

MATIATIA PROPOSED PLAN CHANGE SECTION 32 REPORT and ASSESSMENT OF ENVIRONMENTAL EFFECTS

PART A-SECTION 32 REPORT

1. INTRODUCTION

The Proposed Plan Change follows a review of existing policy and objectives, integrated with considerations of Council's strategic directions, taken from documents such as "Essentially Waiheke" and the Hauraki Gulf Islands Strategic Overview. The review has taken into account changes that have occurred over the last 10 years since the Auckland City District Plan: Hauraki Gulf Islands was first notified.

Consequently changes are to be made to the Plan due to the need to cater for continued population and economic growth on Waiheke Island and the changing economic conditions within the Hauraki Gulf overall. These changes include:

- The rapid and ongoing increase in visitors to the island, particularly day visitors through Matiatia Wharf
- The need to provide for better facilities and infrastructure for residents and visitors alike
- The conclusion that the present Plan provisions have become outdated in terms of the identified demand for a broader range of services and facilities to serve a growing and demographically changing local population as well as reflecting strong growth in the visitor and tourism sector (see Hames Sharley report).
- A realisation that the existing Plan provisions enable development in parts of the applicant's site where such development may be inappropriate and impracticable and could impact adversely on the neighbouring reserve areas, which are managed by the Royal Forest & Bird Society. The development opportunities and management controls need to be more finely tuned to the environmental opportunities and constraints of the Land Unit.
- The increasing recognition of Waiheke as a nationally important and unique destination. Matiatia is the "Gateway" and "Front Door" to Waiheke as a Destination.
- The recognition of the role of Matiatia as possibly the third largest transport hub in the Auckland Region.
- The urgent need to resolve transport and parking issues at Matiatia. There is inadequate parking and insufficient land available within the existing

road reserve or Council owned land to resolve traffic management problems.

- The opportunity to stimulate significant and appropriate “On Island” employment as a spin off benefit arising from a changed pattern of land use activity opportunities in the new Land Unit.
- The need to recognise and to resolve key open space issues – both on the applicant’s land and in relation to adjacent properties including Council’s car park areas and the esplanade reserve.
- The need to recognise that with the high profile of Waiheke, there is the opportunity to provide for ‘leading edge’ development provisions in the Plan.

Ad hoc developments on the site will not resolve key infrastructure matters that are fundamental to Waiheke’s future as a significant tourist resource.

The brief for determining appropriate methods of analysis for the review included:

- Maintaining character and amenity
- Giving effect to the strategy set out in “Essentially Waiheke”
- Reviewing the District Plan strategies, objectives and policies for all the Gulf Islands
- Aligning with the Draft Transport Strategy
- Responding to the need to review the functionality of the existing provisions for Land Unit 25 in regard to the evolving changes in circumstances related to land use activities at Matiatia

2. ANTICIPATED RESULTS FROM THE PROPOSED PLAN CHANGE

The anticipated result of the Proposed Plan Change is the creation of a specific Land Unit framework, which facilitates sustainable land use and development at Matiatia;

- (a) By adopting a land unit and precinct-based approach for the assessment and management of development at Matiatia.
- (b) By ensuring that the subdivision opportunities provided for in the Land Unit align with land use activities.
- (c) By encouraging built environment outcomes that minimise adverse effects on the natural environment arising from development, including adverse visual and amenity effects.
- (d) By enabling mixed land use activities to occur as a means of catering to the particular needs of residents and visitors using Matiatia Wharf and ferries and Matiatia as the Gateway to the Island.
- (e) By adopting resource management rules, which enable appropriate development to proceed without a need for complex and costly, consent processes.
- (f) By providing for open space areas and view protection for public benefit and protecting the coastal edge from inappropriate development.
- (g) By ensuring the efficient and sustainable use of land in a key strategic location

- (h) By ensuring the efficient and sustainable management of stormwater and wastewater.

3. LEGISLATION

3.1 Section 32

Before adopting an objective, policy or rule or other method of the District Plan, an assessment under Section 32 of the Resource Management Act must be carried out. Section 32(1) states as follows:

“(1) In achieving the purpose of this Act, before adopting any objective, policy, rule, or other method in relation to any function described in subsection (2), any person described in that subsection shall-

(a) Have regard to-

(i) The extent (if any) to which any such objective, policy, rule, or other method is necessary in achieving the purpose of this Act; and

(ii) Other means in addition to or in place of such objective, policy, rule, or other method which, under this Act or any other enactment, may be used in achieving the purpose of this Act, including the provision of information, services, or incentives, and the levying of charges (including rates); and

(iii) The reasons for and against adopting the proposed objective, policy, rule, or other method and the principal alternative means available, or of taking no action where this Act does not require otherwise; and

(b) Carry out an evaluation, which that person is satisfied is appropriate to the circumstances, of the likely benefits and costs of the principal alternative means including, in the case of any rule or other method, the extent to which it is likely to be effective in achieving the objective or policy and the likely implementation and compliance costs; and

(c) Be satisfied that any such objective, policy, rule, or other method (or any combination thereof)-

(i) Is necessary in achieving the purpose of this Act; and

(ii) Is the most appropriate means of exercising the function, having regard to its efficiency and effectiveness relative to other means.”

In *Nugent Consultants Limited v the Auckland City Council* (Decision No A33/96) the Environment Court stated that

...a rule in a proposed district plan has to be necessary in achieving the purpose of the Act, being the sustainable management of natural

and physical resources (as those terms are defined); it has to assist the territorial authority to carry out its function of control of actual or potential effects of the use, development or protection of land in order to achieve the purpose of the Act; it has to be the most appropriate means of exercising that function; and it has to have a purpose of achieving the objectives and policies of the plan.”

Section 32 matters are assessed below under the following headings:

1. The extent to which the proposed rules are necessary in achieving the purpose of the Act;
2. Alternative means of achieving the purposes of the Act;
3. Reasons for and against adopting the proposed rules, the principal alternative means available, or of taking no action;
4. Evaluation of the likely benefits and costs of the proposal and the principal alternative means.

3.2 Purpose of the Act

Section 5 of the Resource Management Act describes its purpose to be:

- “(1)The purpose of this Act is to promote the sustainable management of natural and physical resources.*
- (2) In this Act, “sustainable management” means managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while-*
- (a)Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
 - (b)Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
 - (c)Avoiding, remedying, or mitigating any adverse effects of activities on the environment.”*

Environment is defined in Section 2 of the RMA as including:

- “(a)Ecosystems and their constituent parts, including people and communities; and*
- (b) All natural and physical resources; and*
- (c) Amenity values; and*

- (d) *The social, economic, aesthetic, and cultural conditions which affect the matters stated in paragraphs (a) to (c) of this definition or which are affected by those matters.”*

3.3 Section 6 – Matters of National Importance

Section 6 of the RMA identifies matters of national importance, which need to be recognised and provided for in achieving the purpose of the Act. The following matters are of relevance to the current proposal:

- “(a) The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins, and the protection of them from inappropriate subdivision, use, and development:*
- (b) The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:*
- (c) The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna.”*
- “(e) The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.”*

3.4 Section 7 – Other Matters

Section 7 deals with ‘other matters’ which, in achieving the purpose of this Act, persons exercising functions and powers under the Act shall have particular regard to. These matters are of particular relevance to the current appeal:

- (a) Kaitiakitanga:*
 - (aa) The ethic of stewardship:*
- (b) The efficient use and development of natural and physical resources:*
- (c) The maintenance of enhancement of amenity values:*
- (d) Intrinsic value of ecosystems*
- (f) Maintenance and enhancement of the quality of the environment:*
- (g) Any finite characteristics of natural and physical resources.”*

3.5 Section 8 - Treaty of Waitangi

Section 8 provides that in achieving the purpose of the Act, all persons exercising functions and powers under it, in relation to managing the use, development and

protection of natural and physical resources, shall take into account the principles of the Treaty of Waitangi (Te Tiriti O Waitangi).

3.6 Necessity In Achieving The Purpose Of The Act

The proposed Land Unit 27 provisions provide for appropriate development of the land so classified at Matiatia while ensuring that any adverse effects are avoided remedied or mitigated. This is a means of achieving the purpose of the Act under Section 5(1), which is *“to promote the sustainable management of natural and physical resources”*.

The objectives, policies and rules recognise that a certain level of development is appropriate at Matiatia if the future needs of residents and visitors are to be met. The objectives, policies and rules therefore enable *“people and communities to provide for their social, economic, and cultural well being and for their health and safety”* [Section 5(2)].

The proposed objectives, policies and rules are in keeping with the need to minimise the potential for adverse effects on the natural character of the coastal environment, on maintaining the separate village character on Waiheke Island, on maintaining and enhancing water quality, on maintaining the visual qualities of Matiatia Bay and managing natural hazards. Development under the existing land classification regime provides a potential for development that may not properly achieve the above outcomes. More fundamentally, the existing Land Unit framework for managing development at Matiatia will not facilitate without significant difficulty, the resolution of long-term provision for adequate car parking and traffic management strategies and solutions at Matiatia.

The proposed objectives, policies and rules are consistent with:

“sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations”, “safeguarding the life-supporting capacity of air, water, soil, and ecosystems”, and “avoiding, remedying, or mitigating any adverse effects of activities on the environment” [Section 5(2)(a) (b) (c)]”.

Section 6 identifies matters of national importance that need to be recognised and provided for in achieving the purpose of the Act. Items (a) to (c) refer to the protection of coastal environments, wetlands, outstanding natural features and landscapes, significant indigenous vegetation and habitats. The proposed objectives, policies and rules are in accordance with these matters.

Section 6 (e) refers to *“the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga”* as a matter of national importance. Sections 7(a) and (b) require particular regard to be given to Kaitiakitanga and the ethic of stewardship.

Consultation with Iwi was initiated by Waitemata Infrastructure Limited, who have lodged a private Plan Change application for the area, which Change is now to be publicly notified by ACC as a Private Plan Change. The applicant will continue to consult with Iwi as the Plan Change progresses.

The proposed objectives, policies and rules are in keeping with “*the ethic of stewardship*” and provide for “*the efficient use and development of natural and physical resources*” and “*the maintenance of amenity values*” [Section 7(b) and (c)]. The objectives, policies and rules also recognise the “*intrinsic value of ecosystems*”, will assist in the “*maintenance and enhancement of the quality of the environment*”, and has regard to “*finite characteristics of natural and physical resources*” [Section 7(f) and (g)].

3.7 REASONS FOR AND AGAINST ADOPTING THE PROPOSED LAND UNIT, THE PRINCIPAL ALTERNATIVE MEANS AVAILABLE OR, OF TAKING NO ACTION.

3.7.1 Proposed Land Unit 27 - Objectives, Policies and Rules

Reasons For:	Reasons Against:
<ul style="list-style-type: none"> • There have been ongoing signals from the Community that traffic and parking issues at Matiatia need resolution. • The existing Plan provisions needed updating due to changing social, economic and environmental conditions in the Gulf Islands. • The provisions need to be updated in terms of the Hauraki Gulf Marine Park Act 2000. • The current owners (Waitemata Infrastructure Limited-WIL) of the majority of the land behind the Bay have been in discussion for Council for some time over suitable ‘rezoning’ strategies for Land Unit 25. A number of issues have arisen over the supply of parking in the area. WIL lodged an application for a Plan Change to Council in June 2002 and after due consideration of the above matters it was determined that the future planning needs of the area would be best met by publicly notifying a Private Plan Change. • The proposed objectives, policies and rules are anticipated to facilitate integrated transport planning solutions at Matiatia. 	<ul style="list-style-type: none"> • The existing Land Unit controls are familiar to planning staff, residents, and those undertaking developments. • It is safer to retain the existing controls as the large area of land behind the Bay will remain as being hard to develop under the current controls. This will continue to support the existence of a de facto public ‘open space’. There will be no change in risk to the environment or to the existing social fabric of the local community. • There will be significant development occurring and the Island will change in character. • The land has not been developed since the current rules were put in place and there is no need for change. • There is no need for residential accommodation or business premises at Matiatia.

