated manner with urban growth.
3. The expected outcomes need to be supported by district plan provisions which provide, in an appropriate and realistic way, for residential intensification;
4. These opportunities need to be focused in locations which will support linkages to transport systems, community services and employment – town centres, public transport nodes and main routes;
5. New areas for employment need to be introduced within the city to keep pace with population growth and stem the flow of existing residents leaving the city to work each day
6. The issue of design at building, site, neighbourhood and community levels needs to be recognised so that attractive, workable and livable places are created (particularly in relation to residential, mixed use, business and industrial development)
7. In providing for the scope, location and form of housing development, recognition needs to be given to social, economic and cultural well being.

The issue of how urban growth is to be managed has therefore been identified, in 2005, as one which requires specifically targeted district plan attention.

A further issue for the city is that of employment growth. While the rate of population growth has been and will remain high, this is not being matched by the rate of employment growth. An increase in the number of people living in the city means more people to attract more business and generate more local employment, together with additional demands for social and community infrastructure. This has implications for how the city manages the impacts of growth and continues to work towards sustainability.

Waitakere City is home to 15% of the regions population and only 8% of regional jobs. In 1996 56% of Waitakere City's workforce commuted out of the City for employment. This figure rose slightly in 2003. Councils strategic policy is to reduce the migration of employees to 40% and achieve a target of 60% of the workforce working locally (in Waitakere) and not having to commute out of the City for employment. In order for this to occur additional employment land is required and certain types of employment need to be targeted to meet the local workforce demand.

Waitakere is a city of small to medium businesses with 93% employing fewer than 10 people. The manufacturing sector makes up 20% of local employment. Construction and retail are the next largest employment sectors. Waitakere is creating proportionally more jobs than peripheral Auckland particularly in the manufacturing, construction, and business service areas. To capitalize on this opportunity Waitakere needs to provide business settings to support the clustering of compatible activities particularly business services, clean production products, marine industry, engineering and light industry, and transport. These business areas are also compatible with export cluster demand identified in the Auckland Regional Economic Development Strategy (AREDS).

In 2004 Waitakere City has approximately 490 ha of land identified as Working Environment. As of June 2004, Waitakere City had 29.7ha of vacant land (greenfields) and 76.9ha of potentially vacant land (brownfields) in the Working Environment, giving a total area of around 106.6ha. Prior to 2001 the annual uptake of this industrial land was 17.6ha. Council research indicates that the uptake between 2001-2004 has been around 12.3ha per year. These figures generally correlate with a recent ARC study that estimates demand for industrial land in Waitakere City between 1998-2004 at 11.9ha. At this rate there is capacity of around 9 years. However large areas will not be available for some time and there is also a shortage of accessible large footprint business sites. In reality this means there is more likely to be 5-7 years industrial land capacity. Again it is critical that Waitakere City takes a more directive approach to managing employment growth.

Population growth needs to be supported by the provision of community services, such as parks, libraries, community centres, and social and health services. These services need to be easily accessed by residents.

Business services are also important. With particular regard to retail activities, the district plan management approach is under Objective 11 in this Chapter, and in Chapter 6.

An associated issue in managing city growth is that of providing for a transport network which will provide linkages from, to, and between all land use activities in the city, as well as routes that run through the city.

There is a critical link between land use activities and transport networks. Potentially, the most efficient transport modes are those which can accommodate large numbers of people on a dedicated transport route. Public transport provides that means, and has the potential to avoid, minimise or at least delay the need for new roads and roads/motorway upgrading.

Public transport needs to be well planned, well located, efficient, attractive and affordable. This District Plan supports all of those aims.

In addition, it is important that as many people as possible live and work within accessible distance of a public transport node. This involves the need to not only locate new development around key transport nodes and corridors but to also improve existing and new transport connections (including cycling and walking) within areas of existing development. This is a form of integration which is provided for and supported by this District Plan.

The District Plan also supports the Auckland Regional Land Transport Strategies in the promotion of increasing residential and employment densities in town centres and along transport corridors. The provision of growth nodes along State Highway 16 and 18 is critical to transport and land use integration.

The city's infrastructure resources need to be recognised when considering any urban growth proposal. It makes sense to efficiently utilise existing infrastructure, where capacity is available. Priority needs to be given to providing for growth where the benefits of that growth location most outweigh the economic and environmental costs of infrastructure provision or upgrading. Particular attention needs to be given to the impact of new infrastructure on coastal margins, waterways and harbours.

In all of the above urban growth of all forms needs to be encouraged to develop in such a way as will achieve sustainable, energy-efficient and water-minimal and waste-minimal outcomes.

In summary, the following are the issues which need to be addressed when managing city growth:

General:

- Accommodating significant population growth, which will continue throughout the planning period;
- Increasing the percentage of resident workforce employed locally;
- Ensuring the provision of a balanced range of urban activities, easily accessed by new populations;
- the integration of land use activity and transport networks, and in particular providing linkages between higher intensity residential areas and employment areas, and public transport nodes;
- Managing development so that it achieves the efficient use of resources;
- Managing development so that it is efficient and sustainable.

Specific:

- Accommodating the majority of the city's population growth within metropolitan urban limit boundaries as existed in 2004;
- Provision for adequate employment land within the city to allow 60% of the city's residents to work locally
- Opportunities for intensive residential and mixed use development focused in town centres (particularly, New Lynn, Henderson and Massey North), around public transport nodes and main arterial routes as identified in Policy Map X and Schedule Y of the District Plan;

- Certainty that the opportunities provided for intensive residential and mixed use activities will be established when land is developed/redeveloped;
- Providing adequately for housing which is affordable, and suitable for a range of social and cultural needs;
- Managing peripheral expansion of the urban area in a way that this District Plan's emphasis on urban consolidation is respected, and any newly developed areas maintain a compact urban form;
- Ensuring that newly developed or redeveloped areas are adequately supported by community services, business activities, infrastructure and transport networks;
- Ensuring that the Waitakere Ranges and foothills remain permanently rural;
- Managing other rural areas so that they remain rural, without compromising future potential for alternative use, including future urban use;
- Identifying land for urban growth in the NorSGA Corridor of the city, which can be well-serviced and connected to transport networks, and to provide for appropriate opportunities for employment, community services, business and retail;
- Ensuring adequate provision for transport networks, including public transport routes, public transport interchanges and nodes, a primary arterial road network and well-connected secondary road networks.

Objective 0

To manage growth in such a way that will ensure the city develops and redevelops to achieve a sustainable compact urban form – focused in and around town centres and transport corridors, well integrated, with high amenity values and providing appropriately for additional population, employment, community and business services, by managing the location, density, scale, form, character, timing and sequencing of urban and rural growth.

Explanation

It is a major theme of this District Plan, within the wider regional framework, to ensure the consolidation of urban development. In order to ensure urban consolidation can be achieved an integrated approach needs to be taken to growth within the urban area and its periphery as well as rural growth. Particular consideration also needs to be given to the mix of residential and employment growth within existing and future urban areas. . The aim by 2021 is to ensure that, 78% of the city's growth is to occur inside the 2001 MUL, 17% is to be accommodated in peripheral urban growth areas(NorSGA ,Penihana and Babich land), and 5% of the city's growth will be provided within the rural part of the city. A significant increase in the number of people that work locally is also necessary to achieve sustainable urban consolidation.

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.

Areas have been identified in schedule X of the ARPS and Policy Map X and Schedule Y of the District Plan within which these residential and commercial urban growth aims can be achieved. Methods are also adopted to provide as much certainty as possible that this will occur, and in a way which results in development being comprehensively planned so that it is workable, integrated, with high amenity value and with valued resources protected and enhanced. Accordingly identification of urban intensification has been avoided in areas of significant natural and landscape value.

Peripheral urban growth will be located at Hobsonville Airbase, Hobsonville Village, and Westgate/Massey North and is to be implemented by changes to the MUL and associated plan changes in 2005.

A key driver for land use changes at Massey North/Westgate, Hobsonville Village and Hobsonville Airbase is to provide employment land within Waitakere City to stem the flow of residents out of the City to work which ultimately adds to the Auckland regions traffic congestion problems. The objective is to create compact urban development focused on town centres/transport nodes which has strong provision of locally accessible employment land and provision for high density residential/mixed use development. This approach of centres with walkable local catchments to support passenger transport is aligned with the key aim of the LG(A)AA 2004 of land use and transport integration.

An application to bring the Babich land inside the MUL was lodged with the Auckland Regional Council in 2004. A similar application to urbanise land at penihana is likely when the ARPS is reviewed in 2009. Should these applications be successful additional land on

the western flank of the Metropolitan Urban Limit will not need to be considered for urbanization until at least 2021.

The bulk of rural intensification is provided for through the Structure Plan process in the Foothills and Countryside Environments and the development of vacant sites. The Birdwood, Swanson, Oratia, and Dilworth Structure Plans in conjunction with vacant lots in the rural part of the City is sufficient to accommodate rural growth until at least 2021. Structure Planning in the Countryside Environment has been deferred until the future of the Whenuapai Airport is confirmed so that potential future urbanization is not compromised and reverse sensitivity and water quality issues can be quantified and addressed.

Subdivision provisions in the remaining rural parts of the City provide for limited intensification. Subdivision below District Plan standards is generally prohibited in the rural Waitakere Ranges and the Bush Living Environments and applications to go below District Plan standards in the Coastal Village, Rural Village, Countryside and Foothills Environment and Special Areas are likely to be notified. Nevertheless the ongoing protection of the values of the Waitakere Ranges is contingent on the majority of future growth being located within the urban area and in the peripheral urban areas in the north of the City.

Policy 0.1.

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 or Special Area provision for mixed use development, including residential activity, above ground floor level;**
- **In any Living Environment which is within a 10 minute walking distance of the New Lynn Community Environment or the Henderson Community Environment or the Massey North/Westgate Special Area, any new development should achieve a household unit density of at least 40 household units/hectare (gross) :**
- **In any other area identified as Living Environment as at 2004, which is within a 10 minute walking distance of any train station or is on a regional arterial route, development should achieve an average household unit density of 30 households/hectare (gross);**
- **In any new area introduced by a plan change, which is intended primarily for residential purposes, residential densities should achieve an average household unit density of 40 households/hectare (gross);**
- **single unit detached housing should generally be located in areas other than those described above ;**
- **Further growth which has an urban character should be avoided in areas with the following characteristics:**
 - **Outstanding Coastal Natural Character**
 - **Outstanding Natural Landscapes**
 - **Areas prone to natural hazards including flooding or instability**
 - **Significant or outstanding vegetation or fauna habitat including riparian margins**

Explanation

This policy is important to achieve a compact urban form. Emphasis is given to achieving higher densities in critical locations such as around town centres and transport nodes as stipulated in Policy Map X and Schedule Y of the District Plan. In such areas it is expected that the existing environment will alter over time to a new form. New growth areas are also expected to be developed at higher densities, so as to enable the efficient use of newly developing areas. Lower density development is still provided for in other areas, and particularly existing suburbs which have been historically developed to lower densities and have a clearly defined valued character. In some cases it is necessary to restrain higher density development where this can have adverse effects on existing residential character.

In respect of household densities, “gross” areas include all roads, reserves, stream margins, etc, generally taken over a sizeable area (2ha plus). “Net” areas do not include perimeter or collector roads, but will include roads/ access internal to a development and all private spaces such as parking and private open space.

At the densities sought, it will be necessary to provide substantial 2-3 storey or higher medium density or apartment developments in and around town centres, train stations and on regional routes. Similar development will be expected in new urban growth areas. However, there should still be the opportunity to provide for a mix of housing types to ensure a variation of urban form and a range of housing choice.

