

Section 32 report

Plan change 61, Isthmus District Plan

Glen Innes - Residential 6a and 8 rezoning

1.0 Background

1.1 Introduction

Auckland City Council has initiated a public plan change, which proposes to apply the Residential 8a and 8b zones to residential land generally within a 10 minute walk of Glen Innes town centre and public transport services. The zone will allow higher density housing such as apartments, terraced housing, and townhouses near the town centre and rail station, while ensuring a high standard of building design and development through development controls and design criteria from the Council's Residential Design Guide.

The plan change also proposes to:

- rezone Residential 5 zoned sites that directly face or are opposite the new Residential 8 zoned areas, to Residential 6a. A rezoning to Residential 6a allows a buffer area to be provided between the more intensive Residential 8 zone, and the lower density Residential 5 zone; and
- provide increased height limits over parts of the former Tamaki Girls College site on the corner of Taniwha Street and Elstree Avenue in Glen Innes. Given the shape and size (4.71 hectares) of the site and the separation from neighbouring sites provided by Taniwha Street and Elstree Avenue, the height limits are considered appropriate for the site.

A copy of the plan change is attached as **Appendix A**

1.2 Reasons for the plan change

In 1995, recognising the pressures of growth facing the Auckland region, the Regional Council and seven City and District Councils joined together to form the Auckland Regional Growth Forum, which produced the Auckland Regional Growth Strategy. The Growth Strategy sets out a 50 year vision for the future in terms of likely growth demands, and estimates that around 2 million people will be living in the Auckland region by 2050. This means an additional 1 million population will need to be accommodated over the next 50 years.

From the Growth Strategy has evolved the central sector agreement, that identifies the capacities for growth in Auckland City, and how growth can be accommodated within the existing urban area in general accordance with the principles and outcomes of the Strategy.

The population of Auckland City is anticipated to grow by around 6,000 to 8,000 persons per year over coming decades. By the year 2051 the population is projected to increase from 388,750 to around 688,000. Since the Isthmus is substantially built up, with few vacant sites available for further subdivision; Auckland City will need to accommodate the population growth of the city by way of infill and new development in existing residential areas.

In tandem with the decisions being made at the regional level about growth patterns, public transport development and land use, Auckland City has developed “Auckland City: Growth Management Strategy (December 2003)” to provide a strategic framework to accommodate this expected growth on the Isthmus over the next 50 years.

The strategy seeks to focus growth in the central business district, adjacent to existing town centres, or main transport nodes; which are located within specific growth areas. These areas identified as “areas of change” are suitable for residential growth, and are based around town centres that already have (or potentially will have) the transport, schools, open space, community services and shops needed to create a vibrant community.

For each of the areas of change, Auckland City will work with the local community and stakeholders to develop a liveable community plan, which provides a framework for managing growth and development in their area, over the next 20 years. Each liveable community plan contains actions, which need to occur to ensure growth is properly managed, and that the infrastructure and services needed by more people living in an area of change are provided. To date three liveable community plans have been developed, and adopted by Auckland City – Panmure (2002), Glen Innes (2004), and Newmarket (2004).

1.3 “Glen Innes into the future” strategy

Auckland City has been working with the Glen Innes community on planning for change and growth in their area, and adopted the “Glen Innes into the future” strategy on 22 July 2004. Development of this liveable community plan has involved extensive community consultation over a three year period, including community meetings, stakeholder and technical design workshops, a box city/youth forum event, and open planning days.

A key action identified within this strategy is to introduce the Residential 8 zoning following public consultation that allows more medium to high density housing such as town houses, terraced housing, and apartments that are in close walking distance to Glen Innes town centre and public transport. This action reflects the need to accommodate future population growth in the Glen Innes area, as well as creating a higher density community needed to support public transport services and the viability of the town centre.

1.4 Related “Residential 8” Plan Changes

Auckland City has introduced the Residential 8 zone into the Isthmus District Plan to achieve the outcomes of the City’s adopted growth management strategy. The zone became operative on 9 July 2004 (refer **Appendix B**).

This Residential 8 zone allows the development of higher density apartment, terraced housing and townhouse residential developments within specific growth areas that are readily accessible to town centres, transport nodes, infrastructure and recreational opportunities. It also requires developments, through resource consent process, to achieve quality urban design outcomes.