Reasons For:	Reasons Against:
<ul style="list-style-type: none"> • The nature of the proposed land use rules will reduce the number of consents required for appropriate development that implements policy directions, thereby reducing overall application and processing costs. • The introduction of a non-notified restricted controlled and discretionary category into the Land Unit provisions will give greater certainty to applicants and will streamline the processing of applications. This will also assist in lowering compliance costs. • It is 10 years since the Land Unit 25 provisions were reviewed. Since that time, there have been significant increases in the numbers of passengers and goods passing over the wharf at Matiatia. • In the 10 years since the last review, there has been a steady growth in residential population on Waiheke and the rate of increase of visitor numbers has been dramatic, especially day visitors. 	

3.7.2 Retaining the Status Quo

Reasons For:	Reasons Against:
<ul style="list-style-type: none"> • The existing controls are familiar to planning staff, residents, and those undertaking developments. • The current controls have been in place for 10 years. This has given residents and to some extent, visitors, certainty, as to what may happen by the wharfs. There is therefore a level of security regarding what land use changes may occur at Matiatia 	<ul style="list-style-type: none"> • Many of the current provisions are out of date for reasons explained above. • The Land Unit 25 provisions requires a thorough review in light of population and visitor growth trends, the pressures being placed on wharf infrastructure, the public transport priorities of Council and the projected development trends on the Island.

3.7.3 Limiting Development to Wharf Related Activities only

Reasons For:	Reasons Against:
<ul style="list-style-type: none"> • More land would potentially be available for wharf related activities including parking and roading. • There will be a de minimis likelihood of there being any negative community effects. • Council could respond quickly to transport related infrastructure demands. • More open space may be retained at Matiatia 	<ul style="list-style-type: none"> • The majority of the land at Matiatia is privately owned and of high value. • Council would need to acquire land off the private owners and has rejected that option in the past when land values were significantly lower. • A properly formulated development strategy with agreements reached between the landowners and Council can facilitate appropriate solutions without the necessity to spend land sums of ratepayers' money on private land acquisition. • Not in keeping with the requirements of the Hauraki Gulf Marine Part Act 2000 which recognises the national significance of the Hauraki Gulf. In addition to applying to the waters of the Hauraki Gulf, it also applies to its catchments. This includes all of the Hauraki Gulf Islands. When considering any application for resource consent for the Hauraki Gulf Islands, the Council is required to have regard to this Act. A recent Plan Change has been notified to make provision in the Plan for those matters and Land Unit 25 is affected. Revising the LU 25 provisions and introducing LU 27 is the most appropriate means of addressing the HGMP Act requirements.

3.8 THE EXTENT TO WHICH THE PROPOSED OBJECTIVES, POLICIES AND RULES ARE NECESSARY IN ACHIEVING THE PURPOSE OF THE RESOURCE MANAGEMENT ACT.

The major reasons for promulgating the proposed Private Plan Change are:

- To refocus existing objectives and policies and thus consolidate the Plan controls.
- To acknowledge that many development proposals do not require public notification, as controlled or discretionary activity applications. Many can be processed as restricted controlled or restricted discretionary activities, and the Council can still achieve its responsibilities under the Resource Management Act.

- To bring the Plan provisions for the area up to date so that they reflect socio-economic changes on Waiheke and properly provide for future growth needs and trends.
- To properly provide for transport related matters at Matiatia and to provide for sustainable long-term transport solutions.
- To enable development that caters for future needs in a manner that will minimise effects on natural systems and ecosystems.
- To integrate wastewater disposal systems that provide for Matiatia and Oneroa's growth.

3.9 ALTERNATIVES TO THE NEW LAND UNIT PROVISIONS

3.9.1 Resource Consent Applications- Ad Hoc Development Controls using the consent application process

The existing Land Unit provisions could remain in place and the Council and applicant could chose to adopt an approach whereby most development would occur on an ad hoc basis using individual resource consent application processes. This has the disadvantages that it will engender;

- Ongoing high development process costs
- Non-integrated development which will place the natural and built environment at risk
- Higher frequency of appeals to the Environment Court because of the defects in and lack of alignment of existing policies with likely development needs emerging in response to market changes.

3.9.2 A Limited Revised Land Unit 25

The existing LU 25 provisions could be revised to the extent necessary to resolve the Council related issues at Matiatia, being transport and parking matters primarily. In that respect, the revised Land Unit provisions would need to focus on redistributions and reallocations of public and private land, and its consequential use.

While this would on the surface facilitate an infrastructure driven approach to meeting future needs, it would fail to address the other socio-economic needs of the resident community and visitors to the island.

The most significant shortcomings of this approach, which rule it out as a reasonable option, are that;

- Such a strategy would be tantamount to de facto designation of land to resolve public infrastructure matters
- The process will be challenged by private landowners and is likely to fail in the Court
- That approach would fail to enhance the visual amenity of the Bay as a consequence of a non-aligned development strategy between landowners and Council.

- There would be a lack of a partnership approach to resolving strategic planning issues and that is critical to the success of long-term solutions for the area.
- The remaining development potential left to private landowners would need to be maximised and would be unlikely to result in a development outcome that works for all parties, and the community in particular.

4.0 DOCUMENTS REVIEWED

Other statutory instruments and guiding documents that have been considered in relation to the Plan Change proposal include the following:

- New Zealand Coastal Policy Statement
- Auckland Conservation Management Strategy
- Auckland Regional Policy Statement
- Auckland Proposed Regional Plan: Coastal
- Auckland Regional Plan: Sediment Control
- Proposed Auckland Regional Plan: Air, Land and Water
- Hauraki Gulf Marine Park Act 2000
- “Essentially Waiheke” – an urban and rural community strategy (Auckland City)
- Waiheke Island's economic future -an analysis for Waiheke Island's economic futures, a report for Auckland City Council by A. Johnson dated May 1999
- Forecasts for the Hauraki Gulf Islands - October 1996, a report produced by the Strategic Development Group of Auckland City
- Projecting commuter, visitor and total passenger growth – Matiatia - Waiheke Island to the year 2016, a draft report for TARS, ACC, prepared by Resource Management Solutions Ltd (RMS) 2002
- A vision for managing growth in the Auckland region-Auckland Regional Growth Strategy 2050
- Hauraki Gulf Transport Strategy-Nov 2000
- Auckland City District Plan-Hauraki Gulf Islands Section

There are a large number of relevant objectives and policies contained within those documents.

Reports commissioned by Waitemata Infrastructure Limited include;

- Hames Sharley report Matiatia Retail Assessment, 2002
- Assessment of Landscape Effects by S Brown
- Traffic Engineering Assessment –G Tuohey
- Noise Assessment by Hegley Consultants
- Engineering Assessment-Stormwater, Earthworks, Flooding-KEA Ltd

The Plan Change provisions will facilitate appropriate development that will be consistent with the outcomes anticipated by the above reports and statutory instruments.

The attached reports by G Tuohey in regard to transportation and traffic matters, KEA Ltd in respect of stormwater, flooding and earthworks, Hegley Acoustics in respect of noise matters, Hames Sharley in terms of a socio-economic effects and trends analysis, and the landscape and visual assessment report by S Brown, Landscape Architect, support that conclusion.

4.1 Hauraki Gulf Maritime Park Act 2000

In accordance with the requirements of Section 9(3) of the Hauraki Gulf Maritime Park Act, the Council must ensure that:

“... any part of a district plan that applies to the Hauraki Gulf, its islands, and catchments, does not conflict with sections 7 and 8 of this Act.”

Section 7 recognises the national significance of the Hauraki Gulf and Section 8 provides management direction for the Gulf. Section 10 of the Act requires that Sections 7 and 8 be treated as a New Zealand coastal policy statement under the RMA.

The proposed objectives, policies and rules are not in conflict with Sections 7 or 9 of the Hauraki Gulf Maritime Park Act.

4.2 New Zealand Coastal Policy Statement 1994

The New Zealand Coastal Policy Statement 1994 (NZCPS) sets out policies to achieve the purpose of the RMA in relation to the coastal environment. It identifies national priorities for the preservation of the natural character of the coastal environment including protection from inappropriate use, subdivision, use and development. The following policies are considered to be of particular relevance to this Plan Change:

Policy 3.2.2

Adverse effects of subdivision, use or development in the coastal environment should as far as practicable be avoided. Where complete avoidance is not practicable, the adverse effects should be mitigated and provision made for remedying those effects, to the extent practicable.

Policy 3.2.7

Policy statements and plans should identify any practicable ways whereby the quality of water in the coastal environment can be improved by altered land management practices, and should encourage the adoption of those practices.

The proposed objectives, policies and rules are in keeping with these policies. In particular, the rules emphasis the protection of the wetland areas and streams behind Matiatia Bay. That is compatible with improving the quality of coastal waters.

4.3 Regional Planning Documents

Section 75(2) of the RMA states that a District Plan must not:

- (i) Be inconsistent with any national policy statement or New Zealand coastal policy statement; or
- (ii) Be inconsistent with any water conservation order; or
- (iii) Be inconsistent with—
 - The regional policy statement; or
 - Any regional plan of its region in regard to any matter of regional significance or for which the regional council has primary responsibility under Part IV.

4.3.1 Regional Policy Statement (Operative 31 August 1999)

The Regional Policy Statement (RPS) provides an overview of the resource management issues of the Auckland region, and policies and methods to achieve integrated management of the natural and physical resources of the region. Some of the relevant objectives and policies are quoted below:

2.5.1 Strategic Objectives

- 3. To protect the soil resources, amenity values, rural character, landscape values, and mineral resources of rural areas, from the regionally significant effects of inappropriate subdivision, use or development.*
- 5. To protect the intrinsic values of the Region's natural resource base, and to make appropriate provision for the avoidance, remediation or mitigation of adverse effects on the Region's environment, including the identification of significant natural features and landscapes, and areas of significant indigenous vegetation and*

habitat, and protection of these from inappropriate subdivision use and development.,

- 6. To promote transport efficiency, and to encourage the efficient use of natural and physical resources, including urban land, infrastructure, and energy resources.*
- 7. To preserve and protect a representative range of the Region's heritage resources.*
- 8. To manage the Region's natural and physical resources in an integrated manner.*

2.5.2 Strategic Policies

- 3. Urban development is to be contained, within the metropolitan urban limits shown on Map Series 1 and the limits of rural and coastal settlements as defined so that:
(i) expansion of urban activities outside the metropolitan urban limits as defined and shown in the RPS from time to time is not permitted;*

Of particular relevance are the following policies in 7.4.10 relating to subdivision, use and development of the coastal environment:

- 1 The diverse range of values of the coastal environment shall be recognised and the need to enable people and communities to provide for their social, economic and cultural wellbeing shall be provided for in appropriate areas of the coastal environment.*
- 2 In assessing the appropriateness of subdivision, use and development in the coastal environment particular regard shall be had to the following matters:*
 - (i) natural character is preserved and protected in accordance with Policies 7.4.4-1(i), (ii) and (iii), and 7.4.4-2;*
 - ...*
 - (iii) amenity values are maintained or enhanced as far as practicable;*
 - ...*
 - (vi) efficient use is made of the natural and physical resources of the coastal environment;*
 - (vii) activities are of a scale, design and location that maintain and enhance landscape values in the area, including seascapes and landforms;*
 - (viii) there are no significant adverse effects of activities on the CMA, or on adjacent land, including effects across the MHWS boundary;*

The proposed objectives, policies and rules for LU 27 are consistent with the RPS.

4.3.2 Proposed Regional Plan: Coastal (September 1999)

The purpose of the Proposed Regional Plan: Coastal ('Coastal Plan') is to provide a framework to promote the integrated and sustainable management of Auckland's coastal environment. The Plan contains a number of broadly relevant objectives and policies relating to protecting the coastal environment from inappropriate subdivision, use and development and from the adverse effects of other activities on adjoining land.

The Coastal Plan defines areas that are of regional, national or international significance due to their ecological, landform or geological values as coastal protection areas. The purpose of coastal protection areas is to give effect to the requirements of Sections 6(a), (b) and (c) of the RMA. The planning maps identify coastal protection areas around Waiheke Island but none affect the immediate area subject to this Plan Change.

The planning maps also identify outstanding (very highest value) or regionally significant (highly valued) landscapes along the coastlines of various of the Hauraki Gulf Islands.

Parts of the coastline of Waiheke are identified as either regional or outstanding but none affect the immediate area subject to this Plan Change.

The Plan Change is not inconsistent with the Coastal Plan. The Plan Change promotes environmental enhancements and protection and is in keeping with objectives and policies in the Coastal Plan relating to maintaining or improving water quality.

