

**Section 32 report**  
**Plan Change 142, Isthmus District Plan**  
**Panmure Town Centre Structure Plan**  
**and**  
**Local View Protection Controls, Panmure**

## **1.0 The Introduction of Proposed Plan Change 142**

### **1.1 Introduction**

Auckland City Council has initiated a public plan change which proposes to apply a structure plan including view protection controls to the land zoned Business 2 and Open Space 2 and 3, lying east of Jellicoe Road and Ireland Road in Panmure. The area is subsequently referred to in this report as the Town Centre, and is depicted on the Proposed Plan Change map amendment (see Appendix a for a copy of the Plan change).

### **1.2 Background to Town Centre Structure Plan and View Protection**

#### **1.2.1 Growth management**

Over the next 50 years the Auckland region's population is expected to increase by 76%, from the 2001 population of 1.2 million to 2.1 million by 2051.<sup>1</sup>

In 1995, recognising the pressures of growth facing the Auckland region, the Regional Council and seven City and District Councils joined together to form a Regional Growth Forum and produce a Regional Growth Strategy. This document provides a vision of how Auckland could manage growth to a population of 2 million people over the next 50 years. From the Growth Strategy have evolved sector agreements between the Councils as to how growth can be accommodated on a local level in accordance with the principles and outcomes of the Strategy. The strategy is based on a concept of a more compact city with intensive growth centres bounded by metropolitan limits.

The population of Auckland City is expected to increase by 77% in the next fifty years, from the 2001 population of 388,750 to 531,040 in 2021 and to 688,572 in 2051<sup>2</sup>. Currently the residential zoned capacity under the operative provisions of the District Plan is likely to be used up by 2006-2010. Due to its location in the middle of 'urban Auckland' with no rural land to expand onto, Auckland City will need to cater for this additional population growth through intensification (more housing within the existing built up area).

Auckland City has developed its own growth management strategy as a framework to accommodate this expected growth on the isthmus over the next 50 years. The strategy was developed after an extensive research and consultation process with Auckland's community.

The Strategy is a long term policy plan designed to articulate how Auckland City will grow in ways that achieve the seven priority outcomes of the City's Strategic Plan "Focus on the Future", and in particular the priority of urban intensification. The community vision for that priority is that

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<sup>1</sup> 1,216,820 in 2001 to 2,143,000 by 2051 Source: ARC

<sup>2</sup> ARC and Statistics New Zealand, Population Projections 2001 base, medium projections to 2046 extrapolated to 2051

"In 2020 Auckland will have...

- an accessible, people-focussed and revitalised city centre;
- liveable communities accommodating growth;
- attractive urban design and valued built heritage.

The Council's 'Focus on the Future' Strategic Plan indicates that managing growth while maintaining the city's character and environment is an important aspect of Auckland City's planning policy. In this document, Strategy A of the City Development function is two fold –

1. *"Manage the growth of Auckland to co-ordinate areas of growth with improvements to infrastructure, public transport and amenities."*
2. *"Enhance the quality of the built environment with forward looking urban design."*

Flowing from this strategy are two key milestones that have particular relevance to the proposed plan change, the subject of this report:

1. *"Manage growth – implement a planned approach to providing for the next 10 to 15 years of population growth in Auckland, by ensuring that areas appropriate for redevelopment are zoned to allow development to occur."*
2. *"Adopt an urban design code. Adopt a city-wide design code in consultation with local communities and developers. The design code should require high-quality distinctively Auckland urban design in medium to high-density residential and mixed use developments, while protecting and enhancing the built and natural landscape."*

Council formally approved its first growth strategy, the Liveable Communities Strategy 2050 in June 2000 and since this time, work on implementation has proceeded. The implementation of the growth strategy involves the development of a planning framework for managing future growth for each community that will be the subject of intensification.

The growth strategy was recently updated by the Auckland City: Growth Management Strategy December 2003. The growth strategy aims to focus growth; in the central business district; and in or near certain existing town centres and business development areas. These growth areas will have good transport access, stormwater infrastructure, capacity to grow, facilities and open space, market interest and an environment not threatened by growth. The town centre areas are identified as "Areas of Change". There are 19 town centre-based Areas of Change identified in the growth strategy.

It is envisaged that through this strategy growth will be managed in such a way as to enhance the amenity and liveability of these areas while protecting the significant natural, cultural and physical resources of the city. The effective management of growth has the potential to increase the efficiency and effectiveness of public transport within Auckland City, creating increased vitality and liveability within the Areas of Change while protecting the significant heritage and character areas of the City.

Auckland City Council retained its commitment to working with each individual community in the identified Areas of Change to develop a framework that outlines a comprehensive approach to enhancing the liveability of the community and managing future growth to achieve positive outcomes. This aims to create or sustain "liveable Communities" in each Area of Change.

A central theme of liveable communities is to create compact, well connected and more sustainable urban environments which provide opportunities for medium to high density housing within walking distance of town centres, and support the development of a more efficient public transport system and the viability of existing centres. Liveable communities

are considered to be those which are safe, walkable, attractive, offer a choice of lifestyles, have mixed uses at their core, have access to a choice of transport, and create a sense of belonging.

Liveable Community Plans outline:

- urban design framework for future development
- location of street, open spaces, community facilities
- future development opportunities for living and working
- services and infrastructure needed for future growth.

### **1.2.2 Panmure's Future**

Panmure has been identified as a liveable community and a specified Area of Change in Council's growth strategy.

The planning framework for managing growth in Panmure is set out in the document "The Panmure Liveable Community Plan, Panmure's Future". This was the product of considerable public consultation over a four-year period including technical design workshops, two draft documents, a series of public workshops, open days and formal submission and hearing processes (see Appendix b).

"Panmure's Future" recommends a wide range of outcomes for the Liveable Community Area including the town centre, (which includes in that context not only the shopping area but the mixed use areas that surround it).

Outcome 4 - Shopping and Business - seeks to

"Create a vibrant integrated Town Centre which is a desirable place to live, work, shop and conduct business".

This aim is supported by proposals to foster the long term growth, safety and vitality of the town centre, by encouraging an attractive mixed use environment that provides opportunities for new residences, live/work premises, businesses and shops."

It lists a series of community concerns and eight separate actions Council will undertake to address them (refer Appendix c). Some of these, particularly those relating to creating an attractive mixed use area with opportunities for new residences, live/work premises, businesses and shops, a public square and pedestrian amenity are addressed in part by this plan change. Some actions, for example measures to reduce the dividing effect of the Panmure roundabout, go beyond the scope of the plan change and will be addressed by a variety of other means.

Panmure's Future contains a map depicting recommended land use outcomes for the town centre and beyond, and identifies action areas which over lay this and should be considered in an integrated manner to develop their desired future character. Table 1 in the Plan Change Growth Area Structure Plan sets out the desired future character statements of the relevant action areas covered by the plan change, which are drawn from Panmure's Future. The gateway statement is new but is based on the "gateway protection" concept under the Urban Character Outcome on page 9 of Panmure's Future, which aims to promote an improved appearance to the approaches to the township.

In the Population Services and Housing section of the Liveable Community Plan the action in bullet point 3 undertakes to

"Provide opportunities for more intensive housing (including a variety of house types and private open space requirements, mixed use and live/work) in the town centre. These will be subject to design guidelines, which may require District Plan changes. In considering any plan changes account will be taken of community concerns over height limits, but permitted heights will need to be sufficient to provide for the economic

redevelopment of existing sites as mixed use. Any relevant future design guides and plan changes need to include building in relation to boundary controls and privacy controls to limit overlooking.”

These issues are to be partly addressed through this plan change and a number of other related proposed plan changes to the Business 2 provisions generally, as detailed in section 1.2.5 following. There is additional amenity protection in the current provisions of the District Plan, such as building in relation to boundary controls in the Business 2 zone

The view protection controls and character statements on the proposed plan change also help to implement Outcome 1- Character- in which there is an action to:

“Promote the protection, recognition and appreciation of the natural characteristics, features, and heritage of Panmure. This includes protection of the Tamaki River, the Panmure Basin and Maungarei/Mt Wellington, of trees, fauna, habitat, and open space reserves, and selection and protection of significant views from public places, that contribute to the unique attractiveness of the area.”

Through these actions the plan change also helps to support other Liveable Community Plan Outcomes.

Outcome 3- Community is that

“Existing and future generations can choose to stay in Panmure and enjoy a supportive, diverse community, with appropriate services for all ages and increased participation in what happens in their own environment.”

Outcome 5- walking and Cycling- which is that

“Panmure becomes a pedestrian friendly area, with safe walking and cycling routes”.

Plan Change 142 also helps address one of the actions relating to Outcome 5 which is “to improve pedestrian and cycling routes through Panmure”, by encouraging the provisions of new through site links and cycle ways as part of the Structure Plan criteria, particularly to connect the town centre to Panmure Basin.

### **1.2.3 Assessment of Panmure Town Centre against current Business 2 objectives**

The land affected by the plan change is mainly zoned Business 2, and the objectives of that zone are to:

- provide for retailing, office and commercial service activities at a medium intensity suburban level
- recognise the importance of retail frontage in maintaining pedestrian amenity
- encourage business and community groups to become actively involved in identifying the specific character of individual centres and the future direction of them
- acknowledge the role of suburban centres as a focal point for community interests and activities
- ensure that any adverse environmental or amenity impact of business activity on adjacent residential or open space is prevented or reduced to an acceptable level (Refer clause 8.6.2.1, Auckland City District Plan, Isthmus)

The Panmure town centre is no longer achieving these aims due to:

- Competition from larger retail and commercial centres. There has been a loss of important chain stores, a continuing decline in retailing, office and commercial service activity and alienation of many residents from the centre.

- Small sites and ownership patterns mean larger format businesses are not attracted, redevelopment is difficult and building maintenance can be a problem.
- Dominance by through traffic detracts from amenity, health and safety and inhibits local access.
- Deteriorating pedestrian amenity and erosion of the retail frontage by roller doors closed premises, poor maintenance, barbed wire fences etc.
- A possible trend away from retail and commerce is signalled by the only new buildings both being for residential accommodation. Two purely residential developments have already been built in the zone and there has been an application for a boarding house (declined for parking reasons) which would have reduced retail floor space. Also at least one manufacturing use and several alleged brothels have moved into vacant space.
- These residential developments have not met adequate standards of design or diversity, with an emphasis on small low-quality units and boarding type forms of accommodation

The centre is also now facing the following new expectations:

- The town centre needs to become the mixed use core of a liveable community, in order to contribute to Auckland City Council's growth strategy by catering for a proportion of additional future quality household and employment growth
- The business and community groups wish to become actively involved in identifying and enhancing the specific character of this centre and have developed a plan for its future direction as expressed in the Panmure's Future Liveable Community Plan.
- That in its design, development should support the identity of the local community
- To produce high quality mixed use development which continues to attract people to trade off higher density living in mixed use environments in exchange for convenient urban lifestyle
- To attract the density of housing that is needed to sustain and grow passenger transport services
- To support public transport service improvements which will relieve the congestion causing pollution, amenity and economic deterioration of the city.

To achieve these expectations, these issues will need to be addressed:

- Renewal and redevelopment of the building fabric is desirable to increase amenity and capacity for residential accommodation within a mixed use environment
- Prevention of the deterioration of the pedestrian environment
- Character protection
- Employment rather than businesses per se, should be encouraged, as not all business promotes the employment densities required to support retail and public transport
- Avoid mixed use development which produces more adverse effects on the other activities in the area
- Maintain social diversity and economic ability of existing residents to remain in the area
- Implement high quality urban design: consolidation, integration and connectivity, diversity adaptability, legibility and identity, environmental responsiveness, (ref Urban Design Principles p.6-7 "People Places and spaces" MFE)

The objectives of the Open Space zones 2 and 3, which cover the balance of the land in the Structure Plan area, are being met satisfactorily. However, the improvement of the gateway protection area for Lagoon Drive, which has open space zoning on one side and business on the other, requires an integrated approach.

#### **1.2.4 A City Wide Design Strategy**

Auckland City's vision for the future is for a quality urban city, prospering as a vibrant leading edge city with heart and soul. Auckland City's strategic plan [Focus on the Future](#) July 2002 contains a goal that is to "enhance the quality of the built environment with forward-looking urban design". The city has developed an urban design strategy that outlines a city-wide approach to achieve this goal.