Auckland City has already publicly notified one Residential 8 plan change, and adopted another following the completion of statutory processes. These are outlined below:

- Plan Change 59 (Proposed)

Plan Change 59 seeks to rezone land on the corner of Pleasant View Road and Jellicoe Road from Business 2 to Residential 8b; and to rezone all the residential land bounded by Pleasant View, Jellicoe and Pilkington Roads from Residential 6a and 7a to Residential 8a. Further submission period have closed, and a hearing is to be scheduled.

- Plan Change 118 (Operative)

Plan Change 118 rezoned about 3.7 hectares of land within the Talbot Park precinct, Glen Innes from Residential 7a and 7b to Residential 8b. The plan change also reconfigures Talbot Reserve to create two new parks of equivalent area, close Talbot cul-de-sac, create new local roads within the area, and provide three new exit and entry points from the area to the local road network.

2.0 The Proposed Change

2.1 Proposed Rezoning

The plan change proposes zoning changes, namely:

- Rezoning residential land located generally within a 5 minute walk of the Glen Innes town centre from Residential 5, 6a, 7a and 7b to Residential 8b. Most of this land fronts onto the arterial roads in the area - Apirana Avenue, Line Road, Taniwha Street, and Point England Road;
- Rezoning residential land generally within a 5 to 10 minute walk of the Glen Innes town centre from Residential 5 and 6a to Residential 8a. Most of this land fronts onto the local roads serving the existing residential areas;
- Rezoning Residential 5 zoned sites that directly face or are opposite the new Residential 8 zoned areas, to Residential 6a; and
- Providing increased height limits over parts of the former Tamaki Girls College site on the corner of Taniwha Street and Elstree Avenue in Glen Innes.

Development density and heights for the Residential 8a and 8b zone are summarised below:

Zone	Height	Density
Residential 8a	Up to 3 storeys (max. 11m)	Up to 1 unit per 150m ²
Residential 8b	Up to 4 storeys (max. 14m)	Up to 1 unit per 100m ²

The Residential 8b zone allows a higher residential density than the Residential 8a zone because of its close proximity to Glen Innes town centre and rail station. The emphasis on higher residential densities will enable more people to live near the town centre, in order that there are sufficient people and activities to support the town centre and public transport services.

2.2 Residential 8 development controls and design criteria

To avoid potential adverse effects of more intensive residential development, it is desirable that there be particular attention given to achieving quality urban design outcomes. Within both the Residential 8a and 8b zones, development controls (including height limits, building height in relation to boundary, yard set backs, site coverage, and visual privacy controls) are applied to protect the amenity of neighbouring sites, particularly in respect of sunlight, daylight, privacy, and visual dominance. Developments are also required to adhere to the design criteria contained in the Residential Design Guide to ensure that the resulting development is attractive and integrates well with the neighbourhood.

The development controls and design criteria provide developers and land owners a set of clear design standards which need to be addressed in any residential development. These provisions are backed up by Building Codes, which address issues such as noise transmission, natural light, ventilation, fire egress, and access for people with disabilities.

Planned unit developments are also provided for in the Residential 8a and 8b zones, to enable comprehensive development of larger sites to be achieved. Planned unit development provisions enable opportunities for creative and flexible design using the Residential 8 zone controls, and can facilitate land exchanges opportunities to create more safer and usable reserves, with more street frontage and improved pedestrian connections e.g. Talbot Park Precinct, Glen Innes.

All applications for multi-unit developments of 8 or more units and planned unit developments in the Residential 8 zones are required to be assessed by the Urban Design Panel. The Panel is an advisory body, which provides independent advice to developers on urban design best practice. The panel members are practitioners and academics, who are specialists in the areas of urban design, architecture, landscape architecture, and property development.

2.3 Rezoning of Residential 5 zoned sites to Residential 6a, to provide buffer to new Residential 8 areas

Where sites zoned Residential 5 directly face, or are opposite the new Residential 8 areas potential amenity and character conflicts may arise across a road or reserve. The Residential Design Guide notes that large-scale contrasting dwelling types should not be located across the road from each other, and that major changes in dwelling types should occur across the rear site boundaries. It also notes that similar building types should face each other to generate a consistent streetscape.

To avoid abrupt changes in development intensity between these residential areas, a rezoning of Residential 5 sites to Residential 6a is proposed. Such a rezoning will provide a buffer area between the more intensive Residential 8 zone and the lower density Residential 5 zone, and help mitigate the potential effects of Residential 8 developments on Residential 5 sites across a road or reserve. These sites are located along:

- Torrington Crescent, Merfield Street, Line Road
- Chiltern Crescent, Elstree Avenue
- Hinaki Street, Tripoli Road, Erima Avenue

Provision of a buffer area would also provide a transition between the new Residential 8 zone and the Residential 5 zone, be consistent with the Residential 5 and 6a zonings in the wider Glen Innes area, and help support the renewal of this area at a more appropriate density.

