



Waitakere City Council
Te Tatao o Waitakere

PROPOSED PLAN CHANGE 37

Titirangi Village

**(and Variation 1 to Rule 4 of the Community Environment
of Plan Change 17 New Lynn)**

**Prepared in fulfilment of Section 32 of the Resource Management
1991**

1 FEBRUARY 2010

Proposed Plan Change 37: To delete the existing District Plan policy 11.22 for Titirangi Village, introduce a new section 5B.3.3 including a new objective (5B.3.3.5), policy (5B.3.3.6), existing and future character and amenity statements (5B.3.3.2 & 5B.3.3.3), and amend the rules and assessment criteria for the Community Environment and Bush Living Environment.

Variation 1 to Rule 4 of the Community Environment of Plan Change 17 New Lynn involves the deletion of three inserted words ('Titirangi town centre').

For the purposes of this assessment, Plan Change 37 and Variation 1 will be collectively described as Plan Change 37.

It should be noted that under s86B of the Resource Management Act, a rule in a proposed plan has legal effect only once a decision on submissions relating to the rule is made and publicly notified.

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Analysis under Section 32 of the Resource Management Act 1991 for Plan Change 37 Titirangi Village

EXECUTIVE SUMMARY

The Council in the mid 1990s established village design guidelines to guide development and key components were included within Rule 5 of the Community Environment in the Waitakere District Plan (District Plan) as performance standards. The guidelines are now considered to be dated and reflect design outcomes which are not consistent with urban design approaches used elsewhere in the City. Further, with the enactment of the Waitakere Ranges Heritage Area Act 2008 (WRHAA), all resource consent applications need to be considered against the purpose and objectives of that Act, in addition to the Resource Management Act 1991 (RMA) and District Plan. Policy 11.22 addressed the manner in which development should occur in Titirangi and analysis has indicated that this policy is not specific and directed enough in assisting in the consideration of resource consent applications for development in Titirangi village.

There is a potential conflict in the interpretation of existing policies in the District Plan and the WRHAA as they relate to Titirangi village. This conflict results in tensions and uncertainty as to the appropriate scale of development, and in the outcomes that are anticipated. Added to this is that the WRHAA seeks that heritage features shall be protected, restored and enhanced, which includes the subservience of the built environment to the area's natural environment. Without more specific guidance as to the anticipated future character and amenity in Titirangi village, there will be considerable uncertainty as to what developments are appropriate. This will result in proponents and opponents of proposals in the Village equally using the District Plan and WRHAA to support their position.

There has also been pressure for non-residential activities (café, restaurant, offices) to locate outside the Community Environment, particularly along South Titirangi Road. There is little policy guidance as to the appropriateness of these activities or the extent of their spatial distribution. Nor there is any recognition of the existing non-residential activities on the periphery of the village that contribute to community wellbeing.

Plan Change 37 seeks to provide greater certainty for the long-term management of the village and in the assessment of future development proposals, through the inclusion of character and amenity statements (existing and desired future), clear policy guidance through a new objective and policy and the amendment of rules and assessment criteria.

A summary of consultation undertaken to date is included in this section 32 assessment and the proposed Plan Change process would allow the general public and statutory or non-statutory bodies with wider interests to contribute to the plan change through the submission and hearing process.

The section 32 analysis has identified that the proposed Plan Change would enable the Council to manage the natural and physical resources of the village efficiently whilst meeting the purpose of the RMA. The section 32 analysis also concludes that objective 5B.3.3.5 is the most appropriate way to achieve the purpose of the RMA, that policy 5B.3.3.6 achieves the objectives and that the proposed methods are the most effective and efficient means to achieve the policies and provide for the sustainable management of natural and physical resources, and the wellbeing of the community.

The proposed Plan Change is consistent with relevant statutory and non-statutory documents. The Plan Change is considered to give effect to the Auckland Regional Policy Statement (ARPS) and the purpose and objectives of the WRHAA. In addition, it is considered that there will be no adverse environmental effects generated as a result of the proposed Plan Change. The Plan Change represents the most appropriate way to manage adverse effects from development.

1.0 Introduction

This report provides a background to the proposed Plan Change 37. The plan change deletes and amends provisions from the District Plan relating to Titirangi Village, and proposes a new objective, policy, rules and matters of assessment which includes a long-term objective for the desired future character and amenity of the Village.

This report has been prepared to fulfil the requirements of Section 32 of the RMA and Section 11 of the WRHAA. Section 32 of the RMA requires that an evaluation of the proposed plan change be undertaken, and that a report summarising the evaluation be available for public inspection at the time the plan change is publicly notified.

2.0 History, Location and Description of Sites and Surrounds

Site and Area Description

Titirangi village is unique in that it is located within the Metropolitan Urban Limits (MUL), in a low density bush living neighbourhood, and within the Heritage Area. It is an area of the City that many choose as a special place to live, in addition to being place that many from outside the area choose to visit.

Generally the neighbourhood of Titirangi is extensively vegetated with indigenous vegetation. Vegetation, much of significant quality, dominates built development. Development is generally at a low density.

Within the village, cleared areas provide for commercial development, community facilities and adjoining residential dwellings. The vegetated backdrop of the village can be said to be a feature that “contributes” to the significance of the Heritage Area.

The village is located on a sensitive ridgeline (as identified in the District Plan) with Rangiwai Hill and Mt Atkinson located at opposite ends of the village. The more intensive built environment of the village is secondary to the dramatic scale and enveloping strength of the native bush setting and surrounding landforms. The village has an urban density of buildings, albeit at a low scale (except for Lopdell House) which fits within this overall landscape.

The Waitakere Ranges form a distinctly natural visual backdrop to the western skyline of the City. The natural environment dominates this landscape, although with development over time, built form elements are resulting in cumulative effects on this landscape (from vegetation removal, incongruent building design, reflectivity and glazing). Whilst Titirangi village itself it not generally visible along this skyline, any future development within the village, particularly within the sensitive ridgeline has the potential to be visually intrusive against the landform elements of the ridgeline and skyline.

Titirangi village and the wider Titirangi area have a rich heritage relating to past human activities. This history is evident today in the naming of buildings, roads and built/natural features such Lopdell House, Mt Atkinson, the Atkinson statue, Atkinson Road and Daffodil Street.

From the late 1840s bushmen began living in the Titirangi area. They felled Kauri that grew on the ridges and valleys. In the 1850s settlers arrived, burning off the remaining bush and cultivating and farming the land.

In the 1880s the Waikomiti Hotel stood on the south side of the Titirangi shopping centre is now (just past Rangiwai Road). A fire destroyed the pub in 1886. Titirangi Tea Kiosk served the small population of Titirangi and the visitors that were drawn to the area visiting the impressive Kauri stands and the west coast beaches. The Titirangi Hotel (Lopdell House) was built in 1929 to serve tourists visiting the area. Over the years this building has served as a hotel, school for the deaf and most recently an arts and culture centre. Heritage buildings include Lopdell House and the War Memorial Monument.

The slopes of Atkinson Road were once covered in daffodils and on the eastern slopes of Scenic Drive, grapes were grown for Montana wines. Much of the existing native bush has regenerated from previously cleared small holdings.

Titirangi is well known for its strong architecture and built heritage. This varies in scale and type from the Category 1 historic Lopdell House, to the hidden residences designed by some of New Zealand's leading architects.

The village itself is a node of more intensive commercial development (compared with the surrounding residential areas) typical of many neighbourhood centres or local town centres in Auckland. Titirangi Road is a two-way road with human scale buildings of predominately one storey and some two storey buildings on either side. Titirangi is both a through-route to other places in the Waitakere Ranges and a destination. The village is a pedestrian-oriented environment, with a strong focus on buildings and activities orienting to the street. The village is popular and roading access can be often congested, along with an overflow of car parking through the residential areas. The village is contained. However, recently commercial development has spilled down South Titirangi Road.

As a community node and focal point, Titirangi village has an abundance of community facilities including Lopdell House, Library, Community House and the War Memorial Hall. Many of these are located on the periphery of the village in the Bush Living Environment or Open Space Environment. The village is popular for people wanting a social meeting place and, whilst also attracting those from outside the neighbourhood, it has a local neighbourhood scale.

The location of the area affected by the Plan Change includes the Community Environment and several Bush Living Environment zoned properties surrounding the existing village (refer to the proposed Human Environment Maps accompanying the Plan Change). The Community Environment represents an area of land that is currently zoned for non-residential activities. Additional Bush Living Environment zoned properties surrounding the village were identified in the 'local area' as they are predominantly occupied by existing non-residential activities, including community facilities.

Planning in Titirangi

Extensive consultation in relation to Titirangi Village was undertaken in the early 1990s, due to initiatives from the local community who were proactive in promoting the revitalisation of Titirangi Village. This consisted of the 1995 Titirangi Village Project, a strategic planning exercise to consider future visions for the village. Public consultation over an eighteen-month period included workshops, public displays, a questionnaire, newsletters, and a number of meetings with residents and ratepayers groups. The project was overseen by a steering group of community representatives.

The project resulted in the Titirangi Road re-alignment, street upgrades, more pedestrian spaces and shelters, amenity improvements such as lighting, paving and planting, the formation of groups such as the Titirangi Business Association, and the creation of the Titirangi Design Guidelines. At the time aspects of these guidelines were incorporated into the District Plan. The Titirangi Village project was ground-breaking in rejuvenating the village.

Waitakere Ranges Heritage Area Act 2008

The WRHAA received royal assent on April 8th 2008. This legislation recognises the national, regional, and local significance of the Heritage Area and promotes the protection and enhancement of its heritage features for present and future generations, while enabling the area to be lived and worked in.

The WRHAA responds to concerns expressed by the community and statutory bodies about the adverse cumulative effects that urban growth is having on the natural, rural and coastal landscape and the ecological, historic, and cultural heritage of the Heritage Area, and the difficulties in managing such effects under the current regulatory framework.

There is a potential misalignment and lack of certainty in the interpretation of existing policy 11.22 of the District Plan and the WRHAA as they relate to Titirangi village. This results in tensions and uncertainty as to the appropriate scale of development in Titirangi village, and the outcomes that are anticipated. Some of this is a result of a lack of specificity in the manner in which development is limited in the forested areas, the intensification policies of Plan Change 16 for town centres and a lack of specific vision in the objectives and policies for the village itself.

Added to this is that the WRHAA seeks that heritage features shall be protected, restored and enhanced, which includes the subservience of the built environment to the area's natural environment and the recognition of distinctive communities. Without more specific guidance as to the desired future character and amenity in the village, there will be considerable uncertainty as to what developments are appropriate.

Previous Council Resolutions

On 4 June 2009 the Policy and Strategy Committee directed Council officers to prepare the plan change to address rural activities and economic wellbeing in the Heritage Area and for this to be reported to the Committee for consideration. This plan change also included the consideration of identified issues associated with development in Titirangi Village and concerns raised at the appropriateness of the 1994 Titirangi Village Design Guidelines. The resolution stated:

878/2009

The Policy and Strategy Committee resolved to:

1. **Receive** the *Economic Wellbeing in the Waitakere Ranges Heritage Area* report.
2. **Direct** the Director: Strategic Planning and Group Manager: Planning and Community Services to prepare a plan change (*Economic Wellbeing in the Waitakere Ranges Heritage Area plan change*) with a view to improving the quality of the resource management regulation within the Waitakere Ranges Heritage Area:
 - a. to create more certainty of outcomes (especially for landowners), particularly where it relates to matters in the Waitakere Ranges Heritage Area Act 2008 such as social and economic wellbeing and rural character; and
 - b. to identify, recognise and provide for gateway uses and functions at appropriate locations.
3. **Agree** that consultation be undertaken with the community in accordance with the first schedule of the Resource Management Act 1991 and the provisions of the Waitakere Ranges Heritage Area Act 2008.

4. **Agree** that Council officers undertake further focussed consultation with landowners and business leaders to clarify and test necessary changes to the District Plan to enable and facilitate appropriate rural economic activity.
5. **Note** that the procedures for a plan change are likely to be affected by changes to the Resource Management Act 1991 and Auckland governance.
6. **Agree** to recommend to the Planning and Regulatory Committee that Economic Wellbeing in the Waitakere Ranges Heritage Area plan change is a priority that should be notified during 2009 if possible.
7. **Direct** the Chief Executive Officer to keep both the Policy and Strategy Committee and the Planning and Regulatory Committee updated with progress on the preparation of the Economic Wellbeing in the Waitakere Ranges Heritage Area plan change and issues arising.
8. **Agree** that further investigation should be carried out on opportunities for the Council under the Local Government Act 2002 and Waitakere Ranges Heritage Area Act 2008 to provide guidance to landowners on rural land uses which accord with the intention of the Waitakere Ranges Heritage Area and that this work be reported back to the Policy and Strategy Committee along with matters arising from the preparation of the Economic Wellbeing in the Waitakere Ranges Heritage Area plan change.

On 8 October 2009 the Policy and Strategy Committee considered a report seeking to utilise sections 25 and 26 of the WRHAA in the preparation of proposed Plan Change 37 Titirangi Village. The Policy and Strategy Committee directed that a community meeting be held to provide the community with an opportunity to express their views on the future character and amenity of Titirangi Village. The resolution stated:

1642/2009

The Policy and Strategy Committee resolved to:

1. **Receive** the Economic Wellbeing in the Waitakere Ranges Heritage Area – Titirangi Village Local Area Plan report.
2. **Agree** that in preparing the Economic Wellbeing in the Waitakere Ranges Heritage Area Plan Change that effect be given to the relevant provisions of sections 25 and 26 of the Waitakere Ranges Heritage Area Act 2008.
3. **Agree** that Council officers undertake focused consultation with stakeholders.
4. **Direct** the Chief Executive to keep both the Policy and Strategy Committee and the Planning and Regulatory Committee updated with progress on the preparation of the Titirangi Village Local Area Consultation and the Economic Wellbeing in the Waitakere Ranges Heritage Area Plan Change and any issues arising there from.
5. **Note** that confirmation from the Auckland Transition Authority of the notification of the Economic Wellbeing in the Waitakere Ranges Heritage Area Plan Change may be required.

On 8 September 2009 the Planning and Regulatory Committee considered the recommendations of the Policy and Strategy Committee [878/2009] and resolved to agree that the proposed plan changes, now identified individually as Plan Changes 36 and 37, were are priority. The resolution stated:

1547/2009

The Planning and Regulatory Committee resolved to:

1. **Agree** that the *Economic Wellbeing in the Waitakere Ranges Heritage Area Plan Change* is a priority that should be notified during 2009 if possible.
2. **Direct** the Chief Executive Officer to keep both the Policy and Strategy Committee and the Planning and Regulatory Committee with progress on the preparation of the *Economic Wellbeing in the Waitakere Ranges Heritage Area Plan Change* and any issues arising.