Urban design is particularly concerned with the interface between public and private space, particularly along streets. In terms of scale, council's influence is most focussed on the neighbourhood or town centre level, with more direct control on the detail level of public spaces such as parks or streets. Statutory controls such as district plans and the Building Act Regulations can influence the "behaviour" of buildings, their uses and relationship to other buildings, neighbours and the street.

Urban places that people enjoy and that tend to be economically and socially successful, tend to follow the same basic principles. These principles can be summarised as follows:

- the built form reflects the sense of place and local character
- the place is accessible and offers choice in how people move around it
- the building is intensive to frame and enhance the public spaces, making streets interesting and safe for users
- provide a diversity of activities to encourage round-the-clock life - they are mixed use
- they are sustainable - the design of buildings and places meets current needs without compromising the needs of future generations.

The Plan change seeks to reflect these principles and facilitate their achievement. For further detail on the Council's Urban Design Strategy visit Council's web page at <http://www.aucklandcity.govt.nz/council/documents/urbandesign/default.asp>

#### **1.2.5 Related Changes and Policies**

Concurrent with this plan change, there are several other strategies and plan changes underway that will address important issues for the Centre. They include the development of a comprehensive parking plan to set a long term strategy for managing parking in the centre, and other plan changes. The plan changes will address detailed residential design and amenity including: privacy issues in Business 2 centres (Proposed Plan Change 154), Crime Prevention Through Environmental Design (Proposed Plan Change 141), management of the residential/business interface (Proposed Plan Change 3) and the mixed use plan change, from which many provisions in this change are drawn (Proposed Plan Change 71).

Proposed Plan Change 3 requires additional assessment in relation to residentially zoned land within 30 metres of a Business 2 site. Proposed Plan Change 71 introduces a set of criteria for increased compatibility of activities within the mixed use zone.

Plan Change 142 is intended to be compatible with these plan changes and strategies, which avoids the need for duplication of their provisions.

### **1.3 Resource Management Issues**

As outlined in the Plan Change itself, the relevant Resource Management issues that have been identified and are addressed by the Growth Area Structure Plan are:

- The opportunity to promote the physical and environmental amenity and the vitality of the centre, while enabling a more diverse and concentrated mixture of retail, employment, recreation, services and residential activity.
- The opportunity to support the community's desired approach to managing growth expressed in the future desired character and land use outcomes developed in "Panmure's Future".
- The opportunity to promote redevelopment that increases both residential capacity and the employment component of the centre, but in a manner that also results in an environment of high amenity, legibility and respect for heritage and environment.
- The opportunity to make the centre more legible (memorable) so that it is easy to find one's way around and attracts return visits.

The view protection provisions that are proposed in the plan also assist to address the above issues. They will promote appreciation of the amenity provided by those views, support the community's desire to retain its key views and recognise the contribution they make to the uniqueness, legibility, heritage and environment of the town centre that is the focus of the community.

Part 5C HERITAGE of the District Plan (Isthmus) summarises the resource management issues relating to heritage:

"In managing the use and development of the district's natural and physical resources, the Council is required to have particular regard to the recognition and protection of the heritage value of sites, buildings, places or areas. To give effect to this obligation, the Plan must:

- identify those heritage resources worthy of preservation; and
- adopt suitable measures to secure the preservation of identified heritage resources."

The plan change increases that recognition and protection by taking a more local perspective on views of two volcanic features, which have been part of the heritage of the Panmure area since the first days of Maori, and subsequently European, settlement.

## 1.4 The Proposed Plan Change

Plan Change 142 has been prepared as a response to the growth strategy, the Liveable Community Plan, the issues relating to Panmure town centre's performance against the Business 2 zone policies, and the need to introduce greater urban design control.

The plan change comprises eight different parts as follows:

**Part A** Amendment to **Planning Map 2-** Structure Plan area with frontage controls

**Part B** Amendment to **Appendix A of the planning maps**; inserts reference to Panmure Growth Area Structure Plan & Panmure view protection controls

**Part C** Amendment to **Appendix B of the planning maps**: inserting Panmure Growth Area Structure Plan text and diagrams. This shows the area to be contained within the Structure Plan, which includes the Business 2 zoned town centre and the two open space zoned reserves nearest to the Panmure Basin. It also adds two areas of additional retail frontage and verandah cover, extending these to the pedestrian crossing at Jellicoe Road that will link to the future new rail station, and to the recreation facilities and Panmure Basin via Basin View Lane.

**Part D** Amendment to **Part 4 General Provisions and Procedures** of the District Plan (inserts a cross reference to Panmure Growth Area Structure Plan into 4.3.1.2B)

**Part E** Amendment to **Part 8 Business Activity** of the District Plan Text - makes amendments to the Business 2 policy and strategy to refer to Structure Plans and differentiates them from Centre Plans.

**Part F** Amendment to **Part 5C Heritage** of the District Plan Text – introducing Panmure View Protection – Objective, policy, strategy, and rules

**Part G** Amendment to **Planning Map 3** inserting a locational reference to the three view shafts to be protected.

**Part H** Amendment to **Appendix C of the Planning Maps- Contents:** inserts the three new views into the existing overview diagram of view protection controls and inserts the three View diagrams with their dimensions and affected sites identified.

This section of the report describes the key provisions of the plan change, firstly of the Structure Plan, and secondly the view protection controls. Appendix d contains a comparison of key provisions with the current District Plan.

### 1.4.1 Growth Area Structure Plan

#### (a) Capacity

The capacity of a business area for residential and employment growth can only be estimated as there is no limit on the number of units per site. Making a number of assumptions, such as up to a third of potential future floor space being used for residential units, the Business 2 zoned area is currently estimated as having capacity for between 170 and 260 household units. The aim for the centre is to cater for at least 300 units in order to make provision for the growth referred to in Panmure's Future. This assumes the estimated capacities in the proposed Residential 8 zone and the Mixed Use zone in Panmure will be achieved. If they are not, then a greater share needs to be provided in the centre.

The capacity of the zone needs to be increased to provide for the additional units. The approach taken in the plan change is to increase the potential of certain areas, specified as Comprehensive Development Areas, for additional capacity. By raising the permitted Floor Area Ratio from 2 to 3 this changes the Business 2 zoned area capacity to between 290 and 450 units. Allowing for the fact that not all sites will develop to capacity and that the actual size of the future units is largely unknown, this appears to be sufficient to cater for the projected growth.

The actual growth would need to be monitored as part of the Liveable Community Plan process, recognising that zoning does not make growth happen, it simply provides the opportunity.

#### (b) Comprehensive Development Areas and Landmark Sites

One of the main structural problems of the centre is long unbroken street blocks, relatively small sites, and poorly configured sites that are excessively deep, steeply sloping and sometimes very narrow. A redevelopment feasibility study carried out by Waitakere Properties indicated that redevelopment has been constrained by these features, which make access difficult and reduce the options for on-site parking, cohesive building design and pedestrian amenity.

The Centre has few landmarks or buildings of architectural merit to give it legibility or help visitors find their way around. It tends to be rather bland and vehicles dominate it visually, overwhelming the low rise, utilitarian buildings that predominate. The few new developments to date have not met satisfactory design standards, indicating a need for design control.

A key feature of the plan change is the special emphasis given to the areas specified as Comprehensive Development Areas (CDAs) and Landmark Sites and shown on Diagram 2 of the Structure Plan section of the Plan Change. They have been selected according to their strategic locations, proximity to council car parking, and where impact on residential zone amenity can be minimised.

The proposed plan change gives incentives of additional height (up to 5 storeys i.e. 15 metres) and floor area in relation to site size (Floor Area Ratio, or "FAR") in Comprehensive Development Areas and Landmark Sites. The incentives only apply if sites are at least 2500m<sup>2</sup> in a CDA or in the case of Landmark Sites, meet special design criteria to create future landmark buildings.

The provisions encourage discussion with Council over design matters and enable the consideration of site reconfiguration and new access links. The plan change states that Council may be willing to consider the possibilities of its own land holdings, such as car parks, for site reconfiguration or joint development, but the plan change does not commit Council to engaging in any particular venture or to undertaking development itself. Rather it signals willingness to enter into discussion with developers who are willing to support the intent of the plan. Early discussions are another opportunity to input design guidance advice and produce better developments overall. Council participation of this nature is seen as essential to encourage quality redevelopment in the centre.

#### **(c) Improvements in Connectivity**

Diagram 2 of the Structure Plan shows a number of through-site pedestrian links, combined pedestrian and vehicle access ways and service lane extensions. These would improve the connectivity of the centre by:

- increasing the ability to access the recreation precinct from the centre and vice versa,
- giving more direct access to rear parking areas
- improving rear service access
- creating a finer grained network of access ways, which will allow development to front the road and keeps private open space, parking and servicing to the rear
- reducing the distances to walk to amenities such as the library and supermarket
- securing existing routes through premises which could otherwise be lost.

The floor area bonus provisions normally allowed for such links in the Business 2 zone are targeted in the Structure Plan only to the comprehensive development areas, so that only the most useful routes receive a bonus. Specified routes that are not in a CDA may receive a waiver of up to ten car parking spaces because they contribute to a more walkable centre.

#### **(d) Public Plaza**

Floor area bonus provisions are also available for a public plaza, but eligible sites are limited to those fronting the portion of road shown shaded on Diagram 2. This location accords with earlier Town Centre Design Concept Plan work and with the recommendations of the Liveable Community Plan for a public square, without specifying an exact location. All such bonus features depend upon suitable private developments being initiated, but this would not preclude Council initiatives for a specific public proposal.

#### **(e) Frontage Treatments**

The plan change proposes a more stringent retail frontage rule, which not only requires the 75% of road frontage devoted to display windows as normally required, but seeks to make more explicit the need to utilise these windows for maintaining

pedestrian interest. Display windows are not to be obscured by screens, or covered with solid roller doors, and the area immediately behind is to allow the external viewer to understand the nature of the business.

Activities with no retail component e.g. professional offices and residential units will not be permitted on the frontage at street level. This is intended to counter the closed and hostile frontages resulting from developments that follow the letter but not the spirit of the existing frontage rule.

Banks, real estate offices, business services and cafes are permitted due to the broad definition used for retail, as are restaurants.

The retail and verandah cover frontage control is also extended into Jellicoe Road, along the south face of the civic carpark and the full length of Basin View Lane. This will extend pedestrian amenity, and bring retail activity into areas that link up with community recreation activities, combining the attractive power of both.

Several analyses of retail along Queen's Road have come to the same conclusion - that it is too strung out and undifferentiated, and that overall there is more retail than the centre can sustain. The best location for retail to consolidate is centred on the section of Queen's Road between intersection of Pilkington and Basin View Lane, with local convenience retail at the eastern end of Queen's Road. The CDAs north and south of this central section should allow new and larger premises to be provided, to complement the existing smaller shops.

The rest of the centre needs to diversify out of pure retail. Diagram 2 shows in these areas as "active frontage" to which the restrictions on activities fronting the street (apart from residential) do not apply. The intent is to signal that retail should consolidate in the retail frontage areas and diverse activities that maintain pedestrian interest and cover should be encouraged elsewhere. This accords with the Liveable Community Plan proposed Action Area statements that provide for business emphasis west of Pilkington Road and a revitalised retail core to the east.

#### **(f) Design Criteria**

A character study of the centre has been carried out by Boffa Miskell Ltd to inform this plan change. The intent of the study was to identify and articulate the distinctive character of Panmure, capturing its "flavour" so that change can be appropriately directed and managed.

The recommendations of the study have influenced the development of the Structure Plan particularly with regard to connectivity of the centre and future built form. Along with the Council's urban design principles as expressed in the mixed use change and residential design guidelines, these have resulted in modified development controls and design criteria applied to all new buildings being proposed.