Further urban growth which has an urban character in areas with significant natural and landscape values and areas prone to hazards should be avoided. Titrangi/Laingholm is one such area that whilst having these physical characteristics is located inside the Metropolitan Urban Limit, a situation that is unique in the region.

Methods

District Plan Rules:

- New Human Environments
- Provision for intensive housing and mixed use developments
- Rules requiring minimum densities
- Subdivision Rules

Other Methods:

- comprehensive area plans
- provision of design guidelines
- provision of design advice
- development agreements
- Waitakere City Growth Management Strategy
- Northern and Western Sectors Agreement
- monitoring

Policy 0.2.

The priority areas for urban intensification should be within and around the Henderson and New Lynn Community Environments and the Massey North/Westgate Special Areas. Urban intensification is required to ensure efficient use of that land resource including provision for business (including retail), high density residential

and mixed use development, and other employment activity which is appropriate to town centre character and the ability to be serviced by roading and other infrastructure.

Explanation

The city has three major town centres, at New Lynn, Henderson and Westgate/Massey North. Each of these centres are well located and integrated with public transport to accommodate intensification of urban activity. Some opportunities available at New Lynn have already been recognised. That centre will further develop with a range of land uses. It is important in this area, and in and around the other major centres, that the land resource close to services and transport nodes is efficiently developed. That is necessary if the city's consolidation/intensification strategies are to be achieved. High density residential development is therefore not only encouraged, but will be required in critical locations, subject to ensuring good design and high quality amenity.

These town centres are also very important employment areas, and there is a significant opportunity to establish close work to home linkages. The Westgate/Massey North area in particular provides a very suitable large and well located land resource for business location near the town centre.

These are also the main centres in which retail activity will occur. Adequate and flexible provision will be made for such activity, with an emphasis on comprehensive planning to produce integrated shopping precincts with distinctive, high amenity and sustainable design.

Comprehensive planning through provision of site analysis, concept plans and comprehensive development plans will be required to ensure that development occurs in an integrated manner, including provision for community services and infrastructure.

Methods

District Plan Rules:

- New Human Environments
- Provision for intensive housing and mixed use developments
- Rules requiring minimum densities
- Medium Density Housing, Apartment Housing and Mixed Use Rules
- Rules requiring Concept Plans, Comprehensive Development Plans, and Site Analysis

Other Methods:

- monitoring
- provision of design guidelines
- provision of design advice
- independent design reviews
- Comprehensive area plans

Policy 0.3.

Opportunities for intensive residential and mixed use development in town centres other than New Lynn, Henderson and Massey North/Westgate, and also around town centres and on regional traffic routes, should be provided for and encouraged

Explanation

To achieve consolidation strategies, it will also be important that development and redevelopment occurs in other locations close to services, shops and transport nodes/routes. The District Plan makes provision for medium density and apartment development in and around the city's neighbourhood centres, and on the major road routes(refer Policy Map X and Schedule Y). In most cases this will be an opportunity to be encouraged rather than a requirement, but it is expected that significant development will occur in these areas.

Methods

District Plan Rules:

- Provision for intensive housing and mixed use developments
- Medium Density Housing and Mixed Use Rules

Other Methods:

- monitoring
- Waitakere City Growth Management Strategy
- provision of design guidelines
- provision of design advice
- independent design reviews
- Comprehensive area plans

Policy O.4.

When designing new urban development at the site, neighbourhood or community levels, attention should be given to the following:

- **The need for a variety of development forms, in such a way as will provide for affordability and choice, to ensure that new development is integrated with existing development, and to avoid visual monotony;**
- **Provision is made for mixed use activity and community services as integral components of land use and urban form;**
- **Provision is made for appropriate visual and activity connections to streets, according to location and the form of existing and expected future development, including the provision of streetscape design which encourages integration of the street with adjoining development;**
- **As far as it is possible, development forms part of a comprehensive area plan which incorporates access to open space, community services, transport networks, work places and shops;**
- **That existing community identities are recognised and, if necessary such as in redeveloping intensive areas, managed to a definable new identity;**
- **Emphasis is given to creating interconnected vehicle, walking and cycling routes, providing logical, attractive and safe linkages to activities within and beyond the site or areas;**
- **Existing features such as streams, vegetation, heritage buildings / sites, landscapes and views are adequately recognised and if necessary protected and enhanced;**
- **That public access is provided alongside and to stream and coastal margins;**

- Potential conflicts between incompatible land uses are recognised and provided for, including through managing traffic and noise;
- Comprehensive planning is undertaken before achieving a high urban amenity standard through building design and articulation, street and access and parking area design, lighting themes and landscape treatment;
- Private development is always designed to address public places;
- Developments are managed so that they continue to be maintained to a high standard.

Explanation

The importance of good design is critical to the success of urban consolidation strategies. Communities must be created which residents are attracted to, and proud of. This is not an easy task. The potential for adverse effects on amenity, land use conflicts, and possible social concerns, increases with the increase in density. It therefore becomes more important to ensure good design management. This District Plan, and the mechanisms conducted in its implementation, will require good design.

Methods

District Plan Rules:

- Rules requiring attention to elements of design
- Streetscape Rules
- Medium Density Housing, Apartment Housing and Mixed Use Rules
- Concept Plans
- Rules requiring Comprehensive Development Plans

Other Methods:

- design guidelines
- independent design reviews
- monitoring

Policy 0.5.

Public transport interchanges and other nodes should be provided for and/or upgraded in locations which will support existing or new land use activities such as intensive housing developments and employment/business areas.

Explanation

There is an important linkage between the intensification of urban development and public transport infrastructure. The use of public transport will be better encouraged if people can get to it easily, and where the interchanges or nodes are visually attractive, sheltered and safe. Such interchanges and nodes will include those associated with trains, buses and ferries.

Methods

District Plan Rules:

- as required, new rules, Human Environments or designations

Other Methods:

- monitoring

Policy 0.6.

Improvements to transport networks, including public transport routes and roads will be encouraged, with a particular emphasis on improvements required to achieve the form of development outlined in the above policies.

Explanation

Those people who use a bus or train, or who walk or cycle, are best served by a transport route which will get them to their destination quickly, safely and efficiently. Those who need to use vehicles for business activities have the same aims. Those that use car transport also need to be provided for, although commuters in particular have a lesser priority as cars are a less efficient mode of transport.

Priority will therefore be given to ensuring that public transport, and walking and cycle routes are provided and/or upgraded in such a way as will best link developing intensive urban areas with workplaces and community facilities. The next priority will be road routes which link major centres of activity.

Methods

District Plan Rules:

- as required, new rules, Human Environments or designations

Other Methods:

- monitoring

Policy 0.7.

In all new developments, infrastructure should be able to be provided which:

- **Minimises the need for water;**
- **Minimises the generation of and/or the disposal off-site of stormwater and wastewater;**
- **Provides adequately for an interconnected road network and private access and carparking;**
- **Provides public open space which is:-**
 - ◆ **readily visible and accessible, such as with a generous street frontage or bordering the front yards of sites or front faces of buildings**
 - ◆ **located to provide visual relief, particularly in intensively developed areas**
 - ◆ **integrated with surrounding development**
 - ◆ **sized according to community and neighbourhood needs**
 - ◆ **developed so that is practicable, relevant to local needs and usable**

- ◆ **are easily maintained.**

Explanation

Many areas in which intensification is to occur already have infrastructure networks. However in some cases those networks will need upgrading, to provide greater capacity or life or to meet new environmental standards. Wherever possible, the demands on public infrastructure should be minimised by using sustainable on-site techniques such as water tanks, permeable surfaces and waste reduction devices. Where public infrastructure is to be used, it will be upgraded as necessary to meet demands and standards.

In greenfields areas new infrastructure will be provided, but the same principles will apply.

Traffic access to and around new developments and areas of development needs to be carefully planned so that it is efficient, safe and has high amenity value.

Provision made for carparking is a particular concern in higher intensity developments, because it potentially utilises much space, that could otherwise be open space or a larger building footprint. In such developments provision for carparking may need to be made, but will not be regarded as a priority where that development has alternative access to other transport modes. In such cases it may need to be shown how residents ownership or use of cars will be minimised.

The provision of adequate areas of open space is important, to provide for passive and active recreational needs, to preserve and enhance natural features, and to provide visual relief as an integrated part of the overall urban form. The location of such areas, and the way they are developed, can be as or more important than their size. Comprehensive planning will be encouraged to ensure high quality public places are provided.

Methods

District Plan Rules:

- Medium Density Housing, Apartment Housing and Mixed Use Rules

Other Methods:

- comprehensive area plans
- provision of design guidelines
- provision of design advice
- Catchment Management Plans
- Waitakere City Parks Strategy
- monitoring

Policy 0.8.

Provision should be made for sustainability and energy-efficiency in development and building design.

Explanation

There are many simple and cost-effective techniques available for creating developments which are more environment-friendly than traditional methods. Encouragement will be given to passive solar design, the use of renewable resources in buildings and energy-efficient building practices.

Methods

Other Methods:

- comprehensive area plans
- provision of design guidelines
- provision of design advice
- monitoring

Policy 0.9.

Peripheral urban growth should be restricted to the following areas as depicted in Policy Map Z: Babich, Hobsonville Airbase, Hobsonville Centre Village, and Westgate/Massey North until 2011; and Penihana, and Hobsonville Corridor between 2011 and 2021.

Explanation

The Auckland Regional Policy Statement, the Auckland Regional Growth Strategy and the Northern and Western Sectors Agreement outline the staging and sequencing of regional and sub-regional growth for the Auckland Region to 2021 and beyond to 2050. A detailed analysis of these documents undertaken in 2005 indicates that Waitakere City was outstripping current population growth projections. The Waitakere City Growth Management Strategy adjusts these growth projections accordingly. It is anticipated that 78% of future population growth can be accommodated within the 2001 MUL, 17% in the NorSGA area and on the Penihana and Babich land, with 5% in the rural area through provision of development on existing vacant lots subdivision provided by existing District Plan standards and existing structure plans.

The Waitakere City Growth Management Strategy sequences growth as follows:

<u>1-10 years</u>	<u>Babich, Airbase, Westgate town centre and Massey North, approx 33% of Hobsonville corridor</u>
<u>10-20</u>	<u>Penihana, and remaining Hobsonville corridor.</u>
<u>20+</u>	<u>Rest of Hobsonville peninsula, and Redhills</u>

In accordance with this strategy changes to the ARPS and the District Plan were proposed at Hobsonville Airbase, Hobsonville Village Centre, and Westgate/Massey North and Babich in 2005(Refer Policy Map Z and Schedule Y).

If regional and sub-regional growth strategies are to be successful, there should be no need for the formal introduction of plan changes for new growth areas on the periphery of the city, other than those identified in the Waitakere City Growth Management Strategy, until at least 2021. Progress will need to be monitored, and factors such as the expected rate of population and household growth may change and have an impact on when further land is

required. However any departure from this policy will require justification, and a critical examination of the success of consolidation policies.

Urban expansion in 2005 has been focused in the various areas for different reasons, all areas will aid in the integration between land use and transport planning and will be comprehensively planned using concept plans..

Hobsonville Airbase:

Part of the Hobsonville Airbase land is close to a deep water channel in the Waitemata Harbour. The site has been identified as particularly suitable for marine industry based on this resource, and areas have been reserved for that purpose, consistent with Council's general strategy of encouraging employment growth.

Further, with the progressive closing of the Hobsonville Airbase, and the transfer of land to a single entity planning for future development, the opportunity has arisen to pursue a large greenfields development which meets the city's aims for attractive, compact, mixed use, accessible and well-integrated development. In the current planning period, this will be the major greenfields location of new residential development. It is expected that the area will provide for a population of approximately 6-8,000 residents, or more than double the population that would have been accommodated in conventional low-density suburbs. It is of critical importance that the development of this area be carefully managed as a model of the urban form intended in the city and beyond.