On 8 December 2009 the Planning and Regulatory Committee approved Plan Changes 35, 36 and 37 for public notification. The resolution stated:

1999/2009

The Planning and Regulatory Committee resolved to:

1. **Receive** the *Proposed Plan Changes 35, 36 and 37: Amendments to the Waitakere District Plan for the Waitakere Ranges Heritage Area* report.
2. **Agree** to delegate to the Chairman of the Planning and Regulatory Committee final approval of any minor amendments made prior to public notification of proposed Plan Change 35 (*Waitakere Ranges Heritage Area District Plan Section 5B and Oratia and Waiatarua Local Area Plans*), proposed Plan Change 36 (*Rural Activities and Economic Wellbeing in the Waitakere Ranges Heritage Area*), proposed Plan Change 37 (*Titirangi Village and Variation 1 to Plan Change 17*), and the background and section 32 analysis reports.
3. **Agree** that pursuant to the First Schedule to the Resource Management Act 1991, that proposed Plan Change 35 (*Waitakere Ranges Heritage Area District Plan Section 5B and Oratia and Waiatarua Local Area Plans*), proposed Plan Change 36 (*Rural Activities and Economic Wellbeing in the Waitakere Ranges Heritage Area*), and proposed Plan Change 37 (*Titirangi Village and Variation 1 to Plan Change 17*) be publicly notified in early 2010 on a Citywide basis.

3.0 Description of Proposed Plan Change

The proposed Plan Change seeks to delete the existing District Plan policy 11.22 for the Village and introduce a new objective (5B.3.3.5) and policy (5B.3.3.6), in addition to including statements on the existing character and amenity of the village (5B.3.3.2), its heritage features and provide a statement on the desired future character and amenity (5B.3.3.3). Further, it proposes amendments to the District Plan rules and assessment criteria to align with the policy approach.

The amendments proposed locate the issues, objectives and policies within a new section 5B.3.3 of the District Plan. Plan Change 35 introduces Section 5B.1, 5B.2, 5B.3.1 and 5B.3.2 addressing the Waitakere Ranges Heritage Area, Local Area Plans and the Local Area Plans for Oratia and Waiatarua. The proposed objective and policy for Titirangi village, along with the statements of existing character and amenity and the desired future character and amenity are to be included in section 5B.3.3. The Titirangi provisions are distinct, although they sit within the framework of proposed section 5B.1 introduced by Plan Change 35.

3.1. Introduction of New Character and Amenity Statements and Issue:

Plan Change 37 introduces new statements of existing (5B.3.3.2) and future (5B.3.3.3) character and amenity statements for Titirangi Village.

The statement of existing character and amenity describes the distinctive qualities (character, amenity and environment/heritage features) that define Titirangi Village. These qualities include the dramatic natural landscapes and landforms, its built environment and its role as a community focal point.

The statement of existing character and amenity recognises that Titirangi village is dominated, defined and enclosed by the surrounding native vegetation and Rangiwai Hill and Mt Atkinson, which are located at each end of the village. The village sits within a sensitive ridgeline and forms part of the dramatic visual backdrop to metropolitan Auckland. From its elevated location within the Waitakere Ranges, it has views to metropolitan Auckland, the Manukau Harbour and the Waitakere Ranges.

Titirangi is well known for Lopdell House and a number of dwellings designed by notable New Zealand architects. Lopdell House is an important landmark and is valued by the community.

The village is generally pedestrian focussed, laid out in a ribbon-like mainstreet pattern of retail and commercial activity. The village is both a gateway to the Waitakere Ranges Heritage Area and a destination and meeting place for residents and visitors. The village provides for the social, economic and cultural wellbeing of the local community, and is well served by community facilities.

The future character and amenity statement (5B.3.3.3) describes the desired future environment of the Village. This future includes strengthening the Village's built environment, and protecting, restoring and enhancing the natural character.

The statement of desired future character and amenity anticipates that the village will be strengthened as the focal point for local retail, services and non-residential activities. Opportunities for socialising, meeting and street-based interaction will be enhanced through a range of local business activities, improvements to street-based amenity, and enhancements to public and pedestrian spaces. The development of a limited range of small-scale non-residential activities will occur within delineated areas on South Titirangi Road and around the periphery of the village to acknowledge existing non-residential activities in the Bush Living Environment. New buildings in the village will exhibit qualities consistent with a high standard of architectural and urban design. Heritage buildings, vegetation and sites, particularly Lopdell House will be protected, reused, restored, enhanced and celebrated.

The character and amenity of the village will continue to be derived from retaining its dominant forested character, scenic beauty and sense of enclosure provided by the surrounding natural features. Future patterns of development will ensure that buildings continue to be nestled within the natural landscape and be subservient to the surrounding landforms and forest setting.

Plan Change 35 introduces a new Titirangi Village Issue (5B.3.3.4). The issue lists potential outcomes that may result from a failure to manage development in the Village.

3.2. Proposed New District Plan Objective and Policy

Plan Change 35 introduces a new Titirangi Village Objective (5B.3.3.5). This new objective lists nine matters for which future development should achieve. These matters include;

- providing for the social, cultural and economic wellbeing of the local community;
- contributing to and enhances the village's function as a cultural destination and gateway;
- retaining the village's distinct and distinguishable boundaries;
- providing quality architectural outcomes;
- maintaining and enhancing the quality of the pedestrian environment;
- protecting, restoring and enhancing heritage features;
- integrating development within the surrounding forested landscape and natural landforms.

Plan Change 35 proposes to delete existing Titirangi village Policy 11.22 and inserts a new Policy (5B.3.3.6). This new policy sets out the manner in which the Village should be developed and provides policies for the achieving of this. These policies include 14 sub-points which address such matters as:

- consolidating non-residential activities within the Titirangi Community Environment, the Open Space Environment and the Titirangi Non-Residential Activity Overlay;
- recognising the contribution that Lopdell House makes to the character, amenity, identity and provision of activities in the village;
- requiring a high standard of design that contributes to the character, amenity and visual landscape of the village;
- requiring new buildings to provide for a continuous active building frontage to the street;
- avoiding inappropriate vehicle access, minimising vehicle crossings to Titirangi Road and avoiding car parking areas adjoining the street frontage on Titirangi Road and within forested areas;
- encouraging restaurant and social activity to front footpaths and outdoor areas in the village while maintaining pedestrian access;
- avoiding signs dominating the built form of the village;
- retaining areas of contiguous indigenous forest and habitat.

3.3. Amendments to Existing Community Environment Rules

Plan Change 37 amends Community Environment Rule 4: Building Location – Natural Landscape Elements. This rule has been amended to delete the provision for buildings and development within Titirangi up to 7.0 metres as a Permitted activity, and up to 10.0 metres as a Limited Discretionary Activity. New rules provide for buildings and development up to 8.0 metres above street level as a Limited Discretionary Activity, up to 11.0 metres above street level as a Discretionary Activity. The amendments also introduce a new Non-Complying Activity status for any buildings the development that does not meet the Permitted, Limited Discretionary or Discretionary Activity performance criteria. Permitted activities are limited to additions that don't increase the height or bulk of buildings.

Variation 1 to Community Environment Rule 4 of Plan Change 17 (New Lynn) deletes the words "Titirangi Town Centre" from a performance standard proposed to be deleted in favour of a new limited discretionary activity performance standard.

The Plan Change also introduces new assessment criterion 4(g), which refers to the extent to which the proposal contributes to the desired future character and amenity identified in section 5B.3 of the Policy Section of the Plan.

Plan Change 37 amends the Community Environment Rule 5: Building and Site Design – Titirangi (Note Plan Change 17 consequently renumbers Rule 7 as Rule 5C. Plan Change 37 adopts the numbering system of the Operative District Plan, however when Plan Change 17 becomes operative the numbering system will begin from 5C). The following provisions are amended or proposed:

- Rule 7 has been amended to apply to ‘any activity’ as opposed to the previous ‘non-residential activities’ only. This ensures that any residential development is subject to the same performance standards as non-residential development.
- The Permitted Activity performance standards have been replaced by new standards which allow additions and alterations provided they do not increase the height or building coverage. This removes provisions that provided for buildings (7 metres with additional height for a roof) to be built under this rule as a permitted activity and moves towards a design and merit based application of assessment criteria as Limited Discretionary Activities.
- The Limited Discretionary Activity performance standards have been amended to provide for buildings up to a height of 8.0 metres above street level. Performance standards have been amended to require continuous building along the street frontage and a canopy across full width of the street front of a building. These are similar to standards that apply with Plan Change 18 to other centres within the City.
- The Discretionary Activity performance standards have been amended to provide for buildings and development with a maximum height not exceeding three storeys or 11.0 metres above street level.
- The Plan Change amends the existing assessment criteria, deleting seven criteria, amending one, and introducing four new criteria. The changes seek to provide greater clarity and direction for future development proposals with respect to matters such as;
 - standards of design, pedestrian amenity, safety and comfort, attractive streetscapes and public places
 - location, design and screening of outdoor storage areas
 - design of buildings, parking, entranceways and footpaths
 - shadowing of buildings
 - achievement of the relevant future character and amenity statement

Plan Change 37 amends Community Environment Rule 12: Signs

- This rule has been amended to provide a new set of permitted activity performance standard specific to Titirangi Village. This limits signs to the ground floor street façade or below the canopy. A new Discretionary Activity status has been added to manage any signs within Titirangi Village which do not meet the Permitted Activity performance standards.
- The Plan Change also introduces two new assessment criteria, 12(f) which refers to the design and placement of the sign within the Village, and 12(g), which refers to the extent to which the proposal contributes to section 5B.3 of the Policy Section of the Plan.

3.4. Amendments to the Bush Living Environment Rules

Plan Change 37 amends Bush Living Environment Rule 8: Non-Residential Activities to provide for the Titirangi Non-Residential Activity Overlay. This recognises that the periphery of the village includes many commercial and community activities, and that development has progressively occupied dwellings on South Titirangi Road. These activities contribute to the village and its amenity, and through the scale and intensity of development provide a transition to the residential character of the Bush Living Environment.

- The amendments to this rule introduce performance standards for the activities within the proposed “Titirangi Non-Residential Activity Overlay” (refer to the amended Human Environment Maps). The proposed Limited Discretionary Activity status provides for non-residential activities within an existing building, provided that retail is limited to arts and crafts, restaurant (food) and beverage, and external additions and alternations do not exceed 50m².
- A new performance standard for Discretionary Activities provides for non-residential activities in a new building or additions and alteration to an existing building exceeding 50m², provided retail is limited to arts and crafts, restaurant (food) and beverage.
- The Plan Change also introduces a new assessment criterion 8(i) which relates to the design, access, car parking and vegetation within the Titirangi Non-Residential Activity Overlay.

Plan Change 37 amends Bush Living Environment Rule 9: Traffic Generation

- The amendments to this rule introduce a new performance standard for Limited Discretionary Activities that provides for traffic generation from non-residential activities on sites located within the Titirangi Non-Residential Activity Overlay.

3.5. Proposed Changes to the District Plan Maps:

The Proposed Plan Change affects two District Plan maps, G9 and G10. The table below lists the sites that are subject to the District Plan map re-identification, and identifies both the existing and proposed Human Environment identifications for each of the sites. The listed sites will retain their existing Bush Living Environment zoning, but will also gain the Titirangi Non-Residential Activity Overlay. This overlay introduces changes to Rule 8: Non-Residential Activities and Rule 9: Traffic Generation of the Bush Living Environment. No amendments are proposed to the extent of the existing Community Environment zone. Human Environment Maps G9 and G10 identify the Titirangi Village local area which assists in determining the extent of the village and the use of the objective and policy to contain development, and to manage the design and form of development.

Site:	District Plan Map:	Existing Human Environment Zoning	Proposed Overlay Zone
504 South Titirangi Road	G9	Bush Living Environment	Titirangi Non-Residential Activity Overlay
116 Park Road	G10	Bush Living Environment	Titirangi Non-Residential Activity Overlay
120 Park Road	G9, G10	Bush Living Environment	Titirangi Non-Residential Activity Overlay
509 South Titirangi Road	G9	Bush Living Environment	Titirangi Non-Residential Activity Overlay
511 South Titirangi Road	G9	Bush Living Environment	Titirangi Non-Residential Activity Overlay
515 South Titirangi Road	G9	Bush Living Environment	Titirangi Non-Residential Activity Overlay
517 South Titirangi Road	G9	Bush Living Environment	Titirangi Non-Residential Activity Overlay
519 South Titirangi Road	G9	Bush Living Environment	Titirangi Non-Residential Activity Overlay
521 South Titirangi Road	G9	Bush Living Environment	Titirangi Non-Residential Activity Overlay
523 - 527 South Titirangi Road	G9	Bush Living Environment	Titirangi Non-Residential Activity Overlay
234 Atkinson Road	G9	Bush Living Environment	Titirangi Non-Residential Activity Overlay
1 Rangiwai Road	G10	Bush Living Environment	Titirangi Non-Residential Activity Overlay
2 Rangiwai Road	G10	Bush Living Environment	Titirangi Non-Residential Activity Overlay
4 Rangiwai Road	G10	Bush Living Environment	Titirangi Non-Residential Activity Overlay

The Natural Area identifications will not be altered as part of the Proposed Plan Change.

3.6. Related Plan Changes

Council has also notified plan changes 35 and 36 to the District Plan. Plan Change 35 introduces the objectives of the Waitakere Ranges Heritage Area (5B.1), explanation of Local Area Plans (5B.2) and the Oratia and Waitarua Local Area Plans (5B.3.1 and 5B.3.2 respectively). Plan Change 36 addresses rural activities and the social, cultural and economic wellbeing of people and communities in the Heritage Area.

4.0 Resource Management Act 1991

The RMA provides a legislative framework for the sustainable management of natural and physical resources in New Zealand. The purpose of the RMA is to promote the sustainable management of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety. Part II (Sections 5-8) sets out the Purpose & Principles of the RMA.