In keeping with the landscape values identified in the Coastal Plan, and even though there are no specific features identified at Matiatia, the Plan Change has also taken into account the potential adverse visual effects of development on the coastal landscapes of the Hauraki Gulf Islands.

4.3.4 Proposed Regional Plan: Air, Land and Water 2001

Chapter 5 of the Regional Plan: Air, Land and Water ('Air, Land and Water Plan') addresses discharges to land or water. The following objective and policies under the heading Rural Activities, Land Management are of relevance:

Objective

5.3.1.2

To encourage land management practices that minimise the discharge of sediment, maintain and enhance the productive potential of soil, and minimise soil loss and degradation."

Policies

5.4.21

The discharge of sediment shall be avoided where it will result in more than a minor adverse effect on the values of any Natural Lakes, Natural Streams and Wetlands Management Areas.

5.4.22

Land disturbing and cultivation activities shall avoid, remedy or mitigate adverse effects from the generation and discharge of sediment. In assessing the effects on the environment, regard shall be had to appropriate sediment control measures specified in the Franklin Sustainability Project Guidelines, Doing it Right (2000).

The Air, Land and Water Plan identifies some ‘Natural Stream Management Areas’ on Waiheke Island.

The proposed objectives, policies and rules of the Plan Change are not inconsistent with the Air, Land and Water Plan in relation to any matter of regional significance or for which the ARC has primary responsibility under Part IV.

4.4 Conservation Management Strategy (DOC)

Section 74(2)(b) of the RMA requires that the Council, when changing a District Plan, have regard to management plans and strategies prepared under other Acts. The Conservation Management Strategy for Auckland 1995-2001 was prepared by the Department of Conservation under the Conservation Act 1987. It provides a strategy for achieving the desired outcomes for the Auckland Conservancy for the next ten years.

The Strategy includes a section (p219) on DOC’s functions in relation to statutory planning with the RMA being identified as the main focus of statutory planning in the Auckland Conservancy. Objective 42.0.1 states as follows:

Improve the provisions for the protection of natural and historic resources through the Resource Management Act planning processes as a matter of priority, and through the provisions of other Acts as opportunities arise.

The Plan Change is in accordance with this objective.

Under Section 9(1) of the RMA, no person may use any land in a manner that contravenes a rule in a District Plan unless the activity is permitted by a resource consent or has existing use rights. Section 4(3) of the RMA exempts DOC from the requirements of Section 9(1) in the following circumstances:

“(3) Section 9(1) does not apply to any work or activity of the Crown within the boundaries of any area of land held or managed under the Conservation Act 1987 or any other Act specified in the First

Schedule to that Act (other than land held for administrative purposes) that—

- (a) Is consistent with a conservation management strategy, conservation management plan, or management plan established under the Conservation Act 1987 or any other Act specified in the First Schedule to that Act; and*
- (b) Does not have a significant adverse effect beyond the boundary of the area of land.”*

4.5 “Essentially Waiheke” – An Urban And Rural Community Strategy (Auckland City)

“Essentially Waiheke” A Village and Rural Communities Strategy has been adapted from the Liveable Communities framework. The central theme of “Liveable Communities” is to create people-centred urban environments where people live within walking distance to work, schools, civic facilities, shops and parks, and have easy access to public transport. On Waiheke these things are generally desirable, although modifications have been made to make the Liveable Communities framework more relevant to the island’s environment.

The main purpose of the Urban and Rural Community Strategy is to establish a community approved framework for Waiheke's development and to signpost the directions towards a sustainable future, where opportunities for development are facilitated and the island's community values and outstanding natural environment are respected and nurtured. The strategy articulates in a Waiheke specific way the Auckland Vision 20/20 - First City of the Pacific - by recognising the island's unique and valued natural environment, promoting prosperous and strong communities and by celebrating and recognising the diversity within Auckland City, and on Waiheke Island particularly.

Key issues set out in the strategy include the following:

- The strategy acknowledges that the demographic and economic characteristics of Waiheke will change over time.
- Demographic change and economic growth on Waiheke will increase the demand and expectation for utilities, roading and transport systems, community services and amenity features.
- The strategy is a tool that assists us to recognise the constraints and opportunities for development of these features. It will provide guidance for investment decisions that must be made and will guide our actions to ensure that the things, which people value most about the island, are protected.

The draft strategy sets out a number of principles. The first principle relates to environmental protection. Notes as name the development will be restricted where there are identified environmental and amenity constraints in order to protect essential and valued resources and maintain public health and safety. The principle relates to economic development and employment. The aim is stated to be the fostering of long

term economic growth and small-scale business activity will be encouraged to provide a diverse range of employment opportunities in appropriate locations on the island. A relevant principle is that physical and social infrastructure, which mitigates the adverse effects of increased population growth and visitor demands on the island, is recognised. Also, that strong healthy business centres compatible with the character of their respective communities, e.g. Oneroa, Ostend, Onetangi are maintained.

Further on a number of principles are set out in respect of protecting and enhancing Waiheke's character. The central principles are:

1. Areas of low density, semi-rural land between and around existing residential settlements are maintained
2. The green, bush-clad character of the island is maintained and enhanced
3. The unique identity of each village is fostered by concentrating shops and community facilities to create village centres and places for residents to meet and interact
4. A wide range of activities in each centre is encouraged
5. An active, attractive, accessible and safe pedestrian environment is maintained
6. Significant archaeological and heritage features..... are identified and protected from inappropriate development where preservation can be ensured and disclosure will not put the items at risk
7. Indigenous vegetation on Waiheke is protected and enhanced through the district plan provisions..... establishment of trees in the urban landscape is encouraged through education and promotion
8. Coastal waters, bridal trails and walkways, access to beaches and the coastline are protected
9. Land is maintained for productive rural uses

Some of the key strategies stated that relate to those principles include:

- Providing for a variety of buildings that complement the landscape but do not dominate it
- Encourage alternative sewage disposal systems and in particular those which minimise the requirement for water and foster lots of specific and/or small scale community based options
- Closely monitor the demands placed on the island by recreation and tourism
- Develop policies and strategies to minimise the adverse effects of tourism on Waiheke Island

The strategy states also principles in respect of location of development. The aim is stated to be to ensure that existing vacant residential land is filled up first and that the boundaries of existing villages are maintained and if possible an area of land that accommodate future population growth is identified. The central principle in respect

of that matter is stated as being to ensure that a clear, urban, rural distinction is maintained.

In Part 2 of the draft strategy a development strategy is set out. In addition to other generic principles, the development strategy is stated to be based on the premise that sufficient capacity exists within the existing village structure (defined by the boundaries of land units 11 & 12) and in existing rural areas to accommodate expected growth over the next 10 years.

It is also stated that -

- *A conservation based approach to urban growth is also carried through in respect of the development facilities for visitors.*
- *The theme of eco-tourism or low impact tourism will be promoted as appropriate for Waiheke Island. This promotes development of facilities at a scale such that the landscape and environmental values unique to Waiheke are protected, preserved or enhanced.*
- *Commercial and industrial activity will continue to be located in existing areas set aside for those purposes.*
- *Mixed use development will be encouraged where appropriate*

It is also noted in the strategy that short to medium term demand for additional residential land will be accommodated by way of substantially using up the existing stock of vacant residential land within the existing villages, allowing for an increase in the average number of people per dwelling and turning temporary holiday homes into permanent accommodation. This approach is in keeping with the community's desire to retain the existing village structure on Waiheke.

In general terms the development strategy seeks to provide for a conservation based approach to urban growth, which is also carried through in respect to the development of facilities for visitors. The theme of eco-tourism or low impact tourism will be promoted as appropriate for Waiheke Island. This promotes development of facilities at a scale such that landscape and environmental values unique to Waiheke are protected, preserved and enhanced.

In Part 3 of this strategy document reference is made to physical infrastructure. In respect of wastewater and effluent disposal it is noted that independent on-site systems will continue to be the primary method for effluent and wastewater disposal on Waiheke for the short to medium term future. Reference is made to the gradual introduction of alternative water conserving devices and effluent disposal methods as the traditional older infrastructure fails and needs replacing. It is recommended that for sites within flood hazard areas and in areas with poor drainage that small scale community based systems are appropriate solutions for Waiheke. Large developments such as visitor facilities are required to have a development based on-site effluent treatment and disposal system. The document then sets out key strategies and actions, which include the encouragement of alternative sewage disposal systems, and, in

particular, those that minimise the requirements for water and foster lots of specific and/or small-scale community based options.

In Section 4.1 it is noted that in recognition of the islands development potential and the growing importance of Waiheke as a tourist destination it is essential that provision is made for improving transport infrastructure.

As a key strategy and action it is stated that the Council will “ *consider the environmental and social implications of roading and transport projects and their effect on the spatial land use patterns on the Island*”.

The proposed Plan Change allows for some residential development at Matiatia. This is limited to a maximum of 10,000m² gfa. That equates to some 70-100 dwelling units provided within a mixed-use development where the physical and cultural emphasis will be on retail, visitor and commercial activities. In addition, that residential component will exist within an environment dominated by the activities associated with Matiatia as a ferry terminal destination. In that respect, the residential component at Matiatia does not comprise a ‘new village’ as discussed in ‘Essentially Waiheke’.

In that regard then the proposal is not inconsistent with the strategies set out in ‘Essentially Waiheke’. The overall scale of the likely development, the composition of land use activities and the concentration of those onto a discrete and small area of land (3ha) constitutes a totally different urban form to that contemplated when considering the main elements of a new village that may be provided for to enable the continued growth of Waiheke Island.

In addition, the Matiatia development enabled by the provisions for Land Unit 27 will maintain a key element of the preferred form of growth on Waiheke in that there will continue to be a strong physical buffer between Oneroa as the nearest Village. That buffer will be provided by the essence of the continuation of Land Unit 22 and the existing development in that area, which with the associated protection covenants guarantees that rural buffer’s longevity, and also by the addition of proposed Precinct 6 (wetland) within Land Unit 27, which will add to that existing buffer by vesting that area in Council as reserve. Part 1 of the Essentially Waiheke document sets out matters related to “Principles of the Strategy” and the Proposed Plan Change is supportive of those general strategic directions and principles, particularly in terms of environmental matters, economic development and employment matters and the focus on ensuring the retention and enhancement of Waiheke’s character.

The provisions of Proposed Land Unit 27 are consistent with the Principles of Location set out in ‘Essentially Waiheke’ as well as being consistent with Part 2, Key Strategies and Actions. Similarly the applicant’s proposal is not inconsistent with the matters set out in Part 3 of that document in regard to physical and social infrastructure.

The Plan Change proposal is also not inconsistent with the directions set out in Part 4 in relation to transportation, particularly in respect of public transport.

Overall it is noted that the focus in ‘Essentially Waiheke’ is related to a new residential village, as opposed to the built environment promoted through the Plan Change proposal, which provides for a ‘zoning’ framework that reallocates existing land use and development potentials within a site and in doing so, enhances environmental and cultural sustainability within a structured, mixed used environment.

In respect of appropriate land uses at Matiatia, the development of activities that meet resident and visitor needs and are focussed on the main transport node, are consistent with that strategy. In that sense, the proposals for land use activities as provided in the proposed Plan Change documents give effect to principles of sustainability and energy efficiency and are strategically sound.

In Section 4.2 of the Essentially Waiheke strategy, parking matters are addressed. It is stated that provision of vehicle parking requires an integrated approach, which considers commercial business viability, public transport, consumer needs and carparking. A balance is needed to ensure that commercial centres and transport nodes utilise land efficiently and limit carparking areas, if necessary, so that pedestrians, cyclists and public transport passengers have safe access, and that the amenity and "sense of place" is maintained. One of the stated aims is to ensure that there is a parking supply on Waiheke, which supports the use of public transport and supports the viability of businesses. The proposals by the applicant provide the prime opportunity to achieve the latter aim.

Another stated strategy is to investigate opportunities for land acquisition or designation in strategic locations to develop car parking. The applicant's proposals provide for a joint venture approach whereby the mechanisms to achieve that aim are put in place through the proposed land unit rules and provisions.

Section 4.3 of the Essentially Waiheke strategy addresses matters related to wharfs.