The main points of new significance are:

- A move away from open frontages to a built edge approach. Buildings will be required to adjoin the street and have entrances focussed upon it and yard or open space activities take place behind, within the centre of the street block. This is similar to the shopping streets and commercial areas of more urban areas, and signals a contrast to the vehicle dominated, industrial approach of open yards dominated by parking.
- A gateway protection area at Lagoon Drive/Basin View Lane. This develops the idea of an well-integrated attractive entrance to the City and the town centre, and reflects the image this should present to visitors. Developments on this frontage

will be assessed for their contribution to the future character statement in Table 1 of the plan change. The gateway statement is new but is based on the “gateway protection” concept in Panmure’s Future (under Urban Character on page 9 of that document) which aims to promote an improved appearance to the approaches to the township. The open space zoned areas are affected by the Structure Plan only to the degree that development on them will be required to take this gateway statement into account.

- Assessment against the desired future character statements of the relevant Panmure’s Future Action Areas in Table 1.
- Criteria to encourage recognition of views toward major landscape features such as the mountain and the Basin and to echo the contours of the Basin edge that rises up to Queens Road.
- Criteria to allow simple conversion from commercial offices to residential activities and vice versa, which builds versatility into buildings to cope with change.
- Design criteria to emphasise corners, and to integrate new developments with existing development in a harmonious way that reduces visual bulk.
- Recognition of scheduled historic buildings, within a heritage precinct where appropriate references are required to traditional subdivision patterns and detailing that expresses Panmure’s sense of place is particularly encouraged.
- A civic precinct where design criteria encourages development that will support the safety and liveliness of the area in front of the Community hall and Library, and be compatible with the Town Centre Design Concept, on which the current street upgrade is based.

#### **(g) Parking**

The redevelopment feasibility study indicated that one of the key constraints on renewal of the centre was the requirement for on-site parking.

A parking study (*Panmure Town Centre Comprehensive Parking Scheme Issues and Options* by Traffic Design Group) was carried out for Panmure Town Centre in 2003 as one of the actions identified in Panmure’s Future. This indicated that Panmure town centre is a typical mainstreet retail shopping centre, with many small sites serviced by small public and private parking areas. Redevelopment of buildings has typically resulted in activities not being able to meet the on-site parking requirements, resulting in applications for dispensations to reduce parking requirements. There is also inefficient use of the existing parking areas, which (apart from Queen’s Road) are characterised by low levels of occupancy.

Transportation Planning has prepared a parking plan based on the findings of this study. This recommends the reduction of parking standards within the Structure Plan Area for retail and for residential units. The parking plan includes monitoring of the dispensations given, particularly if this may have an effect on the public car parking areas.

#### **(h) Infrastructure**

Currently the Business 2 zone only requires specific consideration of drainage infrastructure for additional residential units. The proposed change will apply this to all developments, in the same way as does the Mixed Use Zone in Plan Change 71. This should provide for greater environmental protection from the impacts of new development than presently exists, although it will not itself mitigate existing infrastructure problems.

#### **(i) Service Stations and Motor Vehicle Sales and Service**

Service stations are normally controlled activities in Business 2 zones where they do not abut or face residentially zoned property, and discretionary where they do.

However in the Structure Plan area the aim is to create a much higher amenity, more pedestrian and resident-friendly place and a less vehicle-oriented environment, which would not usually be compatible with such activities. In recognition that some sites subject to careful integration of design and activity may prove suitable, the activity is provided for as a discretionary activity. Similar considerations apply to motor vehicle sales and service activities, which as discretionary activities will be assessed against a wider range of criteria than usual in Business 2 zones and should generally be located within buildings.

### **1.4.2 View Protection**

The plan change incorporates three views to be protected, which are based on a study conducted by consultants Boffa Miskell Ltd. Part F of the Plan change sets out the objectives, strategy and rules for these, while Part G gives an overview map of all three views and Part H shows the detailed views with the sites they affect highlighted. Appendix e to this report contains photographs of the views.

The full report of the view protection study covers a wide range of views across the Panmure Liveable Community Plan area, but further work needs to be done on the ones located in residential areas before they can be proposed as a plan change. The three proposed for protection at this stage are important to establish and protect the sense of place of the Panmure town centre. They relate the town centre to its major landmarks, creating a unique point of difference, which strongly reflects the geological heritage of one of Auckland's earliest settlements. The volcanic explosion crater of Panmure Basin is an ancient geological feature of historic, scientific and aesthetic interest. The great volcanic cone of Maungarei/ Mt Wellington is a powerful force in the landscape as well as having enormous heritage, archaeological and aesthetic importance.

View A is taken from the heart of the town centre looking down Basin View Lane, over the swimming pool complex, across the waters of the Panmure Basin to Waipuna Lodge. This is the only existing public view of the Basin from Queens Road: it visually connects the commercial and recreational opportunities of the area and has the potential to be strongly focused and framed by development on either side of the street. The view has been framed to focus only on Waipuna Lodge and the waters framed by pohutukawa trees, rather than the power pylons on the far side of the Basin. This provides an aesthetic focal point without compromising the potential to redevelop the Basin View Carpark with several levels of building in the future.

View B looks over the shops on Queens Road to a general view of the Basin from a high point outside 27 Pilkington Road in the residential area. The sides of Pilkington Road frame the view, which avoids impacting on any sites on the northern side of Queens Road and affects a number of sites below that, two of them minimally. Impacts will be discussed further under section 3.3 Issues. The value of the view is that it preserves the only major outlook to the Basin seen from a distance, enabling a sense of the scale of the Basin. It is taken from a public place in the residential context. This may allay some concerns that views over the centre could be lost if the commercial land is developed. It also preserves the visual impact of the Basin as people enter the centre from the north. Pilkington Road is an important main route into the centre for both pedestrians and vehicles, meaning the number of potential viewers is high, and the street sides create a strong visual focus by leading the eye out to the Basin and the horizon beyond.

View C is a view of the mountain Maungarei/Mt Wellington from outside the old Panmure Hotel at the eastern end of Queen's Road. While there is a regionally protected view of the mountain from further back outside the Stone Cottage at present, this view is a local view and warrants protection for the connection it makes to the local town centre which is the historical heart of the community. It is less vulnerable to tree growth than the regional view and has much reduced impact on building potential. A clear view of the profile of the mountain with its distinctive fringe of trees is seen over the roof of Rendall's Department store and Queen's Road shops beyond. The view has a large audience of pedestrians and drivers coming from the east, is well focussed and strongly supports the sense of place.

## 1.5 Expected Environmental Outcomes of the Proposed Change

The expected environmental outcomes of the Plan Change are:

- Encouragement of the development of medium intensity retail, employment and community service environments, as well as permitting residential and recreational activities, in Panmure's traditional retail centre, which provides a focus for community identity as well as commercial, residential and recreational activities.
- The Structure Plan will encourage an increased level of retail, community services, residential activity and employment in the centre as a whole, although in some areas the potential will be more constrained in order to increase the amenity of the centre overall.
- Activities within the Structure Plan area will be managed to be compatible with each other to the extent that that retail, residential, community service and recreational activities can be economically and safely conducted.
- Residential activities will increase in number and quality, and provide for a diverse range of households cultures and incomes, and will make on site provision for the protection of their own amenity. This is extended by the proposed plan change 154
- Resources will be managed more sustainably, by efficient adaptation and refurbishment of buildings, redevelopment that increases energy efficiency and encourages recycling, and reduction in the use of the private car
- More people will meet a significant portion of their day to day retail, community service and recreational needs by visiting their nearest town centre. Persons with transport disabilities will be able to access all their basic retail, community service and recreational needs within walking distance.
- Visitors to the centre will perceive it in a positive way and residents of the neighbourhood will identify themselves with it as being an appropriate expression of their community.
- Any adverse environmental or amenity impact of business activity on adjacent residential or open space will be prevented or reduced to an acceptable level.
- The Structure Plan will reinforce the growth strategy by reflecting the Desired Future Character set out in Panmure's Liveable Community Plan for this area and to encourage a design response to its sense of place. It is important that the design and quality of buildings should reflect the potential of Panmure's dramatic, attractive environment and respected heritage.
- The view protection will enhance the relationship of the town centre with the major landmarks of the areas providing continuity of a heritage relationship, legibility and amenity. More focus on these visual links will occur as buildings are constructed around them framing and emphasising the views. They will assist in strengthening the relationship in visitors' minds to the recreational opportunities, particularly at the Basin, which can be combined with retail and shopping

activities to enhance the performance of the recreation precinct as a destination for a variety of activities.

Monitoring will occur as part of the general monitoring of District Plan provisions and the monitoring proposed for the Liveable Community Plan itself.

## **2.0 Part II, sections 31, 32, 72 and 76 of the Resource Management Act**

### **2.1 Statutory requirements**

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 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"* and

*'the control of any actual or potential effects of the use, development or protection of land'.*

Subclause 2 also states that *"The methods used to carry out any functions under subsection (1) may include the control of subdivision"*

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 the plan change does not alter any of the existing objectives in the 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 the proposed rules assist the council to carry out its functions of :  
*“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” and the “control of actual or potential effects of the use, development or protection of land”*
- **Extent to which each (new) objective is the most appropriate way to achieve the purpose of the Act (s32 ss3(a))**
- Whether the proposed rules have the purpose of achieving the objectives and policies of the Plan
- Whether the policies, rules, or other methods are the most appropriate for achieving the objectives
  - Having regard to their efficiency and effectiveness
  - Taking into account the benefits and costs of 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

## **2.2 Whether the proposed rules assist the council to carry out its functions in order to achieve the purpose of the Act.**

The aspects of Section 5 (Purpose) of the Act which are relevant to the implementation of the proposed plan change are: 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 well being, while avoiding, remedying or mitigating any adverse effects of activities on the environment.

The review of existing objectives policies and methods as they relate to Panmure town centre has resulted in the identification of the need for a new method to manage the effects of the use, development or protection of land and associated natural and physical resources of the area.

The establishment and implementation of the town centre Structure Plan in this locality allows the Council to achieve the integrated management of growth pressures on the city and the region, by implementing its growth policy, and to control the actual or potential effects of building development. This accords with the functions of the Council.

The reconsideration of view protection provisions, in the light of public consultation and study of the heritage and amenities of the local town centre, has identified the need for a new objective, focussing on the potential effect of building on views of Panmure Basin and

Maungarei/ Mount Wellington. Views as an aspect of heritage are a necessary part of people being able to provide for their social, economic and cultural wellbeing. The effects of building need to be managed and controlled to prevent these views being lost.

Section 7 of the Act also requires all persons exercising functions and powers under the Act to recognise and provide for certain matters of national importance including:

- The preservation of the natural character of the coastal environment.
- The protection of outstanding natural features and landscapes from inappropriate subdivision, use and development
- The maintenance and enhancement of public access to and along the coastal marine area, lakes and rivers;
- The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.
- The protection of historic heritage from inappropriate subdivision, use and development.

This indicates that it is not only the physical resources themselves that require protection but the relationship of human beings to them through being able to view and recognise character, attractiveness, visual access and relationships based on culture and heritage.

The view protection provisions address these issues, which accords with the functions of the Council.

### **2.3 The extent to which each (new) objective is the most appropriate way to achieve the purpose of the Act**

The only new objective proposed in the plan change is the objective to:

“Protect locally important views relating to the Panmure Area “ (Part F of the plan change).

The District Plan already contains a number of view protection objectives for the preservation of views of and from significant heritage resources including landforms such as volcanic cones, prominent landscape features and water including the coastal environment. The view protection strategy statement in the plan change explains the value of the views proposed to be protected, and their objects:

“Views of the Panmure Basin are important in their own right because the Basin is a unique and ancient geological feature of scientific and aesthetic interest. The views of the Basin provide a unique amenity for the Panmure shopping centre and are an important asset in maintaining the legibility and distinctiveness of the centre, which is a focus of community activity. The Basin is also of great significance to the local community of Panmure as a key feature of its sense of place and heritage.

The volcanic cone of Maungarei/Mt Wellington is one of the major landmarks in its area and has great significance for the local community as a key element of its sense of place and identity. It is part of the natural and cultural heritage of both Maori and Pakeha. For Maori the cone is sacred and waahi tapu. Visually and aesthetically, it creates a strong impact. However, the regional views of the mountain do not necessarily protect locally important views that come from a closer and more intimate vantage. These local views link the image of the mountain to the local place by framing it in the context of local buildings and streets that are vitally important to the local community and the preservation of its particular heritage.