Section 5 (2) defines the purpose of the RMA, sustainable management as:

“managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while –

- (a) *Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- (b) *Safeguarding the life-supporting capacity of air, water, soil and ecosystems; and*

- (c) *Avoiding, remedying, or mitigating any adverse effects of activities on the environment.*”

Section 6 outlines Matters of National Importance that must be recognised and provided for:

“6. Matters of National Importance –

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

- (a) Not relevant*
- (b) the protection of outstanding natural features and landscapes from inappropriate subdivision, use and development:*
- (c) the protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:*
- (d) Not relevant*
- (e) the relationship of Maori and their culture and traditions with their ancestral lands, water, site, waahi tapu and other taonga:*
- (f) the protection of historic heritage from inappropriate subdivision, use and development*
- (g) the protection of recognised customary activities.”*

Section 7 sets out Other Matters that must be given particular regard including:

- (a) “Kaitiakitanga;*
- (aa) The ethic of Stewardship;*
- (b) The efficient use and development of natural and physical resources;*
- (ba) The efficiency of the end use of energy;*
- (c) The maintenance and enhancement of amenity values;*
- (d) Intrinsic values of ecosystems;*
- (e) Repealed*
- (f) Maintenance and enhancement of the quality of the environment;*
- ...”*

Section 8 of the RMA requires that the principles of the Treaty of Waitangi be taken in account.

Part IV of the RMA relates to functions, powers and duties of Central and Local Government.

Councils' functions are outlined in Section 31 as the control of actual and potential effects of the use, development or protection of land and associated natural and physical resources in order to achieve the purpose of the RMA. Council is to establish, implement and review objectives, policies and methods to achieve this and can also include rules, which prohibit, regulate or allow activities. The District Plan is a tool to assist Council in achieving its functions. Section 31(1) of the RMA outlines Council's functions as follows:

- (a) The establishment, implementation, and review of objectives, policies and methods to achieve integrated management of the effects of the use, development, or protection of land and associated natural and physical resources of the district:*
- (b) The control of any actual or potential effects of the use, development, or protection of land, including for the purpose of-*
 - (i) the avoidance or mitigation of natural hazards; and*
 - (ii) the prevention or mitigation of any adverse effects of the storage, use, disposal, or transportation of hazardous substances;*
 - (iia) the prevention or mitigation of any adverse effects of the development, subdivision, or use of contaminated land:*
 - (iii) the maintenance of indigenous biological diversity:*

- (c) *Repealed*
 - (d) *The control of the emission of noise and the mitigation of the effects of noise:*
 - (e) *The control of any actual or potential effects of activities in relation to the surface of water in rivers and lakes:*
 - (f) *Any other functions specified in this Act.*
- (2) *The methods used to carry out any functions under subsection (1) may include the control of subdivision*

The purpose of a district plan as outlined in section 72 of the RMA is to assist Council to carry out its functions in order to achieve the purpose of the RMA. Section 74 (1) of the Act is the statutory basis on which Council undertakes changes to its plan. Section 74(1) states that:

“A territorial authority shall prepare and change its district plan in accordance with its functions under section 31, the provisions of Part II, a direction given under section 25A(2), its duty under section 32, and any regulations.”

Therefore before adopting an objective, policy or rule or other method in the District Plan a rigorous assessment under Section 32 of the RMA must be carried out. Section 32 (3-6) states:

- (3) *An evaluation must examine –*
 - (a) *the extent to which each objective is the most appropriate way to achieve the purpose of this Act; and*
 - (b) *whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.*
- (3A) *The subsection applies to a rule that imposes a greater prohibition on an activity to which a national environmental standard applies than any prohibition or restriction in the standard. The evaluation of such a rule must examine whether the prohibition or restriction it imposes is justified in the circumstance of the region or the district.*
- (4) *For the purposes of the examinations referred to in 3 and 3A, an evaluation must take into account –*
 - (a) *the benefits and costs of policies, rules, or other methods; and*
 - (b) *the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules, or other methods.*
- (5) *The person required to carry out an evaluation under subsection (1) must prepare a report summarising the evaluation and giving reasons for that evaluation.*
- (6) *The report must be available for public inspection at the same time as the document to which the report relates is publicly notified or the regulation is made.*

Part V of the RMA relates to Standards, Policy Statements and Plans. Section 74 (1) has been mentioned above, however the remainder of that section of the RMA is also relevant to plan changes:

- (2) *In addition to the requirements of section 75(3) and (4), when preparing or changing a district plan, a territorial authority shall have regard to—*
 - (a) *Any—*
 - (i) *Proposed regional policy statement; or*
 - (ii) *Proposed regional plan of its region in regard to any matter of regional significance or for which the regional council has primary responsibility under Part 4; and*

- (b) Any—
 - (i) Management plans and strategies prepared under other Acts; and
 - (ii) repealed
 - (iii) Relevant entry in the Historic Places Register; and
 - (iii) Regulations relating to ensuring sustainability, or the conservation, management, or sustainability of fisheries resources (including regulations or bylaws relating to taiapure, mahinga mataitai, or other non-commercial Maori customary fishing),—
to the extent that their content has a bearing on resource management issues of the district; and
- (c) The extent to which the district plan needs to be consistent with the plans or proposed plans of adjacent territorial authorities.
- (2A) A territorial authority must, when preparing or changing a district plan, take into account any relevant planning document recognised by an iwi authority, and lodged with the authority, to the extent that its content has a bearing on resource management issues of the district.
- (3) In preparing or changing any district plan, a territorial authority must not have regard to trade competition.

In respect of district plans, Section 75 states that:

- (1) A district plan must state –
 - (a) the objectives for the district; and
 - (b) the policies to implement the objectives; and
 - (c) the rules (if any) to implement the policies
- (2) A district plan may state -
 - (a) the significant resource management issues for the district; and
 - (b) the methods, other than rules, for implementing the policies of the district; and
 - (c) the principal reasons for adopting the policies and methods; and
 - (d) the environmental results expected from the policies and methods; and
 - (e) the procedures for monitoring the efficiency and effectiveness of the policies and methods; and
 - (f) the processes for dealing with issues that cross territorial authority boundaries; and
 - (g) the information to be included with an application for resource consent; and
 - (h) any other information for the purpose of the territorial authority's functions, powers, and duties under this Act.
- (3) A district plan must give effect to—
 - (a) any national policy statement, and;
 - (b) any New Zealand coastal policy statement, and;
 - (c) any regional policy statement.
- (4) must not be inconsistent with-
 - (a) a water conservation order; or
 - (b) a regional plan for any matter specified in section 30(1).
- (5) A district plan may incorporate material by reference under Part 3 of Schedule 1.

Section 76(3) requires that in making a rule, a territorial authority is to have regard to the actual or potential effect of activities on the environment.

5.0 Section 32 Analysis

In achieving the purpose of the RMA, Section 32 requires that before notifying a proposed Plan Change Council must carry out an evaluation of the alternatives, benefits and costs of the proposed plan change. Council's obligations under section 32 are divided into five parts that comprise the following:

- examining the extent to which each objective is the most appropriate way to achieve the purpose of the RMA;
- examining whether, having regard to efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives;
- taking into account the benefits and costs of the policies, rules or other methods;
- taking into account the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules or other methods; and
- summarising the evaluation and reasons for evaluation.

5.1.1. The extent to which the proposed objective is the most appropriate way to achieve the purpose of the RMA

The purpose of the RMA as outlined in Part II is the sustainable management of natural and physical resources. It is considered that the Proposed Plan Change will not compromise the sustainable use of the land. The plan change seeks to build on the existing Community Environment by providing for a vibrant and high quality village, which enables residents to provide for the economic and social wellbeing in a local setting. Furthermore, the plan change seeks provide for this wellbeing in a manner that does not compromise the landscape of Titirangi.

The proposed Plan Change introduces a new Objective 5B.3.3.5. The table below provides an examination of whether this objective is the most appropriate way to achieve the purpose of the RMA.

The WRHAA provides for additional matters which need be assessed in relation to proposals within the Heritage Area. The proposed objectives have been assessed against the RMA and the WRHAA.

Table 1 The extent to which the proposed objective is the most appropriate way to achieve the purpose of the RMA

Proposed Objective	Examination of whether the objective is the most appropriate way to achieve the purpose of the Act
<p>Objective 5B.3.3.5</p> <p>To ensure that development in Titirangi village:</p>	<p>WRHAA Section 8 'Heritage Area Objectives', Objective 8(i) is 'to recognise that people live and work in the area in distinctive communities and to enable those people to provide for their social, economic, environmental and cultural wellbeing.'</p> <p>Strengthening the village would enable the people of Titirangi to better provide for their social, economic and cultural wellbeing in line with the Section 5 purpose of the RMA, and having regard to RMA Section 7(c) 'the maintenance and enhancement of amenity values'.</p> <p>The objective would ensure the village is of appropriate character, scale and intensity, would not adversely affect the heritage features of Titirangi, would not contribute to urban sprawl and would avoid adverse effects on the amenity of Titirangi.</p> <p>It is therefore considered that the Village objective would be beneficial for the people and community that are part of the environment of Titirangi, while at the same time adequately safeguarding the ecosystems, natural and physical resources, and amenity and heritage values of the area. In this way, any adverse effects on the environment would be avoided, remedied or mitigated. An objective providing for a strengthened village is therefore considered to be the most appropriate way of promoting the sustainable management of the natural and physical resources of the Titirangi village local area.</p>
<p>i. provides for the social, cultural, economic and environmental wellbeing of the local community and enhances it as the focal point of social activity and meeting;</p>	<p>Proposed clause 5B.3.3.5(i) would ensure that the local community are enabled to provide for their social, economic and cultural well-being in accordance with Section 8(j) of the WRHAA and Section 5 of the RMA. The village plays an essential role in providing for the sustainable management of the Titirangi community, contributing to its cultural social and economic wellbeing through the provision of retail, services and community activities, and as a place for the community to meet and socialise. The objective reflects this, and is considered to be appropriate in achieving the purpose of the RMA.</p>
<p>ii. contributes to the diversity of activity in, and the quality and character of, the village;</p>	<p>Proposed clause 5B.3.3.5(ii) would ensure that a range of activities are accommodated in the village to achieve Section 8(i) of the WRHAA and Section 5 of the RMA. The village plays an essential role in providing for the sustainable management of the Titirangi community, contributing to its cultural social and economic wellbeing through the provision of retail, services and community activities, and as a place for the community to meet and socialise.</p>
<p>iii. contributes to and enhances the village's function as a cultural</p>	<p>Proposed clause 5B.3.3.5(iii) recognises that the village is a destination for the local community and the wider community of Auckland and New Zealand. It is on one of the principal routes into the Waitakere Ranges, and through maintenance of a distinctive edge on Titirangi Road provides a unique landscape and visual gateway marking a</p>

Proposed Objective	Examination of whether the objective is the most appropriate way to achieve the purpose of the Act
<p>destination and a gateway to the Waitakere Ranges Heritage Area;</p>	<p>change from lowland suburban to a bush-clad and low density bush living community. Cultural resources such as Lopdell House, markets and the community facilities are of regional, district and local importance and attract many visitors. Titirangi village is popular for visitors during the weekend and acts as a service centre for those entering the Waitakere Ranges. Development should contribute to this role and its role as a local centre for the Titirangi community. This directly equates to the matters outlined in section 5, 6(b), 6(f), 7(b), 7(c) and 7(f) of the RMA. Inappropriate development can undermine these matters, resulting in adverse effects and the failure to recognise the uniqueness of Titirangi village in the region. This objective is considered to be the most appropriate way to achieve the purpose of the RMA.</p>
<p>iv. retains the village's distinct and distinguishable boundaries;</p>	<p>Proposed clause 5B.3.3.5(iv) recognises that in order to sustainably manage the natural and physical resources of Titirangi village, particularly the character and amenity of the environment, that the village needs to develop within distinct boundaries. This relates to managing development in respect to matters identified in 6(a), 6(c), 7(c), 7(d), 7(f) of the RMA reflecting the need to maintain amenity values associated with residential area surrounding the village and to maintain the quality of the environment, indigenous vegetation, ecosystems and landscapes of significance in which the village sits within.</p>
<p>v. is well designed and provides a variety of quality architectural outcomes that contribute to peoples' appreciation of the village's pleasantness, aesthetic coherence, and cultural and recreational attributes;</p>	<p>Proposed clause 5B.3.3.5(v) recognises that the quality of the built environment can contribute to the amenity of Titirangi village. Amenity is important to the wellbeing of people and communities. The objective seeks that development is well-designed and provides flexibility in respect to built form outcomes. This moves away from the prescriptive architecture approach of the current District Plan provisions. This objective is considered to relate directly to section 5, 7(b), 7(c) and 7(f) of the RMA and the objective is considered to be the most appropriate way to achieve the purpose of the RMA.</p>
<p>vi. achieves a mainstreet form with active building frontages to Titirangi Road;</p>	<p>Proposed clause 5B.3.3.5(vi) recognises that the quality of the built environment can contribute to the amenity of Titirangi village. Amenity is important to the wellbeing of people and communities. The objective seeks that development achieves a mainstreet form with active building frontages to Titirangi Road reflecting the form of development currently on the southern side of Titirangi Road. This directly supports a high quality pedestrian environment which contributes to the identity and distinctiveness of the village, as well as a place for socialising and meeting. This objective is considered to relate directly to section 5, 7(b), 7(c) and 7(f) of the RMA and the objective is considered to be the most appropriate way to achieve the purpose of the RMA.</p>
<p>vii. maintains and enhances the quality of public and</p>	<p>Proposed clause 5B.3.3.5(vii) recognises that pedestrian amenity associated with the mainstreet form of development in the village is important to the village's existing character and amenity, and to the quality of the village and the wellbeing of the community. It is a pedestrian and human-scaled village and new development should maintain and</p>

Proposed Objective	Examination of whether the objective is the most appropriate way to achieve the purpose of the Act
pedestrian spaces;	enhance this. This directly equates to the matters outlined in section 7(b), 7(c) and 7(f) of the RMA. Inappropriate development can undermine these matters, resulting in adverse effects and the failure to provide for the social, cultural and economic wellbeing of the community, reducing the quality of the environment and resulting in a decline of the valued character and amenity of the village. This objective is considered to be the most appropriate way to achieve the purpose of the RMA.
viii. protects, restores and enhances the area's heritage features, particularly the dramatic scale and enveloping nature of the forest setting and landforms;	<p>Proposed clause 5B.3.3.5(viii) directly gives effect to Section 7 of the WRHAA (National significance and heritage features of heritage area), introducing outcomes for the Heritage Area into the District Plan, based on the heritage features listed in Section 7. The Heritage Area is of national significance, and proposed district plan objective 5B.3.3.5(viii) defines more explicitly for the Titirangi Local Area the ways in which the natural and physical resources would be sustained, the life supporting capacity of the air, water, soil and ecosystems safeguarded and adverse effects on the environment (including amenity) avoided, remedied or mitigated.</p> <p>Because the WRHAA Section 7 provides for matters that particularise Part II of the RMA which need to be considered within the boundaries of the Heritage Area, these objective is considered to be necessary and the most appropriate way to achieve the purpose of the RMA.</p> <p>This objective also addresses a number of RMA Section 6 and 7 matters, which are important to achieving the purpose of the RMA, as follows:</p> <ul style="list-style-type: none"> ▪ 6(b) (the protection of outstanding natural features and landscapes from inappropriate subdivision, use and development). ▪ 6(c) (the protection of significant areas of vegetation and fauna habitat). ▪ 6(e) (the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga). ▪ 6(f) (the protection of historic heritage from inappropriate subdivision, use and development). ▪ 7(a) (Kaitiakitanga); ▪ 7(aa) (The ethic of stewardship). ▪ 7b (The efficient use and development of natural and physical resources); ▪ 7c (The maintenance and enhancement of amenity values); ▪ 7d (Intrinsic values of ecosystems);