It is stated “wharfs will continue to be the primary point of entry to the Island”.

An associated key strategy is that Council will make provision for car parking at Matiatia with the priority being for disabled parking first then passenger transport services, than car pooling and finally short term/casual commuters. Also as a strategy Council seeks to continue to separate vehicles from pedestrians at the Matiatia Wharf area.

The Plan Change proposals will achieve those outcomes and thus fulfil public good outcomes in that respect.

Additionally, the strategy for wharfs includes the goal of optimising the use of existing wharfs and facilities before a new terminal is established.

The Plan Change proposals will optimise the use of Matiatia as a ‘gateway’ by enhancing efficiencies of the movement of people and vehicles in and through the area.

An additional strategy seeks to develop a Wharf Management Plan for Matiatia in consultation with the community. There is now a draft Matiatia Transportation and

Parking Plan (attached as part of this report). The Plan Change proposals have been developed in accordance with the Council's traffic engineer and consultation meetings have been held with Transport and Roding Service (TARS) division of Council.

The Proposed Plan Change will provide a vehicle for community consultation in respect of the roading, parking and traffic management outcomes that the Plan Change will facilitate. Those proposals reflect a transport management strategy and future development plans that reflect a lengthy, iterative process between council and the community.

4.6 WAIHEKE ISLAND'S ECONOMIC FUTURE -AN ANALYSIS FOR WAIHEKE ISLAND'S ECONOMIC FUTURES, A Report for Auckland City Council by A. Johnson dated May 1999

This report of which a summary is appended, refers to the "Essentially Waiheke Strategy" as part of the liveable communities process and notes that for Waiheke Island, three growth options were being considered. .

The key points or conclusions that emerged from the study are as follows:

- It is an inevitability that Waiheke Island will continue to grow
- The economy of Waiheke Island is small and vulnerable. Retailing and household services have always been the mainstay of the Waiheke economy and this part of the economy is still very seasonable in its activities
- Waiheke will continue to be a suburb and commuting to the Auckland CBD is likely to become the prevalent worker response. It is likely that much expenditure will leak out to off-island businesses as commuter numbers increase so too will accessibility to the mainland improve, possibly creating a cycle of growth reinforcing growth.
- The two main options in terms of growth management are either to react to growth and change or to respond to it. Managed growth scenario is seen as being more responsible in its approach. It is based on accepting the inevitability of growth and of working as creatively as possible with this dynamic to ensure that the growth is more democratic and lives within the limits of the local environment. [Note: Appendix 1 of the report sets out estimates of Waiheke Island visitor numbers].

In respect of the proposed Plan Change, the report establishes that the most appropriate response to growth is to adopt a proactive approach and to facilitate appropriate Plan Changes where identified needs are seen to arise, based on either Council research or signals from the market place. In this instance the application lodged by the main landowner at Matiatia, Waitemata Infrastructure Limited, has identified clearly the fact that market trends and needs, population growth trends and the potential unsuitability of the built form likely to arise from the current 'zoning regime' in Land Unit 25 creates a need for a revision of the existing Land Unit 25 provisions.

4.7 FORECASTS FOR THE HAURAKI GULF ISLANDS - October 1996, A Report Produced by the Strategic Development Group of Auckland City

This report was prepared for the Council's Transport and Road Planning Group for use in their work on the Hauraki Gulf Transport Strategy. Section 7 of the report sets out matters in respect of recreation and visitor facility. The general conclusion reached is there was still significant scope for new facilities and activities to be added to the Island before amenity and environmental qualities will be damaged. That conclusion was based on results from the ACC Gulf Islands visitor survey published May 1995. It is noted that the 'Outstanding Auckland' plan proposes the addition of wharfs around the Gulf including Waiheke. It is also noted that there are a number of amenity improvements, in particular to the Oneroa village centre, which will add value to the attractiveness of the island. It is noted that attractiveness relates to standard of amenity and lifestyle quality of the islands which set it apart from mainland urban Auckland and that the more residential and commercial development on Waiheke resembles suburban Auckland, the more it will be perceived as just one of the many coastal spots in Auckland that is worth a day trip. It is also noted that greater suburbanisation such as reticulation and infill will tend to reduce the attractiveness of the island to visitors rather than to residents as a group, thus reduced attractiveness will tend to reduce visitor numbers during peak season but not lead to a net loss of residents or population growth.

4.8 PROJECTING COMMUTER, VISITOR AND TOTAL PASSENGER GROWTH – MATIATIA - WAIHEKE ISLAND TO THE YEAR 2016, A Draft Report for TARS, ACC, Prepared by Resource Management Solutions Ltd (RMS) 2002

This report notes that;

1. Auckland City Council is preparing a Matiatia Traffic Management Plan for the Matiatia precinct which includes the Matiatia wharf related area of Ocean View Road and adjoining land to the southeast owned by Waitemata Infrastructure Limited.
2. The proposed development of adjacent land by Waitemata Infrastructure Limited provides an opportunity for the Auckland City Council and Waitemata Infrastructure to jointly address existing traffic and parking issues currently associated with the area, as well as planning for parking and traffic circulation pressures associated with future increases in commuter and visitor numbers.
3. This report is designed to assist in the preparation of the Matiatia Traffic Management Plan by providing projections for commuter and visitor growth. It was anticipated that projections on commuter growth would assist in developing appropriate facilities for commuter parking while projections for visitors to the island would assist in the development of visitor related infrastructure such as taxi and bus parking and turnaround areas.
4. While commuter growth is examined as a function of population growth, which is based on reliable census figures, this report concludes that it is

problematic to project visitor growth, as no data exists on the numbers or type of visitors (non-commuters) travelling to the island. Instead this report provides projections on the total number of passengers travelling through Matiatia, however it is considered that this projection does not present the same degree of assistance for the development of the Matiatia Traffic Management Plan.

The proposed Plan Change is consistent with meeting future needs and expectation of visitors and residents as identified in the report.

4.9 A VISION FOR MANAGING GROWTH IN THE AUCKLAND REGION **Auckland Regional Growth Strategy 2050**

The Regional Growth Strategy rates as a core element the concept of sustainability. Key features of the growth concept are described in Chapter 3 of the Regional Growth Strategy. Part of that strategy is that development of the most highly valued and sensitive natural areas is avoided. The unsuitability of such areas for future urban development is emphasised. Such areas range from the Waitakeres and the Hunua Ranges through to Waiwera, Okura, Eastern Waiheke Island, Whitford and Puhoi areas which also have significant environmental values worthy of protection from urbanisation. The growth concept is based on compact urban environments. This means that where urban growth occurs whether as part of the existing metropolitan urban region, satellite town or rural or coastal town, it should result in a compact urban form to avoid spreading the effects of urbanisation over a greater area. The growth compact puts greater emphasis on urban intensification and urban expansion.

The metropolitan urban limits set out in the Regional Policy Statement 1999 include the urban parts of the western end of Waiheke and exclude the rural sectors on the west and the east.

Following regional strategies and growth directions, the consolidation of transport related services around the passenger transport node at Matiatia as promoted by the Plan Change is entirely consistent with a need to provide for a range of services and facilities, that meet the emerging needs of the changing and growing resident and visitor populations.

4.10 Hames Sharley Report

Waitemata Infrastructure Ltd, as the applicant for the Plan Change, commissioned a study by Hames Sharley Limited, who are specialists in the area of socio-economic and demographic trend analysis.

That report forms part of this Section 32 analysis and the key conclusions from it are summarised in the appendices to this document.

The Hanes Sharley study found that *“Visitor numbers, including day-trippers, are continuing to grow at a rate of 5.0% to 8.5 % per annum based on the present estimated number of 500,000 per annum. Strategies by Auckland City Council and the tourism sector, that seek to reduce the fluctuations in the local economy arising from seasonality, will also continue to contribute to the creation of a more robust local economy”*

and

“As the activity mix for private development within the “re-classified land unit” is envisaged by the proponents of the Plan Change to be orientated toward visitors, it is anticipated that additional visitor expenditure will be generated on the Island. This will result from both an increased numbers of visitors to Waiheke and increased spending by these visitors (as a result of there being more tourist-orientated shops and facilities on offer to them as well as being a consequence of an overall increase in available activities and destinations on the Island and in the Gulf). With the preferred activity mix favoured towards visitors, there is likely to be a proportionate reduced negative effect on the existing local market”.

and

“The total number of visitors to Waiheke are forecast to increase by approximately 80,000 visitors per decade over the next 20-year period (based on the 70% analysis). Over the next ten years, the analysis estimates that visitor number will increase by between 71,000 and 95,000 visitors, equivalent to a 19% increase”.

The proposed Plan Change is considered to be consistent with a strategic approach to establishing resource management processes and controls that provide for future needs while giving effect to the statutory directions set out in the Resource Management Act 1991, particularly in regard to sustainable development.

4.11 HAURAKI GULF TRANSPORT STRATEGY-Nov 2000

In August 1993 the Auckland City Council Planning Committee resolved "that the provisions of the Strategic Plan seek a transport system that fully meets the travel needs of tourists to the [Gulf] islands and the islands' local communities."

The resolution was made in response to the lack of a strategic basis for the Council's involvement in Gulf transport system, and the presence of many transport issues of concern to the Gulf communities.

The aims and key actions of the Gulf Transport Strategy 2000 are integrated into the “Essentially Waiheke– A Village and Rural Communities Strategy”, to assist communities to develop as places where people can live within walking distance to work, schools, community facilities, shops and parks, and have easy access to public transport.

The Gulf Transport Strategy's aim and objectives are as follows.

Aim

“Meeting the transport needs of the Hauraki Gulf Island communities and visitors to the Gulf, in a safe, efficient and cost effective manner which does not compromise the essential character of the islands and conforms to acceptable environmental standards.”

Objectives

- a) To facilitate an efficient, cost effective and safe transport system which meets the passenger transport and freight needs of the island communities and visitors to the Gulf in a sustainable manner;
- b) To advocate for an appropriate level of public passenger transport service so that all residents have access to community services and facilities
- c) To facilitate the provision of the transport infrastructure required to support the level of transport services
- d) To minimise the adverse effects of the transport system on the environment
- e) To facilitate mechanisms for funding for the required level of transport services and infrastructure
- f) To facilitate the integration of all Gulf transport services to provide the most cost effective service possible
- g) To provide mechanisms for monitoring transport requirements in the Gulf and recommending transport services/infrastructure changes as required

4.12 WAIHEKES GROWTH AND RELEVANT STRATEGIC DIMENSIONS

A number of Council documents and allied reports have been considered as part of the process of developing the proposed Plan Change provisions.

Those include the following documents and key conclusions derived from each document are referenced below as they establish the context into which the proposed Plan Change falls and enable an assessment of how it will secure the stated strategic outcomes of Council and the Community.

PART B- ASSESSMENT OF ENVIRONMENTAL EFFECTS

The provisions of the Act require an assessment of effects where a proposed Plan Change has potential effects that need to be considered.

1.1 HAURAKI GULF ISLANDS DISTRICT PLAN

The HGI Operative Plan sets out a number of strategic directions that are relevant to the proposed Plan Change. These have been fully considered as part of the detailed analysis carried out to give effect to the requirements of Section 32 of the Act.