The deep water access also provides an important opportunity for a commuter ferry facility. Provision for that facility should be retained in the Landing Special Area.

Westgate/Massey North

The urbanisation of this area is based on retrofitting the existing Westgate shopping centre into a traditional "main-street" based Town Centre. This also includes provision of an adjacent employment precinct which is critical in correcting the shortage of employment land in Waitakere City. The location of Working Environment land adjacent to a major town centre is similar to that accommodated in the Council's other sub-regional town centres of New Lynn and Henderson.

Hobsonville Village Centre

Employment Growth and provision of town centre development is also a key factor in the urbanisation of the Hobsonville village area. Providing a clear direction for growth pressures around the Brigham Creek Road interchange is vital. The land around this interchange will be more desirable to the commercial sector as a result of the increased accessibility to this area offered by the Motorway (SH18). Should central government decide to allow the development of Whenuapai Airbase as a commercial airport, the Brigham Creek Road interchange area will be able to provide, within the MUL, land for the development of service and industry requirements to support such a facility. It is likely that in such a situation, the market demand will see the Brigham Creek Road Employment Area proceed ahead of the Massey North Employment Area. A short distance away from this proposed interchange, along southern side of Hobsonville Road is a string of commercial development within an existing residential area. This development constitutes the beginnings of a neighbourhood centre. There is a need to formalise this area in the District Plan as the Hobsonville Village with a clearly defined core to avoid additional ad hoc ribbon development occurring along the north side of Hobsonville Road.

Babich

The Babich land has long been identified as an area of urban expansion. Intensification of the area will result in the promotion of multimodal transport due to location and increased connectivity of roading. Significant improvements in the environmental and recreational values of the Paremuka stream and its tributaries and amenity values generally.

Methods

District Plan Rules:

- New Human Environments
- Provision for a marine industry precinct, and other employment provisions supporting that precinct
- Provision for intensive housing, community services and mixed use developments
- Rules requiring minimum densities
- Medium Density Housing, Apartment Housing and Mixed Use Rules
- Provision for a ferry facility
- Concept Plans
- Rules requiring Comprehensive Development Plans

Other Methods:

- monitoring
- design partnerships
- independent design reviews
- Northern and Western Sectors Agreement
- Monitoring

Policy 0.10.

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 .

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. If found to be necessary, further district plan changes will be promulgated to provide for those demands.

Methods

District Plan Rules:

- new Human Environments, as necessary
- Rules ensuring employment use of defined Working Environments

Other Methods:

- monitoring

Policy 0.11.

Further intensive settlement within rural areas should not occur in order to accommodate population growth prior to 2021

Explanation

As noted in policy 0.9, the Waitakere City Growth Management Strategy 2005 indicates that the majority of the city's growth will be accommodated within the urban and peripheral urban areas. The strategy also signals that 5% of the City's population growth will be accommodated within the rural area. In particular, the Waitakere Ranges area is to be permanently contained to further development possible through existing (2004) District Plan provisions. That is essential in order to adequately protect the outstanding landscape and flora and fauna in that area, and its importance as a regionally significant landscape, natural area and passive recreational resource. Within the Foothills development will also be managed to the limitations of the rules, protecting the rural character of that area and its importance as a landscape and rural resource adjoining the urban area and Waitakere Ranges. Opportunities available through structure plans already in place (Oratia and Birdwood) or significantly advanced (Swanson and Dilworth) provide a substantial amount of population growth within the Foothills. In the wider rural area a mix of vacant sites and development provided through District Plan subdivision provisions will satisfy lifestyle choices and anticipated population growth at least until 2021. Progress will need to be monitored, and factors such as the expected rate of population and household growth may change and have an impact on when further intensification is required. However any departure from this policy will require justification, and a critical examination of the success of urban consolidation policies.

Methods

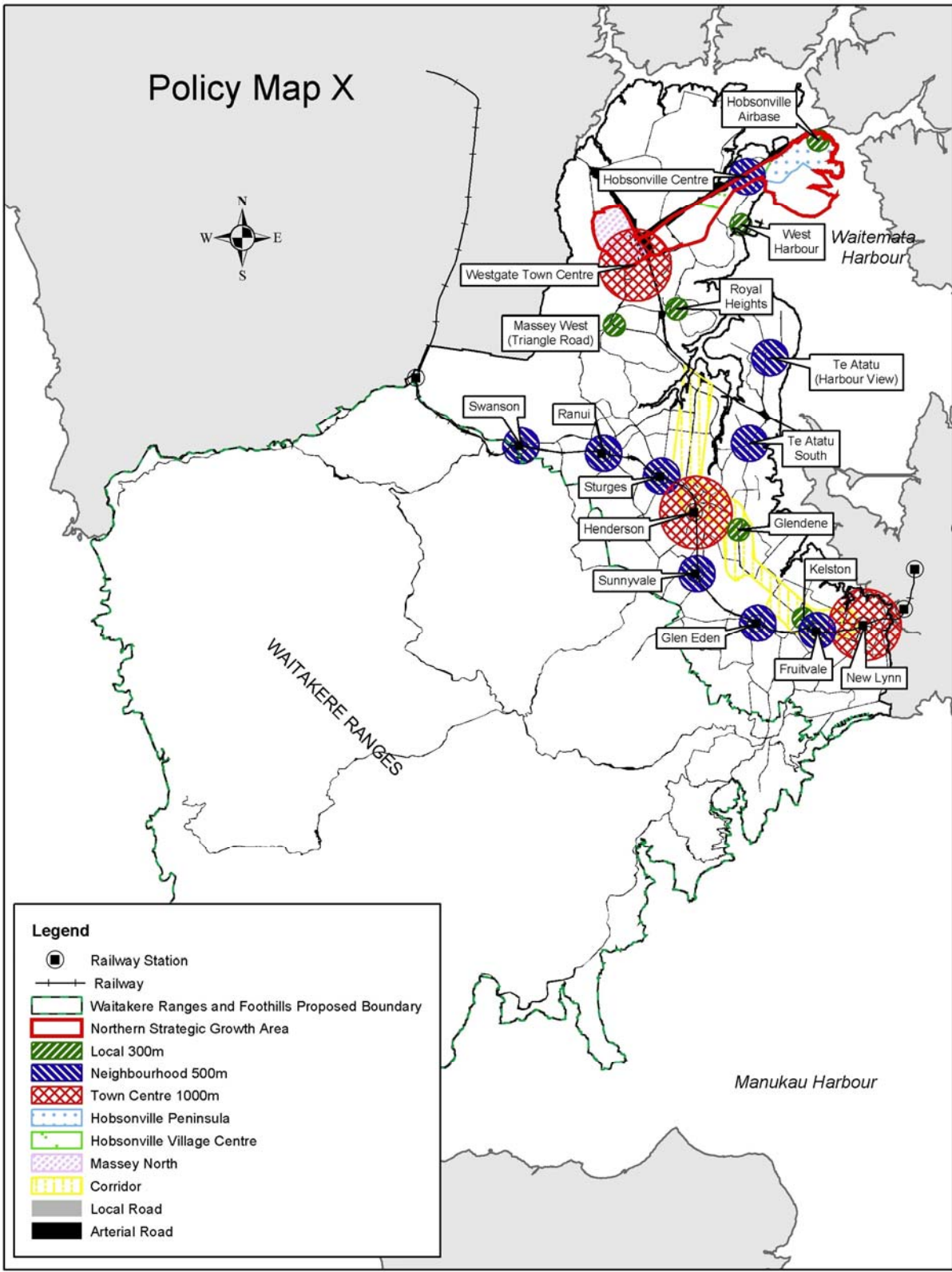
District Plan Rules

Subdivision rules

Other Methods:

monitoring

Policy Map X



WAITAKERE RANGES

Waitemata Harbour

Manukau Harbour

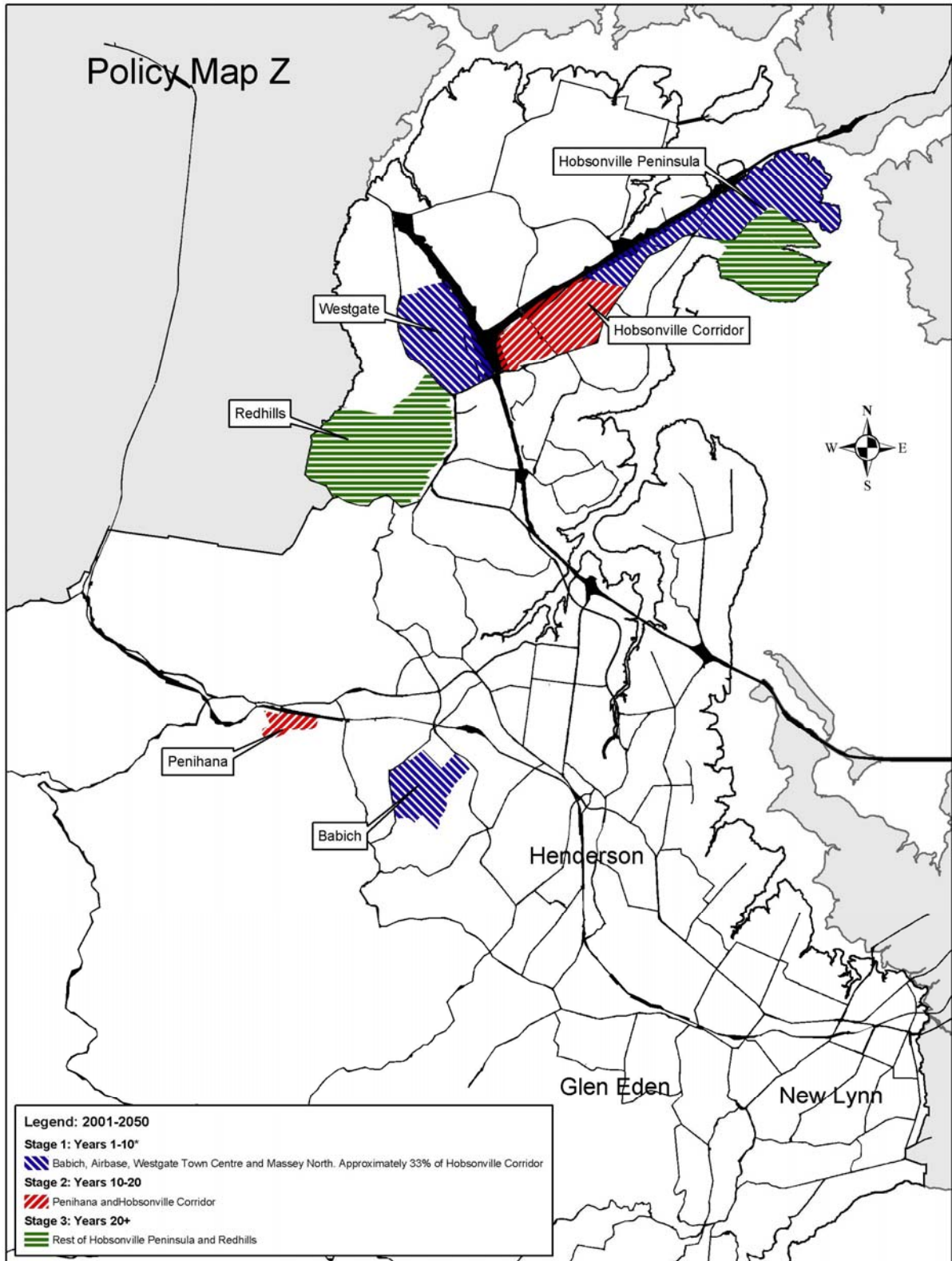
Hobsonville Airbase
 Hobsonville Centre
 West Harbour
 Westgate Town Centre
 Royal Heights
 Massey West (Triangle Road)
 Te Atatu (Harbour View)
 Swanson
 Ranui
 Te Atatu South
 Sturges
 Henderson
 Glendene
 Sunnyvale
 Kelston
 Glen Eden
 Fruitvale
 New Lynn