Proposed Objective	Examination of whether the objective is the most appropriate way to achieve the purpose of the Act
	<ul style="list-style-type: none"> ▪ 7(f) (Maintenance and enhancement of the quality of the environment); <p>Much of the Titirangi local area is an important landscape and there are, within the area, many significant natural features. Titirangi is also covered in significant areas of vegetation and fauna habitat. The proposed objective would assist in achieving the protection of natural features and landscapes and would ensure that areas of flora and fauna are appropriately recognised, enhanced and protected from inappropriate development. It is considered that the objective accords with the purpose of the RMA.</p>
<p>ix. is of an appropriate scale and intensity which integrates well with the surrounding forested landscape and natural landforms; and</p>	<p>Proposed clause 5B.3.3.5(ix) recognises that the scale and intensity of development can contribute to the matters outlined in section 6(b), 6(c), 7(b), 7(c) and 7(f) of the RMA. Inappropriate development can undermine these matters, resulting in adverse effects on the environment and the failure to provide for the social, cultural and economic wellbeing of the community while managing natural and physical resources. The objectives acknowledges that development can integrate with the existing built form and the environment, and that buildings through their design, scale and intensity can embellish the natural environment as is illustrated by Lopdell House. This objective is considered to be the most appropriate way to achieve the purpose of the RMA.</p>
<p>x. contributes to the achievement of the statement of future character and amenity for Titirangi village (refer 5B.3.3.3).</p>	<p>Proposed clause 5B.3.3.5(ix) is based on Section 25 of the WRHAA, which provides for objectives (particularly long-term objectives) in relation to the future amenity, character and environment of the Local Area. A statement of the desired future character and amenity of Titirangi village, as informed by the community through the meeting of 3 November 2009, is set out in Section 5B.3.3.3 of the proposed plan change. It is referenced by the objective as a means of ensuring that proposed development either contributes to, or does not detract from, the future character and amenity of the village.</p> <p>The maintenance and enhancement of amenity values are key to protecting the future character of the village and the provisions of the proposed plan change will provide a framework for this. In the RMA, the term ‘amenity values’ is used to describe those parts of the environment that constitute the natural and physical qualities and characteristics of an area that contribute to peoples’ appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes. The term embraces both natural elements such as forests, streams and landforms, and human-made elements, such as land uses, buildings and roads. It also includes the arrangement or disposition of those things, their design, prominence and effect on the landscape. In making decisions about the use of land and resources under the RMA, consideration must be given to the adverse effects that an activity might have on the environment, including amenity.</p> <p>This proposed objective provides for a long term objective for the character and amenity of the Titirangi village Local Area, to be reflected in the District Plan, strengthening existing protection for the character and amenity of the area. This objective also addresses a number of RMA Section 6 and 7 matters, which are important to achieving the</p>

Proposed Objective	Examination of whether the objective is the most appropriate way to achieve the purpose of the Act
	<p data-bbox="638 245 1014 272">purpose of the RMA, as follows:</p> <ul style="list-style-type: none"> <li data-bbox="638 300 1989 416">▪ 6(b) (the protection of outstanding natural features and landscapes from inappropriate subdivision, use and development). Proposed Section 5B.3.3.2(i) 'Dramatic natural landscapes and landforms' and 5B.3.3.3(ii)'protecting, restoring and enhancing natural character'. This will serve to strengthen the District Plan provisions that seek to ensure this matter of national importance is recognised and provided for in Titirangi. <li data-bbox="638 443 1989 560">▪ 6(c) (the protection of significant areas of vegetation and fauna habitat). Proposed Section 5B.3.3.2(i) 'Dramatic natural landscapes and landforms' and 5B.3.3.3(ii)'protecting, restoring and enhancing natural character'. This will serve to strengthen the District Plan provisions that seek to ensure this matter of national importance is recognised and provided for in Titirangi. <li data-bbox="638 587 2011 703">▪ 6(f) (the protection of historic heritage from inappropriate subdivision, use and development). Proposed Section 5B.3.3.3 (i) 'Strengthening the villages built form' provides for heritage buildings and sites (including Lopdell House) to be protected, reused, restored, enhanced and celebrated, and will serve to strengthen the District Plan provisions that seek to ensure this matter of national importance is recognised and provided for in the village. <li data-bbox="638 730 2011 847">▪ 7(b) (The efficient use and development of natural and physical resources). The plan change would seek to ensure that the natural and physical resources of the village local area would be maintained, enhanced and managed appropriately through managing development in a manner that does not detract from the character and amenity of the village or its setting <li data-bbox="638 874 2018 1230">▪ 7(c) (The maintenance and enhancement of amenity values). Maintenance and enhancement of amenity values the village is the main point of this objective. Proposed Section 5B.3.3.3 - the Statement of Future Character and Amenity of Titirangi Village, provides for a statement of character and amenity to be inserted in the District Plan. The intention is to measure proposals against this statement to assess whether they contribute to, or detract from this desired amenity. This objective would significantly strengthen the District Plan provisions that seek to ensure amenity values are recognised and provided for in the village. As part of the proposed plan change, new rules and assessment criteria designed to ensure that land use and development contributes towards the retention and enhancement of character and amenity would assist in ensuring that character and amenity values are maintained. In particular, the statement of the village's desired future character and amenity sets out significant elements of village character, form, function and activity and addresses the need to maintain a distinct village boundary. The desired future would also see the strengthening of the role of the Village as a focus for the community, a place to meet, celebrate and socialise. <li data-bbox="638 1257 2018 1313">▪ 7(d) (Intrinsic values of ecosystems) and 7(f) (Maintenance and enhancement of the quality of the environment). Proposed Section 5B.3.3.3 will serve to strengthen the District Plan provisions that seek to ensure the Section 7

Proposed Objective	Examination of whether the objective is the most appropriate way to achieve the purpose of the Act
	<p data-bbox="680 248 1144 276">matters are had regard to in the village.</p> <p data-bbox="636 300 2022 480">It is considered that a goal-oriented District Plan objective that seeks to provide a long-term statement of character and amenity in the village will significantly strengthen the protection, restoration and enhancement of the heritage features of this part of the nationally significant Heritage Area, and as such, is important to the sustainable management of the Heritage Area, and in accord with the purpose of the RMA. Because this is an additional matter to be specifically considered within the Titirangi Village Local Area, and is provided for by the WRHAA, this objective is considered to be necessary and the most appropriate way to achieve the purpose of the RMA.</p>

5.1.2. Whether, having regard to efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives (s32(3)(b))

Council is required to have regard to other methods that may be used in achieving the objective of the Proposed Plan Change. This includes non-statutory methods such as education, provision of services, incentives etc. Other methods could be taking no action at all (i.e. removing all rules) or of retaining the existing rules (the status quo).

The Proposed Plan Change

The Proposed Plan Change is considered to be the most robust approach to achieve better alignment between the District Plan and the WRHAA.

In terms of efficiency, the Proposed Plan Change is considered to be more efficient than retaining the existing Policy 11.22 as it allows for a clear interpretation and understanding of the policy intent. The amended rules provide designed focused performance standards which will aid in guiding landowners towards the outcomes anticipated by Objective 5B.3.3.5. This will provide for more clarity of outcomes at the resource consent stage, which in time will aid in a reduction of processing times and costs.

In terms of effectiveness, the Proposed Plan Change will be more effective in achieving the development of the desired outcomes as stated in the future character and amenity statement. The current rules are not achieving desired outcomes, and as a result development is fragmented with a diverse range of built forms that lack any sense of cohesion or continuity. More effective rules would aid in achieving an enhanced and consistent level of amenity within the Village.

- Contained Boundaries

The current District Plan does not provide sufficient guidance as to the long-term containment of the village. This is particularly evident on the northern portion of South Titirangi Road where applications over time have cumulatively resulted in a residential area being nearly entirely used for commercial activities, with the recent office development introducing a commercial architectural form as a consequence. This area is a good example of cumulative effects. The first development was considered to have little in the way of adverse effects, and progressively with additional non-residential activities this portion of a mixed residential/community activity street has changed to have a dominance of commercial activities.

The community has raised concerns at creeping commercial development outside of the village. The plan change proposes to establish a policy position of defined boundaries for the village, which recognises the distribution of existing non-residential activities, including community facilities and seeks to contain non-residential activities (except for home occupations) within this area. This provides for the consolidation of the village and recognises the distinct change in character in the predominantly residential Bush Living areas.

- Street Frontage on Titirangi Road

The Plan Change seeks to maintain and enhance the amenity values associated with the village through new policies and performance standards, along with assessment criteria manage development. The approach supports the existing mainstreet form of development, creating continuous building frontage to the street. The southern side of Titirangi Road is characterised by buildings being built up to the street edge and where there are few gaps between buildings. Generally ground floor facades are dominated by windows, doors and display spaces. This pattern of development is to be maintained and enhanced. Council has undertaken an assessment of existing character and amenity of the village which accompanies this section 32.

- Building Height

The existing provisions of the District Plan provide for buildings up to 7 metres in height, with additional height for the roof in accordance with diagrams 5A to 5C as a permitted activity. Performance standards seek compliance from buildings without a consideration of qualitative values associated with building design. Additional height to 10 metres is a limited discretionary activity and an infringement of this rule requires discretionary resource consent. There is little policy guidance as to the appropriate height of buildings, except by reference to the policies for sensitive ridgelines and 'village atmosphere' in Policy 11.22.

The Plan Change adopts an approach requiring all new buildings or additions to existing buildings to require resource consent. This allows the consideration of the merit and performance of the proposal and the contribution that the design makes to the character and amenity of the village. Height for limited discretionary activities is 8 metres above the street level (approx. two storeys), with discretion to 11 metres or three storeys as a discretionary activity. No buildings are anticipated beyond the discretionary height limit and non-complying activity status applies.

Landscape architect Mr Stephen Brown has provided advice to Council on the landscape issues associated with building height. Two storey buildings were considered appropriate within the village. There may be limited opportunities for three storey buildings, however these need to be considered on a case by case basis in respect to the particular landscape characteristics of the site and its surrounds and the design of the building itself. Discretion should not be fettered to consider the effects and appropriateness of these proposals.

It is considered appropriate to delete the focus of the existing District Plan provisions of compliance with architectural forms (diagrams 5A to 5C) which are used as a mechanism to control height.

- Local Provision of Retail and Services

The Plan Change proposes to maintain the existing Community Environment rules that provide for all activities. However, residential activities at street level are proposed to be a non-complying activity. This amendment recognises that the vitality of the village comes from active street frontages from commercial and retail activities. Residential activities at street level within the village would diminish the provision of retail, and hence the positive effects on community wellbeing from the availability of retail and services. It would also reduce pedestrian amenity as inactive residential buildings rarely promote street based activity.

- Village Design and Function

With the prospect of a more development in the village, high standards of urban design are needed to ensure that the village develops as an attractive community hub. To this end the policy and rules sets out a range of matters that need to be taken into account in the design and layout of new development. A particular emphasis is placed on the public / private interface. Active street frontages are sought, whereby development positively integrates with the street. Valued town and village centres have streets lined by active frontages and these also demonstrate a vibrant mix of retail and commercial activities. Together the active street frontages and mix of activities combine to create centres of high amenity that are valued community resources.

Parking associated with activities in the village should be provided to the rear of the site (or in an undercroft), and buildings must provide a non-residential activity between street level parking and the street frontage to retain the vibrancy of the street frontage.

The Operative District Plan contained fewer built form controls than the proposed changes. The alternative approach of relying on market forces to create high quality places and spaces involves a considerable degree of risk. Examples of recent commercial development from across the Auckland Region show some very good urban outcomes, but also much mediocre development. In particular there is a noticeable trend towards the diminishment of the street environment as development maximises car parking and minimises investment in buildings. Given the importance of Titirangi village as a community focal point and gateway to the Waitakere Ranges, it is considered that a careful approach to urban design is required. Important elements in determining the quality of the built environment as it relates to street environments are bulk and location, design, car parking, building facades and active frontages.

- Titirangi Non-Residential Activity Overlay

Areas on the periphery of the village within the Bush Living Environment are occupied by many non-residential activities. These activities include churches, community facilities, medical facilities, offices, café and restaurant (and designations for fire station and telephone exchange). These are existing resources that should be recognised in the District Plan and their continued use, development and expansion provided for to enable community wellbeing. The Bush Living Environment has a distinctly different level of built scale, intensity and character (including provision of on-site car parking and existing areas of vegetation) than the Community Environment. Proposed provisions provide for limited opportunities for new non-residential activities within the Overlay and provide for the expansion of existing activities.

The Overlay recognises that activities on the periphery of the village assist in providing for community wellbeing. The range of activities is different from the Community Environment which is proposed to be the focus on consolidated retail activity in the village.

Table 2 Assessment of efficiency and effectiveness of policies and achievement of objective.