Part 3.9.1-Vision

The expected outcome of the Plan is to present and achieve a clear vision of the future management of the physical and natural fabric of the Hauraki Gulf Islands. The fundamental community values and aspirations for the management of the natural and physical resources of the Hauraki Gulf Islands are expressed in appropriate objectives and policies and rules for the management of those resources in a way which benefits residents as well as the wider community and which leaves a suitable legacy for future generations. In particular:

1. The distinctive and unique character of the Islands is conserved. The Plan secures a quality of protection and development, which will produce a heritage for the future.
2. A range of living environments across the Hauraki Gulf Islands will be provided for in order to cater for the diverse housing needs of the population. It is envisaged that a wide spectrum of housing choices may develop, ranging from single dwellings located on smaller lots in a more traditional urban fashion, to multiple dwelling opportunities on some larger rural lots.
3. The widest opportunity is given to different cultural groups to allow expression of the significant elements of their culture and identity.
4. Particular recognition is given to Maori and the retention of their special status as tangata whenua.
5. The effect of conservation and heritage related provisions is to create a management structure which recognises conservation and heritage protection issues as a central and all pervading aspect of the Plan.
6. The Plan acknowledges the importance of recreation and visitor activities to the long term economic viability of the Hauraki Gulf Islands and seeks to create a regulatory climate which maximises the ability of residents in particular to take advantage of economic opportunities. The evolution of technology allows for a more flexible approach to the location of activities. The Plan establishes the environmental limits within which those activities must operate. These limits are focused on the management of the effects that such activities may have on their surroundings.
7. Farming, in particular, pastoral farming, is recognised as a significant component of the economic and social structure of the Gulf Islands. The Plan provides opportunities for the productive potential of the Islands' resources to be realised while ensuring environmental effects are avoided or mitigated.
8. The flexibility of a planning approach based primarily upon managing effects offers all economic activities in the Hauraki Gulf Islands much more opportunity

to focus decision-making on achieving efficiencies of location through the choice of sites which maximise return and offer economies of scale. These decisions are, however, also tempered by the necessity to ensure that such choices are made in recognition of the land use capability of differing parts of the Hauraki Gulf Islands. It is anticipated on Great Barrier Island in particular that there will be a lessening of the clustering of similar land uses which results from the activity-based patterns of zones that have occurred in the past. There may, however, be some opportunity for the clustering of activities, which have like environmental effects and benefit from particular locations. This approach will more likely facilitate sustainable land use management at the western end of Waiheke Island. It is also anticipated that locational decisions made can result in efficiency gains in the use of transport and infrastructure.

Through the regulation and control of the effects of activities, the Plan should establish a continuum of amenity and infrastructure.

9. An underlying intent of this Plan is to ensure the maintenance of an efficient infrastructure for communication and access within the Hauraki Gulf Islands. The importance of securing a high level of access to services and community facilities such as health and educational facilities, is fundamental to the well being of the people of the district. The continued provision of efficient and effective transportation systems and networks is essential to the sustainability of the economic fabric of the Hauraki Gulf Islands.

10. The strategic effect of the Plan is to set the stage for the residents to carry on their lives in an environment which maximises their ability to realise their personal, cultural and business aspirations in a way that does not detract from the ability of others to do the same, and which affords future generations the same level of opportunity.

The nature of this District Plan is intended to support the provision of activities, which will create employment opportunities on the islands for residents, which will in itself lead to the economic growth of communities. Such growth should lead to increased opportunity for the development and maintenance of recreational and community facilities. The need to allow for innovation and flexibility in land use activities is recognised in the Plan as being a key to creating a healthy future for the residents of the Hauraki Gulf Islands.

11. The Plan seeks to give effect to the requirements of the Resource Management Act by using different approaches within a regulatory control process.

On Waiheke Island, the extent and location of existing urban type land use activities, coupled with subdivision patterns has resulted in a need to continue the consolidation of development as the most effective way to achieve sustainable land use in the western end of the Island.

On Great Barrier Island, the reverse is true, with a policy of dispersion being fostered as an outcome of the Plan.

These two outcomes are the result of the more specific strategies for the Inner and Outer Islands as expressed in Part 4 of this Plan.

3.2.2.9 Transportation and Roothing

Issues of transportation and roading are important for the future development of the Hauraki Gulf Islands. The Islands are accessed primarily by water transportation and to a lesser extent by air. It is important that the Plan provides for varying air transport needs in appropriate land units. As a consequence, there is a direct relationship

between the effectiveness and efficiency of transportation services to the Islands and the need to ensure that there is an adequate and appropriate infrastructure at entry points. Access points on the Auckland Isthmus are equally important.

The effectiveness and efficiency of transportation services to the Islands are an important factor in terms of facilitating an economic infrastructure compatible with future aspirations of the residents of the Hauraki Gulf Islands. Local patterns and standards of roading on the Islands are also important issues in terms of the relationship with levels of achievable development. While an appropriate level of roading access is desired, the necessity to meet the same standards as for roading in the Auckland Isthmus urban context is inappropriate.

3.2.2.10 The Residents

The people who live on Hauraki Gulf Islands have made a conscious choice to live there knowing that there are a number of limitations and constraints. The Plan recognises their rights to earn a living, achieve quality of life and enjoy the place they have chosen to live in but also recognises that careful land use management is necessary if the very values they hold as important are to be preserved. A partnership approach to land use management is necessary and the particular type of regulatory system this Plan adopts recognises a need to create flexible land use opportunities based on sound environmental management.

3.2.2.10 Recreation and Visitors

The Hauraki Gulf Islands offer a wide range of recreational and visitor activities. The effects of those activities and the way that they can be managed to minimise or avoid detrimental impacts, is a major issue, which the Plan must deal with. The diverse nature of the natural and physical environment of the Hauraki Gulf Islands means that there are varied potentials for different parts of the area to be subjected to differing use, pressures and effects. As a result, the Plan needs to establish a management process for those type of activities in recognition of the need to manage resources in a sustainable manner.

A number of community initiatives seek to promote recreational and visitor activities on the Islands. The Plan recognises the need to foster such initiatives and facilitate an integrated approach to the development and management of recreational and visitor activities in the Gulf Islands through to local community level.

1.2 STRATEGIES

3.3.2.9 Transportation and Roding

In the Hauraki Gulf Islands residents and visitors depend primarily on public sea and air transport systems. On the islands, particularly on Waiheke and Great Barrier Islands, the extent and standard of roading must be managed in social, economic and environmental terms to ensure that services are adequate to needs. It is important to provide for the various needs in air transport in appropriate land units and to protect commercial airstrips from encroaching activities that might compromise their long term operation.

The Plan seeks to ensure that access both to and within the Islands is facilitated, but in a manner compatible with the environmental values of the area and district. Roding should be formed and maintained so that minimal adverse environmental effect occurs. Sea and air termini should be located, built and operated so that

efficiency is maximised, visual impacts minimised and environmental impacts avoided or mitigated. The effects on residents is a priority in assessing need for any such services.

3.3.2.10 Recreation and Visitors

A range of recreational activities are available in the Hauraki Gulf and there are a high number of visitors to the area, mainly from the Auckland region. The strategy is to provide for a range of recreational uses and opportunities through a management process, that recognises the need to protect the Islands' natural and physical resources and to avoid or minimise adverse effects of developments associated with visitor and recreational demands. An important part of the strategy is the recognition of the limited carrying capacity of the environment and the need to ensure that visitor and recreational uses are at a small scale and of a low impact in keeping with the character of the Hauraki Gulf Islands.

A comprehensive tourism and recreation strategy implemented through means outside of this plan and enables the integration of initiatives is a key component to achieving these objectives.

1.3 DISTRICT PLAN OUTCOMES

Transport

To ensure that the residents of and visitors to the Hauraki Gulf Islands are supported by an effective and efficient transport system without compromising environmental and amenity values.

Means

1. By providing for various air and sea transport facilities and infrastructure on the basis of need.
2. By ensuring that entry points to the islands are linked by an effective roading system which is of a standard appropriate to the scale and intensity of development on the Islands and adequately meets the needs of the residents and visitors.
3. By ensuring that the formation and maintenance of any transportation systems including roads, takes place so that a goal of maintaining environmental values and qualities is achieved.
4. By using financial contributions derived from subdivision and development to maintain and improve transport services and infrastructure, so that they are compatible with land use opportunities and activity levels.
5. By establishing management systems and infrastructure so that the traffic impacts arising from the activities of residents and visitors are mitigated or avoided.

1.4 Western Waiheke Strategy

Strategic Management Area 18

The eastern boundary of the Western Waiheke SMA defines the separation between the major areas of urban and rural activities on Waiheke Island. The boundary distinguishes that part of Waiheke where urban-type activities have developed and will be provided for in the future (Western Waiheke SMA) from that part which has

historically supported rural-type activities which will continue to be the principle land use activity (Eastern Waiheke SMA).

The Western Waiheke SMA coincides with that area of Waiheke Island identified in Regional policy as the preferred location for future growth on Waiheke. The Regional policies are aimed at securing the better use of existing resources and, in the particular instance of Waiheke Island, contains policies aimed at limiting further urban development to those areas already zoned for such uses.

(It is noted that Land Unit 25 is an urban land unit and falls into the above category).

It is the intent of the resource management strategy for the Western Waiheke SMA to secure the present open pattern of development in the future and thereby retain the identity and character of Waiheke. The dispersed form of development contributes much to the overall character of the area and is, to a large extent, shaped by the natural features of the island. Accordingly, the existing villages will not be permitted to merge and thus produce a continuous urban-type landscape as this is considered to be in conflict with the resource management strategy of the Hauraki Gulf as a whole. Rather, the future emergence of additional land use activity will be centred on the existing nodes where sufficient land is available for foreseeable development without further spatial dispersion of activities, except where the creation of new nodes is justifiable and will sustain the natural environment.

Resource Management Issues

The context of Western Waiheke for which the provisions of the Plan have been formulated gives rise to a number of resource management issues.

- The capacity of the natural and physical landscape to sustain further urban development and intensive land use activities.
- The protection of those identified qualities of the natural environment that constitute the special character of this area in particular those associated with rural land and open space character.
- The recognition of the constraints on development arising from the existing pattern of subdivision and the need to ensure land use activities are compatible with land capabilities.
- The need to provide for sustainable systems of effluent disposal in a manner which does not compromise the qualities of the natural environment, including wetlands, estuaries and streams, and coastal waters.
- The need to ensure that development within the strategic management area makes effective use of the existing roading system.
- The need to ensure the retention and enhancement of the physical nature and amenity of the built environment.
- The maintenance of discrete urban type settlements separated by areas of land having a predominantly rural open space character and a consequential low density of buildings in the landscape.
- The need to provide opportunities for the economic and social growth of the residents.
- The protection of the main rural headlands as a means of enhancing urban character and visual amenity values.

Resource Management Strategy

The resource management strategy for the Western Waiheke SMA is based on the resource management issues identified. The strategy is to direct further urban growth to land within the village type settlements, and to maintain the open rural landscapes, which surround them, along with the protection and enhancement of the coastal environment.

The landscape qualities of the Western Waiheke SMA are worthy of protection and enhancement. Landform features, vegetation and rural areas constitute elements of the natural environment that give this part of Waiheke Island its essential character. The future integrity of the landscape could be compromised by unsympathetic development that fails to recognise these qualities or fails to accommodate them.

The strategy enables development to take place in a manner which does not compromise the valued qualities of the natural and physical environments and which over time leads to the improvement and enhancement of these qualities. Continued urban development will be enabled within existing areas, at a scale and in a style, which complements the natural qualities of the area.

Open landscape areas contained within Land Units 20, 21 and 22 comprising land capable of rural land use activities and development will secure an open rural landscape as a means to achieve environmental, social and economic goals and objectives. As a result, the existing patterns of development will be continued to retain the environmental qualities which make the area attractive for living, working and recreation and so that sustainable land use occurs.

OBJECTIVE

To enable continued urban growth within the existing urban areas.

Policies

- A. By providing for a range of land use opportunities within urban land units subject to meeting environmental standards and limiting off-site impacts of development.
- B. By establishing specific rules related to particular Policy Areas to secure appropriate land use activities in key areas.
- C. By relating development potential to the land use capability of land units in order to avoid cumulative negative development impacts.

OBJECTIVE

To maintain the existing pattern of urban type settlements, separated by rural open space.

Policies

- A. By using rules for the subdivision of rural land which secure the continuation of rural open space between urban areas.
- B. By using land units 20, 21 and 22 to create rural buffers and green belt areas between separate village forms of urban type development.

- C. By protecting and seeking the enhancement of the landscape and amenity values of the natural environment.

OBJECTIVE

To ensure that the future scale and intensity of land use activities and development does not compromise the natural environment.

Policies

- A. By using performance standards to manage the effects of activities within land units.
- B. By controlling the density and scale of buildings.
- C. By ensuring that the scale and intensity of development is compatible with the carrying capacities of the strategic management area and individual land units.
- D. By securing the retention of rural open space buffers between urban areas.

1.5 ASSESSMENT

The above strategies, objectives and policies have been considered as part of the process of formulating the Plan Change provisions.

The proposal is considered to be consistent with all of the relevant statutory provisions.

The strategic directions and outcomes that the District Plan seeks to secure will be achieved by the land use activities that the proposed Land Unit 27 provides for.