The protection of these local views is also important to the city in that it helps preserve the heritage of one of its earliest settlements.”

The existing general heritage objective is to “ recognise and protect resources of natural, cultural and scientific heritage value” (5C3.1 District Plan Isthmus). The current general objective for Views (5C7.6.1) is “to identify and protect views of important visual landmarks and of the harbours and the gulf.” The proposed objective is consistent with these broader objectives, and with the approach to protecting valued views of other significant heritage resources, including items of local value such as the Dilworth terraces or views from the Newmarket Viaduct. Alternative methods such as purchasing all land in the view shaft for open space or using de facto height controls would be less efficient and effective, being highly costly, unnecessarily preventing development and lacking in clarity about what values are to be protected. Refer Appendix f for Heritage Objectives policies and strategies.

The current provisions, while noting the value of the Basin as a landform of heritage and scientific value do not protect the *views* of the basin, which allow that value to be protected.

There are regionally significant views of the cone of Maungarei/Mt Wellington, which are protected. However this is not in all cases sufficient to protect views that are highly valued by the local community or from view points within the city which recognise that feature in the context of its cultural and historical relationship with the settlement of Panmure.

While the regional view protects appreciation of the landform in a regional context, it is not protected for the purpose of preserving the heritage relationship between the early settlement of the Panmure area and the mountain. These are selected from the perspective of the best views possible and available to the highest numbers of people on a regional basis. A review of the regional view protection controls has recommended that the existing view protection of the view from the town centre to the mountain should be deleted, due to its relative lack of regional value. The proposed view protection recognises that there are other values to be preserved, of a more particular and local nature.

Both views are vital to the sense of place of the Panmure community. The views not only protect the value of the objects being viewed (the Basin and the Mountain) but also in each case links two places of significance, being the town centre and location of early settlement, and the landform of heritage and scientific significance. The linkage is in itself part of the cultural value being provided for. The views are particularly in need of protection because Panmure is an Area of Change, which can expect new development to occur within the town centre.

An ongoing study of views in the Panmure area indicates that there may be additional views similarly worthy of preservation, and so the objective has been broadly worded to allow for the later addition of significant views, rather than specifying the objective more narrowly for example in relation to the town centre. This reflects the wider nature of historical settlement in the area and the potential for other landforms of significance such as Tamaki River, which may require view protection to be considered.

## **2.4 Whether the proposed rules have the purpose of achieving the objectives and policies of the Plan**

The broad objectives of the Business zones in the District Plan are set out in section 8.3 and a copy of these can be found in Appendix f of this report. The proposed change supports these objectives, in particular through:

- the policy to recognise the valuable physical resources of the infrastructure, commercial and community facilities and services of Panmure commercial centre, which it supports through building capacity and improved structure into an existing centre;
- by applying controls which protect and enhance environmental values, public safety and amenity values, such as the assessment criteria and the view protection controls;

- by encouraging community involvement through Liveable Community Plan through a structure plan which like a centre plan identifies and fosters the special characteristics of these centres.

The discussion of Business 2 objectives outlined in section 1.2.3 above indicates that the purpose of the proposed new rules is to increase the degree to which those objectives can be achieved in Panmure.

The Structure Plan continues to provide for the existing activities at of retailing, office and commercial service activities. The normal activities and development controls for the zone apply over most of the centre. It is not expected that Panmure would exceed the medium intensity suburban level scale envisaged by the zone objectives, even with the higher FAR proposed for the CDAs. This is because it lacks the large mixed use hinterland of Business 3 zones like Onehunga and is constrained by controls to protect surrounding residential zones.

The provisions for extension of retail frontage and verandah cover controls help reinforce the importance of retail frontage and pedestrian amenity.

Business and community groups have been involved in developing the Liveable Communities Plan which has led to the Structure Plan, which while not pursued as a centre plan as envisaged in the existing Business 2 strategy, has similar outcomes to a centre plan.

The Structure Plan acknowledged the role of the centre as a community focal point and strengthens this role by reinforcing and protecting its amenities.

The view protection controls also reinforce the centre as an expression of its community's values, and retain amenity by preventing development from blocking key public views.

New business objectives have been proposed to be inserted in the plan by proposed change 154

These are:

- "To ensure that residential activity is located appropriately so as to maintain the retail/commercial character of town centres"
- " To ensure that residential activity is established in such a manner so as to minimise potential adverse reverse sensitivity effects on resident and commercial tenants

Although this plan change is still in its early stages, it may have a significant effect on the Panmure Business 2 zone in future. Proposed Plan Change 142 has been designed to be complementary to this plan change, rather than duplicate its provisions, which will apply across Business 2 generally. It has the same provisions for the location of residential in relation to retail frontages, and relies on the generic Business 2 development controls to protect residential amenities, which Proposed Plan Change 142 will supplement. Proposed Plan Change 142 will therefore be consistent and assist in achieving the proposed new objectives.

Open Space Zone objectives are set out in Appendix f.

Open space zone objective 9.3 is "To recognise, maintain and enhance the open space and recreation resources of the district." The Structure Plan will help enhance these resources by improving pedestrian connections from the town centre to the recreation precinct planned on the shores of the Panmure Basin, and by ensuring a visual link between them. The gateway statement will be used as an assessment criterion with the aim of complementary contrast being developed between the open space reserves and the urban edge of the town centre. It should also lead to a greater recognition of the recreation precinct, as the gateway is given emphasis through design elements such as landscaping and improved pedestrian crossing

facilities. It is also particularly consistent with the related policy “By encouraging development of a walkway system linking areas of open space, schools, commercial and community facilities and public transport.” It does not reduce the available land for open space or recreation. By providing for discretionary activity status for exceptions to the view protection rule, the plan change makes it possible to facilitate the use of leisure pursuits required to meet present and future needs without compromising the visual links to the Basin and Mountain that enhance those facilities. It will not conflict with the preservation of ecological habitats or the protection of open space for the enhancement of the environment and the enjoyment of informal recreation.

Objective 9.6.3.1 which relates to the Open Space 3 zone is” To provide for organised sports and recreation activities which are compatible with the physical characteristics of the land and which do not impact adversely on the amenity and quality of the surrounding environment.” The view protection control is consistent with ensuring that these activities do not adversely impact on the amenity of the surrounding environment, by limiting their impact on the views.

The plan change therefore supports the objectives of the open space zones.

Relevant Heritage objectives and policies are also set out in Appendix f. The plan change provides for additional view protection of important visual landmarks such as Maungarei/Mount Wellington and Panmure Basin, consistent with Objectives 5C3.1, 5C 7.6.1, and 5C.7.6.3 by limiting development on sight lines from important vantage points.

This analysis indicates that the proposed rules do have the purpose of achieving the relevant objectives and policies.

## **2.5 Whether the policies, rules, or other methods are the most appropriate for achieving the objectives**

In addressing this issue, the council considered the following options:

- 1 Status Quo/Take No Action
- 2 Provision of information or services
- 3 Application of bylaws
- 4 Application of alternative new rules or methods
- 5 Application of the proposed new rules and methods

These options are assessed to eliminate those that would not be sufficiently effective to achieve the objectives. The efficiency of the most effective options are assessed to decide if the method is the most appropriate one to use, by comparing the overall environmental costs and benefits against the economic and social costs.

### **2.5.1. Do Nothing**

#### **This would be ineffective in achieving the objectives because**

- The current zoning does not apply sufficiently liberal controls and therefore it limits the capacity of the area for additional growth. There would be less incentive to redevelop the older buildings and increase their capacity for residential and employment uses because the existing height and FAR controls would remain the same.
- It would also compromise the ability to house the growing population of the local community. It would mean that the demand for smaller homes and low maintenance lifestyles in the area would not be met, reducing housing choice and possibly forcing some members of the community to move out of the area for want of suitable housing

choices. It would put additional pressure on other residential areas to be rezoned to provide for greater density.

- The Business 2 and Open Space zones do not require developments to adhere to urban design objectives, policies and rules.
- Views could be compromised by development and this would lead to loss of pedestrian amenity and heritage values

#### Costs To Council:

Greatly added costs to provide for infrastructure upgrades that are beyond the means of developers because of dispersed but intensive development; precedent set with cumulative effects as other areas argue for change to be refused in their areas too. Council would be under pressure to provide housing itself to provide homes for the less well off who provide necessary services eg nurses, teachers, police etc

Costs To The Region of not achieving its growth strategy would be environmental economic and social, impacting on all infrastructure costs and transport systems. Inability for the region or city to improve public transport usage; would be eventually obliged to collect higher rates to pay for costly upgrades to regional services because the city would continue to spread,

#### Costs To Local Community

*Economic costs:* no gain in property values, possible loss in value due to poorly designed developments using up last available land. Higher local and regional rates and charges as noted above. *Social costs* due to continued poor performance of town centre and community services due to low patronage; no crime prevention improvements through CPTED<sup>3</sup> criteria; possible loss of some members of the community who are unable to meet their changing housing needs in the area. *Environmental costs* of possible loss of views and amenity due to lack of view protection and design controls, loss of ambiance and character due to possible design of new buildings. Loss of opportunity to improve the structure of the centre through provision of additional links, amalgamated sites and plazas.

The market may continue to fail to recognise the locational and environmental advantages of the area. This would lead to costs in that poor developments or deteriorating buildings can devalue an area and increase the number of low- profit or illegitimate activities

#### Benefits

*Economic:* Avoids the expense of a plan change for Council (approximately \$20,000-\$50,000 and for opponents of the change (submission and appeals- amount depends on how they choose to make their case). Cheaper for initial developers who face less onerous controls. Avoids cost of providing administration of additional rules and the costs of some services, but some service costs would be incurred in any case due to council's regional obligations.

*The above analysis leads to the conclusion that to take no action or rely on the status quo would not be the most appropriate means of achieving the objectives of the District Plan.*

## **2.5.2. Provision of information or services**

*This would be only partially effective for similar reasons as outlined for the "do nothing" option with these additional reasons:*

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<sup>3</sup> CPTED or Crime Prevention Through Environmental Design is introduced as part of the design criteria, but will be extended by proposed Plan Change 141. These design criteria help prevent opportunities for crime by, among other things, encouraging surveillance of the street through buildings having windows and doors facing or "addressing the street", and see-through fences. These mean people approaching a building are visible, and suspicious activity is not so well screened from the street or neighbours. The existing provisions do not require this.

### a) Provision of information

- Council could offer an advisory design service on the aims of the Liveable Community Plan, urban design or the need to consider view protection, or additional access links for pedestrians and vehicles but it could be ignored.
- To increase capacity, Council could offer advice on making ad hoc private plan changes or applications for non-complying developments, but this process would undermine its own District Plan and lack the certainty required to provide for future physical and social infrastructure upgrades.
- An advisory height limitation to protect key views could not be enforced and could be ignored by developers wanting to maximise site potential. Good design suggestions could be ignored because they are an added cost to developers and the community would have no assurance that the suggestions would be followed, while Council would have no means to enforce them.

Costs and benefits: would be similar to those outlined for the “do nothing option, with these additional costs and benefits:

#### Costs To Council:

Costs would be substantial to provide information and advice.

Provision and printing of information, holding seminars, providing speakers and advisers (\$50,000 or more). Some of these costs eg urban design advice will be made available in support of other District Plan provisions, reducing the administrative costs of this change.

Benefits would include development being quicker and sometimes cheaper for developers who chose to ignore the information. *Economic and amenity gains* may result however for owners and occupiers who take the advice and this may result in a gradual raising of design awareness and quality. Improved

The above analysis leads to the conclusion that provision of information would not be the most appropriate means of achieving the objectives of the District Plan.

### b) Provision of services

- Council could improve the pedestrian and street environment. Council has committed itself to first stage streetscape improvements already and has undertaken design work for further such improvements. Other bodies will also contribute to improvements such as the new rail station and the park and ride proposal, public transport and roading improvements. However council has been advised that such improvements on their own would be insufficient to achieve its aims<sup>4</sup>.
- Council could redevelop its own properties as a demonstration of good design. Property development could be much more effective than information or other services, but would be limited to the properties that Council owns.
- The provision of utilities i.e. infrastructure, or incentives i.e. financial contribution reductions, or a reduction in rates could be implemented if a proposal in the Structure Plan Area meets urban design criteria. Other possibilities could include reductions in processing fees or processing times for developers which consider the impact of developments on the wider surrounding built and natural environment. Incentives would be a fairly effective method to encourage landowners to incorporate urban design quality in developments, provided those landowners required the incentives and were not philosophically opposed to design controls.