Proposed Policy	Efficiency and Effectiveness	Most appropriate for achieving the objective
<p>5B.3.3.6 Policy Titirangi Village</p> <p>Titirangi village local area shall be developed in a manner that:</p> <p>(a) supports the social, economic and cultural well-being of the Titirangi community;</p> <p>(b) enhances its role as a gateway to the Waitakere Ranges Heritage Area;</p> <p>(c) creates a desirable destination for people, the community, creative endeavour and culture;</p> <p>(d) protects, restores and enhances its heritage features; and</p> <p>(e) ensures the qualities of its village form, amenity and character are maintained and enhanced.</p>	<p>The policy reflects the outcomes anticipated by the statement of the village's desired future character and amenity and the valued features of the existing statement of character and amenity (5B.3.3.2 & 5B.3.3.3). These are elements reflected in the proposed objective. The policy supports the amended rules and assessment criteria for the Community and Bush Living Environments as it seeks to manage development to achieve certain outcomes. The overall policy, inclusive of numbered points (i) to (xiv) (discussed below) addresses the manner in which the objective is to be achieved. The overall approach is to require resource consent for development within the village, to be considered against the policies, performance standards and assessment criteria. The approach is to recognise the elements that contribute to the character and amenity and future character and amenity of the village, particularly its urban form, containment and natural setting.</p>	<p>Yes, WRHAA Section 8 'Heritage Area Objectives', Objective 8(i) is 'to recognise that people live and work in the area in distinctive communities and to enable those people to provide for their social, economic, environmental and cultural wellbeing.'</p> <p>Strengthening the village would enable the people of Titirangi to better provide for their social, economic and cultural wellbeing in line with objective 5B.3.3.5.</p> <p>The objective would ensure the village is of appropriate character, scale and intensity, would not adversely affect the heritage features of Titirangi, would not contribute to urban sprawl and would avoid adverse effects on the amenity of Titirangi.</p>
<p>This development is to be achieved by:</p> <p>i. consolidating non-residential activities, other than home occupations, within the Titirangi Community Environment, the Open Space Environment and the Titirangi Non-Residential Activity Overlay;</p>	<p>This policy seeks to consolidate the village within a defined area and prevent its inappropriate sprawl into the residential Bush Living Environment.</p>	<p>Yes, Objective 5B.3.3.5 (iv).</p>

Proposed Policy	Efficiency and Effectiveness	Most appropriate for achieving the objective
<p>ii. recognising the Community Environment as the centre of the village and location for retail and non-residential activities;</p>	<p>This policy seeks to acknowledge and focus retail and non-residential activities towards the Community Environment. This maintains a compact and contained urban form. This gives effect to the character and amenity statements (5B.3.3.2 & 5B.3.3.3) and supports and consolidation of the village. These objectives seek to provide for the wellbeing of the community through the provision of a range of activities and retain the village's distinct boundaries.</p>	<p>Yes, Objective 5B.3.3.5 (i), (ii) & (iv) result in a centres-based approach and recognition of the role and function of the Community Environment and the retention of clear boundaries.</p>
<p>iii. providing for a limited range of community, commercial and restaurant activities and maintaining a residential scale and form of buildings and development in the Titirangi Non-Residential Activity Overlay;</p>	<p>Areas on the periphery of the village within the Bush Living Environment are occupied by non-residential activities. These activities include churches, community facilities, medical facilities, offices, café and restaurant. These are existing resources that should be recognised in the District Plan and their continued use, development and expansion provided for to enable community wellbeing. The Bush Living Environment has a distinctly different level of built scale, intensity and character (including car parking and retention of vegetation) than the Community Environment. Proposed provisions provide for limited new non-residential activities within the Overlay and provide for the expansion of existing activities.</p> <p>The Overlay contributes to the character and amenity of the village, along with the provision of activities that support the wellbeing of the community, a matter identified as important in the objective.</p>	<p>Yes, Objective 5B.3.3.5 (i), (ii), (iv), (ix) & (x) result in a policy approach that seeks long-term certainty for the village as to the role and function of the periphery and the maintenance of long-term boundaries of the village.</p>
<p>iv. providing for community facilities and activities in the South Titirangi Road Open Space Environment, including the provision of shared car parking facilities;</p>	<p>The Open Space Environment on South Titirangi Road is the focal point of community activities, which include childcare, library, RSA, hall and events such as markets. It also provides a significant portion of the village's car parking. The policy acknowledges the role of this environment, which contributes towards the achievement of the social and cultural wellbeing of the community. It is efficient and effective in achieving the objective in that these</p>	<p>Yes, Objective 5B.3.3.5 (i), (ii), & (x) support the value of social and cultural activities to the amenity of the village. In the context of the village this also includes the provision of car parking which contributes to the function of the village.</p>

Proposed Policy	Efficiency and Effectiveness	Most appropriate for achieving the objective
	activities are important to community wellbeing.	
v. recognising the contribution that Lopdell House makes to the character, amenity, identity and provision of activities in the village, including its role as a western edge of the village, and providing for its continued use and enhancement;	Lopdell House is a significant heritage asset in the region. It is in terms of architecture, location and scale the most significant building in the village. In respect to its current activities, the gallery is of regional importance and contributes to the cultural wellbeing of the region. Lopdell House provides community-based facilities and is a regional destination. The policy reflects that Lopdell House is a heritage feature that needs to be protected, restored and enhanced and the most effective and efficient manner of achieving this is to provide for its continued use and enhancement.	Yes, Objective 5B.3.3.5 (i), (ii), (iii), (viii) & (x) focuses on the value of cultural activities that create a regional destination. This includes acknowledging through the character and amenity statements and the objectives of the WRHAA that Lopdell House is a heritage feature of national significance.
vi. requiring development to ensure that, in terms of layout, pedestrian amenity and visual appearance, a high standard of design is achieved that avoids extensive shadowing of pedestrian spaces, establishes significant areas of glazing at street level fronting pedestrian spaces, and contributes to the character, amenity and visual landscape of the village;	The policy seeks quality building design that supports and enhances a village form and pedestrian oriented amenity. The focus is on a mainstreet form and buildings that have a visual appearance that contributes to the amenity of the village.	Yes, Objective 5B.3.3.5 (v) & (vii) focuses on maintaining and enhancing a mainstreet form of development and ensuring that quality architectural outcomes result from development.
vii. enclosing Titirangi Road by buildings with a maximum height of two to three storeys, locating a predominance of retail sales activity at street-level and developing building façades that enhance the experience of the pedestrian and provide continuous	A pedestrian oriented mainstreet form of development emphasis the relationship of buildings to the street and pedestrian environment. The village is characterised by human-scale buildings which reflect the nature of the sensitive ridgeline and the scale of the village itself (as identified in the assessment of existing character and amenity accompanying this report). Building heights are deliberately restricted to provide certainty through the policy and Rule 5 of the Community Environment. While this limits	Yes, Objective 5B.3.3.5 (v), (vi), (vii) & (ix) focuses on maintaining and enhancing a mainstreet form of development which contributes to the existing character and amenity of the village. The objectives also seek to manage the scale and intensity of development.

Proposed Policy	Efficiency and Effectiveness	Most appropriate for achieving the objective
pedestrian cover over the footpath;	development potential, the unique character and amenity of the village and location makes it inappropriate to have taller buildings. The policy seeks a building design which establishes active street frontages through the provision of building forms that enhance the pedestrian environment, which normally limit blank facades and provide extensive areas of shop front glazing. Retail activities are encouraged at street level to enhance the local provision of activity and services to the community. Weather protection assists in supporting pedestrian based activity. These policies are reflected in the performance standards and assessment criteria of Rule 5 of the Community Environment. The policy is considered to be efficient and effective in achieving the objective.	
viii. maintaining and extending the continuous building frontages on the southern side of Titirangi Road;	Any new development should maintain and extend the pattern of continuous building frontages on the southern side of Titirangi Road. This enhances pedestrian amenity and the pedestrian focus of the village. The policy is considered to be efficient and effective in achieving the objective.	Yes, Objective 5B.3.3.5 (v), (vi) & (vii) focuses on maintaining and enhancing a mainstreet form of development which contributes to the existing character and amenity of the village.
ix. requiring new buildings on the northern side of Titirangi Road to generally provide for a continuous active building frontage to the street;	Existing buildings on the northern side of Titirangi Road have some orientation and activity towards Titirangi Road, although this is dominated by the petrol station and other vehicle crossings. Redevelopment on the northern side of the street is likely in the future and the policy seeks to reinforce a mainstreet form of development, with active building frontages fronting the street to enhance pedestrian amenity and a village form of building design. The policy is considered to be efficient and effective in achieving the objective.	Yes, Objective 5B.3.3.5 (v), (vi) & (vii) focuses on maintaining and enhancing a mainstreet form of development which contributes to the existing character and amenity of the village.
x. avoiding inappropriate vehicle access and minimising vehicle crossings to Titirangi Road;	Mainstreet pedestrian amenity is important to the existing and future character and amenity of the village. The overall approach is to enhance this mainstreet form, particularly on	Yes, Objective 5B.3.3.5 (vii) focuses on maintaining and enhancing pedestrian amenity which can be affected by the design, location

Proposed Policy	Efficiency and Effectiveness	Most appropriate for achieving the objective
	the northern side of Titirangi Road. It would be inappropriate to provide additional vehicle access on the southern side of Titirangi Road as this would impact on areas of pedestrian footpath and seating areas. Opportunities exist associated with new development on the northern side of Titirangi Road to improve the quality of the pedestrian environment. This will mean careful consideration of vehicle access and an approach of minimising crossings.	and quantity of crossings on Titirangi Road.
xi. avoiding car parking areas adjoining the street frontage on Titirangi Road and within forested areas by taking a flexible approach to the provision of car parking to ensure that the form and character of the village is not compromised;	Potential adverse effects areas of car parking include a loss of opportunities for active street frontages associated with development on Titirangi Road. Areas of car parking fronting the street undermine the mainstreet form of pedestrian oriented development. Likewise, car parking areas can also intrude into the areas of forest that surround the village, undermining the backdrop that this provides to the village. The policy approach seeks flexibility in respect to the provision of car parking to avoid two important aspects of the existing and future character and amenity of the village. In this manner, a flexible approach to car parking and avoiding inappropriate forms of development is considered to be efficient and effective.	Yes, Objective 5B.3.3.5(ii), (v), (vi) & (vii) seeks to ensure that development avoids poor urban outcomes. Pedestrian amenity is supported by car parking being located away from street level and buildings fronting streets. The policy also recognises that the village has limits to growth and development should avoid car parking encroaching into the forested backdrop. A flexible approach to car parking provides opportunities to balance competing requirements of the District Plan where proposed car parking would result in adverse effects on pedestrian amenity or vegetation.
xii. controlling and managing the use of the footpaths and outdoor areas to achieve the active use of these spaces by providing a quality of amenity that encourages restaurant and social activity in the village while maintaining pedestrian access;	Street level activity, including outdoor seating associated with cafes and restaurants contributes significantly to the sense of community and social interaction acknowledged in the statements of existing and future character and amenity (5B.3.3.2 & 5B.3.3.3). Street-based activity is important to social wellbeing. However the policy also recognises that this needs to be managed to provide an active pedestrian environment and access.	Yes, Objective 5B.3.3.5(ii), (iii) & (vii) seeks to contribute to the quality of the experience of the village as a destination through a diversity of activities and that development maintains and enhances the pedestrian environment. Policies seeking to reinforce street based activity contribute to the vitality of the village.
xiii. avoiding signs dominating the built form of the village; and	Objective 5B.3.3.5(v) seeks that development is well designed and contributes to the amenity of the village. Current District Plan provisions provide for the development	Yes, Objective 5B.3.3.5(v) seeks that the village is well designed and development provides an aesthetic coherence to contribute to village

Proposed Policy	Efficiency and Effectiveness	Most appropriate for achieving the objective
	<p>of significant areas of signage on the façade of the building. This could result in a clutter of signage, inconsistent with the village's character and amenity. The new policy and methods in Community Environment Rule 12 seeks to manage signage to below the canopy or on the street level storey of the building. While consent is required for other signage, the policy is efficient and effective in that the character and amenity of the village is not dominated by inappropriate signage.</p>	<p>amenity.</p>
<p>xiv. retaining areas of contiguous indigenous forest and habitat and the forested backdrop to the village.</p>	<p>Native forest, regenerating areas of indigenous vegetation, have intrinsic value and provide habitats for indigenous flora and fauna. This is recognised particularly in the character and amenity statements which acknowledge the importance of the forest to the character and amenity of the village. As development is sought by the policy to retain the forest backdrop it is considered that it is effective and efficient. The existing managed and protected natural area rules provide the mechanism to manage development.</p>	<p>Yes, the policy of development retaining the forest backdrop is considered the most appropriate way to achieve the Objective, particularly 5B.3.3.5(viii), (ix) and (x) which acknowledge the importance of the forested backdrop and indigenous vegetation to the unique character and amenity of the village.</p>

An assessment is required of the proposal and its appropriate alternatives. There are several alternate options to the proposed plan change. These are identified and discussed below (including the proposed plan change).

- Proposed Plan Change (discussed previously)
- Retain the Community Environment Rules and Policy (the “status quo” option)
- Have no rules (the “do nothing” option)
- Review the current design guidelines

Retain the Community Environment Rules and Policy

There is a potential conflict in the interpretation of existing policies in the District Plan and the WRHAA as they relate to Titirangi village. This conflict results in tensions and uncertainty as to the appropriate scale of development, and what are the outcomes that are anticipated. Added to this is that the WRHAA seeks that heritage features shall be protected, restored and enhanced, which includes the subservience of the built environment to the area’s natural environment. Without more specific guidance as to the anticipated future character and amenity in Titirangi village, there will be considerable uncertainty as to what developments are appropriate. This will result in proponents and opponents of proposals in the Village equally using the District Plan and WRHAA to support their position.

There has also been pressure for non-residential activities (café, restaurant, offices) to locate outside the Community Environment, particularly along South Titirangi Road. There is little guidance in the District Plan as to the appropriateness of these activities or the extent of their spatial distribution.

The Titirangi Village Design Guidelines are very prescriptive and advocate that future village development be ‘themed’ in an architectural style popular at the time which could be defined as ‘colonial revivalism’. An issue with themed based design guidelines is that in advocating that the future built form of a place be create in a consistent architectural style, there will eventually and inevitably be conflict as the principles of subsequent architectural design movements are development and considered more appropriate. This is the case with the Titirangi Village Design Guidelines which are considered to be outdated.

Current urban design principles and practices place a greater emphasis on the total experience of buildings and the spaces between them. Consequently, the success of a building in the village or urban environment is more about its ability to make a positive contribution to the quality of the public realm – to face the street, to activate it, and to make sure that all adjacent public space is positively used. Places that are appreciated and provide the most value to people and their communities do so on the basis of the whole interrelationship between buildings and the open spaces between them (including streets) rather than on building style alone.

The Titirangi Village Design Guidelines, with their focus on an architectural theme, tend to limit innovation and interesting new development. Therefore the guidelines are considered to be inappropriate and ineffective in achieving the desired outcomes for the Village.

This option is not considered efficient or effective nor as the disjuncture between the resource consents, design guidelines, District Plan and the WRHAA would remain and the only policy guidance available is those documents identified previously as being out of step with current issues.