Schedule Y

<u>Location</u>	<u>Action</u>	<u>Priority</u>	<u>Timing</u>
<u>Town centres</u>			
<u>Henderson</u>	<u>Concept Plan Implementation</u>	<u>High</u>	<u>2005 - ongoing</u>
<u>New Lynn</u>	<u>Concept Plan Review with associated District Plan changes to be notified</u>	<u>High</u>	<u>2005 - ongoing</u>
<u>Westgate</u>	<u>Concept Plan with associated District Plan changes to be notified</u>	<u>High</u>	<u>2005 - ongoing</u>
<u>Neighbourhood Centres</u>			
<u>Glen Eden</u>	<u>Concept Plan to be reviewed Implementation</u>	<u>High</u>	<u>2005/2006</u> <u>2007</u>
<u>Te Atatu Peninsula (Harbour View)</u>	<u>Concept Plan to be developed</u>	<u>Medium</u>	<u>2006/2007</u>
<u>Te Atatu South</u>	<u>Concept Plan to be developed</u>	<u>Medium</u>	<u>2007/2008</u>
<u>Swanson</u>	<u>Concept Plan to be developed</u>	<u>Medium</u>	<u>2008/2009</u>
<u>Ranui</u>	<u>Concept Plan to be developed</u>	<u>Medium</u>	<u>2009/2010</u>
<u>Sturges</u>	<u>Concept Plan to be developed</u>	<u>Low</u>	<u>After 2016</u>
<u>Fruitvale</u>	<u>Concept Plan to be developed</u>	<u>Low</u>	<u>After 2016</u>
<u>Sunnyvale</u>	<u>Concept Plan to be developed</u>	<u>Low</u>	<u>After 2016</u>
<u>Hobsonville Village</u>	<u>Concept Plan with associated District Plan changes to be notified</u>	<u>High</u>	<u>2005</u>
<u>Kelston</u>	<u>Concept Plan to be developed</u>	<u>Low</u>	<u>After 2016</u>
<u>Glendene</u>	<u>Concept Plan to be developed</u>	<u>Low</u>	<u>After 2016</u>
<u>Sunderland Head village</u>	<u>Concept Plan with associated District Plan changes to be notified</u>	<u>High</u>	<u>2005 - ongoing</u>
<u>Trig Road centre</u>	<u>Concept Plan to be developed</u>	<u>Low</u>	<u>2009/2010</u>
<u>Industrial Centres</u>			
<u>Span farm</u>	<u>Concept Plan to be developed</u>	<u>Low</u>	<u>2009/2010</u>
<u>Massey North Employment Precinct</u>	<u>Concept Plan with associated District Plan changes to be notified</u>	<u>High</u>	<u>2005 - ongoing</u>
<u>New Lynn Employment</u>	<u>Concept Plan with associated District Plan</u>	<u>High</u>	<u>2005 - ongoing</u>

<u>precinct</u>	<u>changes to be notified</u>		
<u>Henderson Employment precinct</u>	<u>Concept Plan to be implemented</u>	<u>High</u>	<u>2006/2007</u>
<u>Ranui Employment precinct</u>	<u>Concept Plan to be developed</u>	<u>Low</u>	
<u>Growth areas</u>			
<u>Babich</u>	<u>Proposed Concept Plan and associated District Plan changes to become operative</u>	<u>High</u>	<u>2005 - ongoing</u>
<u>Hobsonville Airbase</u>	<u>Concept Plan with associated District Plan changes to be notified</u>	<u>High</u>	<u>2005 - ongoing</u>
<u>Redhills</u>	<u>Concept Plan to be developed</u>	<u>low</u>	<u>After 2021</u>
<u>Hobsonville Corridor</u>	<u>Concept Plan to be developed</u>	<u>medium</u>	<u>After 2011</u>
<u>Hobsonville Peninsula</u>	<u>Concept Plan to be developed</u>	<u>low</u>	<u>After 2021</u>
<u>Penihana</u>	<u>Concept Plan to be developed</u>	<u>medium</u>	<u>After 2011</u>

Policy Map Z



Amendments to Policies

Additions underlined, deletions in ~~strikethrough~~

Policy 1.2

Activities should be located within the urban area in a way that supports the reduction of vehicle trip length and numbers, and the promotion of ~~passenger~~ public transport, therefore minimising discharges into the stormwater system and waterways of contaminants deposited onto impermeable surfaces from motor vehicles. Particular regard should be had for the location of intensive medium density housing within and adjacent to central locations, and housing at higher than traditional densities in any new urban growth areas. Provision should also be made for the integration into all new growth areas of employment activity and mixed-use development.

Explanation

This centralisation policy has been adopted because of the significant impacts on water quality that arise from the runoff into the stormwater system of contaminants deposited onto roads from motor vehicles. Although the upgrade of stormwater systems will reduce the effect of stormwater, prevention at source is also an important policy direction for the City. (This centralisation strategy has also been adopted in order to give effect to other objectives - explanation of the overall policy approach is set out in Part 6.) Medium density housing and apartments are ~~is~~ specifically identified in the policy in recognition of the way higher densities can contribute to the achievement of a viable passenger transport system.

Methods

District Plan Rules:

Provision for apartments;

Apartment Design Criteria;

Provision for Medium Density Housing;

Medium Density Housing Design Assessment Criteria;

Working Environment Retailing Rule;

Non-Residential Activities Rules.

Other Methods:

- Provision of design guidelines for medium density housing and apartments and advice to interested groups and individuals;
- promotion of medium density housing at Harbour View and other areas of the City;
- promotion of apartments and mixed use developments in the New Lynn and Henderson Town Centres;
- continued implementation of town centre revitalisation programmes;
- Council shall make available to developers and landowners the "Passenger Transport Supportive Land Use Guidelines" prepared by the Auckland Regional Council.

Policy 3.1

~~Medium density~~ Intensive housing should be encouraged around main town centres, railway stations and major roads to help provide for the efficient use of land within the urban area. Intensive development should be accommodated in the City's town centres and in specific

Living Environments, providing further opportunities for urban consolidation. Within the Community Environment (New Lynn) and the Living (L6) Environment, purpose-built apartment developments should be a minimum of 4 storeys in height to ensure efficient use is made of a limited land resource. The conversion of existing buildings, as well as additions to buildings, for residential activities, is also encouraged.

Explanation

The City's housing stock is primarily two to three bedroom housing, each located on its own site, which traditionally provided for young families. As people age and families grow up, there is a cyclical lowering of household densities which, coupled with natural population growth, increases pressure for new housing. Few alternatives, apart from minor household units and some housing designed specifically for older people, exist on any scale in the City. This policy signals the importance of ensuring a choice of housing, if pressure for the outward spread of the urban area is to be restrained, and pressures on the land resource eased.

Within the City's town centres there are a range of opportunities for intensive housing developments. In the New Lynn Town Centre there is the opportunity for apartment developments within the commercial area of the centre, as well as in the Living (L6) Environment. A minimum height for new residential developments is imposed to ensure that land is used efficiently. The Living (L6) Environment applies to undeveloped land on the south-eastern fringe of the centre where comprehensively designed, mid-rise apartments, appropriately buffered from adjacent industrial activities, need to be accommodated to help achieve the city's overall urban consolidation goals. The Living (L5) Environment provides further opportunities for medium density housing close to New Lynn. A minimum density of development applies in the Living (L5) Environment to ensure that scarce development opportunities are not taken up by low density development.

Methods

District Plan Rules:

Subdivision Rules;

Provision for Apartments;

Apartment Design Criteria;

Provision for Medium Density Housing;

Medium Density Housing Design Assessment Criteria;

Residential Activities/Density Rules.

Other Methods:

- advocacy of a range of housing types;
- provision for a range of housing types at Harbour View

Amendments to Chapter 2

Table 2.1(a) Strategic Platforms

Add in additional bullet point to Table 2.1(a) as follows:

In the area of infrastructure

- put in place cost-effective....
- apply business principles....
- ensure waitakere city's.....
- managing transport and transport infrastructure, facilitating a multi-modal network and facilitating integrated transport management

In the Area of Environmental quality

- practise sustainable....
-
-
-
- liaise with tangata whenua...
- reducing environmental effects of transport on the environment

In the area of city image and town centre upgrading

- create an integrated.....
-
-
-
- ensure heritage buildings...
- supporting compact and sustainable urban form and sustainable land use intensification

Amendments to Chapter 3

3.3 THE HUMAN COMMUNITY

It is estimated that in ~~1993~~2004, ~~441,900~~ 189,300 people lived in Waitakere City, occupying about ~~45,000~~ 60,300 dwellings. At the ~~1994~~ 2001 census, ~~74%~~ 72% of residents ~~classified~~ identified themselves as "European" (nationally ~~83~~80%), ~~44~~13% Maori (nationally ~~42~~915%) and another ~~44~~15% ~~classified themselves as being "Pacific Island" in origin~~ pacific peoples. Individual ethnic groups which are prominent in Waitakere City compared to the national average, include ~~the South Slavs,~~ Samoans, Niueans and ~~Fijians~~ Cook Island Maoris. Residents of Asian origin make up ~~41~~11% of Waitakere City's population (nationally ~~37~~7%).

The City has a relatively young age structure having, for instance, a younger population than both North Shore and Auckland Cities. However, as with elsewhere in the country, Waitakere has an ageing population, particularly amongst Pakeha. In ~~1976~~ 1991 the proportion of the City's population aged ~~60~~ 65 and over was ~~8.27~~5%. In ~~1994~~2001, the proportion was ~~10.98~~8.8%.

The most common household type in Waitakere City is the two person household. ~~There are 25,890 families in Waitakere City, and families with dependent children make up 57% of all households. However, only 18% of families with children have the "traditional" structure of two parents. Nearly a third of families in 1991 were solo parent families.~~ In 2001 there were 43,640 families in Waitakere City, and of these there were 13,850 couples without children, 20,400 couples with children, and 9,400(22%) single parent families. There is also a general trend to smaller household sizes. Between 1971 and 2001 the number of dwellings has increased more rapidly than the number of people, so that the average number of people per dwelling has declined. This decline has leveled off in recent years.

The ~~vast~~ majority of the adult population work, with about ~~60,000~~ 77,040 in paid work out of a population of ~~101,307~~ 112,200 of "working age" (between 15 and 65 years). Of the rest, a large number also work at unpaid employment (such as housework, care of dependents and voluntary work). Council is, as part of the eco-city and Agenda 21 principles, committed to the recognition of this unpaid, as well as paid, workforce. There were ~~8,800~~ 13,660 part time workers' jobs in ~~1994~~ 2001 making up the paid workforce; of these, the majority were held by women.

Not all paid workers living in Waitakere City actually work in the City, and not all jobs in Waitakere City are ~~done~~ filled by Waitakere City residents. In 1991, there were 35,092 jobs in Waitakere City; approximately 8,300 of these jobs were filled by people travelling into the area on a daily basis. In 2001, there were 40,710 jobs in Waitakere city with approximately 10,000 filled by commuters living outside of the city.

Leisure activities play an important part in the lives of Waitakere City residents. A survey of people's ~~leisure~~ free time activities in ~~1993~~ 2002 found that ~~homebased leisure~~ sports and physical activities were the most favoured leisure pursuits.