The Land Unit 27 provisions will continue to maintain the existing pattern of urban type settlements separated by rural open space and will enable continued urban growth within the existing urban areas.

The need to provide for sustainable means of effluent disposal in a manner which does not compromise the qualities of the natural environment, including wetlands, estuaries and streams, and coastal waters can be achieved. Precinct 6, the wetland and stream areas within LU 27 are to be specifically protected.

All development within the Land Unit will make effective use of the existing roading system and the proposal will enhance the effectiveness and efficiency of the roading network at Matiatia.

The applicant's proposals are consistent with the strategy for the Western SMA, that seeks to ensure that the future emergence of additional land use activity will be centred on the existing nodes, where sufficient land is available for foreseeable development without further spatial dispersion of activities, except where the creation of new nodes is justifiable and will sustain the natural environment. The proposal is also consistent with the outcomes set out in Essentially Waiheke as already noted.

The proposals will ensure that the residents of and visitors to the Hauraki Gulf Islands are supported by an effective and efficient transport system without compromising environmental and amenity values.

The Matiatia entry point to the island will be better linked to an effective roading system appropriate to the anticipated scale and intensity of development on the Islands and one that adequately meets the needs of the residents and visitors.

The applicant's proposals reflect an evolution of the planning regime for the area which is subject to the Plan Change proposal.

The District Plan was first drafted in 1992 and was made Operative in September 1996. Having regard to the requirements of the Act, the Plan is thus due for review in 2006-some four years away.

However, the growth rates for both residents and visitors to the Island have created a need to review many of the provisions of the Plan in advance of that date. Thus there are a number of reviews underway of various planning controls including subdivision, ridgeline development, earthworks, heritage matters and so on. Because of the growth factors relevant to an assessment of alternative 'zoning' strategies for Matiatia, the current Plan Change proposals anticipate the need to review the provisions of Land Unit 25 as they relate to Matiatia and thus set in place a public process for debate about appropriate planning controls.

The Plan Change provisions are considered to be consistent with the current strategic outcomes sought by the Plan and where appropriate introduce new directions and elements that reinforce the long term significance of Waiheke Island in a regional context and the importance of Matiatia within that framework as the key Gateway to the Hauraki Gulf.

2.0 PROPOSED PLAN CHANGE PROVISIONS

Following the above documented research, analysis and consultative processes, the applicants prepared a proposed Land Unit 27 for the Matiatia area, which is considered to more appropriately provide for the future needs that have emerged from that comprehensive research.

Those provisions continue to embrace many of the fundamental elements of the 'zoning' regimes that have been applied to the land since the notification of the Third Review of the Waiheke District Plan.

As noted above in this report, the main aspects where changes are deemed necessary relate to the spatial distribution of land use activities and buildings on the ground, as well as to the actual range, scale and diversity of appropriate activities. In addition, significant environmental and design principles and requirements are embraced in the Plan Change provisions. Overriding those initiatives are the proposals that will enable to resolution of significant transport and parking issues.

A significant driver for the proposed Plan Change, as already noted, is the projected demographic trends for visitors and residents, the increase in ferry transport activities and the emergent difficulties of managing the effects of transport related activities and the provision of allied services within the available land owned and/or managed by the Council at Matiatia. In order to give effect to the strategic and resource management objectives that relate to Matiatia, a significant threshold or milestone has been reached in terms of the need to resolve a number of conflicts and needs urgently within a spatial land use framework that disregards land ownership patterns initially and simply provides appropriate solutions. This led to the Precinct Plan included as

Figure 9 in the proposed Plan Change provisions. Figure 10 illustrates the area to be vested in Council as reserve by way of a financial contribution allowance.

The applicant's proposals seek to resolve identified issues and land owned by the applicants is effectively made available to the Council through the Plan Change provisions so that the necessary strategic and functional outcomes to provide for properly managed growth at Matiatia are facilitated.

The associated need for some land ownership rearrangements is a consequence of the proposals but is inherently integral to them as an overall outcome in order that public and private objectives can be aligned and realised.

2.1 KEY COMPONENTS OF PROPOSED PLAN CHANGE

The key components of the Proposed Land Unit 27 provisions include;

- A Stated Philosophy and Vision that recognise the Gateway role and image of the area to residents and visitors
- Resolution of access and parking issues
- Rationalisation of land ownership to resolve transport and access matters
- Managing the Matiatia 'arrival catchment' as a whole (wharfs, corridor and private land)
- Separating out Matiatia strategically and functionally from the existing LU 25 areas
- Enabling a mix of uses that focus on visitors, residents, tourism and transport related activities
- Removing inconsistencies and uncertainties from the current Plan provisions applying to the area
- Adding value to other activities on the Island and minimising negative economic seasonality effects
- Reinforcing Waiheke as a destination and creating a strong marketing base focussed on the key arrival/departure point
- Recognising the interplay between environment, the knowledge wave, tourism and land use management strategies
- Enabling a clear vision of built form while providing flexibility within an iterative development process
- Driving built environment outcomes and land use management through performance codes (for design, services, environment etc) rather than through standard regulatory approaches
- Minimising the need for notified resource consents where developments meet a design code and clearly stated performance standards (e.g. Matiatia Design Guidelines)
- Adopting an integrated approach to the development of the wharfs, the land behind them and the road corridor to Oneroa Village
- Creating a development at Matiatia with a high quality of built form that focuses on pedestrian connections, open space and amenity outcomes
- Minimising potential pollution of the adjoining coastal waters of the Bay and beyond

- Creating opportunities for business that relate to transportation, tourism services and products, recreation, commercial activities, retail activities and entertainment (not exclusively)
- Maintaining the effects based approach of the Plan
- Using a structure plan type approach to defining spatial outcomes and activity relationships –the use of Precincts
- Protection and enhancement of the natural features including wetlands and vegetation and natural waterways. Mechanisms to facilitate preservation, management (including clearing and replanting where appropriate) and setting aside of open space and reserve areas.
- In order to manage the spatial relationships of development within the new Land Unit, a precinct plan with associated precinct specific development controls is seen to be the preferred method

2.2 WASTEWATER AND STORMWATER DISPOSAL

These matters have been addressed by KEA Ltd, Waitemata Infrastructure Limited's engineers.

Their assessment noted in particular;

“Hydrology

The conclusions derived from the results of modelling the floodwater generated from both the, 1 in 10 year and 1 in 100 year storm events, is that it will be contained within the creek floodplain and will not affect the proposed Matiatia Village development. At all of the cross sections analysed, the proposed development minimum habitable floor levels have more than 0.5m freeboard above the 1 in 100 year flood level.

Stormwater Quality

It is recommended using sand filters to treat runoff from vehicular pavement areas from the Matiatia Village Development.

The recommendation also includes three ponds in series, all of which will be used for stormwater treatment to some extent. These ponds are sized and designed to ensure minimal cleaning frequency. For example the middle pond only requires a cleaning of approximately once every 30 years. This middle pond, as shown on the attached plan 2031-S3, is mainly for aesthetic/quality purposes. The upper and lower ponds will operate mainly as a sediment removal - stormwater quality ponds. All the three ponds will be designed to enhance the aesthetic quality of the area.

Earthworks

All earthworks for construction of the development, including stormwater pond construction, will be undertaken according to the requirements of TP90 to satisfy the requirements of Auckland City and Auckland Regional Councils.

An Earthworks Consent will be required from both the Auckland Regional Council and the Auckland City Council. An earthworks erosion/sediment control plan will also be required and submitted to the regulatory authority. All earthworks related to embankment construction for stormwater ponding will require controlled compaction to engineering design standards. A qualified engineer shall supervise construction, and allowance must be made within the construction programme for representatives, from the regulatory authority, to inspect the works to their satisfaction at the required milestones of construction. A Geotechnical Completion Report shall be completed by a qualified engineer and furnished to the regulatory authority, complete with as-builts.”

The overall conclusion reached is that;

“It is concluded that the risk of potential flooding of development likely to occur under the provisions of Proposed Land Unit 27, as formulated by WIL, is not a critical issue. A minimum habitable floor level of 3.5m has been established.

The stormwater ponds are not a necessity for flood management but rather they are recommended to mitigate potential environmental impacts by enhancing the quality of the stormwater before discharging into the receiving environment. They also add amenity value to the development.

All of the stormwater quality treatment devices discussed within this report are applicable and achievable at the Matiatia Village Development. As the detailed design of the development progresses the inclusion of other treatment devices can be considered further. The attached plan shows sand filters, however, they can be used as shown in conjunction with the stormwater pond or mixed with other devices. The earthworks needed to give effect to anticipated development within the Matiatia Village area will have no more than minor adverse effects and can be mitigated through the use of appropriate sediment control devices as required by TP 90.”

The Plan Change proposals will therefore meet the relevant policy outcomes specified in the HGI Plan and other statutory documents.

2.3 TRAFFIC AND PARKING

The proposed Plan Change has been prepared in consultation with Traffic and Rounding Services at Auckland City Council. In particular the attached report titled “Matiatia Transportation and Parking Plan” from G Tuohey, Consulting Engineer has been prepared as an aligned investigation that responds to the proposals by Waitemata Infrastructure Limited. The Plan Change adopts the general strategies advocated in that report as the best practicable means to resolving the complex issues related to the Matiatia area. In addition, G Tuohey prepared a separate report in respect of the Proposed Plan Change.

The proposals will have a number of positive effects in that they will facilitate the following outcomes in particular;

- Provision of underground and above ground parking that will assist in significantly reduce parking pressures in the area

- Enhancing traffic flows and management thorough land use allocations and land transfer arrangements
- Enabling the road network to meet anticipated future needs
- Reducing the negative visual effects of existing above ground parking areas

In assessing the proposal, consideration has been given to the extent of development permitted under the Land Unit 25 provisions as a baseline for comparison.

The consideration of potential traffic effects needs to be placed into the context of the traffic effects that may be anticipated in the area as a consequence of anticipated population growth and the consequential increase in ferry associated traffic. Reference has been made to census data, and the report by RMS as cited above, as a basis for examining those likely patterns.

In regard to traffic generated as a likely consequence of development within the applicant's land, it is concluded that in the context of the patterns of foreseeable activity in the wider area, the effects likely to arise will be no more than minor. The existence of Matiatia as a major transport node establishes the environmental context for traffic effects in the area.

2.4 VISUAL AND LANDSCAPE EFFECTS

Waitemata Infrastructure Limited commissioned a report from Stephen Brown, Landscape Architect in order to address the likely landscape and visual effects arising as a consequence of the Plan Change proposals. In addition, Parlante Architects assessed various design alternatives and those have been integrated into the visual assessment considerations and led to the formulation of the Design Code that forms part of the Land Unit 27 provisions.

That report is attached as part of this AEE and Section 32 analysis.

The key conclusions from that report are set out below;

“Natural Character

The proposal would consolidate development within part of Matiatia Bay that is already subject to more intensive development and occupation by a diverse array of commercial activities. This includes the extensive area of current car parking - visible from the ferry, wharves, beach margins and most surrounding areas - that impart much of the existing beachfront and area close to the ferry terminal with a functionality at odds with most of Matiatia Bay. Much of this parking - on land closest to the ferry terminal owned by Auckland City Council - would remain in the foreseeable future and partially buffer the village area and development within its precincts.

The proposed land unit would not significantly alter the distribution of natural and cultural components of the landscape, remaining separate from both the bay proper and beachfront. It would also contained by Ocean View Rd to the north and framed - to the south - by a stream corridor and wetland that is already in the process of being revegetated and enhanced. As a whole, the land unit is also confined within a steep sided valley system, which is also in the process of extensive revegetation.

Consequently, views towards the subject site from the main ridges and headlands that directly frame Matiatia Bay are typically quite restricted, with just the western-most part of the site visible. The re-emergence of semi-mature vegetation on many slopes

will further limit, and in some cases, curtail such visual access in the future. Thus, any future development within the land unit would still be confined to the valley / backshore area and would be both linked with, and partly framed by, the ferry terminal and established car parking on Auckland City Council land. Accordingly, a 'maritime village' would have little impact upon the wider array and value of natural features and patterns in the coastal environment.

For the most part, these more remote vantage points, together with those from the ferries and other boats entering Matiatia Bay, would confirm the landscape unit divisions of the 1994 regional assessment and the clear distinction between the 'ferry terminal / Ocean View Rd precinct', with its own distinctive character, and the more natural quiescent values of the surrounding coastal landscapes.