No Rules or Policy for Titirangi Village

It is considered that without appropriate policy and rules for the village, further development may be ad-hoc and result in inappropriate outcomes inconsistent with the desired character and amenity of the area. Containment and management are considered to be imperative in order to achieve this.

Consultation with the community indicated a willingness to 'act now' to prevent 'accidental' loss of amenity, and in the longer term to strengthen, build on, and capitalise on uniqueness that is Titirangi Village. It is considered that the 'have no rules' option would be ineffective in providing for the future character and amenity of the Village.

Review the current design guidelines

This option is considered inadequate as many of the matters addressed in the existing non-statutory design guidelines are reflected in the District Plan. Therefore any changes to this document would consequently require a plan change to not only remove the existing design guidelines, but also introduce the new guidelines into the plan. The process of amending the design guidelines prior to undertaking a plan change process is neither efficient nor effective. Furthermore, the decision making process on resource consents places the most weight in favour of statutory documents.

5.1.3. Benefits and costs of policies, rules or other methods (s32(4)(a))

The following other methods have been identified and are considered below (as well as the Proposed Plan Change):

- Proposed Plan Change
- Retain the Community Environment Rules and Policies (the "status quo" option)
- Have no rules (the "do nothing" option)
- Review the current design guidelines

The Proposed Plan Change

Benefits

- The Proposed Plan Change would ensure that an appropriate planning regime (objectives, policies, rules and assessment criteria) is in place to ensure that use and development in the village maintains and enhances the identified heritage features, character and amenity of the area, thus providing a greater level of certainty that the desired future character and amenity of the village, would be achieved.
- The Proposed Plan Change would provide effective methods to manage the cumulative effects of development and land-use on identified heritage features within the village.
- Heritage features are identified as the valued characteristics of an area important for long-term character and amenity. Protection of them from unintended loss, and from adverse cumulative effects of inappropriate land-use and activities is considered to be an important component of local planning.
- The Proposed Plan Change can be developed within the existing resources of the Council.
- The Proposed Plan Change is consistent with the provisions of Part II of the RMA, the Auckland Regional Policy Statement and the policies and objectives of the District Plan.
- The notified Plan Change would provide further opportunity for public input and involvement in the process.

Costs

- The cost of undertaking the Plan Change including conducting a hearing and resolving any subsequent appeals (if required).
- The cost of providing guidance to the public and training staff on the Proposed Plan Change. This is considered to be a minimal cost.
- Additional costs for the community and/or developers resulting from additional provisions the Plan Change imposes. However, these costs are minimal and likely to be offset through the potential for reduced consent processing times and costs, as developers and Council have a clearer understanding of what development is desired within the Village.

Retain the Rules and Policies (the “status quo” option)

Benefits

- There would be no Plan Change and therefore no processing costs associated with alteration of any policies or rules.

Costs

- Further time and money spent on interpretation of the policies by both Council and external District Plan users.
- Social, environment and economic costs of not addressing current development issues within the Village.
- Uncertainty of outcomes in the Village, particularly in relation to amenity and character.
- Through consultation the community has expressed a desire to act now, to prevent inappropriate development occurring within the Village. There is the risk of putting Council in an unfavourable position with the community, should no action be taken.
- Development in the village may not maintain and enhance the identified heritage features, character and amenity of the area.
- Cumulative effects of development may adversely affect heritage features and the valued character and amenity of the village.
- Unintended loss of the village’s unique character and amenity.

Have no rules (“do nothing” option)

Benefits

- No further resources required than for any other Plan Change. The ‘do nothing’ approach would mean that relevant parts of the District Plan would be uplifted. This would be that a “laissez-faire” or “anything goes” regime would be established as in the absence of any rules, any activity becomes permitted.

Costs

- There would be considerable costs to the community and the environment if the relevant parts of the Plan were uplifted as it would enable development to occur unfettered within the subject area.
- Relevant sections of the District Plan would need to be uplifted, requiring a Plan Change, and its associated costs.
- Development in the village may not maintain and enhance the identified heritage features, character and amenity of the area.
- Cumulative effects of development may adversely affect heritage features and the valued character and amenity of the village.
- Unintended loss of the village’s unique character and amenity.

Review the current Design Guidelines

Benefits

- Opportunity to undertake more inclusive consultation with the community in designing new guidelines.
- Ability to provide a more detailed level of guidance on matters of design, form, colour, scale and materials.

Costs

- Financial costs associated with reviewing the existing guidelines, undertaking consultation and preparing an updated design guideline.
- Unless included in the District Plan, the design guidelines will continue to be a non-regulatory method of controlling design. Non-regulatory guidelines can't be enforced by Council and ultimately rely on the developer for uptake.
- Costs associated with removing the existing design guideline provisions from the District Plan, and subsequent costs associated with the inclusion of any revised guidelines within the District Plan.
- Risk that like the existing design guidelines, any revised guideline may become outdated, and result in need to continual review.
- Development in the village may not maintain and enhance the identified heritage features, character and amenity of the area.
- Cumulative effects of development may adversely affect heritage features and the valued character and amenity of the village.
- Unintended loss of the village's unique character and amenity.

5.1.4. The risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules or other methods (s32(4)(b))

It is considered that Council has both certain and sufficient information, and has utilised this information in the preparation of the Proposed Plan Change, regarding the subject matter (including policies, rules and other methods) of this Plan Change. Therefore, it is not considered necessary to investigate the risk of acting or not acting as outlined in s32(4)(b) of the RMA, and ultimately no further assessment is deemed necessary in this regard.

5.1.5. Summary of evaluation and reasons for evaluation

The evaluation has identified a number of options: Proposed Plan Change; retain the Community Environment Rules and Policies (the "status quo" option); have no rules (the "do nothing" option); and review the current design guidelines.

The proposed plan change is considered to be the most effective option for achieving the matters outlined in Part II of the RMA and achieve the desired future character and amenity of Titirangi Village as sought by the WRHAA. The alternatives assessed are not considered to be efficient or effective, would challenge the integrity of the District Plan and may eventually lead to degradation of the character and amenity of Titirangi village. The proposed Plan Change is considered to be the best option.

The Plan Change will assist in the consideration of the resource consent applications by Council and, if appealed, to ensure that the Environment Court is considering the proposals in the context of an updated policy position for Titirangi village that reflects the WRHAA and the consideration of the development opportunities by stakeholders and the community.

It is considered that the above evaluation fulfils Council's requirements with regard to section 32 of the RMA, and that the analysis of alternatives benefits and costs has been carefully undertaken and summarised accordingly. Further, this evaluation will be available for public inspection at the same time as the Proposed Plan Change is publicly notified.

5.2. Assessment of Actual or Potential Adverse Effects on the Environment

Under Section 31 of the Act Council's function includes "the control of any actual or potential effects of the use, development, or protection of land". Section 76(3) requires that in making a rule, a territorial authority is to have regard to the actual or potential effect of activities on the environment. Likewise, section 5(2)(c) provides for avoiding, remedying, or mitigating any adverse effects of activities on the environment.

The above discussion of pressures on Titirangi village highlight the following actual and potential adverse effects that are relevant to the further development and redevelopment of activities in the village:

- The potential diminishment of the community focal point role of the village, with consequential impacts on the socio-economic well being of residents.
- A loss of amenity within the village, as standards of design fall. In other words the quality of the environment experienced by visitors to the village, and residents of the surrounding areas is likely to be adversely affected.
- Intrusion of development, including buildings and car parking into the forested areas of the village.
- Loss of street-based amenity from inappropriately designed buildings, buildings not fronting streets and car parking areas and driveways dominating the pedestrian environment.
- Loss of village scale and form through inappropriately high buildings.
- Inefficient use of land resources within the village.
- Pressure outside the village to accommodate non-residential activities in Bush Living Environments.

Native Vegetation

The plan change does not seek to alter any rules relating to vegetation alteration. The future character and amenity statement (5B.3.3.3) states that the character and amenity of Titirangi Village will continue to be derived from retaining its dominant forested character. Objective 5B.3.3.5 seeks to protect, restore and enhance the area's heritage forest setting, and also ensure that development is of an appropriate scale and intensity which integrates well with the surrounding forested landscape. The new policy sets up a framework of protecting native vegetation through policies that seek to consolidate non-residential development within a clearly delineated area, thus avoiding sprawl into forested areas (5B.3.3.6(i)), and policies that seek to restrict height to ensure buildings remain subservient to the natural environment (5B.3.3.6(xi)).

New policies and objectives for Titirangi Village seek to protect the existing vegetation and ensure that buildings do not adversely affect the unique forest setting. It is considered that there will be no adverse effects on vegetation as a result of the Plan Change, and the additional policy guidance will result in positive effects.

Outstanding Natural Features and Landscapes

The village does not contain any outstanding natural features of landscapes as identified by the District Plan. However, as discussed in section 7.1 the Village has several landscape and landform features of significance to the Heritage Area which overall contribute to the national significance of the area. The Village is located on a sensitive ridgeline, and has views of Waitakere and the Waitemata Harbour to the north and Manukau Harbour to the south. The Village is located within dense stands of native vegetation, and it situated between the landform features of Mt Rangiwai and Mt Atkinson.

The proposed Plan Change seeks to provide for a quality built environment that does not dominate these landscape features, but rather a built environment that enhances the existing environment.

Landscape Architect Stephen Brown has undertaken a landscape assessment of Titirangi Village which has been used to inform the proposed Plan Change and understand the sensitivity of the landscape and its ability to absorb change and development. Mr Brown notes that natural features and landscapes can be protected by limiting building expansion and height around the Village, so as not to encroach on the enclosing trees and landforms. Objective 5B.3.3.5 and Policy 5B.3.3.6 support buildings of a scale that integrates well with the surrounding landforms and landscapes. Additionally Community Environment Rule 4 has been amended to allow Council additional discretion over matters of building height. It is considered that the objectives and policies and amended height rules will be sufficient to ensure that there are no adverse effects on natural features and landscapes as a result of the proposed Plan Change.

The assessment by Mr Brown finds a balance between development in the village to provide for the wellbeing of the community, and the need to protect important landscapes, landforms and patterns of vegetation from inappropriately high buildings.

Character and Amenity Values

The village is a distinctive place in the Auckland region because of its setting, character, scale, form and function. It is both a gateway to the Heritage Area and a destination and meeting place for residents and visitors. Mr Brown notes that presently, most of Titirangi's charm has little to do with its built form – apart from Lopdell House; it actually has much more to do with maintaining the Village's compact, well defined form and scale. The Plan Change seeks a compact village form that allows for the protection of surrounding native vegetation (Policy 5B.3.3.6(i)).

The village is generally pedestrian focussed, laid out in a ribbon-like mainstreet pattern of retail and commercial activity between Rangiwai Hill and Mt Atkinson. Development is focussed towards the ridgeline and Titirangi Road, leaving the rear of sites free of development and in indigenous forest. Buildings generally provide active frontages at street level, weather protection over footpaths and because of their scale and location there is good solar access to footpaths. The proposed Plan Change provides strengthened Policy provisions for the village which articulate the requirements for development in terms of scale, form and pedestrian amenity (5B.3.3.6). These provisions will ensure that buildings do not adversely overshadow pedestrian spaces and neighbouring residential sites. The will also provide for increased connectivity within the village and improved pedestrian spaces. Policy 5B.3.3.6 also seeks a managed approach to vehicle crossing and the provision of car parking. This will ensure that car parking doesn't come at the cost of quality design outcomes and pedestrian amenity.

It is considered that the proposed Plan Change would not adversely affect the character and amenity values of Titirangi Village, furthermore it is considered that the addition of new assessment criteria 4(g), 7(a), 7(c), 7(d), 7(e), 7(g), 8(i), 12(f) and 12(g), would ensure that the potential impact on existing amenity and landscape values would be minimised.

Cultural/Heritage

Titirangi village and the wider Titirangi area have a rich heritage relating to past human activities. This history is evident today in the naming of buildings, roads and built/natural features such as Lopdell House, Mt Atkinson, the Atkinson statue, Atkinson Road and Daffodil Street.

There are several historic items located within the plan change area, these include;

- 418 Titirangi Road – Lopdell House, CHI 1237 and Judo Club, CHI 1252
- 500 South Titirangi Road – Monument, War Memorial Carpark, CHI 1255
- 116 Park Road – Titirangi Soldiers' Memorial Church, CHI 1241

There are also several historic trees located within the plan change area, these include;

- 418 Titirangi Road – English Oak, CHI 1237
- 500 South Titirangi Road – Kauri ricker stand, CHI 428

The proposed Plan Change will not result in any adverse effects on the aforementioned historic items and vegetation. The statement of future character and amenity specifically identifies the need to protect, reuse, restore, enhance and celebrate heritage buildings and sites within the village. This is also identified in Objective 5B.3.3.5(iii) and Policy 5B.3.3.6(d).

An assessment of the relevant heritage features under the WRHAA has been undertaken in section 7.1 There will be no adverse effects on any heritage features as identified.

Summary

In summary, it is considered that there are no adverse environmental effects that will be generated by the proposed new character and amenity statements, policies, objectives and the amended rules and assessment criteria.

5.3. Assessment under Sections 74 and 75 of the Act

The Proposed Plan Change is considered to be consistent with sound resource management practice across the region. The Proposed Plan Change is consistent with national policy statements, being the Coastal Policy Statement, proposed and operative and regional planning documents, being the Auckland Regional Policy Statement.

6.0 Waitakere City District Plan

6.1. Existing District Plan Objectives/Policies/Rules

The general themes of the District Plan objectives and policies that apply to the Proposed Plan Change are outlined in the Table below. It is considered that the Proposed Plan Change is consistent with the following relevant objectives of the District Plan for the following reasons:

Table 3 Assessment against existing Objectives of the District Plan.