2.4 Expected Environmental Outcomes of the Proposed Change

It is expected that the Residential 8 zone will allow a range of higher density housing options, within Glen Innes, in a manner that achieves the outcomes of the Council's adopted growth management strategy. The zone enables a range of lifestyle choices, while protecting the character and amenity of this area, through the application of the residential Design Guide.

The location of the Residential 8 zones around Glen Innes town centre will strengthen the existing centre and ensure that residents in this area are located close, or have good access, to community facilities, services, business and education opportunities.

2.5 Assessment of Environmental Effects

After careful consideration of the context and nature of the land subject to the proposed plan change, advice was sought on the potential effects of the plan change on:

- Traffic generation
- Community facilities and open spaces
- Stormwater, wastewater, water supply

- **Traffic generation**

John Davies of McCormick Rankin Cagney has undertaken a traffic assessment. This report concludes that:

The proposed change in residential zoning to Residential 8a and 8b to accommodate a further 900 households or 3,000 people can be expected to generate 585 vehicular trips in the peak hour. These vehicular trips, once distributed to the various roadways leading into and out of Glen Innes, will have a minor to moderate effect on the traffic volumes in the Glen Innes area as a whole. These trips have been included in the regional transportation demand models and their effect has thus been considered.

Traffic effects at local intersections are expected to be no more than minor. The intersections along Apirana Avenue are expected to operate at capacity in future, although this will not be caused only by the Residential 8a and 8b re-zoning, but also due to the Mt Wellington, Tamaki Campus and other developments in this sector of Auckland.

It is concluded that the proposed changes to Residential 8a and 8b in the Glen Innes area will have no more than minor effect on the local traffic environment and can be accommodated within the current transportation planning framework.

- **Community facilities and reserves**

Glen Innes has a good range of community facilities and public open spaces. The Council's Community Planning Group have advised that there will be a need to improve, or provide additional facilities and reserves to serve the growing population of the area. To ensure that population growth is co-ordinated with the provision of community facilities and reserves, Community Planning are developing:

- the Tamaki Open Space Network Plan to identify additional reserve requirements, the required development of reserves, and any potential divestments; and
- a community facilities needs assessment for Tamaki and Eastern Bays Wards.

- **Stormwater**

The Council's Utility Planning Group have advised that a piped stormwater reticulation system exists within the proposed plan change area, and that there are no significant habitable floor flooding problems in the area. New residential development could be accommodated by either:

- Complying with an approved solution from the Council's on-site stormwater management techniques manual (e.g. rain water tanks, stormwater planters, swales) which limit the stormwater generated, to that no greater than from a site with 60% impermeable area coverage; or

- Improvements to the existing stormwater network, which would be undertaken at the time of development and predominately funded by the developer.

Utility Planning have also advised of the need to define and protect existing overland flowpaths, which are predominately located through reserves.

- **Sewerage and Water Supply**

Metrowater have advised that a city-wide network upgrade charge for new dwellings has been introduced. The charge is levied on developers to provide the necessary funding to upgrade the capacity of the city's water supply and wastewater reticulation systems to cater for future population growth, and to meet environmental standards.

Metrowater have also advised that the existing water supply and wastewater systems will need to be upgraded to cope with further residential development. In particular there will be a need to upgrade the Pt England pump station, the pipe/culvert under Elstree Avenue, and some of the water mains in the area. Developers will be required to contribute to the growth-related costs of these upgrades. The level of their contribution will depend on the scale of the development, and its effects on the water supply and wastewater systems. The contribution will be assessed at the resource consent and planning approval stage.

2.6 Consultation

A hui on the Residential 8 zone was held on 1 June 2004 at Ruapotaka Marae in Glen Innes. The hui provided information to the Glen Innes residents, business people and community groups on the purpose and reasons for the Residential 8 zone, the types of housing developments expected, and the design controls to ensure a high standard of housing development.

In respect of the plan change, specific discussions have taken place with Stuart Bracey (Tamaki Project Manager) from Housing New Zealand Corporation, Noel Reardon (Manager Regional Development) from the Auckland Regional Council, and Tiwana Tibble (Chief Executive Officer) from Ngati Whatua o Orakei Maori Trust Board.