Naturally, any 'maritime village' developed on the subject site would have a much more direct and appreciable impact upon those entering Matiatia Bay from the direction of Oneroa (down Ocean View Rd), including the displacement of present views / glimpses to the sea and appreciation of the landforms and vegetation south of the road. Yet, the fact remains that such views already encompass an area of random development, car parking and horse paddocks. Consequently, the actual incursion into significant views and erosion of natural character values would still be less than significant.

Gateway Values

At the same time, it is anticipated that any concentration of both building development and strongly articulated public spaces (in line with the proposed plan change provisions) would be a positive step away from the current ad-hoc collection of structures and activities on site.

There can be little doubt that the plan change accommodates a form and intensity of development quite unlike any established urban centres on Waiheke. Yet the perpetuation of a quasi-bach / suburban approach to development at the major entryway to the island is of moot value, particularly as the tourist market is increasingly sophisticated and has expectations that undoubtedly step well beyond the motley assortment of sheds and car parking that presently act as gateway to Waiheke Island.

In this context, the proposed development would complement the proposed new ferry terminal and would make the most of its exposure and physical linkage with Matiatia Bay, without overly encroaching into the more natural part of that domain. It is also anticipated that it would integrate strongly with the adjoining wetland area, and that planting within and around the mainstream corridor would directly frame, and provide a backdrop for, the new 'village'. In a related vein, tree planting within and around the eastern and Ocean View Rd sides of the site would create the feeling of a merger of natural and cultural elements in the local landscape.

Development, in line with the proposed rules and codes, would provide a strong and immediate focus for tourism-focused activity that builds upon its bay setting. The proposed Design and Environmental Codes should further dictate a form and style of development that complements both that setting (as opposed to conflicting with it) and the new ferry terminal. Naturally, a key feature of this change would be the provision of underground car parking and the removal of the present apron of car parking from the backshore area apart from that on ACC land.

Consequently, while the proposal could result in development that steps well outside the envelope of existing development or a low key, low (physical) level, view of development at Matiatia, it should ultimately complement, rather than degrade, the values of the wider bay.

Post Development Aesthetic

Linked to this naturally are the wider issues of the overall appearance of Matiatia Bay and the direct impacts that the development would have upon those living in, visiting, or otherwise utilising, the coastal environment.

Based on the viewpoint assessment, it is clear that the proposal would have little, if any, adverse impact upon aesthetic values alone. The vividness, memorability and diversity of the landscape may indeed be enhanced by the visual counterpoint of an appropriately designed 'village' (displacing the present, rather ramshackle, mix of commercial operations) with the more natural elements of the bay.

Similarly, the proposal would have little impact upon the wider interplay of landforms, coastal margins, vegetation and open space, and the actual seascape, due to its location - for reasons already outlined.

Few residential properties would be directly exposed to the proposal and those that are would typically view only part of the subject site. Viewing distances from such dwellings and properties would also appreciably reduce both the scale and prominence of 'village' development, assisting it to merge in with the existing ferry terminal node. Consequently, most local residents (and users of the roads / tracks on the bay's periphery) would see the present distribution of land uses affirmed within the general environment.

Indeed, in views from the direction of Oneroa any development in line with the Land Unit 27 provisions would merge almost totally into the existing landscape and its matrix of natural features and elements.

Although a coastal village would clearly feature more prominently in views from Ocean View Rd, the ferries as they approach Matiatia Wharf and the actual terminal, any disruption of existing values would be limited by the co-location and partial screening by existing activities and premises (car parking, etc) and could ultimately prove positive - again for reasons already outlined.

On balance, therefore, and in line with the findings of the viewpoint analysis, it is considered that the proposal would have a relatively low level of impact upon its landscape surrounds. In a more positive vein, it could ultimately establish a much more coherent, unified and aesthetically appealing gateway to Waiheke Island than the present assortment of enterprises.

On the basis of these findings, it is considered that the current proposal is consistent with the relevant objectives and policies in the Proposed District Plan. In particular, with reference to Section 5.18.1, development under the umbrella of the proposed plan change would meet the key objectives of:

- *maintaining discrete urban types settlements separated by rural open space;*
- *protecting the main rural headlands that are so central to the maintenance of visual amenity values; and*

- *protection of the identified qualities of the natural environment that constitute the special character of this area, in particular those associated with rural land and open space character.*

Accordingly, it would also meet the requirements of Section 4.4.5 of the Regional Coastal Plan, comply with Section 6(a) of the Resource Management Act and Policies 1.1.1 and 1.1.3 of the NZ Coastal Policy Statement”.

The overall conclusions leading on from that assessment are that the Plan Change proposals will enable the applicant’s (and other land in LU 27) land to be developed in a sympathetic and appropriate manner that reflect the key elements of the coastal character of the area and the existing natural environment.

2.4 SOCIO-ECONOMIC AND RETAIL EFFECTS

Hames Sharley was commissioned by Waitemata Infrastructure Limited to undertake a market analysis of retailing on Waiheke. This report provides a key input underpinning the proposed Plan Change and assists with decisions regarding the likely overall activity mix for development in Land Unit 27 at Matiatia Bay, Waiheke Island.

The main objective of the report was to answer the following six questions:

- What are the sources of retail expenditure on the Island?
- What are the influences on this expenditure?
- What is the existing market supply?
- What retail categories are missing/underrepresented on the Island?
- If Waiheke is currently under/over supplied in retail floor space.
- What is the ability of Waiheke to sustain the proposed Land Unit 27 retail floor space.

It is estimated by Hames Sharley that Waiheke could, at present, sustain an additional 18,750m² of retail floor space, an amount almost double the retail component of the proposed development on Land Unit 27. This means the Island could potentially sustain the retail component of the Land Unit 27 development based on the current resident and visitor numbers. In the executive summary of their report Hames Sharley state that;

“The local resident to retail floor space ratio in Queenstown is 2.6 times the amount of retail space per resident in Waiheke.

A retail deficit analysis indicates Waiheke Island, with a local resident population of 7,137 and up to an estimated 500,000 visitors per annum, has a significant visitor deficit. Queenstown, in comparison, has 2.1 times the amount of retail floor space per visitor compared to Waiheke, with Matiatia included. The Bay of Islands has 7 times more retail floor space per visitor compared to Waiheke.

With respect to the additional sustainable retail space of 18,750m², 17,920m² of this space relates to the visitor deficit and 827m² relates to the local resident deficit.

By 2006, based on current resident and visitor growth projections, Waiheke could sustain an additional 33,380m² of retail floor space, applying the Queenstown ratio.

Analysis shows visitor retail expenditure is a major factor influencing the retail market on Waiheke, with all retail stores relying on visitor expenditure to varying degrees.

Visitor numbers to Waiheke are forecast to increase by on average nearly 25,000 visitors per year over the next 20 years. This means by 2021 visitors will be spending an estimated additional \$61M per annum (2001\$) on the Island if current spending rates are applied. However, this expenditure has the potential to increase through the influences of market forces. That is, by increasing the visitor offering, the Island will attract higher visitor numbers and expenditure.

There is clear evidence of seasonal variations in visitor and ferry passenger numbers, with summer having the highest flows (peak season) and winter the lowest flows. The degree of seasonal variation in ferry passenger numbers is highlighted between these peaks, with summer, on average being a 52% increase on winter”.

It is considered by Hames Sharley that the benefits of retail (and other) development at Matiatia include;

- increasing the range of Waiheke’s retail offering to both residents and visitors;
- potentially filling ‘gaps’ in Waiheke’s current retail offering (ie. offer additional goods and services);
- including visitor facilities island guests can access as soon as they disembark the ferry;
- improving the image of Waiheke as an overall visitor destination;
- formalising car, bus and taxi hire facilities and access with improved safety;
- attract a wider range of visitors to the Island;
- providing the Island with facilities (hotel and conference centre) to a level it does not currently have;
- improving safety and parking facilities for commuters, especially night time commuters;
- having positive economic flow-on effects for the local economy;
- increasing retail expenditure on the Island by attracting new visitors;
- providing new employment opportunities for residents;
- improving the environment for passengers waiting for ferries and provide a sheltered place for them to congregate; and,
- assisting in catering for the future commercial demands of an
- increasing resident population and ferry passenger numbers.

The conclusion reached in respect of potential socio-economic effects is that the proposed Land Unit provisions are unlikely to have any long-term adverse effects and any short-term effects will rapidly be mitigated as the population grows and as visitor numbers to the Island increase.

2.6 ONEROA VILLAGE AND GROWTH POTENTIAL ON WAIHEKE

In regard to assessing the effects of the proposal on the socio-economics of the Oneroa retail sector, consideration was given to the low take-up rate of development potential in the area. There is a capacity for significant growth there as the current development reflects around 20% of the development potential. In a report to the Waiheke Community Board from the Manager, Environmental Planning dated 8 August 1997, it was indicated that the planning provisions for Policy Area 8/Land Unit 13 at Oneroa allowed for up to 29,000m² of buildings under the current zoning.

Since then the relevant Plan provisions have been changed to provide for more site coverage (increased by 10%), which has further increased the development potential. There have been few new buildings constructed in recent times and the current 'de facto' moratorium on new development arising from difficulties over the Oneroa wastewater Scheme capacity is impeding growth. Until there is capacity to service the theoretical 80% growth capacity at Oneroa there will continue to be severe limitations to significant growth at Oneroa. In any respect the nature and thrust of the Policy Area provisions for Oneroa contemplate the continuation of the village character and scale as a means to reinforce the values of Oneroa as a destination for both residents and visitors. That will continue to distinguish Oneroa from Matiatia where the proposed Plan Change provisions signal a different focus in respect of visitors and residents.

In the context of comparing the likely effects of the proposed Plan Change at Matiatia and the likely effects of development that is provided for already within the Oneroa village area on the existing retail activities there are likely to be more significant effects arising from within the Oneroa village than there are from outside the Village at locationally separated retail areas. At Matiatia potential 'customers' will have a clear choice of taking transport to another location or staying at Matiatia for some specific purpose. Once 'customers' are at Oneroa they are within a distinct retail precinct where they will have a wider choice within an expanded village.

The majority of the growth in Oneroa will occur to the south given the availability of vacant land and/or under-developed land. To the north there is likely to be a continuation of mixed-use activities given the aspect and views from that area.

In the south there are opportunities to have larger scale buildings given site size and ownership patterns.

That growth potential has significant impediments to being realised, the main one being the matter of wastewater treatment and disposal. While there is an Oneroa Wastewater Scheme in place, a current de facto 'Moratorium' on new development (valid for one year from date of commissioning the Scheme) impedes growth. Additionally, there is a deficit of parking in the area and the discretionary site coverage provided for in the Plan does not allow for the necessary provision of services and access. Oneroa also offers a different retail environment and has distinctive characteristics that set it apart from Matiatia, not the least being the ridgeline position and the views to the sea to the north and south. The nature of the Oneroa village development reflects the historical zoning pattern and the evolutionary nature of development within a typical New Zealand holiday location that has evolved into serving more of a permanent resident population (but with the added complexity and issues derived from a rapidly growing visitor population..

The applicant's proposals seek to provide for an activity mix where there will be a significant focus on accommodation (as noted in the Hames Sharley report). In contrast, while some visitor and permanent residential accommodation is provided for in Oneroa, there are limitations on the extent to which that will be provided based on wastewater capacity, land value, market pressures and the need for the continuation of the existing retail mix to serve the resident and visitor populations.

Overall, Matiatia will therefore be complementary to the evolving character and functions occurring at Oneroa and will facilitate a smoothing effect overall in regard

to economic stability and viability of retail businesses on Waiheke. That conclusion is supported by the Hames Sharley findings.

3.0 CONSULTATION and PROCESS

Waitemata Infrastructure Ltd (WIL) has carried out a comprehensive consultation process and the details of that are set out in the attached appendices. Waitemata Infrastructure Ltd established a web site around 23/05/02 for ongoing consultation purposes and also opened a 'manned' information display in a room at the Harbourmasters building. Extensive advertising in Gulf News informed people of the display suite and Web Sites existence. To date the web site has been visited by 355 individual visitors who viewed approximately 11, 000 images. The display room includes a video presentation as well as visual displays.