Objective	Consistency with Proposed Plan Change
<p>Objective 9 To protect the quality and significance of the City's outstanding landscapes, including maintaining:</p> <ul style="list-style-type: none"> • the form and significance of these landscapes elements that define each landscape; • the landscape character that is associated with each landscape and contributes to its uniqueness and value for residents 	<p>The proposed Plan Change provides new objectives and strengthened policy guidance with regards to the scale and design of development within the Village. Specifically Policy 5B.3.3.6(i) seeks to consolidate development within a clearly defined area. Within this area policies relating to height (5B.3.3.6(viii)) and retaining a contiguous forest backdrop to the village (5B.3.3.6(xiv)) will ensure that landscape character and significance of Titirangi Village is protected.</p>
<p>Objective 10 To maintain and enhance those natural and physical characteristics (amenity values) that contribute to the wellbeing of residents and workers, including maintaining:</p> <ul style="list-style-type: none"> • an acceptable level of quiet and freedom from nuisance created by noise, odour, dust and vibration; • adequate levels of daylight and sunlight in dwellings; • adequate levels of darkness for sleep; • a safe environment; • adequate levels of on-site privacy; • healthy air quality. 	<p>The proposed plan change removes the existing Titirangi Village Policy 11.22 and introduces a new policy framework that is focused on creating a desirable destination for people, the community, creative endeavour and culture. Within the Village the plan change seeks to ensure that the quality of its form, amenity and character are maintained and enhanced. This new policy framework contains specific provisions relating to the provision of continuous building frontages (5B.3.3.6(viii) and (ix)), providing continuous pedestrian cover over footpaths (5B.3.3.6(vii)), avoiding inappropriate vehicle access (5B.3.3.6(x)), and design that avoids extensive shadowing of pedestrian spaces (5B.3.3.6(vi)). It is therefore considered that the proposed Plan Change is consistent with Objective 10.</p>
<p>Objective 11 To achieve a quality of settlement and associated activities within each of the City's Human Environments which is sympathetic to, and protects and enhances, the dominant natural and physical (including building) features which contribute to the amenity value and the neighbourhood character of an area, including maintaining and enhancing:</p> <ul style="list-style-type: none"> • the pedestrian-oriented amenity values of the town centres and the character of those areas as retail centres; 	<p>The Proposed Plan Change is consistent with this objective to the extent that the proposed Plan Change seeks to create opportunities for a high quality built environment and functional town centre with sits within the natural landscape and is subservient to the surrounding native vegetation and landform features. Objective 5B.3.3.5(vi) and Policy 5B.3.3.6(xi) address issues of scale and subservience. Objective 5B3.3.5(ii), (v), (ix) and Policy 5B.3.3.6(v), (vii), (viii), (xii) address amenity within the village. Objective 5B.3.3.5(vi) and Policy 5B.3.3.6(vi), (vii) address pedestrian amenity.</p>
<p>Objective 12 To manage the effects of activities on the City's valued heritage in a way that:</p> <ul style="list-style-type: none"> • maintains its variety and complexity; • recognises and protects its national, regional and local significance; • protects the links between particular heritage objects and the surrounding context; • integrates heritage with people's everyday lives where possible and appropriate. 	<p>The Proposed Plan Change is consistent with this objective to the extent that it identifies the heritage features of Titirangi Village in the statement of existing character and amenity 5B.3.3.3, and provides for their protection, restoration and enhancement (Policy 5B.3.3.6(d)) and the continued use of heritage buildings (Policy 5B.3.3.6(v)).</p> <p>The role of Titirangi Village as a gateway is reinforced in the future character and amenity statement (5B3.3.3) which seeks that the village continue to be destination for Aucklanders and a gateway to the Waitakere Ranges Heritage Area.</p>

7.0 Other Statutory Assessments

7.1. Waitakere Ranges Heritage Area Act 2008

The Proposed Plan Change is located entirely within the Waitakere Ranges Heritage Area. Section 11 of the Waitakere Ranges Heritage Act 2008 requires that:

11 District plans

*(1) When preparing or reviewing a district plan that affects the heritage area, a territorial authority **must give effect to** the purpose of this Act and the objectives.*

*(2) The requirements in subsection (1) are **in addition** to the requirements in sections 74, 75, and 79 of the Resource Management Act 1991.*

*(3) When evaluating a proposed district plan, change, or variation that affects the heritage area, a territorial authority must examine whether the plan, change, or variation is the **most appropriate way to achieve the objectives** (having regard to the purpose of this Act).*

(4) The requirements in subsection (3) are in addition to the requirements in section 32(3) of the Resource Management Act 1991.

[emphasis added]

The purpose of the Waitakere Ranges Heritage Area Act 2008 is:

to –

- (a) recognise the national, regional, and local significance of the Waitakere Ranges Heritage Area; and*
- (b) promote the protection and enhancement of its heritage features for present and future generations. (section 3 Waitakere Ranges Heritage Area Act 2008)*

The Proposed Plan Change seeks to provide greater certainty for the long-term management of the village and in the assessment of future development proposals, through the creation of character and amenity statements and stronger policy guidance.

An assessment of the proposed Plan Change against the relation heritage features and objectives of the WRHAA is outlined in the following two tables (Tables 4 & 5). The assessment considers that the Plan Change better provides for the protection and enhancement of the heritage features within the Waitakere Ranges Heritage Area and therefore gives effect to the purpose and objectives of the WRHAA. The proposed methods of the Plan Change are considered the most appropriate way to achieve the objectives of the WRHAA.

Table 4 Section 7 of Waitakere Ranges Heritage Area Act 2008

Heritage Feature	Relevance to Plan Change	Comment
<p>a) its terrestrial and aquatic ecosystems of prominent indigenous character that –</p> <ul style="list-style-type: none"> i) include large continuous areas of primary and re-generating lowland and coastal rainforest, wet land, and dune systems with intact ecological sequences: ii) have intrinsic value: iii) provide a diversity of habitats for indigenous flora and fauna: iv) collect, store, and produce high quality water: v) provide opportunities for ecological restoration: vi) are of cultural, scientific, or educational interest: vii) have landscape qualities of regional and national significance: viii) have natural scenic beauty: 	Relevant	<p>Titirangi is known for its dense stands of native vegetation. Cleared areas provide for development associated with the village, community facilities and residential dwellings. Development in the wider area is generally at a low density. Vegetation, much of significant quality, dominates built development. Titirangi's distinct landscape character lies in this subservience of the built to the natural environment. The objectives, policies and statements of future and existing character and amenity reflect these features.</p>
<p>b) the different classes of natural landforms and landscapes within the area that contrast and connect with each other, and which collectively give the area its distinctive character:</p>	Relevant	<p>The village is located on a sensitive ridgeline (as defined in the District Plan) with Rangiwai Hill and Mt Atkinson located at opposite ends of the village. The more intensive built environment of the village is secondary to the dramatic scale and enveloping strength of the native bush setting and surrounding landforms. The proposed plan change will not detract from the surrounding natural setting, but rather built elements will be of a scale and intensity that integrates will with the natural environment. Objective 5B.3.3.5 and Policy 5B.3.3.6 address issues of scale and subservience.</p>
<p>c) the coastal areas, which –</p> <ul style="list-style-type: none"> i) have a natural and dynamic character; and ii) contribute to the area's vistas; and iii) differ significantly from each other. 	Not relevant	<p>Titirangi Village is not located within a coastal area.</p>
<p>d) the naturally functioning streams that rise in the eastern foothills and contribute positively to</p>	Not relevant	<p>There are no streams that run through or adjacent to Titirangi Village. While there are several streams which form downhill from the village, the proposed</p>

Heritage Feature	Relevance to Plan Change	Comment
downstream urban character, stormwater management, and flood protection:		plan change will not impact on the functioning of these streams or their role in stormwater management and flood protection. Existing District Plan objectives and policies are considered to be adequate to address this matter.
e) the quietness and darkness of the Waitakere Ranges and the coastal parts of the area:	Not Relevant	Titirangi Village is more densely developed when compared with other areas of the Waitakere Ranges, and as such the level of quietness and darkness is lower when compared to the more sparsely settled residential areas of the ranges. How withstanding this, the proposed Plan Change seeks to consolidate development within an existing developed area, therefore discouraging non-residential activity development within the more “quieter and darker” areas of the ranges (Objective 5B.3.3.5 and Policy 5B.3.3.6).
f) the dramatic landform of the Ranges and foothills, which is the visual backdrop to metropolitan Auckland, forming its western skyline:	Relevant	<p>The Waitakere Ranges form a distinctly natural visual backdrop to the western skyline of the City. Whilst Titirangi village itself is not generally visible along this skyline, any future development within the village, particularly within the sensitive ridgeline has the potential to effect natural landscape and be visually intrusive against the landform elements of the ridgeline and skyline.</p> <p>The proposed Plan Change seeks to limit the height of development so as not to encroach on the enclosing trees and landforms (Policy 5B.3.3.6). Limits on building height can also assist to ensure that the sense of visual connection, both with the knolls at each end of the Village and the trees around its periphery, is not diminished or lost.</p>
g) the opportunities that the area provides for wilderness experiences, recreation, and relaxation in close proximity to metropolitan Auckland:	Relevant	<p>Titirangi village acts as a gateway to the Waitakere Ranges and the Regional Park. The village also provides a focus for culture and relaxation with shops, cafes and Lopdell House acts as a significant cultural resource for the village and the wider city. The statement of future character and amenity places importance on the role of Titirangi as a gateway to the Waitakere Ranges (5B.3.3.2), while Policy 5B.3.3.6(b) emphasises this gateway.</p> <p>The plan change seeks to build upon these elements by creating opportunities to accommodate activities that contribute to the wellbeing of</p>

Heritage Feature	Relevance to Plan Change	Comment
		people.
<p>(h) the eastern foothills, which -</p> <ul style="list-style-type: none"> i) act as a buffer between metropolitan Auckland and the forested ranges and coasts; and ii) provide a transition from metropolitan Auckland to the forested ranges and coast: 	Not Relevant	Titirangi Village itself is located along a sensitive ridgeline of the Waitakere Ranges. The proposed plan change does not relate to any areas of the foothills of the Waitakere Ranges. This feature is therefore not considered relevant.
i) the subservience of the built environment to the area's natural and rural landscape, which is reflected in –	Relevant	See below
i) the individual identity and character of the coastal villages and their distinctive scale, containment, intensity, and amenity; and	Not Relevant	Titirangi Village is not located within a coastal area.
ii) the distinctive harmony, pleasantness, and coherence of the low-density residential and urban areas that are located in regenerating (and increasingly dominant) forest settings; and	Relevant	<p>The Titirangi community is characterised by the subservience of the built environment to the Bush Living environment where native vegetation is dominant and where development is nestled amongst it. Whilst the majority of the village is developed as one and two storey, the native bush remains dominant and envelopes the edges of the village (with the landforms of Mt Atkinson and Rangiwai Hill establishing a forested frame to the east and west of the village).</p> <p>Objective 5B.3.3.5(vii) and Policy 5B.3.3.6(xiv) articulate the need for development to be of a scale that integrates well with the surrounding forested landscape and natural landforms.</p>
iii) the rural character of the foothills to the east and north and their intricate pattern of farmland, orchards, vineyards, uncultivated areas, indigenous vegetation, and dispersed low-density settlement with few urban-scale activities:	Not Relevant	
j) the historical, traditional, and cultural relationships of people, communities, and tangata whenua with the	Relevant	The District Plan already provides for the protection of cultural values and archaeological sites associated with Tangata Whenua. The existing

Heritage Feature	Relevance to Plan Change	Comment
area and their exercise of kaitiakitanga and stewardship:		character and amenity statement recognises the importance of the local area to tangata whenua.
k) the evidence of past human activities in the area, including those in relation to timber extraction, gum-digging, flax milling, mineral extraction, quarrying, extensive farming, and water impoundment and supply:	Partially Relevant	<p>Titirangi village and the wider Titirangi area have a rich heritage relating to past human activities. This history is evident today in the naming of buildings, roads and built/natural features such Lopdell House and Mt Atkinson.</p> <p>The proposed Plan Change seeks to ensure that heritage buildings and sites are protected, reused, restored, enhanced and celebrated (Policy 5B.3.3.6(d)) & 5B.3.3.6(v)).</p>
l) its distinctive local communities:	Relevant	<p>Titirangi village is defined by its surrounding natural features, key buildings, activities and its pattern of development. As a community node and focal point, Titirangi village has an abundance of community facilities and is a popular meeting place for locals and visitors. The village, whilst attracting those from outside the neighbourhood, has a village feel and neighbourhood scale.</p> <p>The plan change seeks to build upon the unique combination of elements and characteristics that make Titirangi a distinctive local community, through creating opportunities for development that enhances the visual appearance and pedestrian amenity of the village (Objective 5B.3.3.5(vi) and (ix), Policy 5B.3.3.6(vi), (vii) and (xii). This also includes providing for a range of activities that contribute to the wellbeing of the community.</p>
m) the Waitakere Ranges Regional Park and its importance as an accessible public place with significant natural, historical, cultural, and recreational resources:	Relevant	Titirangi Village is a gateway to the Heritage Area, with areas of the Regional Park located in close proximity to the village. The plan change seeks to strengthen the village's role as a focal point for retail, services and non-residential activities and would not detract from the Park's importance and accessibility.
n) the public water catchment and supply system, the operation, maintenance, and development of which serves the people of Auckland.	Not relevant	The plan change area falls within an existing developed area and would not compromise the functioning of the public water supply system.