In this regard, Housing New Zealand Corporation and the Auckland Regional Council are both supportive of the proposed plan change. The proposed Residential 8a zoning of the former Tamaki Girls College site is also supported by the owners, Ngati Whatua o Orakei Maori Trust Board. However, the Trust Board are seeking to redevelop the site for use as a retirement village, and have requested special height limits over part of the site, to facilitate this proposal. These increased height limits would:

- allow development on the eastern and northern parts of the site up to 14 metres (or 4 storeys) which adjoins Taniwha Street and Elstree Avenue;
- in the centre of the site, the height limit would be 17 metres (or 5 storeys); and
- along the western and southern parts of the site which adjoins residential housing and Maybury Reserve, the permitted 11 metre (or 3 storey) height limit for the Residential 8a zone would be retained.

2.6.1 Evaluation of Ngati Whatua's request

The former Tamaki Girls College site is bounded to the north by Taniwha Street, to the east by Elstree Avenue, to the south by Maybury Reserve. The site's western boundary adjoins residential housing that is accessed via Rowena Crescent. Key facilities in the surrounding area include Tamaki College, two churches, the Glen Innes Aquatic Centre, and Pt England Reserve.

The site has been vacate for about ten years, and been largely cleared of buildings. Trees of significance include the row of Poplars along the site's southern boundary, the two Norfolk Pines, and the westernmost Pohutukawa. The Poplars and Norfolk Pines range in height from between 16-20 metres above ground.

In evaluating the position of the special height limits, an assessment of landscape and visual impacts has been undertaken by Lynn Sorrell (Senior Urban Designer) and Peter Kensington (Senior Landscape Planner) from Boffa Miskell Limited. In summary, the Boffa Miskell report indicates that:

- While the proposal will represent a noticeable change to the existing landscape amenity offered by the site, the increase in height limits over various parts of the site as envisaged will not result in a significant change to the permitted baseline effects allowable under the proposed Residential 8 provisions.
- The design and layout of the proposal is sympathetic to these matters (i.e. visual amenity) and has, for example, located four storey four storey buildings around the two key road frontage site boundaries and the five storey buildings have been located within the centre of the site.
- In terms of visual effects, the site is generally located at a lower relative ground level to properties in the surrounding are to the west and north. As such, views towards the site and proposal will be evident from a relatively large visual catchment, particularly from viewpoints within one kilometre of the site.
- Wider views (from further than one kilometre of the site) of the proposal will be attainable from Mt Wellington, the properties around the West Tamaki road and Leybourne Circle area and from the Tamaki River. However, from these more distant viewpoints the proposal will be seen in the context of the wider residential and industrial built landscape.
- Taken overall, the proposal will represent a "landmark" built form in the surrounding area with the additional five storey provisions not resulting in additional landscape and visual effects from that which could be anticipated on site under the provisions of a Residential 8 development on site. The additional five storey buildings represent only a small part of the total site area and will be viewed in as part of the overall scheme.

The report concludes that pending detailed design:

- The proposed development of a retirement village by Ngati Whatua on site, within the height limits set out in the attached height limit plan, will represent a positive use of the property whilst minimising potential effects on amenity values.

Council officers have undertaken a site visit, and reviewed the Boffa Miskell report. Officers consider that due to the shape and size of the site, and the separation from neighbouring sites provided by Taniwha Street and Elstree Avenue, that the four storey height limit along the site's north and eastern boundaries will represent only a minor change to the visual effects of the site, and will not result in a significant change to the proposed Residential 8a zoning of the site.

The additional five storey height limit proposed for the centre of the site would be largely hidden behind the three and four storey buildings proposed along the perimeter of the site, and by the significant trees along the southern boundary of the site. The taller buildings will also provide a presence to the neighbourhood, create active edges to the adjoining Elstree Avenue, Taniwha Street and Maybury Reserve, and enhance surveillance of the reserve.

Development controls including height limits, building height in relation to boundary, yard set backs, site coverage, and visual privacy controls will ensure that neighbouring sites receive adequate sunlight and daylight access, and prevent the dominance of buildings near boundaries.

Additionally, design criteria from the Residential Design Guide will allow assessment of the visual dominance and overshadowing of new developments in the Residential 8 zone which adjoin other sites, public open space, and roads. Such an assessment allows conditions to be imposed on resource consents to remedy or mitigate these adverse effects.

It is therefore concluded that the increased heights limits over parts of the site in conjunction with the Residential 8a zoning, will minimise the potential effects on amenity values and allow the land to be developed in an appropriate manner.