Costs and benefits: would be similar to those for the “do nothing” option, with these additional costs and benefits:

#### Costs

- Costs of services such as described above are substantial (over \$2m). Some of these services are likely to be provided over a period of time in any case.
- This option would place the major burden of paying for urban design quality on the ratepayers, through increased charges for the provision of infrastructure and public open

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<sup>4</sup> Bristow Barbour Walker Limited *Panmure Town Centre Redevelopment Feasibility Analysis*

space from rates, that would otherwise be paid by the owners/developers. This raises the issue of whether it is fair or equitable for the 'public' to pay for improving urban design quality in private developments which would already benefit from the higher prices that good design can attract.

- Council would incur costs in researching and administering the incentives
- Reduction in processing fees – this would impact negatively on Council finances and could necessitate increased fees for other regulatory mechanisms. It is considered more equitable for those person(s) proposing a development to pay the fee (user pays).
- Reduction in processing times – There are statutory requirements for the processing of resource consents set under the Resource Management Act. There is also a resource issue in regards to reducing processing times.

Benefits: Developments displaying urban design quality would provide benefits to the public through the improving of streetscape amenity, but this would be off set by increases in costs or a decrease in the provision of reserves that would have otherwise been provided.

On balance therefore it is considered to be inefficient for the public to pay for utilities or incentives to improve urban design quality in private developments, and the option is less appropriate than the proposed provisions.

### **2.5.3. Application of bylaws**

Bylaws are usually aimed at protection from nuisance or offensive behaviour and the management of health and safety matters rather than visual amenity and urban design, which are dealt with in this plan change. Generally the issues that need addressing in this case are issues which to some extent are already controlled by the District Plan, such as increasing the capacity, height and urban design quality of buildings, so that it would be confusing and inappropriate to use bylaws to address them in Panmure. Where a design criteria does relate to the internal design of buildings, it is proposed for the sake of resource management issues such as versatility (robustness) of the building fabric for a variety of uses rather than for the protection of health and safety.

Making the area covered by the structure plan a "special character area" for the purpose of administering the bylaw for signs was considered, but it was concluded that the design of signs is not a sufficient concern at this stage to warrant this level of control. Signs on scheduled historic buildings are already specially controlled to protect the heritage values of such buildings.

Variation of the verandah control was considered, as the extended kerbs required in the streetscape plan may necessitate dispensation from aspects of the current development controls and bylaw controls for new verandahs. This was also considered to be reasonably easy to obtain under the current controls and so not sufficiently of concern to warrant a change.

Considering the cost of developing new bylaw provisions and administering them, it is concluded that bylaw amendments would be a less effective and efficient method of addressing the issues than a plan change.

### **2.5.4. Application of new rules and methods**

The alternatives to the proposed rules that were considered for implementing the objectives of the change are discussed below:

#### **a) The review of residential provisions in the Business 2 zone generally,**

Benefits are that this would aim to enhance the management of residential developments including mixed use developments in the District Plan (Isthmus section). This is being addressed through the separately proposed Plan Change 154, which introduces generic locational criteria, minimum standards for acoustic and visual privacy and daylighting for

residential units in the zone. It is considered that a consistent city wide approach is better than one that only applies to the Panmure Structure Plan.

Costs are that it would be inefficient to duplicate these provisions in the Panmure Structure Plan and the resulting rules could end up being inconsistent because of the two separate processes of submission and decision or appeals to the proposed plan changes.

**b) View protection through the limitation of height over the whole Structure Plan area.**

While in theory it may appear that general view protection would be effective, it would be impractical and inefficient and undesirable in its impact on development potential of both business and residential sites.

Benefits might be that everyone's views might be protected perhaps retaining property values for those with views or potential for views. However indications are that few properties have views over the town centre to the Basin or the Mountain. Testing to date of contour profiles and daylighting controls relating to the residential area indicates that views would not be significantly affected, compared to the potential loss of views from currently permitted development on the residential zone itself.

Shading and over-dominance of residential zoned land is avoided by retaining the Business 2 daylighting (Building to Boundary) controls and also utilising the additional Plan Change 3 controls. (Refer Appendix g). There does not appear to be sufficient justification to reduce the heights north of Queens Road on the basis of amenity, as this control has already been tested and applied across the city for some years without apparent loss of amenity.

We tested applying a similar daylighting control across Lagoon Drive and from the open space zones – these controls do not apply where zones face each other across an arterial road. However these indicated that reserves were not impacted even by 15 metre developments, so a control is considered unnecessary.

Costs General view protection, would be very difficult to determine and administer, and would require site by site notified applications for every application not only in the Business zone but also in the existing residential zones. This compliance cost would be unacceptable.

**c) Increase the capacity of the centre by relaxing FAR and height over the entire Structure Plan area**

This option would be ineffective in that if FAR and height were relaxed, the rules would no longer be consistent with the Business 2 zone objective of medium intensity suburban level activity and would be somewhat out of character with the surrounding mainly low density residential context of the centre.

Blanket amalgamation and redevelopment of sites would tend to undermine the character of small shop fronts that are a feature of most of the mainstreet. Because many sites are too narrow to benefit from more FAR, it could be sending out a misleading message, implying that they are. Narrow sites near residential zones are often so impacted by daylighting controls that apply to common boundaries with residential that they would be unable to utilise the full height potential in any case

**d) Rezoning: Part of the area rezoned to mixed use, part Residential and balance to Business 2**

*This approach could be effective in ensuring control of land use activity, but would be inefficient and contains a number of risks that it could have unforeseen disbenefits which at this stage cannot be fully ascertained.*

*Benefits:*

Rezoning would have had some advantages in increasing the certainty about what combination of activity is likely to occur in a given area, and made it easier to predict the level of future housing or employment provision.

*Risks:*

However there is a significant risk in that we do not fully understand how the market dynamics will respond to the opportunities within the centre. There has been little development in the past 10 years on which to base conclusions about which areas are most likely to develop for mixed use. Application of “pure” commercial or residential zones to parts of the centre runs the risk of preventing or seriously delaying redevelopment.

The main reason to limit residential activity would be to ensure that the existing retail and business frontages survive. The rule that prevents residential and non retail component activities on the street frontage at ground level is an alternative form of “vertical “ zoning that should restrain a residential takeover of the centre, and encourage at the same time a true mixed use environment with the additional vitality that can bring to a centre.

The rezoning option also may appear to decrease the likelihood of reverse sensitivity issues where residential occupiers complain about established business activities.

Proposed plan change 154 aims to avoid this through requiring residential activities to provide for their own acoustic privacy. Proposed Plan Change 142 also uses design criteria, drawn from the mixed use zone provisions, to ensure that activities such as outdoor eating areas or carparks can be located away from incompatible residential activities to reduce their impact.

The approach adopted in Plan Change 142 is that the whole Business 2 area remains, with stronger controls on the retail frontage, and provides for an active frontage to allow business activities which are not retail on certain parts of the frontage. It is recommended that the operation of these provisions be monitored for effectiveness.

**e) Alternative Urban Design Scenarios that were considered included:**

- i)** Introducing a detailed design guide as part of District Plan criteria for restricted controlled, non notified applications, closely controlling form and materials and administered by Design Panel
  - for Business 2 zones generally
  - for residential in business zones
  - for the Structure Plan area in particular
- ii)** Design control and quality only through application of rules.
- iii)** Minimum site size for higher residential densities or mixed use, to encourage better design through site amalgamation with or without the other options.

I *A detailed design guide would only be partially effective because of the costs in terms of effective recognition of sense of place.* The first option has been used in the plan change but limited to the Structure Plan area in particular. *Benefits* are

that generic design guidance would be useful, but Costs are that they would not include the additional criteria which are needed to bring about a response to the particular features of the centre (e.g. Panmure Basin) or its future desired character. There seems little point in controlling the urban design of residential activities if the adjoining non-residential buildings can ignore the criteria.

- II Good design rules would be ineffective, as aesthetic solutions are almost impossible to achieve through the application of rules, although this gives a high degree of certainty. Benefits: Notification increases transparency, but not necessarily the quality of the design. Costs: It is however uncertain and costly for the applicant, and could inhibit applications in the area to which it applies. Section 94C of the Resource Management Act allows a Council to notify a controlled activity in any case, if special circumstances exist or if an applicant requests it to. The plan change uses a combination of development controls and criteria to balance flexibility and certainty.
- III Minimum site size requirements could be partially effective in encouraging redevelopment but would be inefficient because of high costs. Costs: the costs to the applicant of a minimum site size become higher or more difficult if the component sites are all small. The proposed change limits the minimum site size to the CDAs, where most sites are relatively large to start with, and offers incentives rather than making minimum site sizes compulsory. This means some sites have the opportunity to demonstrate high standards of design and raise the expected baseline of the market, without preventing development on smaller sites. Smaller sites may also show good design, which is not wholly dependent on site size once its benefits are demonstrated. They can also provide for a diversity of floor plates, which should retain necessary variety and flexibility for the centre. Amalgamation needs to achieve a meaningful site size before major benefits can be seen. If this was a condition of redevelopment, the site size would have to be set too low to achieve much benefit, or it would preclude the reasonable use and development of land. Landowners are able to amalgamate sites and can do so easily without compulsion if they wish, but this does not always generate the public/environmental benefit required to justify a rule.

The proposed rules offer the most effective way of achieving the objective of better design and structure while at the same time the compliance costs are mitigated and the spin-offs of these developments should spread to other sites, as the market takes a new interest in the centre.

### 2.5.5. The Proposed Plan Change

The Proposed Plan Change would be effective in meeting the objectives because:

- a) It will assist in meeting the objectives of Council's growth strategy while still meeting local community concerns for the preservation of the amenity of adjoining residential land and recognising the character of the local environment. This acknowledges the role of Panmure as a suburban centre that serves as a focal point for community interests and activities by reinforcing the role of the centre and recognising the community's interest in the centre. It also should encourage business and community groups to continue to be actively involved in identifying the specific character of individual centres and the future direction of them, by recognising and implementing the Liveable Community Plan they helped to develop.

- b) The current daylighting controls and bulk and location changes were assessed as already effective in achieving the most of the objectives of the District plan, but they do not allow for greater capacity in the centre for residential dwellings and employment intensive activities. This will, if the opportunity is taken up, provide a sounder local market for the retail function on which the centre primarily depends and provide for retailing office and commercial service activities at a medium intensity level. It could provide for larger format businesses and increase the centre's diversity of sites and building types available. It may stimulate renewal and redevelopment of the building fabric, and possibly demonstrate that a market exists for suburban apartments.
- c) It will reduce concerns about the impact of generally raised height limits and floor area ratios by limiting the extra height and FAR to large sites. These can, because of their size, be better designed and through economies of scale afford to provide amenities such as public space for walkways plazas or access roads, lifts, nearby or onsite parking for residential activities. Normally applicable development controls can be complied with to maintain the amenities of adjoining sites without unduly constraining the greater development potential of the sites. This supports the objective to ensure that any adverse environmental or amenity impact of business activity on adjacent residential or open space is prevented or reduced to an acceptable level, without precluding additional floor area.
- d) View Protection will be assured and therefore the heritage and cultural values of the centre will be better protected.

Benefits associated with this proposed Plan Change include:

- More appropriate consideration of the issues that have been identified;
- enabling successful growth in residential activity but minimising the potential for conflict with commercial activities;
- providing for growth will bring regional and city-wide benefits, by contributing to regional and city growth strategies (in combination with consolidation elsewhere). It will also bring environmental economic and social benefits, reduce infrastructure costs and support improved transport systems. This was ascertained by regional growth strategy studies. It helps avoid higher rates to pay for costly upgrades to regional services that would occur as the city continued to spread. As demand for housing can be met by the market, less pressure on Council to provide housing itself to provide homes for the less well off who provide necessary services e.g. nurses, teachers, police etc
- *Economic and environmental benefit* of using remaining land more efficiently. Moderate assistance in meeting infrastructure needs through larger developer contributions, some of which may have spin-offs for the wider community such as provision of public space that provides through block access to improve connection to amenities such as the Basin and recreation facilities.