Waitakere City's population has a wide range of sporting interests which are catered for by schools and sports clubs. The City has many reserves catering for recreational pursuits ranging from bush and coastal walks to gardens and heritage trails. However, research has shown that some areas of the City have a shortage of open space for casual recreation. In the arts, Waitakere City, has regionally-known facilities at Lopdell House and the Glen Eden Playhouse Theatre, together with a number of cinemas and the City's own library resources. The City has the full range of primary, intermediate and secondary schools, a number of kohanga reo (language nests) and a kura kaupapa (school) at the Hoani Waititi Marae.

~~The only~~ Tertiary institutions include is the New Zealand Bible College which has courses to Degree level and Unitec which offers diploma courses. The secondary schools within Waitakere City offer a number of adult/interest group education courses, as does Te Whanau O Waipareira Trust. Cultural and religious beliefs and pursuits are catered for in much the same way as in most other New Zealand towns and cities. The Bahai National Centre and the Croatian Centre are located within Waitakere City, and stand out as having significance on a regional and national scale.

3.7 – The Valued Environment

Add the following after the paragraph ending "...infill housing or cross-leasing."

In the mid 1990's – early 2000's, a new form of intensive housing was introduced to the City. This was initially on the periphery of the New Lynn Town Centre, where significant development has established, and later around the Henderson Town Centre, other

employment nodes and on main routes. This development has been primarily medium density housing, but higher density apartment housing has also been developed.

This is a type of development which departs from the low density historical norm, but is nevertheless the type of housing which is likely to predominate as a component of future urban consolidation / intensification strategies.

Such development, if well designed, can produce attractive living environments at the site, neighbourhood and community levels. Integration is most difficult where such development borders existing traditional development and where design is primarily considered on a site by site rather than area basis. In order to address these issues, and create attractive, livable environments with a high amenity character, comprehensive planning is encouraged. At the same time, it must be recognised that those areas which have been specifically identified for such development must be allowed to mould to a new form, and that development may take some years to establish. This process will be assisted by such techniques as streetscape management, apartment units, medium density housing and mixed-use rules/criteria, and design guidelines.

Part 6 Policy Section

EXPLANATION OF THE STRATEGIC DIRECTION: POLICIES AND METHODS

This section explains a number of general strategic or policy responses to key matters such as population growth, City form, and protection of amenity. It places individual policies in this context and shows how they combine together as an integrated whole, in response to the significant resource management issues facing the City. A full explanation of some policies and methods in Part 6 is not possible without setting out this general strategic direction taken by the City.

6.1 GENERAL THEMES

There are a number of general themes that underpin the policies and methods adopted by Waitakere City Council. These are set out in this section as a preliminary to considering the detailed explanations of policies and methods.

The two central themes are consolidation of the urban area and the development of the Green Network. These themes work hand-in-hand and are the central policies in the District Plan's approach to avoiding, remedying or mitigating the adverse effects of urban development on the environment. The Plan requires that intensive development be consolidated within the urban area so as to avoid significant adverse effects on the environment from the spread of urban activities. Consolidation will also help promote land use patterns that will reduce people's dependency on the motor car, thereby reducing the effects of motor vehicles on the environment. The Green Network seeks to protect and restore the life supporting capacity of the environment and to maintain and protect the valued landscapes of the City.

6.1.1 Theme One: Urban Consolidation & Managing Growth Pressures

In ~~1994~~2001, Waitakere City was the ~~sixth~~ fifth largest City in New Zealand. The City's population grew from approximately 10,000 in 1920 to ~~168,750~~136,715 in ~~1994~~2001. In the 10 years between ~~1974~~1991 and ~~1984~~2001 the population of the "edge cities" of Waitakere, North Shore and Manukau grew faster than the central isthmus area, a ~~24%~~18% growth rate compared with ~~20%~~7%. Between ~~1986~~1996 and ~~1993~~2003, Waitakere City experienced an estimated 15% growth rate.

Statistics New Zealand estimates that an extra ~~58,000~~ 61,000 people could be added to the area over the next 20 years. 65% of this growth would come from natural increase rather than migration into the area. However, ~~there are changing~~ household formation trends which suggest that demand for the traditional three bedroom house ~~may be~~ is changing. There is a trend towards smaller household sizes with consequent demand for housing increasing at a faster rate than population growth. In the edge cities of the Auckland region, the number of dwellings rose by ~~11.4%~~ 64%, compared with ~~8.6%~~ 36% in the isthmus, between ~~1984~~1996 and ~~1986~~2001. ~~Although this eased to 54% between 1986 and 1991 (isthmus 46%), nonetheless, the pressures for peripheral growth have been immense.~~

The composition of households is also changing, with more single person and single parent households being established. In addition, because of the ageing population and economic factors, the number of new first home buyers is declining. Most households over the next 20 years will be formed from families and people in middle or older age groups. In general terms, people in the 36-60 and 60+ age groups have greater financial independence than first home buyers, which gives them greater housing choice. Access to amenities and the character of an area are likely to be as important as affordability, and established residential areas may be a more favoured choice for these groups.

The traditional housing model of a three bedroom house with gardens and lawns may no longer be suitable for these types of households. The economic environment also suggests a move

away from “greenfields” developments for first home buyers. ~~Central Government has removed a range of financial incentives that used to be available to first home buyers, and this makes buying a new house no more advantageous than buying an existing house or flat, or finding a cross-lease section in older parts of Waitakere City.~~

These factors suggest that demand for the accommodation of population growth on the edge of the City may be changing. ~~However, such changes are unlikely to fully counter such demand. Certainly, there is a demand for “life-style” blocks of varying sizes outside the existing urban area particularly in the Foothills and Coastal areas. Also factor in that there are already a number of vacant properties and there is still an ability to subdivide in the ranges. In any case this population growth, if it continues to be accommodated through the outward spread of the urban area, will bring adverse effects on:~~

- water quality, land and bush in vulnerable areas including the Waitakere Ranges;
- potential for flooding in the foothills and Urban area if increased settlement in the upper catchments takes place;
- outstanding landscapes and the amenity values and neighbourhood character of the foothills, coastal and countryside areas;
- ~~high quality versatile soils in the north.~~

~~It will inevitably bring~~ The traditional form of low density peripheral urban growth, dominated by residential activity, also brings adverse impacts on the amenity values and neighbourhood character through social isolation, increased journey to work trip lengths and of the urban areas of the City through intensification of residential areas increased traffic generation, and on existing building stock which must adapt to new household structures and needs.

In developing an effective response to these pressures, the following factors must be considered:

Environmental Thresholds

The likely capacity of the Green Network and non-urban Environments to absorb further growth without harm, either to natural and physical resources, or to natural processes, outstanding landscapes and amenity values, is an issue.

Past decisions about investment in infrastructure, and adoption of a strategy to consolidate further growth within the existing urban area, have already had the effect of limiting settlement outside the existing reticulated drainage system. However, these constraints have been identified in a number of areas as insufficient to prevent damage to natural resources. Within the bush covered Waitakere Ranges and the coastal areas, even the currently limited densities create adverse effects. ~~In the Titirangi and Lainholm areas some parts have been serviced, and densities down to 2,000m² and 4,000m² have been achievable.~~ Resulting effects from weed escape, pests, and fragmentation of bush have been identified in previous sections.

In the foothills there has been on-going pressure for development. Landowners recognise that the area occupies an important position between the urban area and the Waitakere Ranges. Although there is no wish to see the area develop to a point that it becomes intensively settled and urbanised, limiting densities on the basis of protecting traditional rural activities is less appropriate, when considering the future of the area, given the unsuitability of some of the land for farming and horticulture. Reconciling these pressures with the need to protect the Waitakere Ranges as well as the quality of the foothills environment itself, is a key challenge for the community. These areas are not generally required to accommodate city growth and will not be utilised for that prime purpose.

Thresholds in terms of particular aspects of the environment are dealt with in the objectives, policies and methods – see for example, Policies 1.1, 2.1, 3.1, 5.4, 9.1, and 9.9. The threshold

set by those objectives, policies and methods, and the rules which follow from them, recognize that there may be justification for some development, but within strict limits which recognize the potential for adverse effects, including cumulative effects, on finite natural resources. It cannot be assumed that maximum development possibilities under the rules thresholds can necessarily be achieved. Development possibilities will be the subject of assessment through the consent process to ensure that there are no more than minor adverse effects, having particular regard to landscape quality, ecological systems, land stability and the effects of stormwater disposal. Wherever possible, encouragement will be given to the entire subdivision of a site to be considered at one time only. This will provide most certainty regarding the effects of subdivision. However, where subdivision is to be proposed in stages, it will be important to show in concept how the balance of the site can be subdivided in accordance with the District Plan policy and provisions.

To the north, the question of density primarily relates to the issue of current horticultural techniques and the demand for lifestyle blocks brings pressure for some intensification of settlement. However the Resource Management Act requires that the potential of natural and physical resources to meet the reasonably foreseeable needs of future generations is sustained. This requires that settlement occur in a way that does not detract from the value of the City's natural higher quality soils impacts on the quality of the upper harbour and the City's higher quality soils, rural character, the ability of the area to be serviced by infrastructure and the future development of Whenuapai.

For these reasons, and to meet the requirements and agreements relating to regional growth strategies, emphasis will be placed on the intensification of development within the Metropolitan Limits existing at 2004.

Within in the urban area, investment in infrastructure has allowed settlement to pass the thresholds that would normally exist in relation to natural and physical resources. The only constraints on further intensification are those set by the capacity of the current infrastructure, the willingness of the community to continue to invest in its expansion, and decisions to limit intensification in some areas because of unacceptable effects on landscape, significant natural areas and amenity values.

Whether continued investment in expanding the capacity of these systems is appropriate, given their costs and the impacts on the wider regional and national environment, is a major question for the community to consider. Current systems already have the capacity to allow further intensification until 2005, when the Western Interceptor that carries sewage to the Mangere Wastewater Treatment Plant reaches capacity. Therefore settlement densities within the existing urban area are dictated primarily in terms of their impact on the valued character of particular areas, until that capacity is reached.

Where there are issues these can be addressed by concept planning. At the strategic level this involves a focus on intensification around the major town centres (New Lynn, Henderson and Massey North/Westgate) with a secondary emphasis on other town centres and regional road routes. Peripheral urban growth will be provided for but of a type which, through minimum density, mixed use and other management controls will ensure the efficient utilisation of resources.

Regional Perspectives

The Auckland Regional Policy statement sets outer limits on urban expansion within Waitakere City. Under the Resource Management Act the District Plan must be consistent with this policy. This policy has been updated and is supported by the Auckland Regional Growth Strategy, the Northern and Western Sectors Agreement and the Local Government (Auckland) Amendment Act.

Possible Urban Growth Areas

Identifying those Growth areas will be limited to those necessary to achieve a 78/17% split of peripheral growth versus intensification of growth development. Babich, Massey North/Westgate, the Hobsonville Village Centre, and the former Hobsonville Airbase have been identified as areas where intensive settlement can occur with the least impact on natural and physical resources and amenity values, are essential preliminary tasks before considering any urban expansion.

Urban Form

The degree to which the existing urban area can be managed in a way that provides a high level of amenity and more housing as a way of reducing pressures for outward growth, is a key to managing population pressures. A characteristic of traditional low-density suburbs is a predominance of three bedroom housing and the limited availability of one and two bedroom houses. It is likely that the demand for smaller housing types will further increase in the future, and this is a trend that should be reinforced. It is important to ensure that resource management policies do not unnecessarily restrict housing choice, and that rules are focused on adverse environmental effects so that the maximum degree of choice is afforded to developers and buyers.