3.0 Part II, sections 31, 32, 72 and 76 of the Resource Management Act

3.1 Statutory requirements

The Act sets out the obligations and functions of council and in particular the evaluation that must be undertaken before the notification of a change to a District Plan. Before adopting an objective, policy, rule or other method in the District Plan, the council must ensure that the proposed provisions meet the requirements of the Act through an assessment of the matters outline in section 32 of the Act. Section 32 has recently been amended by the Resource Management Amendment Act 2003, and the assessment undertaken here takes into account these changes.

Section 74(1) of the RMA states as follows:

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

Section 31 sets out the council's functions for the purpose of giving effect to the Act. The council's functions include: *‘the control of any actual or potential effects of the use, development or protection of land’.*

Section 72 states as follows:

“The purpose of the preparation, implementation, and administration of district plans is to assist territorial authorities to carry out their functions in order to achieve the purpose of this Act. “

The following provisions of section 76 are also relevant:

*“(1) A territorial authority may, for the purpose of –
(a) Carrying out its functions under this Act; and
(b) Achieving the objectives and policies of the plan, -
include rules in a district plan.*

...

(3) In making a rule, the territorial authority shall have regard to the actual or potential effect on the environment of activities, including, in particular, any adverse effect.”

In achieving the purpose of the Act, the council must carry out an evaluation under section 32 of the RMA before publicly notifying a plan change. Section 32(3) and (4) state as follows:

- “(3) An evaluation must examine-*
- (a) the extent to which each objective is the most appropriate way to achieve the purpose of the 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.*
- (4) For the purposes of this examination, 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.”*

In this case, proposed plan change 61 does not alter any of the existing objectives in the District Plan or add any new objectives. It is therefore not necessary to examine the extent to which each objective is the most appropriate way to achieve the purpose of the Act.

Section 32 matters are assessed below under the following headings:

- Whether, having regard to their efficiency and effectiveness, the proposed policies, rules and other methods are the most appropriate for achieving the objectives;
- The benefits and costs of the proposed policies, rules or other methods; and
- 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.

4.0 Section 32 analysis of proposed plan change 61

4.1 Whether, having regard to their efficiency and effectiveness, the proposed policies, rules and other methods are the most appropriate for achieving the objectives

The Auckland Regional Growth Strategy (November 1999) sets out a 50-year vision for managing growth in the Auckland Region. By 2050 the region could be home to two million people. The purpose of the Regional Growth Strategy is to ensure growth is accommodated in a sustainable manner that meets the best interests of the region’s inhabitants.

Inter-linked with this regional strategy is Auckland City’s growth management strategy. It sets a broad strategic direction for urban development within the city, which identifies areas where increased residential growth can be supported - called “areas of change” and areas which are not suitable for increased growth - called “areas of stability”.

Glen Innes is identified as a Priority 1 “area of change” in Auckland City’s growth management strategy because it has the following characteristics:

- Good access to Central Auckland and to Manukau by road and rail
- A growing population, which is expected to grow by about 3,000 people or 900 new homes within the next 20 years
- Well established community and town centre
- The availability of some vacant or underdeveloped residential and business sites
- Natural features and open spaces

- Existing infrastructure can be upgraded to support growth

Auckland City has been working with the Glen Innes community on planning for change and growth in their area, and adopted the “Glen Innes into the future” strategy on 22 July 2004, following extensive public consultation over a four year period. Consultation has included community meetings, stakeholder and technical design workshops, a box city/youth forum event, and open planning days.

The “Glen Innes into the future” strategy provides a framework to guide the growth and revitalisation of the area, and proposes actions to guide and manage the effects of growth while retaining and enhancing the valued aspects of the community and environment.

A key action identified within the strategy is to introduce the Residential 8 zoning following public consultation that allows more medium to higher density housing such as town houses, terraced housing, and apartments that are in close walking distance to the town centre and public transport. This will enable more people to live near the town centre to support the shops, community facilities and public transport there, reduces the need for short car trips, and allow more efficient use of land and infrastructure.

The Residential 8 zoning and plan change provisions for Glen Innes reflect not only the policy position of Auckland City, but also the City’s commitment to the Auckland Regional Growth Strategy process. The plan change provides greater opportunities for more intensive building styles, along with greater attention to environmentally sound urban development approaches.