*To local community:*

- *Economic:* moderate relative gain in all property values due to better designed developments improving the image of the town centre, more specific property value gains for larger sites, increased incentive and opportunity to share such benefits by assembling land.
- *Social benefits will accrue due to:* creating a larger local market for the town centre and recreational and community facilities, so they all become more sustainable for social, recreational and employment activity; crime prevention improvements through CPTED criteria; members of the community will be retained because they can meet their changing housing needs in the area, it will help maintain the centre's ability to compete with other centres by diversifying; encourage business and community groups to

continue to be actively involved meeting local community concerns about blanket increases in height.

- *Environmental benefits:* Larger more visible buildings on land mark sites should promote better urban design by increasing legibility of the centre (people will be able to orient themselves better using landmarks); potential for better design due to greater flexibility on larger sites, potential for increased accessibility due to provision of roading or walkways or cycleways. Retains compliance with all amenity controls. Stimulate renewal and redevelopment of the building fabric, which may upgrade environmental compliance and energy efficiency. Design and appearance assessment criteria provide for a better integration of such activities into the residential environments, enabling the maintenance of the surrounding neighbourhoods' amenity values.

Costs associated with this proposed Plan Change include:

#### *Economic Costs*

- Development and if necessary defence of the new provisions;
- Providing education and information to staff administering the new provisions, members of the public and applicants;
- Consent application costs where resource consent is required (to applicants and the Council) both monetary and time costs;
- Monitoring and enforcement costs;
- Cost to the community of challenging the proposed provisions;
- Costs to developers of modifying activities to address effects; some cost to developers of amalgamating sites should be mitigated by additional FAR
- Uncertainty and costs associated with possible notification of resource consents;
- Applications that Council is processing at the time of notification of this Plan Change will need to consider such proposed provisions.

#### *Environmental;*

- Additional load on wastewater system, but mitigated by larger developments being more able to carry the costs of on site holding tanks or other devices to reduce the impact on existing systems.
- Potential for increase in traffic generation, dependent on location and nature of the activity but this is considered to be minor if residential. Traffic effects of additional employment not assessed but should be controlled through normal rules; such as Clause 12.9.1.2A which makes any activity generating parking for over 100 vehicles subject to controlled activity consent which may limit intensity and scale if the roading system is inadequate to deal with it.
- Thresholds and activity status classifications control noise and other such generated effects that depend on scale of particular activities.

On balance it is concluded that the plan change provision would be more efficient and effective than the other alternatives.

### **3.0 National and Regional Planning Documents**

These changes involve rezoning and changes affecting a relatively small area of land. The changes are not considered to have any implications in terms of national and regional planning documents and support the Council's commitment to the regional growth strategy. The changes are therefore 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). "*

Copies of the draft plan change and section 32 report have been sent to the Minister for the Environment, and the ARC with an invitation to make comments by a specified date. No comments have yet been received.

## **4.0 Consultation**

An outline of the proposed plan change was reported to the Tangata Whenua Consultative Committee on 10 February 2004 for Iwi comment. There was a concern voiced by Ngati Whatua' representative at the lack of maintenance of Maungarei/ Mt Wellington but more people being allowed in who could be expected to use it. Following that meeting Ngati Paoa and Ngati Maru wrote to Council advising that they do not oppose the proposed plan changes as outlined. No other Iwi have provided comment, but the committee has minuted its interest in reviewing the final form of the plan change. They may take six to eight weeks to respond to the plan change.

Details of other consultation follow this report in Appendix b

## **5.0 Conclusions**

A plan change has been prepared to the Isthmus Plan, to implement the council's growth policy through applying a Structure Plan to the town centre of Panmure and to introduce local view protection controls for views within the town centre.

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.

## Appendix a: Proposed plan change

## **Appendix b: Consultation to Date**

This section lists consultation undertaken to date during the formulation of this plan change. Record of feedback summary attached.

### **Internal**

Comments from Staff and Metrowater are explained in the section 32 report.

#### **Auckland City staff**

Utility Planning Group- Greg Patterson

Transport Planning Group- Matthew Rednall; report from Traffic Design Group obtained

Community Planning Group- Adrienne Wootton (co-ordinated responses)

Implications of proposed change discussed with Jeremy Froger ( Streetscape project) and Anita Coy (Impact on reserves and recreation facilities)

Community Development - Liz Parkin

ACE- Megan Tyler, Bob De Leur

#### **Metrowater**

Advice received on water supply, storm water and wastewater management impacts

### **Public**

**Panmure Liveable Community Plan Panmure's Future** document developed with extensive public consultation

#### **Preconsultation (according to commitments given during the Panmure's Future consultation)**

Public meeting held Thursday 12 February 2004- all landowners and occupiers sent an invitation by posted flyer. Record of feedback from meeting attached.

### **Required by statute**

**Ministry for the Environment**

**Auckland Regional Council**

**The Tangata Whenua Consultative Committee**

## Summary of Pre-notification Consultation Feedback

<b>Stakeholder consultation</b>	<b>Feedback Summary: comments in italics</b>
Councillor Mackelvie Presentation given on Friday 25 June 2004	Inspection of Pilkington Rd view shaft undertaken
Tangata Whenua Committee (presentation to the Tangata Whenua Committee on Tuesday 10 February.)	<p>NB discussion on basis of a early broad outline of the change Ngati Whatua - Concern at lack of maintenance on Maungarei/Mt Wellington with increasing numbers of visitors</p> <p>Ngati Paoa and Ngati Maru wrote to Council advising that they do not oppose the proposed plan changes as outlined. <i>The committee has minuted its interest in reviewing the final form of the plan change. They may take six to eight weeks to respond to the plan change.</i></p>
Tamaki Constituents committee (Overview given of proposed plan changes 1 December 2003)	NB discussion on basis of a early broad outline of the change <i>The group indicated that action on the Business 2 zoning should proceed as soon as possible.</i>
Ministry for the Environment	Copy of Plan change and section 32 report to be circulated
ARC	Copy of Plan change and section 32 report to be circulated
PCA (B Mackay Mainstreet Coordinator) 10 December 2003	<p>NB discussion on basis of a early broad outline of the change</p> <ul style="list-style-type: none"> <li>• <i>Concerns raised about parking (clarify dispensation process) and access issues, roller doors, and lack of retail frontage enforcement.</i></li> <li>• <i>Heights should not be lowered except for limited view protection e.g. Basin and Mountain from outside the library.</i></li> <li>• <i>Should assess old Loombs Hotel and BNZ for significant building scheduling.</i></li> <li>• <i>Minimum floor area for residential seen as essential. Non permanent accommodation an issue- parking and mixed-use fears.</i></li> <li>• <i>Need for incentives to bring about redevelopment.</i></li> <li>• <i>Through site links may raise issues - PCA may survey businesses.</i></li> <li>• <i>Supported public Business meeting.</i></li> </ul> <p><i>Several other issues not directly related to District Plan: flooding at 100 Queens Road, footpaths, lighting, disabled and pedestrian improvements.</i></p>
<p><b>Business feedback meeting</b></p> <p>Held on Attended by 28 members of the public including residents and business people, Councillors Mckelvie and Christian.</p>	<p>NB discussion on basis of a early broad outline of the change Flyers sent to all owners and tenants inviting to meeting. Also invited by letter or memo: Members of the Community Board Panmure Commercial Association Panmure Community Action Group</p>
Key Issues	<ul style="list-style-type: none"> <li>• <i>Basin View Lane needs improvement.</i></li> <li>• <i>Road /Traffic issues.</i></li> <li>• <i>Clarify town hub in LCP</i></li> <li>• <i>Park &amp; ride and new Rail station will affect flow of centre</i></li> <li>• <i>Access to supermarket</i></li> <li>• <i>Parking – enforcement, signposting</i></li> <li>• <i>Some want to “keep view restrictions”</i> <ul style="list-style-type: none"> <li>– <i>Potential for shadowing, loss views</i></li> <li>– <i>Concern at 3 storeys already built</i></li> <li>– <i>Potential 3 storeys at boundary</i></li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>• <i>Others wanted 10 storeys for views</i></li> </ul>
Development constraints and broad plan change proposals	<ul style="list-style-type: none"> <li>• <i>Businesses at street level , Residential behind and on top:- Residential works best above shops and offices</i></li> <li>• <i>Building height (is) restricting business opportunities</i></li> <li>• <i>Redevelopment held back by:</i> <ul style="list-style-type: none"> <li>– <i>Car parking requirements- reduce as short term incentive?</i></li> <li>– <i>Access into/out of town centre</i></li> </ul> </li> <li>• <i>Need opportunity to make \$ from it</i></li> <li>• <i>Need incentive to amalgamate</i></li> <li>• <i>Vacant land not cared for-rats- ACC should take responsibility</i></li> <li>• <i>Support for incentives, rationalise public carparking design control especially on residential, overlay controls, acoustic privacy, focus on Mountain &amp; Basin</i></li> <li>• <i>modern, clean look rather than existing</i></li> <li>• <i>clean up centre- merit points system?</i></li> </ul>
Mixed use	<ul style="list-style-type: none"> <li>• <i>Support for mixed use but not at expense of business –business take precedence</i> <ul style="list-style-type: none"> <li>– <i>Supports live and work helps security</i></li> <li>– <i>Noise concerns</i></li> <li>– <i>Shopkeepers on site</i></li> <li>– <i>retail vs. entertainment</i></li> </ul> </li> <li>• <i>Residential works best above shops and offices e.g. Parnell, Mt Eden.</i></li> <li>• <i>Cheaper rents= better small shops</i></li> <li>• <i>One call for notification of residential activity</i></li> <li>• <i>One group wanted business services precinct</i></li> <li>• <i>One group liked terraced housing cnr Pleasant View &amp; Jellicoe- formula right</i></li> </ul>
Comprehensive development e.g. Domain Road	<ul style="list-style-type: none"> <li>• <i>Support comprehensive approach - bigger better development- but how to legislate?</i></li> <li>• <i>Need to support retail frontage.</i></li> <li>• <i>Support for quality designed town and apartment housing- retail will not work</i></li> <li>• <i>Potential for student/international/rental accommodation</i></li> <li>• <i>Some opposed residential on southern side wanted above Queens Rd retail frontage only</i></li> </ul>
Improving access	<ul style="list-style-type: none"> <li>• <i>Issue of psychological barrier of hill- break up with steps/platform like Khartoum Place</i></li> <li>• <i>Pedestrian over bridge over Lagoon Drive supported (not underpass)</i></li> <li>• <i>Basin View Carpark always empty</i></li> <li>• <i>Need moving walkway/cafes/trees</i></li> <li>• <i>Alternative routes (needed) –alleyway between shops, safety (an issue)</i></li> <li>• <i>New entrance to supermarket off Queens Road</i></li> <li>• <i>Turn Clifton Court into a open carpark up right hand side</i></li> <li>• <i>Access improvement – reconfigure service lane from Pilkington Road, open to through traffic.</i></li> </ul>

<b>Internal consultation with Council Groups</b>	
Transportation Planning	<p><i>A traffic impact report, commissioned from Traffic Design Group consultants, concludes that "the proposed changes will have no more than a minor effect on the local traffic environment. NB this assessed impact of 250 additional residential units only, did not cover employment growth impacts, and assumes all parking is provided on site. Same conclusion considering combined impact of Res. 8 change and this change. Queens Rd, Lagoon Drive and areas adjacent to larger roundabout are less desirable locations for direct access from large residential developments.</i></p> <p><i>Liased over comprehensive parking plan to co-ordinate with Plan change.</i></p>
Property	<p><i>Consulted with over possible use of public parking to assist with on site parking requirements for developments as an incentive.</i></p> <p><i>Certain issues raised- this option deferred for further investigation.</i></p>
ACE	<p><i>Consulted over parking dispensations, plan change wording and administration; also re need for controls on roller doors, verandahs, security fencing, and conversion of buildings from residential.</i></p>
Community Planning	<p><i>Consulted re population growth, impacts on streetscape project, pool site and Domain Reserve including gateway protection. Domain Reserve parking removed from Comprehensive Development Area E in response to need for recreational parking use availability.</i></p>
Metrowater	<p><i>Two memos received raising concerns about stormwater at Korma Lane and foulwater capacity at Ireland Road. Requests that any development apart from minor extensions and small shop or single house be referred to Metrowater for case by case assessment and will be prescribed mitigating devices. Results expected from ICS study in next few months, which will assist in commenting on plan change impacts. Water supply adequate.</i></p>
Utility Planning	<p><i>A memo from Utility Planning, the Council's department which advises on stormwater reviewed Metrowater memo, and advises that a recently completed project addresses flood risk in Lagoon Drive and the Panmure circle. Memo states that this area is suitable for a plan change considering stormwater.</i></p>