Impacts on Amenity Values

Identifying any constraints on intensification in the existing residential areas, and finding effective ways to manage any impacts are also necessary aspects of the management of pressures on the natural and physical environment. Some parts of the City are subject to infill housing pressures. Increased infill in these areas is unlikely to achieve densities that will contribute to reduced fossil fuel use and greater energy efficiencies, although infill housing does reduce pressure for housing on the edge of the urban area. Any limit on density in some areas as a way of protecting amenity reduces the City's ability to absorb population growth. While this trade-off may be acceptable, there are impacts on the current community in terms of the availability of new housing and housing costs. In response to these concerns, the District Plan contains a range of policies and methods that, cumulatively, limit the outward spread of the urban area and consolidate growth within it. This ~~consolidation~~ intensification strategy is a key response to the need to protect the City's waterways and soils which are not already built over, to avoid pressures on vulnerable native resources, ecosystems and air quality, to preserve the natural character of coastal areas, to protect the City's outstanding landscapes, and ensure efficient use of land and energy. This policy direction also has the benefit of ensuring more efficient use of infrastructure and avoiding further investment in expensive, unsustainable systems.

The policies that together comprise this ~~consolidation~~ intensification strategy can be divided into four types:

- those that limit settlement outside the urban area to varying degrees;
- those that provide for some intensification on the periphery of the City;
- those that accommodate intensification within the urban area; and,
- those that counter pressures from within the urban area for a spread City.

The consolidation of population and household growth means considerable change for a City that has experienced the continued spread of the urban edge and the provision of low-density suburbs since the 1940s. The effects of consolidation and intensification within the existing area require careful management to achieve an environment of the highest possible quality. Consolidation without this careful management and attention to the quality of the environment created, has the potential, not only to undermine the amenity of urban life, but also to increase pressure for expansion elsewhere in the region as residents move in search of a better quality environment.

Birdwood Area

The 'Birdwood Area' includes the Birdwood Structure Plan area and the Birdwood Special Area generally west of Don Buck Road and east of Chamberlain Road.

The majority of the Birdwood Area has long been identified as an area for urban development, but urban services have not been provided. During the preparation of the Proposed District Plan, the suitability of the Birdwood Area to accommodate urban activities was reassessed. It is apparent that because of landscape, stability and stormwater issues, it would be inappropriate to develop all of the area into urban densities.

It is the intent of the Proposed District Plan (Decision Notice 61) that a "Concept Planning" process be undertaken for the Birdwood area. The concept plan will identify the carrying capacity of the area and seek to maintain the landscape values, minimise landform modification and retain natural resources.

Birdwood Structure Plan Area

The Birdwood Structure Plan area is bounded by Sunnyvale Road and Redhills Road and contains land generally west of Chamberlain Road to the end of Mudgeways Road.

A structure planning process has been completed for the Birdwood Structure Plan Area. This process included the investigation of:

- Landscape values of the area;
- Ecological values;
- Water quality and quantity issues;
- Stability problems;
- Archaeological and heritage features;
- Roading and accessibility issues.

The Structure Plan has been developed in consultation with landowners and other interested parties and will form the basis of future subdivision and land development in the Birdwood Structure Plan area. The Structure Plan identifies a density of subdivision development specific to each site. This density reflects the development potential of the Birdwood Structure Plan area that was determined based on the information available at the time of preparation. For the Birdwood Structure Plan area, the key resource management issues identified include land stability, protection of rural landscape character and avoidance of downstream flooding.

In addition to enabling subdivision, the Birdwood Structure Plan also seeks to achieve a greater level of environmental protection within the structure plan area. In this regard areas of bush protection and stream enhancement have been identified on the Birdwood Structure Plan Map. It is desirable that ecological stream corridors be protected and enhanced and that native vegetation is encouraged to regenerate.

Birdwood Special Area

The Birdwood Special Area is located west of Don Buck Road and south east of Chamberlain Road. This area, with access from Don Buck Road lends itself to urban type activities. Wastewater could be provided from Don Buck Road or from an extension of the sewerage network up Chamberlain Road. The key issues are the need to retain native bush, extend the reserve network in the area and integrate the area into the surrounding urban environment.

Changes to the landform need to be minimised, and it will be necessary to retain stormwater runoff as much as possible before it reaches the Swanson Stream. Down stream stormwater treatment and detention will also be necessary. It will also be necessary to ensure that development relates well to the Don Buck Road area.

6.1.2 Theme Two: City Form

After World War II, the increasing rate of urbanisation in New Zealand and the growth in population of the Auckland Region had a great impact on Waitakere City. Auckland City, which was the focus of most migration into the region until that time, could not accommodate population pressures within its own boundaries, and the population spread westward, northward and southward. To the developers and local authorities at the time, it seemed that there were no constraints on growth - with extensive areas of vacant land and pasture being apparently suitable for development. Servicing presented no problems and the opening of the north-western motorway in 1955 created easy access to many areas of west Auckland. A 30 year period of intensive residential development and population growth followed, which left a lasting legacy for the Waitakere environment.

Te Atatu experienced rapid growth in the late 1950s and early 1960s. Kelston underwent similar growth in the 1960s, Massey in the 1970s, Ranui in the 1980s, and West Harbour/ Hobsonville in the 1990s, and Sturges in the 1990's and early 2000's. From the mid 1990's there has been the beginning of a trend to medium density and apartment density housing, notably in the New Lynn area, but also around Henderson and other town centres and on main roads.

~~Homes were produced for many low and moderate income households, but since the 1980s there has been a wider range of income groups settling in the City. The pace of growth was rapid, with each area experiencing an almost complete change from rural to residential over a 10 year period. The rural areas between the original settlements quickly filled in, and by the late 1980s there was a continuous urban belt from Titirangi and New Lynn in the south through to Hobsonville in the north. There was also significant expansion of population in the City's rural and coastal settlements, particularly in Piha.~~

The urban pattern that resulted from the initial burst of urban development in the 1950s, 1960s and 1970s includes the following:

- (a) the urbanisation of the eastern part of Waitakere City as an 'edge' City, dependent in large part on people being employed elsewhere in the region. Although the original small villages developed into local service centres the surrounding areas became 'commuter suburbs' - primarily residential in nature. Industrial and commercial activities were required to locate separately;
- (b) the creation of a low density urban area, relatively low land costs, the rapid spread of new housing from the late 1940s, and heavy investment by the State in housing in the 1950s and 1960s has resulted in characteristic low density suburbs that are highly valued by many residents, particularly residents with young children. The high investment costs in infrastructure associated with this low density urban form were accepted as a legitimate cost of development. The maintenance and associated environmental costs were absorbed by the community;
- (c) the dominance of three bedroom detached housing designed primarily for families consisting of adults and dependent children. The heavy investment in the family and family housing by the state over the thirty-five years from the Second World War resulted in a good quality housing stock, and particularly those houses built between the 1940s and the 1960s. However, one other result was that few alternative housing types were built. This was reinforced by a town planning system that treated other kinds of housing as an exception to the rule - requiring them to be located away from the main residential areas, or requiring them to pass through stringent planning assessments. The result is a limited housing choice - in terms of

- design or location - for older people, for single person households and for larger extended households;
- (d) the dominance of a curvilinear street pattern and a strong roading hierarchy. Initially, the older parts of the urban area developed around a grid street pattern and this is most obvious in New Lynn. However from the 1920s, the garden city/suburb movement put great emphasis on curvilinear streets, and this was adopted by planners and developers from the 1940s. It was further refined into a hierarchy of roads that tried to direct traffic away from residential areas. The newer residential areas in the City have relatively few through streets. The result is a lengthening of car trips in order to gain access to services outside these areas, and the discouragement of walking and cycling, again because of the long travel distances. The Plan seeks to have a more connected street pattern than has been the case in the recent past. The design of street patterns and the balance between cul-de-sacs and connections needs to take into account the location of activities such as schools, reserves, shops, workplaces and public transport routes. The existence of steep topography, a desire to retain the natural character of streams and bush areas will be factors in which cul-de-sacs may be appropriate. Cul-de-sacs may also be appropriate where they do not significantly increase trip length and where an interconnected street pattern is maintained.
 - (e) heavy investment in infrastructure and pressure to add to the networked systems on the edge of the urban area without co-ordinated forward planning. These networked systems were adopted at the time as the best possible means to provide services and manage waste. The absence of alternative local community or onsite systems is a characteristic of the urban area.
 - (f) heavy reliance on motor vehicles. Table 6.1.2(a) compares different modes of travel for Waitakere City residents based on 1991 Census data.

Of those travelling to central Auckland by vehicle, 21% used the passenger transport system. Only 8.2% and 3.7% travelled by passenger transport to New Lynn and Henderson respectively. To a degree, the design of the City's suburbs has forced people to use cars in order to reach services and work. Access to employment opportunities is limited, with the City as a whole providing a work place for about 50% of its total workforce. Within the City, employment is concentrated in Henderson, New Lynn and Lincoln Road which means for people who live in the outer areas, travel to work is likely to involve a car trip.

Traditional investment of public moneys (through taxes and rates) in infrastructure has also supported car use. Investment in roading absorbed 18% of Council's rates expenditure in the 1994-1995 financial year. This expenditure is dictated by two concerns - ensuring access to different parts of the City and ensuring that roads are capable of handling the amount of traffic moving on them, either in terms of safety or of efficient traffic flows. In relative terms, investment in passenger transport systems is low and is caught in the dilemma between investing as a response to demand, and investing in passenger transport to encourage use of alternatives to car travel. Between 1986 and 1991, bus patronage almost halved and at the same time traffic volumes in Waitakere City increased at 3% per year. Some arterial roads have experienced a 7% annual increase in traffic over the last few years. If these trends continue, total traffic volumes in the City could double over the next 20 years. The failure to pass on the true environmental costs of vehicle use to road users has also contributed to vehicle use.

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 inherited settlement patterns and the lack of employment activity ~~and the resulting reliance on vehicles and fossil fuels, coupled with more recent changes in the retail sector in particular,~~ have been a cause of adverse effects on:

- air and water quality, through discharges of fossil fuels to the air and the runoff of contaminants from roads into waterways;
- amenity values from increased traffic noise, traffic congestion on major routes and general traffic movement;
- housing stock from demand for alternative kinds of housing - which results either in redevelopment of a site or alterations to buildings themselves;
- demand for land for roading on greenfields sites (approximately 12% of total land used in any development);
- amenity values and character of areas as roading capacities are reached;
- amenity values (accessibility) as suburbs and community areas are designed around vehicle use. Development of effective responses has included consideration of:
- the ways settlement intensities and location might contribute to the increased viability of passenger public transport;
- whether the nature, location and mix of activities (particularly retail activities), can assist in the reduction of the effects of fossil fuel use and on pressures for the outward spread of the urban area, and contribute to maintaining and enhancing the amenity of the urban area. ~~Of particular concern is the location of retail activities in different parts of the City and the focus of retail activities around central areas;~~
- ways that the maintenance and enhancement of amenity values at the town centre, town centre periphery local and neighbourhood level can assist in the reduction in trips by private vehicle, and a reduction in the pressure for outward spread of the urban area, by providing for a high quality accessible local environment through concept planning, comprehensive development plans, ~~apartment rules, streetscape~~

~~and site analysis etc~~ and encouragement of intensive housing and land use developments:

- considering how roading systems might be designed to reduce car use and fossil fuel emissions, and achieve a high level of accessibility and amenity for all groups in the community.

~~Management of land use activities and the way they relate to each other has been a traditional preoccupation of past district plans. The focus has been on the need to separate activities that caused harm to human health and amenity values, to protect residential areas as safe havens for family life and to promote and protect particular commercial centres. Under the Resource Management Act, any management of land-uses for a social or economic goal or outcome is specifically rejected. Therefore~~

Concerns about urban form centre on:

- reducing reliance on vehicle use in order to avoid the adverse impact of fossil fuels on air and water quality;
- managing the increased population pressures within the urban area to avoid adverse impacts on amenity, and in particular on neighbourhood character;
- managing the relationship between public space, roading networks, and private space and buildings to produce the highest level of urban environmental quality. This reduces pressure for the outward spread of the urban area and further intensification of settlement in the foothills, countryside and Waitakere Ranges, and consequent adverse effects on natural and physical resources and landscapes.