4.2 Whether, having regard to their efficiency and effectiveness, the proposed policies, rules and other methods are the most appropriate for achieving the objectives

The proposed plan change represents a response aimed at achieving an integrated, higher density residential environment, that promotes housing choice, and which provides accessible and safe living areas of high amenity with a sense of community. The approach of the plan change needs to be considered alongside the following alternatives:

- Status quo – “Do nothing”
- Provision of education and information
- Provision of financial incentives
- Apply extended Residential 7 zone

The proposed plan change and the four alternatives are assessed below:

1. Adopt the Plan Change – apply the Residential 8a and 8b zones

Benefits	Costs
<ul style="list-style-type: none"> • Supports the region’s and Auckland City’s growth management objectives to accommodate and consolidate future growth. 	<ul style="list-style-type: none"> • The costs associated with the Plan Change.
<ul style="list-style-type: none"> • Application of development controls and design criteria from the Residential Design Guide will ensure a high standard of building design and development. 	<ul style="list-style-type: none"> • Existing Residential 5 and 6a zoned sites directly facing or adjoining Residential 8 land may experience some loss of amenity.

1. Adopt the Plan Change – apply the Residential 8a and 8b zones (continued)

Benefits	Costs
<ul style="list-style-type: none"> Flexibility for site coverage, maximum height, and building relation to boundary will be obtained through planned unit development provisions 	<ul style="list-style-type: none"> Imposes higher compliance costs on developers and property owners due to the need for new development to comply with the development controls and design criteria contained in the Residential Design Guide.
<ul style="list-style-type: none"> Achieves a land use pattern that supports public transport, walking and cycling with greater access to services and facilities. 	<ul style="list-style-type: none"> Additional financial contributions required to off-set the effects of urban intensification e.g. upgrade of infrastructure.
<ul style="list-style-type: none"> Provides for a range of housing choices and lifestyle options. 	
<ul style="list-style-type: none"> Requires all applications for multi-unit developments of 8 or more units, and planned unit developments to be reviewed by an Urban Design Panel. The Panel is an advisory body, which provides independent advice to developers/property owners on urban design best practice. 	
<ul style="list-style-type: none"> Better public awareness generally of the issues and solutions associated with higher density residential developments. 	
<ul style="list-style-type: none"> Results in an efficient urban form, which is flexible and adaptable over time. 	
<ul style="list-style-type: none"> Allows more efficient use of land and infrastructure through higher densities. 	

2. Adopt the Plan Change – Rezone Residential 5 zoned sites to Residential 6a, to provide buffer to new Residential 8 areas

Benefits	Costs
<ul style="list-style-type: none"> Provides a buffer area and transition between the more intensive Residential 8 zone, and the lower density Residential 5 zone. 	<ul style="list-style-type: none"> Potential amenity and character conflicts may arise between a development with Residential 5 density and the much higher densities anticipated under the Residential 8 zones.
<ul style="list-style-type: none"> Consistent with the Residential Design Guide requirements that large-scale contrasting dwelling types should not be located across the road from each other. 	<ul style="list-style-type: none"> Creates abrupt change in the development intensity between the more intensive Residential 8 zone, and the lower density Residential 5 zone.
<ul style="list-style-type: none"> Consistent with the existing Residential 5 and 6a zones in the wider Glen Innes area. 	<ul style="list-style-type: none"> The costs associated with the Plan Change.

3. Adopt the Plan Change – Special height limits over parts of the former Tamaki Girls College site

Benefits	Costs
<ul style="list-style-type: none"> In recognition of the shape and size of the site, and the separation from neighbouring sites provided by the road boundaries, the potential for taller buildings to create adverse visual effects is significantly lower. 	<ul style="list-style-type: none"> The physical characteristics of the site offers potential for greater height, which could be seen as being out of character with the surrounding area.
<ul style="list-style-type: none"> The five storey height limit proposed for the centre of the site will be largely hidden behind the three and four storey buildings proposed along the perimeter of the site. 	<ul style="list-style-type: none"> The costs associated with the Plan Change.
<ul style="list-style-type: none"> The amenity of adjacent sites will be protected by the development controls of the Residential 8 zone. 	
<ul style="list-style-type: none"> The taller buildings will provide a presence to the neighbourhood, create active edges to the road boundaries and will offer passive surveillance of the adjacent Maybury Reserve, thereby improving public safety. 	
<ul style="list-style-type: none"> Resource consent procedures allow conditions to be imposed to remedy or mitigate the adverse effects of taller buildings e.g. visual dominance, overshadowing. 	
<ul style="list-style-type: none"> Enables a more comprehensive development of the site to be achieved, Residential 8 zone controls can be used more effectively on larger sites. 	

4. Status Quo

This alternative involves retaining the existing District Plan provisions.