Table 5 Section 8 Waitakere Ranges Heritage Area Act 2008

Objectives	Proposed Plan Change giving effect to the Act
a) to protect, restore, and enhance the area and its heritage features:	The proposed Plan Change gives effect to the WRHAA, through the future character and amenity statement 5B.3.3.3, Objective 5B.3.3.5 (viii) & (x) and Policy 5.3.3.6(d). The District Plan rules have been strengthened to require that all new development (except minor alterations) obtain a resource consent. A part of the consent process, the individual merits of any such development will be assessed against the extent to which the proposal achieves the objectives of the WRHAA.
b) to ensure that impacts on the area as a whole are considered when decisions are made affecting any part of it:	The proposed Plan Change seeks to provide for the integrated management of the village, through the future character and amenity statement (5B.3.3.3). This statement articulates the desired future environment, character and amenity of the Village in accordance with section 25 of the WRHAA. Development will be assessed as to whether it contributes to the achievement of the desired future character and amenity.
c) to adopt the following approach when considering decisions that threaten serious or irreversible damage to a heritage feature: i) carefully consider the risk and uncertainties associated with any particular course of action; and ii) take into account the best information available; and iii) endeavour to protect the heritage features:	The plan change does not threaten damage to heritage features. It seeks to identify, protect, restore and enhance the heritage features of Titirangi Village (future character and amenity statement 5B.3.3.3, Objective 5B.3.3.5 (viii) & (x) and Policy 5.3.3.6(d)). Any potential threats on heritage features would be further assessed under resource consent.
d) to recognise and avoid adverse potential, or adverse cumulative, effects of activities on the area's environment (including its amenity) or its heritage features:	The proposed Plan Change recognises the sensitivity of Titirangi Village to inappropriate development, and seeks to articulate a clear vision for the future of the vision which will be achieved through new policies and objectives and new rules and assessment criteria. New development will be subject to assessment against the proposed plan change.
e) to recognise that, in protecting the heritage features, the area has little capacity to absorb further subdivision:	The proposed Plan Change does not seek to alter the existing subdivision rules. Subdivision is not currently a permitted activity within Titirangi Village, as such proposals would be subject to assessment through the subdivision consent.
f) to ensure that any subdivision or	The plan change seeks to protect, restore and enhance the areas heritage features, particularly the dramatic

<p>development in the area, of itself or in respect of its cumulative effect, -</p> <ul style="list-style-type: none"> i) is of an appropriate character, scale, and intensity; and ii) does not adversely affect the heritage features; and iii) does not contribute to urban sprawl: 	<p>scale and enveloping nature of the forest setting and landforms. This is achieved through policies and rules that limit the scale of development and contain the village within defined boundaries.</p>
<p>g) to maintain the quality and diversity of landscapes in the area by:</p> <ul style="list-style-type: none"> i) protecting landscapes of local, regional, or national significance; and ii) restoring and enhancing degraded landscapes; and iii) managing change within a landscape in an integrated way, including managing change in a rural landscape to retain a rural character: 	<p>The plan change seeks to protect, restore and enhance the areas heritage features, particularly the dramatic scale and enveloping nature of the forest setting and landforms (Objective 5B.3.3.5(ix) and Policy 5B.3.3.6(d)). Providing for well designed buildings can contribute to the quality of the landscape. This design is articulated through new rules and assessment criteria, as well as in the future character and amenity statement (5B.3.3.3).</p>
<p>h) to manage aquatic and terrestrial ecosystems in the area to protect and enhance indigenous habitat values, landscape values, and amenity values:</p>	<p>Landscape and amenity values were a significant driver for the proposed plan change and form a key part of the proposed new objective and policy. Objective 5B.3.3.5(viii) and (ix) focus on the protection and enhancement of the forest setting and landforms and seek that future development is of an appropriate scale that integrates with the landscape. The proposed plan change will not detract from this objective.</p>
<p>i) to recognise that people live and work in the area in distinct communities, and to enable those people to provide for their social, economic, environmental, and cultural well-being:</p>	<p>Titirangi village provides for the development of retail, service, commercial, residential and community activities. Such non-residential activities are important to enable residents, employees and visitors in the area to provide for their social, economic, environmental and cultural wellbeing. The plan change will provide more certainty for the community as to what the desired future of the village is (5B.3.3.3), and enables the development of future non-residential activity within the village area. It is considered that this will be achieved through Objective 5B.3.3.6 and Policy 5B.3.3.6.</p>
<p>j) to provide for future uses of rural land in order to retain a rural</p>	<p>Not relevant</p>

character in the area:	
k) to protect those features of the area that relate to its water catchment and supply functions:	Not relevant
l) to protect in perpetuity the natural and historic resources of the Waitakere Ranges Regional Park for their intrinsic worth and for the benefit, use, and enjoyment of the people and communities of the Auckland region and New Zealand.	The plan change does not impact on the protection of the Regional Park and its use and enjoyment by people.

7.2. Auckland Regional Policy Statement

The Auckland Regional Policy Statement (ARPS) seeks to maintain a quality environment for the Auckland Region and at the same time, maintain and enhance opportunities for the region's future growth. The ARPS provides a resource management framework under the RMA for managing environmental effects within the Region associated with urban and rural development.

The ARPS comprises four parts: Regional Overview and Strategic Direction; Resource Management Matters of Significance to Iwi; Transport and Energy; and Environmental Protection. Each part identifies issues, objectives, policies, methods, reasons and the environmental results anticipated as a result of implementation of the ARPS. It is considered that the Proposed Plan Change will give effect to the Regional Policy Statement. The proposed Plan Change is consistent with relevant parts of the ARPS, for the reasons outlined in Table 6.

Table 6 Assessment Against the Auckland Regional Policy Statement 1999

Objective	Consistency with Proposed Plan Change
<p>2.5.1.2 To maintain and enhance the overall quality of the environment of metropolitan Auckland, including its unique maritime setting, volcanic features, cultural heritage values, and public open space.</p>	<p>The Plan Change seeks to identify and protect those features that contribute to the national significance of the Heritage Area. These heritage features are identified in the statement of existing character and amenity (5B.3.3.2). This includes landscapes and vegetation located within the MUL, which contributes to the unique backdrop of the Waitakere Ranges to metropolitan Auckland. Policy 5B.3.3.6 provides for the manner in which this heritage features shall be maintained and enhanced. The Plan Change is considered to give effect to Objective 2.5.1.2.</p>
<p>2.5.1.5 To protect the intrinsic values of the Region's natural resource base, and to make appropriate provision for the avoidance, remediation or mitigation of adverse effects on the Region's environment, including the identification of significant natural features and landscapes, and areas of significant indigenous vegetation and habitat, and protection of these from inappropriate subdivision use and development.</p>	<p>The Plan Change seeks to identify and protect those features of the local area that contribute to the national significance of the Heritage Area through the statement of existing character and amenity (5B.3.3.2). Objective 5B.3.3.5 seeks to consolidate development within distinct village boundaries, whereby protecting the surrounding natural features and landscapes from inappropriate development. This will be achieved by limiting building height (Policy 5B.3.3.6(xi)), and retaining areas of contiguous indigenous forest and habitat and the forested backdrop to the village (Policy 5B.3.3.6(xv)). The Plan Change is considered to give effect to Objective 2.5.1.5.</p>
<p>2.5.1.8 To manage the Region's natural and physical resources in an integrated manner.</p>	<p>Titirangi village is unique feature of the Auckland region. It is a destination for Aucklanders seeking rest and respite and accessing the Waitakere Ranges. The proposed provisions seek to manage development in the village in an integrated manner, protecting, restoring and enhancing its heritage features while providing for the social, cultural and economic wellbeing of people and the Titirangi community. This integrated approach is outlined in Objective 5B.3.3.5(i) and Policy 5B.3.3.6(a). The Plan Change is considered to give effect to Objective 2.5.1.8.</p>
<p>6.3.1. To preserve or protect a diverse and representative range of the Auckland Region's heritage</p>	<p>The Plan Change does not propose to add any additional buildings, trees or archaeological sites to the schedule of features in the District Plan. The statement of future character and amenity (5B.3.3.3) outlines the importance of protecting, reusing, restoring, enhancing and celebrating the heritage buildings, vegetation and sites within the Village. This theme follows through in Objective 5B.3.3.5 and Policy 5B.3.3.6 which seeks to protect, restore and</p>

Objective	Consistency with Proposed Plan Change
resources.	enhance the area's heritage features. Specifically Policy 5B3.3.6(v) states that development shall recognise the contribution that Lopdell House makes to the character, amenity, identity and provision of activities in the village, and provide for its continued use and enhancement. The Plan Change is considered to give effect to Objective 6.3.4.
<p>6.3.4. To maintain the overall quality and diversity of character of the landscapes of the Auckland Region.</p>	<p>The Plan Change seeks to identify and protect those features that contribute to the national significance of the Heritage Area. The features are identified in the statement of existing character and amenity (5B.3.3.2). This includes landscapes and vegetation located within the MUL, which contributes to the unique backdrop of the Waitakere Ranges to metropolitan Auckland. Objective 5B.3.3.5(ix) seeks to ensure that development is of an appropriate scale and intensity which integrates well with the surrounding forested landscape and natural landforms. This follows through in Policy 5B.3.3.6 which provides for the consolidation of development, subservience to the natural environment, and retaining areas of contiguous forest. Having regard to the proposed statement, objective and policy, the Plan Change is considered to give effect to Objective 6.3.4.</p>

It is considered that the Proposed Plan Change is consistent with the objectives of the ARPS and the Air, Land and Water Plan to the extent that the Proposed Plan Change will provide for the continued development of an existing centre, whilst providing for the protection of the surrounding bush-clad environment by consolidating development within an clearly identified area.

In having regard to ARPS Change 6 (currently subject to appeal), the proposed Plan Change is considered to give effect to its objectives. The proposed plan change also acknowledges the issued identified in ARPS Proposed Change 8 which seeks to amend the existing landscape and volcanic cone view shaft provisions of Chapter 6: Heritage.

7.3. New Zealand Coastal Policy Statement

In light of the site's location, this is not considered applicable.

8.0 Non-statutory Planning Assessments

8.1. Agenda 21 And The Eco City

Agenda 21 was the outcome of the United Nations "Earth Summit" held in Rio de Janeiro, Brazil in 1991. The summit established an international agreement to integrate environmental and developmental concerns to achieve sustainable development. The implementation of this is encapsulated in a document entitled Agenda 21.

As part of Waitakere's eco-city concept, Waitakere City Council agreed to implement at the local level the goals and programs proposed under Agenda 21. The Proposed Plan Change represents sustainable management of the city's land resource.

8.2. Waitakere Long Term Council Community Plan

The 10 year Long Term Council Community Plan (LTCCP) covers the first decade of Council's 20-year Strategic Direction. The purpose of the LTCCP is to:

- describe the activities of the Council;
- describe the community outcomes desired for the city;
- provide integrated decision making (between the Council and the community) and co-ordination of resources;
- provide a long term focus for the Council's decision and activities;
- provide a basis for accountability to the Waitakere City community; and
- provide an opportunity for community participation.

The Long Term Council Community Plan has 14 community outcomes that set out the Council's goals and actions for managing the social, economic and environmental wellbeing of the City.

The "Urban and Rural Villages" outcome identifies the need for the Council to provide for town centres that are thriving places, with exciting options for people to live, work and play. The proposal seeks to enhance the form, function and amenity of Titirangi Village, whilst providing a clearer direction for future development. The proposal will also strengthen, build on, and capitalise on those unique elements that result from the village's location, history and character.

The “Strong Economy” outcome supports a local economy which is sustainably prosperous with abundant good quality local jobs and strong businesses. The proposal seeks built on the existing community environment, by creating quality space for locals, visitors and businesses to live, work and interact. It also seeks to recognise the changing use of the northern end of South Titirangi Road from residential to non-residential, by providing an Overlay which reflects and manages this changing use. The outcome will be a clearly defined village centre and a vision for the future of the village that supports economic growth in a way that is sustainable and in keeping with the unique environment.

It is also considered that the proposal is not inconsistent with the “Green Network” outcome, as the proposal seeks to preserve the amenity of the natural environment. Titirangi is unique in that it’s an urban community and village centre within the Metropolitan Urban Limits and Heritage Area. The proposal will clearly define the limits to the village, encouraging new development to be consolidated within. Restricted growth and protection of this area is part of the Growth Management Strategy and the corollary to the urban intensification objectives of the Council. As the urban part of the City intensifies, the strategic importance of the unspoiled coast, the protected ranges and the rural foothills will grow.

8.3. Regional Parks Management Plan

The Regional Parks Management Plan (RPMP) sets out how the ARC intends to manage the majority of parks that form part of the Auckland regional parks network over the next five years. The Plan guides the ARC's day-to-day and long-term management of these parks and sets a context for their future use and the conservation of the natural and cultural resources found within them.

Section 16 of the RPMP sets out objectives and policies on the interaction between park land and private land, with an emphasis on encouraging cooperation between ARC and its neighbours on public access, pest control and maintenance of ecological corridors, amenity values and landscapes. As discussed Titirangi Village is located within close proximity to the Waitakere Ranges Regional Park, and acts as an informal gateway to the Waitakere Ranges and the Park. The proposed Plan Change seeks to consolidate future development within the Village, whereby retaining and enhancing the surrounding native forest and its ecological linkages with the Regional Park.

9.0 Consultation

Consultation has been undertaken with the Titirangi Community in response to calls from the Titirangi community (businesses, residents and ratepayers associations and individuals) seeking that Council respond to current development proposals in a integrated manner that provides more certainty of outcomes for the local community.

This was initiated with a series of targeted conversations with the Titirangi Business Association, Residents and Ratepayers groups and landowners in February and March 2009.

More significant consultation took place in the form a community meeting which was held on the 3rd November at the Titirangi War Memorial Hall. The meeting was well attended by the community with over 120 residents, landowners, and interested persons participating. The purpose of the community meeting was to seek perspectives on the character and amenity of Titirangi and develop a long-term vision for the area, including the identification of how it will function, what elements that are liked or disliked and what people want to see change. The majority of participants wanted to maintain a compact, contained and low scale village. Many participants dismissed the previous approach of

prescribed architectural themes and sought quality architectural outcomes that responded to the existing pattern of development and the dramatic natural setting that the Village sits within.

Council staff have met on several occasions with staff from Auckland Regional Council to discuss the proposed plan change.

Council staff has discussed issues associated with the Village with interest groups such as the Titirangi Residents and Ratepayers Association, the South Titirangi Residents and Ratepayers Association and the Titirangi Business Association throughout the plan change process. Council officers have also met with individual landowners in relation to resource consent applications and have considered the matters raised through submissions on these resource consent applications.

Council staff discussed the plan change with tangata whenua (Ngati Whatua and Te Kawerau A Maki) and Te Taumata Runanga Committee.

Further opportunities for residents and any other interested party will be available to those persons through the public notification process of this Plan Change.

10.0 Conclusion

A summary of consultation undertaken to date has been provided and it is evident that the proposed Plan Change process would allow the general public and statutory or non-statutory bodies with wider interests to be involved in decision-making.

The section 32 analysis has identified that the proposed Plan Change would enable the Council to manage land resources efficiently whilst meeting the purpose of the RMA by allowing sustainable management of natural and physical resources. The section 32 analysis also concludes that the objective is the most appropriate way to achieve the purpose of the RMA, that the policies achieve the objectives and that the methods are the most effective and efficient means to achieve the policies and provide for the sustainable management of natural and physical resources, and the wellbeing of the community.

The proposed Plan Change is consistent with any relevant statutory or non-statutory document as discussed above. In addition, it is considered that there will be no adverse environmental effects generated as a result of the proposed Plan Change. The Plan Change represents the most appropriate way to manage adverse effects from development and to direct outcomes desired by the community.

The proposed plan change is consistent with the purpose of the RMA and is the most appropriate in terms of effectiveness and efficiency of Council exercising its function. The Plan Change is considered to give effect to the ARPS and the purpose and objectives of the WRHAA.

Appendix

Appendix 1 Titirangi Character Appraisal

An assessment of elements of existing character and amenity of Titirangi Village.

Appendix 2 Titirangi Village Landscape Assessment, Stephen Brown Environments Limited, November 2009.

A landscape assessment of the character and amenity of the village and its ability to accommodate additional development.

Appendix 1 Titirangi Character Appraisal

**Appendix 2 Titirangi Village Landscape
Assessment, Stephen Brown Environments
Limited, November 2009.**