The approach that the District Plan has adopted is to integrate land use a 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 corridors regional roads. This centralisation strategy increases the viability of passenger transport and encourages walking. In promoting this strategy, the District Plan has chosen to counter certain trends towards the dispersal of activities, especially retail activities, and the outward expansion of the urban area. The retail centralisation strategy is essential to wider consolidation concerns. In addition to this concentration of activities, the District Plan has also adopted the approach that there should be a greater mix of activities within the Living, Community and the Lincoln Road Working Environments. At first glance, this appears to be in conflict with the concentration of activities around town centres and transport routes. However, the District Plan is concerned with a greater mixing of small scale activities that service local neighbourhoods or do not generate large numbers of vehicle trips. This mixing of local service and residential activity in particular, such as provision for home occupations and some small scale nonresidential activities, encourages walking to local services within the neighbourhood and reduces car use. A third general theme is the improvement of pedestrian linkages within the Community Environment and between different parts of the urban area. This includes improved design and integration of access within any new subdivision. Thus the key focus of the various policies that form the City's urban form strategy, is to reduce adverse effects on water and air quality, and to protect and enhance the amenity of the urban area as a way of reducing pressure for a spread City.

6.2 POLICIES AND METHODS

6.2.1 Managing Population Pressures Outside the Urban Area ~~(Please note – 6.2.1 is not operative)~~ Within those areas that fall inside the Green Network, the level of settlement is determined by the ability of relevant natural resources to absorb any effects. That is, the thresholds of particular resources or combinations of resources set the limits on settlement. Within the Riparian Margins Natural Areas, the key consideration is impact on water quality. Within the Protected Natural Area, the key consideration is protection of native vegetation and landforms respectively. The approach taken is to restrict any further settlement within these Areas, except where landowners have the ability to build on already subdivided land. Within the Coastal Natural Area, the primary concern is the protection of the natural character of the coastal environment where that remains largely unmodified. Key issues in this area are removal of bush

and earthworks. Because settlement and subdivision are seen as catalysts for these activities, subdivision is also limited.

Within the Managed Natural Area the primary concern is to ensure that any development does not fragment existing bush to a degree that habitat is adversely affected, or the overall indigenous vegetation is reduced to an unhealthy state. In the Restoration Natural Areas, the concern is to limit settlement to a level that does not further degrade remaining bush or intervene with regeneration processes. The policy approach in this situation is to closely manage the location and amount of building, impermeable surfaces and subdivision in these areas.

Thus the approach within the Green Network is to set settlement thresholds that relate directly to the capacity of each area's resources to absorb impacts. The methods used to manage population and settlement growth in these areas is to establish either minimum lot sizes or to clearly state the situations where subdivisions can occur. A more complex approach is adopted in relation to the Foothills Environment, the Countryside Environment and the Titirangi/Laingholm area.

Countryside Environment

This is the rural area lying to the north of the city's urban area. Given the District Plan's other containment policies and the importance of protecting the integrity of the Whenuapai and Hobsonville airbases, intensification to an urban density will not occur. However, the need to establish settlement thresholds still exists. These thresholds will be implemented where appropriate through a structure plan approach and will include consideration of:

- protection of natural resources;
- avoidance of impacts on the efficient operation of the Hobsonville and Whenuapai Airbases;
- protection of rural and coastal character and amenity
- providing for opportunities for regeneration and restoration of resources;
- maintenance of dwellings/population at a level that is consistent with infrastructure and servicing standards
- avoidance of impacts on the efficient operation of rural activities.

It is expected that the structure planning approach, while adopting densities which will vary according to the above, will not result in any subdivision of lot sizes less than 1 ha or less than an average of 2 ha.

Titirangi/Laingholm

This is a particularly complex part of the City. It has some of the characteristics of an urban area (intensive settlement, kerbed and channelled roads) and provision of a drainage system over a large portion of the area. At the same time it is covered by native bush, much of which falls into the Managed Natural Area. Parts of it are clearly more akin to the landscapes of the Waitakere Ranges and the Manukau Coast, while other areas reflect the historic intensive development found in other Bush Living Environments in the City.

The landscape character of the area is recognised through the Waitakere Ranges and Bush Living Environments. ~~It is also recognised that whether an area lies within or outside the Inner Drainage Area influences the degree to which parts of both environments are slightly more urban in character.~~ Finally, there is recognition of the fact that some land has cleared areas on it, and that limits based on the need to protect native vegetation are slightly less pressing in these parts of the City. Effects from weeds and pests still remain a key issue within these areas. The District Plan adopts a two-tier approach to the area which seeks to balance the protection of natural features and outstanding landscapes with the more modified character of the northern eastern part of the area.

The Plan offers those landowners living to the north of the Titirangi/Scenic Drive ridge the ability to develop to a higher density than those to the south and establishes strict development criteria

~~that recognises the different natural and physical characteristics of the two distinct areas, within the Inner Drainage Area in either Environment the ability to subdivide their land to a specified standard site size or via a structure plan. The structure plan process offers the possibility of subdivision beyond the specified site size, so long as careful attention is paid to a range of matters – from protection of water quality and bush, to retention of amenity values. A minimum site size is still applied under the structure plan but it allows for some increased flexibility. This approach recognises the historic development of the area and the resulting local character, as well as its place within the wider outstanding Waitakere Ranges and Coastal Landscapes, and its position within the Green Network.~~

Foothills Environment {See Also A54}

This area occupies a key position between the urban area and the Waitakere Ranges. There are two unique landscape areas: the upper bush clad areas and the lower pastoral areas. There is a relatively high coverage of native bush in the upper reaches of the foothills, with orchards, other exotic planting and horticultural uses in the lower valley areas. Given the District Plan's other containment policies, intensification to an urban density will not occur. However, the need to establish settlement thresholds still exists. These thresholds exist around the following:

- protection of identified vegetation;
- avoidance of steep and erosion-prone land;
- avoidance of riparian margins;
- protection of amenity and character of the Environment;
- protection of the Waitakere Ranges landscape;
- protection of significant native vegetation and fauna from pests and weeds;
- providing for opportunities for regeneration and restoration of resources;
- maintenance of dwellings/population in the Foothills at a level that is consistent with infrastructure and servicing standards.

An approach has been adopted that sets a minimum site size consistent with the District Plan's containment policies in the Managed Natural Area, Countryside Environment and Waitakere Ranges Environment. However, ~~as with Titirangi and Laingholm,~~ the Plan allows for some flexibility if a structure plan approach is followed.

The sensitivity of this environment is such that it is anticipated that no further development will take place in the long term beyond that provided for in a structure plan.

Structure Plans

This allows development to be determined by the capacity of the land and the cumulative impacts of settlement. Structure Plans relate development potential to the specific environmental and physical constraints and opportunities on each site. As part of the subdivision consent certain areas identified on the structure plan will require enhancement (revegetation, restoration or streamside revegetation) or protection through fencing or the placing of covenants or encumbrances on the titles. Any site is assessed in terms of its characteristics and what the catchment or structure plan area can sustain. The proposed subdivision boundaries indicated in the structure plan are designed to:

- protect the visual amenity of each lot
- protect the visual amenity and rural character of the areas
- retain existing bush areas
- enhance and restore vegetation
- recognise existing drainage patterns and to utilise existing roading networks (including utilising existing farm tracks and accessways).

Council must meet its obligations under the RMA and must also be consistent with the Auckland Regional Policy Statement. The timely participation of the Regional Council can ensure that the

structure plan process, catchment management plans and subsequent consents from the Regional Council proceed together and in an integrated manner. Community consultation will identify those characteristics of the structure plan area that are most valued by residents and the wider community in considering any future development of the area. It is expected that structure plans initiated by any parties other than the Waitakere City Council will be undertaken in close partnership with the Waitakere City Council and in consultation with residents, the Regional Council and other interested parties. In developing a structure plan the following issues must be considered:

- retaining the rural character
- protecting native vegetation
- protecting streams and water quality
- protecting heritage
- protecting amenity and the environment
- avoiding increasing flood risk
- soil conservation, including productive soils
- maintaining urban development within existing boundaries.

Policy 6.2.2 – Peripheral Urban Growth

~~While a key policy direction in the District Plan is the containment of future population growth and settlement within the existing urban area, it has addressed the question of possible limited growth at the periphery of this area. This is within the context of the need to carefully manage the impacts of intensive settlement on previously undeveloped land. Initially, a range of options were examined that considered various possible locations for expansion. In assessing whether development should proceed, a range of strict environmental criteria were applied. A two stage approach was adopted. Stage I excluded any land: • prone to natural hazards – flood or instability problems; • within riparian areas; • with high quality soils; • containing significant and outstanding vegetation and fauna habitat. The factors considered in Stage II were:~~

~~• landscape impacts; • heritage values; • potential quality of any future urban development within the area; • impacts on water quality; • servicing issues, including accessibility and transport; • placement inside or outside the metropolitan limits identified under the Proposed Regional Policy Statement. One area at Birdwood was identified as having potential for future urban growth. Extensive studies of the area have shown that while the area has many advantages over other possible growth areas, it is unsuitable for intensive residential development. The Redhills area shares the same qualities as the Birdwood area, except for the potential impact urban development would have on water quality of the Upper Waitomata Harbour. This impact is the primary reason why the area has not been included in the Urban Growth Special Area. The Council is not satisfied that current stormwater management methods will protect water quality to a satisfactory standard. However, if there are sufficient advances in treatment methods in the future, then the Council will reconsider the potential of the Redhills area as a growth area.~~

~~In the interim, the rules of the Foothills Environment apply to the Special Area. The Council considers that there may be some limited potential for development at Waitakere Township. This would take advantage of its location on the commuter rail line into Auckland, and help support a greater range of services in the Township. Council wishes to investigate the matter further and consult closely with the residents of the Township before any decision is made.~~

While the key policy direction in the District Plan is the consolidation and intensification of future population growth, and settlement within the existing urban area (defined as at 2004), the question of limited growth at the periphery of the City has also been addressed.

Up to 2004, the Birdwood area immediately west of Massey had been reclassified for urban development. The Babich area, west of Sturgess, and the Penihana area adjacent to the Swanson Train Station were also identified for future urban growth. An application to urbanise the Babich land was lodged in 2004 and it is envisaged that penihana will be

considered for urbanisation between 2010 and 2021. These are the only areas in which it is envisaged growth will occur west of the City.

A range of future options were then examined for other possible locations for peripheral growth. In accessing whether development should proceed, a range of strict of environmental criteria was applied, through a two-stage approach.

Stage 1 excluded any land:

- that was not necessary to fulfill growth capacity issue identified within the existing urban areas to 2021;
- classified as outstanding coastal natural character;
- classified as outstanding landscape;
- contained within any Waitakere Ranges or Foothills area;
- applying to natural hazards – flood or instability;
- within riparian areas;
- containing significant and outstanding vegetation and form of habitat.

Having set these criteria, the only land identified as being potentially suitable for urban growth was the currently rural land and the Hobsonville Airbase land to the north of the city.

Further examinations carried out in Stage 2, within this northern area, included:

- the relative suitability of the areas for mixed use growth, and in particular the growth of employment activities;
- the extent of land required to accommodate the component of urban growth required;
- the ease by which areas could be serviced, in particular with roading;
- impacts on water quality, including water quality of the Upper Waitemata Harbour;
- landscape impacts;
- heritage values;
- the potential quality of any future urban development within the area.

The areas identified include Massey North (based on employment growth associated with retail expansion of the Westgate Centre and significant industrial / service land between future State Highway 16 motorway and the existing State Highway 16); the Hobsonville Village Town Centre (based on an expansion of the existing Hobsonville Commercial Centre) and the former Hobsonville Air Base land (based on a new marine industry precinct and comprehensive mixed-use provisions).