Benefits	Costs
<ul style="list-style-type: none"> Avoids the costs associated with the plan change. 	<ul style="list-style-type: none"> Loss of strategic opportunity to support the region's and Auckland City's growth management objectives.
<ul style="list-style-type: none"> Does not impose additional development controls and design assessment criteria on the developers and property owners e.g. a site and context analysis, and crime prevention through environmental design criteria. 	<ul style="list-style-type: none"> Urban design principles not addressed sufficiently through existing zoning particularly for medium to higher density housing.
<ul style="list-style-type: none"> Meets an assumed "demand" for low to medium density housing. 	<ul style="list-style-type: none"> Will not provide the required density to accommodate the anticipated residential growth of Glen Innes, over the next 20 years.
<ul style="list-style-type: none"> No adverse amenity effects on any existing residents. 	<ul style="list-style-type: none"> Potential to result in a future housing shortage or residential development occurring elsewhere.
	<ul style="list-style-type: none"> Inefficient use of existing residential land and infrastructure.

5. Provision of education and information

This alternative involves providing education and information (e.g. design guidelines, good design suggestions and design sheets) in order to achieve higher residential densities and good urban form.

Benefits	Costs
<ul style="list-style-type: none"> Makes developers and property owners aware of the good design solutions available to achieve quality higher density housing. 	<ul style="list-style-type: none"> No obligation on developers and property owners to comply with good design suggestions from education programmes and information.
<ul style="list-style-type: none"> Involves consultation and participation with the community. Good public relations for Council. 	<ul style="list-style-type: none"> Lack of certainty and time taken (usually years) to bring about widespread results. The quality of higher density residential developments would continue to vary.
<ul style="list-style-type: none"> Low level of council intervention. 	<ul style="list-style-type: none"> Cost of producing, revising and distributing non-statutory design guidelines, good design suggestions, and design sheets.
<ul style="list-style-type: none"> Avoids the costs associated with the plan change. 	<ul style="list-style-type: none"> Cost of dealing with public concerns and complaints about the location and quality of higher density residential development.
	<ul style="list-style-type: none"> The provision of education and information alone would not effectively deal with all the identified issues and adverse effects surrounding higher density residential development.

6. Provision of financial incentives

This alternative involves offering financial incentives (e.g. reductions in financial contributions, rate reductions, waiving of resource consent fees) in order to achieve and good urban form within the Glen Innes area.

Benefits	Costs
<ul style="list-style-type: none"> Can be a useful incentive for developers and property owners to achieve quality higher density residential developments. 	<ul style="list-style-type: none"> Brings only minor financial benefit to the applicant.
<ul style="list-style-type: none"> Could be used to support regulations. 	<ul style="list-style-type: none"> Whole community contributes to the cost of providing the incentive.
<ul style="list-style-type: none"> Avoids the cost of the plan change 	<ul style="list-style-type: none"> Loss of Council income.
	<ul style="list-style-type: none"> Requires resources for the assessment of applications.
	<ul style="list-style-type: none"> Risk that the outcomes of the City's adopted growth management strategy will not be achieved.

7. Extend the Residential 7 zone

This alternative involves rezoning the existing Residential 5 and 6a part of the area to Residential 7.

Benefits	Costs
<ul style="list-style-type: none"> The zoning and rules are already existing within the District Plan and could be applied directly to the land. 	<ul style="list-style-type: none"> The land would not be developed to its potential in order to accommodate the future growth of the Glen Innes area.
<ul style="list-style-type: none"> The development industry is familiar and comfortable with the existing Residential 7 zone. 	<ul style="list-style-type: none"> Urban design principles not addressed sufficiently through the Residential 7 zone particularly for higher density residential development.
<ul style="list-style-type: none"> There is an established understanding and familiarity of market demand for current Residential 7 zoning, including subdivision layout, design and densities. 	<ul style="list-style-type: none"> Forgoes the opportunity to introduce the flexibility afforded by some of the development controls and design criteria associated with the Residential 8 zone.
<ul style="list-style-type: none"> Fewer resources required for liaising with developers and property owners because of greater familiarity with the Residential 7 zone. 	<ul style="list-style-type: none"> Does less than the proposed plan change to support public transport, and encourage energy efficiency site design and layout.
	<ul style="list-style-type: none"> Costs associated with the Plan Change.