## RECORD OF BUSINESS MEETING FEEDBACK ON OUTLINE OF PLAN CHANGE FOR TOWN CENTRE 12 February 2004

### Group No.1

Where do we live/own property/run a business in Panmure? (List of streets or suburb to give an idea of who is represented)

*(Not recorded)*

- 1) **Have the planners covered the key issues?**
  - *Basin View Lane needs improvement.*
  - *Road /Traffic issues.*
  - *Clarify town hub in LCP.*
  - *Panmure Rail station and park and ride will affect flow of the town centre*
  
- 2) **What do you think of the ideas for the plan changes (see next page)**
  - *Residential needs to support flow of town centre- Don't overwhelm Business/shops*
  - *Businesses at street level*
  - *Residential behind and on top*
  - *Building height (is) restricting business opportunities*
  
- 3) **What stands in the way of new buildings/upgrades?**
  - *Carparking requirements*
  - *Access into/out of town centre*
  
- 4) **Mixed uses – would residential, retail and office work in the same building?**
  - *Residential works best above shops and offices*
  - *Supports live and work helps security*
  - *Noise concerns*
  - *Need to look at the type of shops – retail vs. entertainment*
  - *Need to support retail frontage*
  - *Provide Business services precinct*
  
- 5) **Domain Road potential – would comprehensive development be more successful than site by site?**
  - *Retain as residential, retail will not work.*
  - *Need to support retail frontage.*
  - *Area needs to be look at as a whole.*
  - *Quality designed town and apartment housing.*
  
- 6) **What ways could be used to link recreation and retail via Basin View Lane or the supermarket with Queens Road?**
  - *Town Centre Plan*
    - *Pedestrian over bridge over Lagoon Drive*
    - *Underpass (safety concerns) topography makes underpass unsuitable*
    - *New entrance off Queens Road*
    - *Turn Clifton Court into a carpark, open up right hand side*
  - *Access improvement – reconfigure service lane on Pilkington Road, open to through traffic*

## Group No.2

**Where do we live/own property/run a business in Panmure? (List of streets or suburb to give an idea of who is represented)**

- *Resident – Lagoon Drive, Ireland Drive*
- *Business and Resident – Pilkington Road*
- *Business School – Queens Road, Domain Road*

**1) Have the planners covered the key issues?**

- *Want to keep view restrictions (present)*
- *Yes, need views of Basin on Southern side 22 units*
- *Development has impacted seriously*
  - *Not covered residential block 3 storeys high. Can build to boundary to 3 storeys*
  - *Commercial value impact.*
- *Half of Domain Road in shadow*
  - *4 properties in Domain Road in shadow (behind ASB Bank) abuts 4 properties*

**2) What do you think of the ideas for the plan changes (see next page)?**

**Not completed**

**3) What stands in the way of new buildings/upgrades?**

- *Need Opportunity to make money from them.*
- *Need Incentive- If bring in controls for amalgamate*
- *Pleasant View Road/Jellicoe*
  - *Formula right*
  - *No noise problem*

**4) Mixed uses – would residential, retail and office work in the same building?**

- *Yes, if recognition is in commercial area, will work*
  - *Shop keepers on site*
- *Cheaper rent would get better shops*
  - *Enable small boutique businesses to exist, Florist, Cafe*
- *Residential on top works in Parnell, Mt Eden Village*

**5) Domain Road potential – would comprehensive development be more successful than site by site?**

- *How can you legislate comprehensive development?*
- *Student Accommodation/rent/International*

**6) What ways could be used to link recreation and retail via Basin View Lane or the supermarket with Queens Road?**

- *Hill problem*
  - *Psychological banner*
  - *Break into steps/platform e.g. High Street, Khartoum Place, CBD*
- *Carpark always empty*
  - *Need moving walkway/cafes/trees*
- *Alternative routes*
  - *Alleyway between shops*

- Access
- Safety

## **Group No.2 continued**

Put “Y” for support, “N” for oppose or “?” for unsure

If you like them all, number in order of importance

Add any other comments you want to

- Incentives, to encourage good design (Y)
- Rationalisation and reconfiguring of Council parking areas & possible future carparking building (Y)
  - *Use of public space available*
- Amend Business 2 where needed to address conflicts between activities (?)
- Introduce more design control, especially over residential (Y)
  - *Notification sensible*
- Apply these controls through a overlay similar to a centre plan – LC Plan consultation was equivalent to a centre plan process (Y)
  - *Use of Mountain and Basin focus*
- Acoustic privacy (Y)
  - *Impossible to police*
  - *Business activities must have precedence in town centre*
- Respecting each other’s space and hours (?)
- Keep residential behind or above retail frontage (Y)
  - *No residential behind southern side*
  - *Above retail frontage*
  - *Get views*
  - *Shadows would go on to car yards*
- Address conflicts between business and residential activities (Y)
  - *Where residential activity encroaches on Business*
- Introduce more design control over the look of residential buildings in the centre (Y)

## **Group No.3**

***Where do we live/own property/run a business in Panmure? (List of streets or suburb to give an idea of who is represented)***

***Not completed by the participants***

- 1) **Have the planners covered the key issues?**
  - *Access to supermarket, address (parking) through parking plan*
- 2) **What do you think of the ideas for the plan changes?**

**See general comments below**

- 3) **What stands in the way of new buildings/upgrades?**
  - *ACC need to take responsibility for vacant land (in Domain Road )-Rats as big cats*
- 4) **Mixed uses – would residential, retail and office work in the same building?**
  - *Yes*
- 5) **Domain Road potential – would comprehensive development be more successful than site by site?**
  - *Yes, bigger, better*
- 6) **What ways could be used to link recreation and retail via Basin View Lane or the supermarket with Queens Road?**

*Not completed*

Put “Y” for support, “N” for oppose or “?” for unsure. If you like them all, number in order of importance

*Not completed*

**Add any other comments you want to:**

- Parking meters/better warden
- Cost of parking may discourage
- Consider reducing/parking in town centre as short term incentives
- Needs better sign posting
- Height needs to take advantage of view- 10 storeys?
- Design controls – future look rather than existing- more modern clean look
- Clean up of town centre
- Support town centre residential
  - Above shops
  - Late night surveillance
- Merit point system to clean up buildings- security as part of clean up

## Appendix c: Panmure's Future- Town Centre section

### Town Centre

How to revitalise the shopping and business areas

#### Overview

The town centre is the business base of Panmure, and is comprised of both the shopping centre and the business and service areas immediately west and east of the railway. These places need to be revitalised and better tied together to create a variety of desirable places to visit, shop, work, and conduct business. As the main street in the town centre is very long, different parts of Queens Road and the Ellerslie Panmure Highway should target different customers. (See area descriptions, [Part three](#))

#### What we heard you say

- The Panmure community has a stake in the shopping centre, which has the feel of a 'village', creating community interaction and a sense of belonging.
- The community wants to share its ideas about improving the centre with the business people.
- Shopping in Panmure is wanted for its convenience, but it lacks variety and faces competition from other shopping centres.
- There is a need to maintain a retail 'heart' around Queens Road and avoid the blighting effect of empty premises.
- Panmure needs a public plaza and gathering places where people can come together.
- Business in Panmure is strung out all along the Ellerslie Panmure Highway and Queens Road with the roundabout cutting it in half. This detracts from its success as a place to live and work.
- Encouraging well designed housing in a mixed use environment could be good for compatible businesses and provide more jobs and homes.
- The shopping centre needs covered resting places, wind protection and continuous verandahs for shelter.
- Improved access is needed from Queens Road to the supermarket and the library, especially for the elderly or disabled.
- The parking layout on Queens Road should be restricted to short stay, and access to the carparks behind the centre, which are out of sight and dangerous, needs to be improved.
- The community wants to encourage wholesome family-friendly activities in the town centre and to promote a crime-free environment.

#### Outcome 4 - Shopping and business

Create a vibrant integrated town centre which is a desirable place to live, work, shop and conduct business.

#### We will...

- Work with the Panmure business community to implement the strategic plan for the future of the shopping centre. (The strategic plan seeks to improve the effective

marketing and mix of activities of the shopping centre to strengthen the core retail area.)

- Take measures to reduce the dividing effect of the roundabout and improve the pedestrian environment.
- Foster the long-term growth, safety and vitality of the town centre by encouraging an attractive mixed use environment that provides opportunities for new residences, live/work premises, businesses and shops. (The definition of residential dwelling units in the district plan requires each unit to be self-contained. Other forms of accommodation, such as rest homes and non-permanent accommodation including hostels, hotels, boarding houses and tourist complexes may also be provided for in mixed use areas.)
- Investigate how Panmure can benefit from the development of a stronger association with the Tamaki Auckland University campus.
- Support the maintenance of local employment opportunities.
- Carry out a disabled access audit and improve access for the elderly and disabled throughout the town centre, with priority given to key destinations, including the library and supermarket.
- In consultation with the Panmure Commercial Association, develop a comprehensive parking plan for Panmure.
- Identify a location for a public square where the community can meet.

## Appendix d: Comparison of main development controls and criteria

**NB Consult actual provisions for full details**

Provision/Controls	Business 2 Generic	Proposed Structure Plan
Service stations	Restricted discretionary abutting or adjoining residential zones	Discretionary
Motor vehicle sales and service	discretionary activities assessed against two criteria	discretionary activities additional assessment criteria
Maximum Height	12.5 metres	12.5 metres Comprehensive Development Area sites (min 2500m <sup>2</sup> ) and Land mark sites only, 15 metres, 5 storeys
Floor Area Ratio	2 plus any bonus up to 4:1	2 plus any bonus up to 4:1 Comprehensive Development Area sites (min 2500m <sup>2</sup> ) 3 plus any bonus up to 5:1 Land mark sites 3 plus special bonus FAR of 1:1 for residential activity
Front Yard	Retail frontage only	Build to front boundary
Infrastructure considerations	Apply to residential units only	Apply to all developments as per Mixed use zone
Building Height in Relation to Boundary between Business sites and residential	✓	✓
Maximum Site Coverage	100% building +impermeable	100% building +impermeable
Parking	Retail = 1 per 17m <sup>2</sup> Residential	Retail = 1 per 20m <sup>2</sup> Residential
Access	✓	similar
Screening of storage & parking	✓	✓ front fences transparent above 1.2m for safety surveillance
Noise	✓	✓
Visual & internal acoustic privacy. Laundry and site facilities standards	X	✓ similar to Mixed use zone provisions
Design Criteria for : Future Character, landscape and topography, streetscape character and amenity, building scale form and layout etc	X	✓

## Appendix e: View Photographs

## Appendix f: Relevant Plan objectives and policies

### General Business Objectives

#### 8.3.1 OBJECTIVE

*To foster the service, employment and productive potential of business activity while ensuring the sustainable management of the natural and physical resources of the City.*

#### Policies

By providing flexibility for businesses through the establishment of a comprehensive range of business zones which allow a wide range of business and other activities.

By providing and maintaining different standards of amenity for business activity throughout the City.

By restricting new development to that which can demonstrate an efficient and appropriate use of existing infrastructure or which can provide for its own infrastructural needs.

By requiring new development over a certain scale to undertake an environmental assessment of the likely effects of the proposed development in terms of the Schedule of Effects described in PART 4 - GENERAL PROVISIONS AND PROCEDURES.

By providing information and regularly monitoring business controls to ensure they continue to achieve their stated purpose.

By offering incentives for the comprehensive redevelopment of large, vacant, under-utilised or derelict industrial sites within the Isthmus.