6.2.3 Medium/High Density Intensive Housing

~~Medium/High density~~ Intensive housing comprises higher density housing in the form of “medium density housing”, “apartments” or barns in “mixed use” developments housing is an important tool in the District Plan’s overall consolidation and City form strategies. The Plan concentrates ~~medium density~~ intensive housing around town centres, railway stations and main transport routes. This is part of the strategy centralising key activities around central nodes and points, as a way of improving the viability of passenger transport. It also promotes a high quality urban environment to counter pressures for outward spread of the urban area.

~~Medium and High density~~ Intensive housing also addresses the problem of lack of housing choice. Waitakere City has a limited range of housing types, particularly for 1 to 2 person households, and limited choices in terms of the location and style of housing. Most housing is detached, on moderate size sections. The District Plan removes restrictions on the provision of

alternative housing forms and sees the production of ~~medium and high density housing~~ intensive as essential to accommodating an ageing population and changing household structure.

If developers wish to build ~~medium density~~ intensive housing the District Plan encourages them to concentrate building around town centres (especially New Lynn, Henderson and Massey North) and transport nodes and corridors. A concept plan process also made provision for intensive housing as part of a comprehensive mixed use development at the old Hobsonville Airbase. Design advice and a resource consent process that make it possible for any project to proceed with a good level of certainty also encourages developers to take up the challenge. ~~The prime focus for Medium and High Density Housing should be around transport nodes and corridors.~~

~~Medium density~~ Intensive housing must be developed in a comprehensive way, on sites of a size that allows consideration of open space and roading layout to be adequately addressed. Detailed assessment criteria are provided to assess each proposal against and to give guidance.

~~This approach to medium density housing is a refinement of past policies and methods found in the previous Waitemata District Scheme. In that document, there was provision for comprehensive housing areas where there were no performance standards beyond a minimum development area.~~

This approach provides more certainty and guidance on outcomes, and gives clear protection to surrounding low-density suburbs, while protecting and enhancing the amenity of the Community Environments areas proposed for intensive housing and contributing to wider issues of sustainable city form.

6.2.4 Retail Activities and Employment Growth

Shopping is an essential part of life for the City's residents. Shopping is important for everyday needs (such as food) and for other needs as well (clothing, household goods, etc). Shopping is also a major leisure activity.

The retailing sector is a major component of the City's economy. Its health is important to the community from the business perspective (collectively rather than individually) and also because of the many residents who are employed in the retail sector.

In order to survive and prosper, the retail sector needs to compete. This sector has become very dynamic in the approaches taken to compete well and offer the community good service. Changes will continue to occur and some will be difficult to predict - for instance the impact of internet shopping.

Shopping centres often contribute to the overall amenity of an urban area. For this reason, amenity standards associated with shopping centres are very important. These standards can be assisted, not only through individual *development design*, but also through community input, for instance through main street projects, and by co-ordinated planning over a contiguous area such as through a Concept Plan or Comprehensive Development Plan. Shops, by their very nature, attract people. People movement is primarily by car and people will usually use the car to access shops.

It is now well-recognised that many of the City's (and region's) issues arise out of private motor vehicle use - including pressure on roads, congestion and pollution and the social, economic and environmental consequences of these (see, for instance, the Auckland Regional Land Transport Strategy 1999). The location of retail activity and other employment land can have important ramifications in respect of private vehicle use (including trip length) and the success of promoting passenger transport use and mixed use development.

There will also always be a need for those who have not or cannot (for instance, through disability) have access to a car. The generation of traffic is also an effect of each individual retail development. Traffic safety and traffic impacts on *roads* and *amenity* can be major issues on assessing the suitability of a proposed development. Other *effects* can include maintaining the visual character of an area (issues of design, screening and landscaping) and noise.

Taking all of the above in to account, the following issues need to be recognised when sustainably managing effects from *retail activity*:-

- *effects* the retail sector (including its distribution) can have directly or indirectly on the social and economic conditions which affect community wellbeing;
- *effects* the retail sector and shopping centres can have on *amenity* in and adjoining shopping areas, and also on the perceived character of the City as a whole;
- the desirability, where appropriate, of integrating *retail activity* with existing retail and other community resources and activities (particularly those in *town centres*) including *site* and *building design* integration, and pedestrian and *road* linkages;
- the relationship between the retail sector and use of the private motor vehicle, and therefore the social, economic and environmental issues arising from private motor vehicle use;
- the need to manage site-generated *effects of retail activity*;
- the potential impacts on the continuing effectiveness of *town centres* to act as viable locations for population intensification. This Plan responds to the above issues through an approach to the location of retail activity which is based on the following:-
- Part 6.1.1 of the *Plan's* Policy section, which explains the City's approach to urban consolidation. Urban consolidation is a major basis to the *Plan* and is consistent with the same major strategic platform of the Auckland Regional Policy Statement. A key component to this consolidation strategy is the management of retail activities. The Plan promotes the centralisation of *retail activities*, particularly within the *major town centres*, being New Lynn, Henderson and Westgate, but also within other *town centres* and, subject to policy and assessment criteria, along *major roads*, as a means of encouraging consolidation of urban activities. For urban consolidation to work, it is important that nodes of business activities are sustained.
- 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.
- From an *amenity* perspective, the strategy encourages the formation and sustainable management of *town centres* within which people can provide for their wellbeing and with which they can identify. *Town centres* that are vital and exciting; that are close to a good passenger transport system; that provide excellent and safe pedestrian environments; that contain a grouping of activities which are able to support each other and be supported; and where there is confidence in the future, will have the best chance of sustained investment in high levels of private and public *amenity*.

This approach has some similarity to the strategy that has been in place in the City for many years. That strategy has been confirmed by many past decisions of the Planning Tribunal / Environment Court. However there are important distinctions between the approach of this Plan

and what may be perceived as being the basis of past approaches. This *Plan* does not seek to protect existing investment from new development which may better serve the needs of the community through improved amenity, format, technology and pricing. The *Plan* does not seek to restrict the healthy effects of trade competition, although the land use framework, including provision for *retail activities*, is managed for other effects-based reasons. The *Plan* recognises that there will be categories of retail activity - such as *convenience shops* which serve local neighbourhoods, factory shops, *yard-based activity* and automotive retail activity - which may be better located outside *town centres*. Some other “destination stores” may also be appropriately located alongside or outside *town centres* (for instance on *major roads*) because of their size and function and their potential to compromise pedestrian or residential *amenity* values. There may also be some future need for a planned new shopping centre. All of these potential developments are provided for, with appropriate criteria to ensure consistency with the overall strategy of consolidation.

A sequential approach is utilised to plan for and assess new retail development. This approach favours the location of *retail activity* in *town centres*. Beyond that the emphasis is on encouraging a location alongside a *town centre* or a location on a *major road*, subject to matters outlined in relevant policy (particularly Policy 11.17) and rules (particularly Working Environment Rule 5). All shopping, and particularly that which is pedestrian-orientated, is focused in the *community environment cores*. These cores will continue to provide for shops which people often visit as part of a multiple destination shopping trip.

The *community environment cores* will be monitored to ensure that they can continue to accommodate future retail and commercial activities, with appropriate flexibility to encourage competition. The *major town centres* and certain other *town centres* are likely to grow over the life of the *Plan*. There are options to expand but new *infrastructure*, such as roading, may be required to ensure that the centres grow in a coherent way. New *development* must assist the funding of this *infrastructure*.

Resource Consents

In *Working Environments* there is limited provision for retailing as a *permitted activity*. Other limited provision is made for retailing as a *discretionary activity*, subject to assessment criteria which reflect the matters outlined in policy, such as Policies 11.17, 1.3 and 4.1.

Plan Changes

New shopping developments can be provided for by way of *Plan Change*. In general, this approach will be favoured where *retail floorspace* (including the proposal subject to the application but excluding all *retail floorspace* in the *Community Environment* and that *retail floor space* in the *Working Environment* which enjoys *permitted activity* status) will exceed 6750m² within a 500m radius of the centre of the *site* subject to any proposal.

In addition to matters which will otherwise need to be addressed under the provisions of the *Act*, *plan change* proposals should address the following matters:-

- (i) *Impacts on the Urban Consolidation Waitakere Growth Management Strategy* The extent to which the new centre will lead to pressures for unplanned peripheral expansion of the City and/or a move away from consolidating urban activity in central areas, particularly those which are accessible to passenger transport systems.
- (ii) *Impacts on Private Motor Vehicle Use and Passenger Transport Use* The extent to which the new centre will lead to increased (or decreased) motor vehicle use, particularly when compared to a location within a *town centre*, and the extent to which the new centre will impact on passenger transport use.
- (iii) *Suitability of Existing Town Centres* The extent to which there are opportunities within or (secondly) contiguous with existing *town centres* to provide for the retail component of the planned centre and, if there are such opportunities, whether the community

would be better served by those opportunities rather than the introduction of a new centre (having regard to the policies and explanation of policies in the *Plan*).

- (iv) *Impacts on Existing Town Centres* Whether there will be social, economic and *amenity effects* (positive and/or negative) on the *town centres* as a whole. If there are significant adverse *effects*, whether they can be mitigated to ensure the *town centre* maintains sustained vitality and, if so, how. Note: the analysis of the foregoing should include *town centre* impact assessments of *retail floorspace* gain or loss, relevant demographic changes, pedestrian flow changes, retail category representation changes, vacancy rates (and whether they are sustainable), customer surveys and changes in safety and *amenity* standards.
- (v) *Location Suitability* The extent to which the location is accessible to and can (where appropriate) be integrated with *town centres* (sites adjacent to *town centres* are preferred) and is accessible (or can be made accessible) to a suitable *major road*.
- (vi) *Site Suitability*
- The extent to which the *site* is of adequate size to accommodate retail and other mixed use development, together with parking and landscaping.
 - The extent to which the *site* can be developed in harmony with the character of the area in which it is to be located.
 - The adequacy of services *infrastructure* (especially *roads* and drainage). It will be noted that the *Plan* makes special provision for retail activities in the *Lincoln Centre Special Area*. This recognises the unique location and history of the centre. The amount and type of *retail floorspace* possible in the centre is managed to ensure that Henderson is not adversely affected, consistent with the *Plan* policies and explanations. Limited provision is made for retail activity in the *Lincoln Park Special Area*. A comprehensive development plan is required for the site, which will be required to show adequate provision for ensuring minimum standards of *amenity* and *road* access. Retail development must also be adequately integrated with the Lincoln North *Community Environment*. In order to ensure the *town centres* at Lincoln North and Henderson are not adversely affected, consistent with the *Plan* policies and explanations, retailing is strictly limited in this Special Area. The strict limitations are intended to ensure that there is no retail activity outside of the following categories:-
 - *service stations* (limited to only one within the *Lincoln Park Special Area* with the main access provided from Lincoln Road);
 - shops for the retail sale of arts and crafts and souvenirs not exceeding 400m² total on the *Lincoln Park Special Area*;
 - a *supermarket* (limited to only one on the *Lincoln Park Special Area*) with a gross floor area not less than 6,000m²;
 - garden centres;
 - other shops provided that the *gross floor area* is not less than 6,000m² and any *retail sales* are limited to hardware and building materials, furniture, household appliances, business and office supplies and equipment. Limited provision is made for retail activity in the *Lincoln Park Special Area* due to consideration of the historical context of development in the immediate vicinity.

Any retail activity beyond that identified above would derogate from the *Plan's* objectives and policies, concerning the sustainable management of the City's natural and physical resources, and in particular, the resources contained in the existing *town centres*. Therefore, any retail activity beyond that identified above or as further specified in the relevant rules would be non-complying.