4.2.1 Summary of Evaluation

On balance, the benefits of the proposed plan change to the community and the City are considered to outweigh the costs, and are considered to be greater than the benefits and costs which result from the evaluation of other approaches. The proposed plan change is seen as the most effective method of achieving the Regional and City Council growth management objectives. Possible implementation and compliance costs that could be incurred through the plan change are not considered high enough to negate this advantage.

It is considered that sufficient information has been provided in respect of the likely potential effects on traffic, community facilities and open space, and utility infrastructure to notify the plan change.

4.3 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.

It is considered that the Residential 8 zone has gone through a vigorous evaluation and public notification process to justify proceeding with the proposed plan change. In addition, the "Glen Innes into the future" strategy has involved extensive community consultation over a four year period. This strategy has identified residential land near Glen Innes town centre and public transport services, that is capable of accommodating the residential development of the type proposed by the Residential 8a and 8b zones.

5.0 National and regional planning documents

The plan change potentially affects residential land generally located within a 10 minute walk of Glen Innes town centre. It is considered that the plan change will better align the District Plan with the regional documents such as the Auckland Regional Policy Statement (1999) and the Auckland Regional Growth Strategy (November 1999), and is in keeping with section 75(2) of the Resource Management Act, which states:

- "(2) A district plan must give effect to any national policy or a New Zealand coastal policy statement and must not be inconsistent with-*
- (a) a water conservation order; or*
 - (b) the regional policy statement; or*
 - (c) a regional plan for any matter specified in section 30(1). "*

6.0 Iwi consultation

Pre notification consultation has been undertaken with Ngati Whaua o Orakei Corporation Limited on the proposed plan change. Ngati Whatua supports the proposed Residential 8a zoning on their land (i.e the former Tamaki Girls College site) at the corner of Elstree Avenue and Taniwha Street in Glen Innes. However, Ngati Whatua are seeking to redevelop the site as a retirement village, and have requested special height limits.

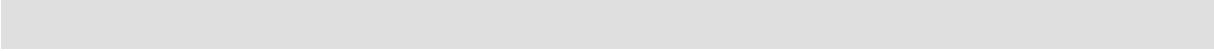
Retirement villages are provided for as Discretionary Activities within the Residential 8a zone. Council officers consider that the four storeys height limit along the site's north and eastern boundaries, and the additional five storey height limit located within the centre of the site is appropriate, and will contribute positively to the site and wider area.

The proposed plan change will be sent to Iwi as part of the notification process, and they will have the opportunity to lodge submissions.

7.0 Conclusions

It is considered that the plan change is necessary to implement Auckland City's growth management strategy, and to achieve the outcomes sought for housing in the "Glen Innes into the future" strategy.

This report has undertaken an assessment as required under section 32 of the rules contained in the plan change. The following conclusions are reached:

- The proposed rules assist the Council to control the actual or potential effects of building developments on the local environment;
 - The proposed rules have the purpose of achieving the objectives and policies of the Plan;
 - When compared with other options the proposed rules are the most appropriate option for achieving the objectives;
 - The proposed rules have no implications for national and regional planning documents.
- 

Consultation to Date

This section lists consultation undertaken to date during the formulation of this plan change.

Auckland City staff

- City Planning: Dawne Mackay, Senior Planner
- Community Planning: Michael Wood, Community Planner
Shyrel Burt, Open Space Planner
Catherine Wilson, Open Space Planner
- Transport Planning: Stuart Knarston, Manager Transport Policy & Projects
Matthew Rednall, Senior Transport Planner
- Utility Planning: Greg Paterson, Manager Stormwater
Roger Mills, Consultant
- Metrowater: Raju Dharani, Development Team leader
- Auckland City Environments: Andrew Gysberts, Principal Planner
Michelle Hewitt, Senior Specialist Planner

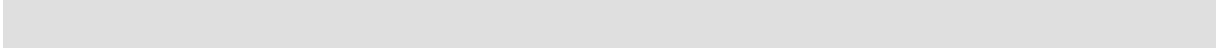
External

- Auckland Regional Council: Jacque Bell, Policy Analyst
Carolyn McAlley, Policy Analyst
Noel Reardon, Manager Regional Development
- Housing New Zealand Corporation: Stuart Bracey, Tamaki Project Manager
- Ngati Whatua o Orakei Corporation Ltd: Tiwana Tibble, Chief Executive Officer

Community

- "Glen Innes into the future" strategy developed with extensive public consultation.
- Glen Innes hui on Residential 8 zone, held on Tuesday, 1 June 2004 at Ruapotaka Marae.

Appendix A: Proposed Plan Change 61



Appendix B: Residential 8 objectives and policies