By recognising the valuable physical resources, in terms of infrastructure and commercial and community facilities and services as a whole, within the City's existing commercial centres.

#### 8.3.2 OBJECTIVE

*To ensure that any adverse effect of business activity on the environment is avoided or reduced to an acceptable level.*

#### Policies

By applying controls which protect and enhance environmental values, public safety and amenity values.

By applying controls which impose limitations on the use, storage and handling of hazardous substances for environmental and safety reasons.

By applying measures to all business zones in order to avoid or minimise air, water and soil pollution.

#### 8.3.3 OBJECTIVE

*To ensure that community values are recognised and balanced against the maintenance of public and private interests.*

#### Policies

By encouraging community involvement in the development of individualised Centre Plans for existing commercial centres, which identify and foster the special characteristics of these centres and provide for parking and amenity improvement programmes.

By requiring new development over a certain scale to undertake an environmental assessment of the likely effects of the proposed development in terms of the Schedule of Effects described in [PART 4 - GENERAL PROVISIONS AND PROCEDURES](#).

By recognising the valuable physical resources, in terms of infrastructure and commercial and community facilities and services as a whole, within the City's existing commercial centres.

### 8.3.4 OBJECTIVE

***To provide for the safe, economic and convenient movement of people and goods within the business zones.***

#### **Policies**

By requiring adequate off-street parking and loading facilities to ensure that the capacity of the roading system is not unduly reduced, and that activities are sufficiently accessible to ensure their operation.

By requiring new development over a certain scale to undertake an environmental assessment of the likely effects of the proposed development in terms of the Schedule of Effects described in [PART 4 - GENERAL PROVISIONS AND PROCEDURES](#).

By requiring financial contributions in accordance with [PART 4B - FINANCIAL CONTRIBUTIONS](#).

## **BUSINESS 2 ZONE OBJECTIVES**

### **8.6.2.1 Objectives and Policies**

In addition to the objectives and policies of Clause [8.3](#) the objectives and policies for this zone are:

#### **(a) Objective**

***To provide for retailing, office and commercial service activity at a medium intensity suburban level.***

#### **Policies**

By recognising through zoning, existing suburban retail and business centres.

By permitting a wide range of business and non-business activities within these centres.

#### **(b) Objective**

***To recognise the importance of the main retail frontage in maintaining the pedestrian amenity of these areas.***

#### **Policies**

By identifying the main retail frontage of centres and applying measures which seek to reinforce it.

By requiring the provision of verandahs.

By providing bonuses in floor area for new developments, where specified pedestrian facilities are provided.

#### **(c) Objective**

***To encourage business and community groups to become actively involved in identifying the specific character of individual centres and the future direction of them.***

#### **Policy**

By introducing the concept of Centre Plans for individual centres where sufficient interest and support is given by the business sector and the community.

#### **(d) Objective**

***To acknowledge the role of suburban centres as a focal point for community interests and activities.***

#### **Policies**

By providing for the establishment of community uses and support services.

By recognising that the physical resources of existing viable centres are an important resource in the City.

### **(e) Objective**

***To ensure that any adverse environmental or amenity impact of business activity on adjacent residential or open space zones is prevented or reduced to an acceptable level.***

#### **Policies**

By adopting controls which limit the intensity and scale of development to a level appropriate to the zone's proximity to residential zoned properties and open space areas.

By requiring acceptable noise levels at the interface between residential zones and business zones.

By adopting controls which seek to protect residential zones' privacy and amenity.

By adopting parking and traffic measures, which seek to avoid congestion and parking problems.

### **8.6.2.2 ZONE STRATEGY**

The Business 2 zone recognises the existence of the City's traditional suburban retail centres. Formerly the main locations for retail and commercial activity outside of the Central Area, some of these centres have experienced a declining dominance due to changes in retail practice, particularly the growth in large sub-regional retail centres and increased mobility. Those that are located on the main arterial roads of the City are also experiencing increasing congestion during peak times and the subsequent loss of on-street parking. However many still remain viable, providing appropriate locations for a wide range of business activity. Some present an individual character which reflects the nature of adjacent residential areas, and continue to provide a community focus for those areas. Some of the centres also represent a substantial investment in terms of building stock and infrastructure.

The Council considers that the future existence of these centres rests largely with the initiative of businesses within them, and with the centre's ability to find a particular niche in the market. Factors such as specialisation of activity, consolidation of the centre, or even the considered and comprehensive expansion of certain centres may be appropriate ways of maintaining a centre's viability.

In order to encourage and facilitate individual centre's initiatives, the Plan introduces the concept of Centre Plans. (See Clause [8.5.1.3 Development Controls](#)). Where retailing is the dominant function an important aspect is the maintenance of pedestrian amenity along the main retail frontage, to ensure that the shopping trip is a pleasant experience for customers. To achieve this, in centres where retailing is clearly the dominant function, controls are imposed to maintain and enhance the pedestrian amenity.

In other centres within the zone retailing is no longer dominant and there exists a need to diversify activities if the centres are to remain viable. The Plan provides flexibility to do this by providing a wide range of permitted activities. Controls on these activities relate to their actual or potential effects and in particular, are concerned to maintain the amenity of adjacent residential and open space zones.

#### **Expected Outcomes**

The centres to which this zone is applied are expected to be subjected to considerable change in the future. As with the centres within the Business 1 zone, there is a need for these centres to find a particular niche in the market and to capitalise on specific characteristics. The Plan's objective of providing flexibility in location, tempered by a need to prevent any significant adverse effects on the existing physical resources of established commercial centres, will see some centres consolidate and flourish. Other less viable centres will need to redefine their role or face increased competition. Those centres where community and business concerns are strong, will adopt Centre Plans which will identify and attempt to manage the specific resource management issues of the centre. It is expected that these Centre Plans will be important planning tools - reflecting community concerns, and coping with issues such as parking and traffic matters and the provision of amenity improvements. The development controls for the zone are expected to maintain or improve the amenity of these centres, over time, especially the pedestrian environment of retail dominant areas.

## **General Open Space Zone Objectives**

### **9.3 OBJECTIVE**

***To recognise, maintain and enhance the open space and recreation resources of the district.***

#### **Policies**

By applying open space zones which reflect the inherent qualities and nature of the land.

By conserving existing open space land to the maximum reasonable extent possible.

By using the Plan's open space provisions as a positive means of preserving and protecting areas of scenic, ecological, heritage, scientific or natural importance.

By establishing guidelines to determine where commercial recreational facilities are appropriate.

By protecting and conserving native trees and bush, significant landforms and the natural character of open space and recreation land.

By encouraging development of a walkway system linking areas of open space, schools, commercial and community facilities and public transport.

### **9.3.2 OBJECTIVE**

***To provide sufficient land for open space and recreational opportunities to serve the present and future needs of the district.***

#### **Policies**

By adopting a strategic management approach to open space and recreation needs.

By securing further land for open space needs and recreation use where possible, when particular needs have been identified.

By applying appropriate open space zoning to both private and public land in use for open space or recreation.

By requiring a reserve contribution in cash or land on subdivision and the development of land zoned other than open space, and utilising the funds for both land purchase and reserve development, in accordance with established guidelines.

By applying multiple zoning to reflect the development potential of open space land.

### **9.3.3 OBJECTIVE**

***To facilitate a wide range of leisure pursuits required to meet present and future anticipated needs.***

#### **Policies**

By applying open space zones which provide for a wide range of recreational activities while ensuring that adverse effects on the environment are avoided or mitigated.

By adopting a zoning pattern compatible with the classification system employed by the Reserves Act 1977.

By having regard to approved management plans.

By providing a leisure complex zone which caters for large scale integrated recreation and leisure complexes.

### **9.3.4 OBJECTIVE**

***To recognise and provide for the preservation of significant ecological habitats.***

#### **Policy**

By applying where appropriate open space zoning to land where significant ecological habitats are located.

## **OPEN SPACE 2 (INFORMAL RECREATION)**

### **9.6.2.1 OBJECTIVE AND POLICIES**

In addition to Clause [9.3 RESOURCE MANAGEMENT OBJECTIVES AND POLICIES](#) the objective and policies for this zone are:

## **Objective**

***To protect appropriate areas of open space for the enhancement of the environment and the enjoyment of informal recreation.***

## **Policies**

By applying a zone which maintains the open space character and visual amenity of these areas.

By limiting activities to those suitable to the informal recreation use of the zone.

By managing the provision of parking to suit the characteristics of the zone.

By restricting earthworks and the removal of native trees and bush.

## **OPEN SPACE 3 (ORGANISED RECREATION)**

### **9.6.3.1 OBJECTIVE AND POLICIES**

In addition to the objectives and policies of Clause [9.3 RESOURCE MANAGEMENT OBJECTIVES AND POLICIES](#) the objective and policies for this zone are:

## **Objective**

***To provide for organised sports and recreation activities which are compatible with the physical characteristics of the land and which do not impact adversely on the amenity and quality of the surrounding environment.***

## **Policies**

By applying a zone which provides for organised sports and recreational pursuits and their ancillary buildings and structures.

By encouraging multiple use of community and recreational buildings and sports facilities on Council reserves to ensure maximum use by the public.

By imposing controls on the scale and design of buildings and structures so as to retain open space on each site within the zone; and to avoid, reduce and mitigate any adverse effects which may arise from their use or operation.

## **General Part 5C Heritage Provisions**

### **5C3.1 GENERAL OBJECTIVE**

***Recognise and protect resources of natural, cultural and scientific heritage value”***

### **5C.7.6.1 GENERAL OBJECTIVE**

***To identify and protect views of important visual landmarks and of the Harbours and the Gulf.***

## **Policy**

By protecting existing views of certain landmarks the Harbours and the Gulf by limiting development on sightlines from important vantage points.

### **5C.7.6.2 General Strategy**

Views of the harbours, the coast, volcanic cones and landmark buildings are valued by residents and visitors to the district. Their scenic amenity and heritage value contributes much to the character of the City. Significant heritage landscapes, landforms and buildings are protected by the Plan, but views to and from the feature need protection to enable continuing appreciation of their visual and heritage values.

Important landscapes, landforms, seascapes and buildings include:

The volcanic cones of Auckland;

Auckland War Memorial Museum;

Selected views from the Waitemata Harbour;  
Selected views of the Waitemata Harbour and Hauraki Gulf;  
The Upper Manukau Harbour and Manukau Heads as seen from the vicinity of the Onehunga motorway.

Many important views are currently protected by zone height and development controls contained in the Plan and are therefore not under immediate threat from taller structures. It is however appropriate to apply view protection provisions above such sites now, in anticipation that increasing intensification of use and bulk will, with time, put pressure on currently unencumbered views.

### **Expected Outcomes**

As pressure for the intensification of development occurs on the Isthmus, these provisions should ensure that valued views to and from important landmarks and the sea are protected.

## **A. VOLCANIC CONES**

### **5C.7.6.3 Objectives**

To protect significant views of the City's volcanic cones.

To protect the Maori cultural significance and mana of the City's volcanic cones.

To protect the landmark qualities of the volcanic cones.

### **Policy**

- By adopting measures which prevent the visual intrusion of buildings and structures into view shafts from selected publicly accessible vantage points.

## Appendix g: Plan Change 3

## Appendix h: References

Bristow Barbour Walker Limited *Panmure Town Centre Redevelopment Feasibility Analysis*

Ministry for the Environment *People Places and Spaces- a design guide for Urban New Zealand* March 2002 (available on [www.mfe.govt.nz](http://www.mfe.govt.nz))

Collier Jardine *Impact Study Proposed Rezoning In Panmure* 13 June 2000

Auckland City Council, City Planning Group *The Panmure Liveable Community Plan Panmure's Future* August 2002

Boffa Miskell Ltd *Panmure Town Centre Character Study* 2004

Boffa Miskell Ltd *Panmure View Protection Definition Study* July 2004

Traffic Design Group Ltd *Panmure Comprehensive Parking Plan- Issues And Options* July 2003

Auckland City Council, Transport Planning Group *Draft Panmure Parking Plan* June 2004

Isthmus Group & Urban initiatives *Panmure Design Concept* 2002

Caroline Robinson *Panmure Sense of Place Scrapbook* 2002