From as early as March 2001, WIL initiated consultation with a number of groups and individuals.

Those parties included;

- ACC planning staff
- Waiheke Community Board
- Ngati Paoa
- RFBS
- Waiheke Ferry users Group
- Immediate neighbours
- Vision Waiheke
- Waiheke Residents and Ratepayer Groups' representatives
- Oneroa Business Owners and Operators
- Piritahi Marae
- R Walden
- C Lewenz

There are been around 30 news articles in Gulf News since May 2002 that related to Matiatia.

The consultation to date has ensured that the wider public are aware of the proposal to reclassify the Matiatia land currently encompassed within Land Unit 25.

The notification of the Plan Change will enable those parties who may not already be aware of the proposed plan Change to make submissions on the proposal.

APPENDICIES

1.0 BACKGROUND

The applicant's land at Matiatia, Waiheke Island and located immediately behind the wharfs is currently zoned Land Unit 25 ("LU 25") under the Operative Auckland City District Plan, Hauraki Gulf Islands Section (the "Plan"). Ownership of the area is divided between Auckland City Council ("ACC") who own the wharfs, the road and a portion of the existing car park (held as Road Reserve) as well as the Esplanade Reserve on the Bay; Waitemata Infrastructure Limited ("WIL") who own most of the balance of the land on the Valley Floor, and Waiheke Coastal Estates, who own a small area of car parking and garages on the northern side of Ocean View Road.

The WIL property occupies the bulk of LU 25, being an area of some 7.1 ha on the valley floor. This land is described as Lot 8 DP 146325 and the site has been known locally for some time as the 'Harbourmaster' property. WIL have had a series of ongoing discussions with ACC on the need for a Plan Change for the land at Matiatia. Those discussions have focussed on the resolution of car parking and traffic management matters as well as addressing the nature of future land use needs in the area and the mechanisms best able to provide for those.

There is also land classified as LU 25 at Kennedy Point and Rakino Island. The proposed Plan Change will only affect the land currently classified as LU 25 at Matiatia.

1.1 MAIN DETAILS OF PLAN CHANGE PROPOSAL

The proposed Plan Change relates to the following parts of the Operative HGI Plan.

- 1) A new Land Unit '27' will be created. The existing Land Unit 25 provisions are to be amended by deletions of all references to Matiatia area.
- 2) The provisions of the new Land Unit 27, the boundaries of which are shown on the appended plans, are focussed around a number of key elements, which are set out below and comprise the General Plan Change Parameters.
- 3) The Plan Change introduces a number of new definitions into the Land Unit provisions in order to ensure clear interpretation of standards and rules.
- 4) The existing provisions of Part 8 (Subdivision) are to be amended to reflect the new subdivision provisions to be included within Land Unit 27.

1.2 GENERAL PLAN CHANGE PARAMETERS - LAND UNIT 27 MATIATIA

1.2.1 Precincts

The Proposed Plan Change provisions relate to the Precinct Plan (Figure 9) attached to these documents and include six (6) Precincts as set out on that plan. Additional Precincts relating to publicly owned or managed land may be created. All rules and development controls are formulated with respect to each particular precinct.

1.2.2 Activities

To define appropriate activities and in contrast to the existing structure of the HGI Plan, a Table is used in the Land Unit 27 provisions that sets out the activities permitted in the Precincts and their relevant activity status. This is seen as being the preferred method to give certainty as to the development patterns in the Land Unit and thus also enable an assessment of cumulative effects to be made.

1.2.3 Threshold Gfa Control Rule

Specific land use activities are identified in the above Table and are subject to specified maximum gross floor areas within each precinct. Those relate to a distinction between 'retail' and 'non-retail' activities.

The specified gross floor areas (gfa) (in m²) indicated relate to the maximum gfa allowed within each Precinct (defined in relation to gross precinct area).

Where any development has a gross floor area which exceeds the maximum allowed for a permitted activity, a resource consent will be required.

1.2.4 Building Coverage Within Precincts

Building development is limited to the available gross land areas within each Precinct as defined on the Precinct Plan and in accordance with the rules for Land Unit 27.

1.2. 5. Maximum Height Controls Within Individual Precincts

Maximum heights specific to precincts are defined in the Land Unit provisions.

In Precincts 1 & 2, all buildings with a height between 10m and 13m must:

- Be located in the southern portion of each of the precincts (shown on map)
- Have a sloping and varied roof form, and
- The total roof area in excess of 10m must not exceed 10% of the area of Precinct 1 and 5% of Precinct 2, and
- The assessment criteria within and provisions of the Design Code must be met

1.2 6.Parking Standards

These standards apply only to LU 27 and replace the Part 6B/6C standards

All parking provided to meet the standards for permitted activities may be located in any precinct within LU 27. Where the permitted activity standards are not met, a resource consent is required.

1.2.7 Financial Contributions

In Land Unit 27, specific provisions replace those set out in Part 9 of the Plan.

For the purpose of meeting all required financial contributions for subdivision, land use or development activities (excluding car parking) up to a gross floor area of 25,000m² on Lot 8, DP 146325 (or any allotments or Titles subsequently created from that land), Precinct 6 and the Oneroa Road Extension are to be transferred to Council. However, where land use or development activities (excluding car parking) on Lot 8 DP 146325 (or any allotments or titles subsequently created from that land) result in a gross floor area in excess of 29,300m², the provisions of Part 9 will apply

to that portion of the land use or development which has a gross floor area in excess of 29,300m².

In applying the provisions of Part 9 to development in excess of 29,300m², credit shall be given for any gross floor area provided in Lot 8, DP 146325 (or any allotments or Titles subsequently created from that land) that constitutes a building or area for public recreation.

1.2 8. Subdivision

Particular subdivision rules and standards apply to the individual precincts in LU 27 and replace any other rules (apart from the General Rules) and standards in Part 8 of the Plan. Provision is made for the subdivision of Roads, Access Lots, Access-ways, Reserves, public and private car parks, Open Space, Access Precincts, boundary relocations, special purpose lots as set out in Part 8 of the Operative Plan, Individual Precincts (gross area) as on Fig 9, Individual car parks, Individual parking buildings and other existing and/or approved individual buildings meeting the relevant assessment criteria / performance standards. Within any individual building(s); separate retail tenancies, separate non-retail tenancies, residential units, visitor accommodation units may be subdivided.

1.2.9 Wastewater Disposal

Provision will be made for the satisfactory disposal of all effluent, foulwater or stormwater in accordance with the requirements of the relevant City bylaw and the rules and standards included in the provisions of any Regional Plan or ARC Technical Publication.

Where provision for the disposal of effluent, foulwater or stormwater is made within Land Unit 27, the disposal of such is a permitted activity where it is carried out in accordance with any ARC consent. The disposal of all effluent, foulwater or stormwater within Land Unit 27 that is not in accordance with any ARC consent is a Restricted Discretionary activity.

Where provision for the disposal of effluent, foulwater or stormwater is made to a site outside of Land Unit 27, the disposal such is a permitted activity where it is carried out in accordance with any ARC consent. The disposal of all effluent, foulwater or stormwater outside of Land Unit 27 that is not in accordance with any ARC consent is a Restricted Discretionary activity.

2.0 CURRENT LAND USE CLASSIFICATION AND DEVELOPMENT OUTCOMES

The necessity for a major revision of the operative District Plan provisions for the LU 25 area at Matiatia has been driven by a number of factors.

These include:

- The applicant's analysis that the present Plan provisions have become outdated in terms of the identified demand for a broader range of services and facilities to serve a growing and demographically changing local population as well as

reflecting strong growth in the visitor and tourism sector (see Hames Sharley report).

- The present Plan provisions enable development in parts of the applicant's site where such development may be inappropriate and impracticable and could impact adversely on the neighbouring reserve areas, which are managed by the Royal Forest & Bird Society. The development opportunities and management controls need to be more finely tuned to the environmental opportunities and constraints of the Land Unit.
- The increasing recognition of Waiheke as a nationally important and unique destination. Matiatia is the "Gateway" and "Front Door" to Waiheke as a Destination.
- The recognition of the role of Matiatia as possibly the third largest transport hub in the Auckland Region.
- The urgent need to resolve transport and parking issues at Matiatia. There is inadequate parking and insufficient land available within the existing road reserve or Council owned land to resolve traffic management problems.
- The opportunity to stimulate significant and appropriate "On Island" employment as a spin off benefit arising from a changed pattern of land use activity opportunities in the new Land Unit.
- The need to recognise and to resolve key open space issues – both on the applicant's land and in relation to adjacent properties including Council's car park areas and the esplanade reserve.
- The need to recognise that with the high profile of Waiheke, there is the opportunity to provide for 'leading edge' development provisions in the Plan.
- The current 'zoning' reflects an owner-specific historical Appeal settlement dating from 1990. The Resource Management Act anticipates Plans having a 'life' of 10 years thus the Plan provisions are due for review in 2006. Additionally, while Plan was made operative in 1996, after nearly 6 years of being administered there is need to review the provisions relating to Matiatia in recognition of the Council's intent to carry out a 'rolling review' of District Plans. The need for that review is also driven by the fact that the demographics and socio-economic context of Waiheke is changing more rapidly than other parts of the City and other places in New Zealand generally. There is a significant growth in visitor numbers and consequent effects upon the capacity of the transport nodes.
- Giving effect to the existing 'outline plan of development' for Land Unit 25 has a number of potentially negative outcomes as a potential built environment (Figure 8) in regard to matters such as open space and traffic management patterns in particular.

- The current District Plan provisions do not provide a suitable basis upon which to resolve parking and access issues through agreements between the public and private landowners.
- The evolving role of the Matiatia node and the increasing volume of ‘business’ through the “Gateway” changes the dimensions on future planning needs and the scope and nature of necessary and appropriate development strategies
- The applicant’s proposals for a Plan Change provide a realistic ‘joint venture’ opportunity for landowners and Council to bed down long-term solutions, but that requires a proactive and innovative planning strategy to be put in place.
- The Proposed Plan Change provides public participation opportunities for all stakeholders and enables a long-term strategy to reflect the Council’s Vision for Waiheke (and the Hauraki Gulf).
- Ad hoc developments on the site will not resolve key infrastructure matters that are fundamental to Waiheke’s future as a significant tourist resource.

3.0 THE OPERATIVE PLAN PROVISIONS

The current Plan provisions for Matiatia as set out in Land Unit 25 reflect the results of an appeal settlement negotiated around 1989-1990 between Waiheke Island Holidays Ltd and the Council. That appeal was lodged in respect of the proposed provisions for the land as proposed for the Third Review of the Waiheke County District Plan. The ‘zoning’ resulting from that settlement was a specific representation of the development outcomes anticipated by the then owner of the applicants land. That Plan was made operative in 1991 under the RM Act 1991 as the Third Waiheke District Scheme. The Matiatia area was zoned as Wharf Zone and included provisions for a range of activities including offices, cafes, restaurants, car parks, transport terminal buildings, bars, clubrooms, chandleries, residential buildings, visitor facilities-as limited spatially by the “Outline Plan of Development (which is included as Figure 8 in the Operative Plan, albeit with some variation to the previous Waiheke Plan), fish storage facilities, car parking buildings, package sewage treatment plants etc. Uses not within the limits set by the Outline Plan were discretionary activities.

The explanation to the Wharf Zone set out the intended functions of land and activities in that area.

The area was seen as significant as the ‘Gateway to Waiheke’ and was considered ‘pre-eminent as a transport interface’. A visitor facilities precinct was defined to provide for that activity. The area defined in the Plan for that activity (and others) was said to “give scope for innovative design of buildings at a scale and density compatible with the preservation of the unique elements of the landscape of Matiatia. Thus the gross floor areas permitted by the Plan were deemed appropriate.

The outline plan was intended to direct development to appropriate locations.

The key objectives and policies for Matiatia included;

- Provision for sufficient passenger and freight terminal facilities to cater for future needs
- Integration of water and land based transport services
- Integration of maritime activities and land uses
- Protection and enhancement of amenities
- Protection of the quality of coastal waters
- Ensuring development does not dominate or detract from the natural character of the coastal landscape
- Giving priority to the use of appropriate foreshore areas for the location of passenger and freight related services and facilities
- Improving traffic planning and management to facilitate efficient and economic transport services and facilities
- Allowing for the staged expansion of car parks
- Using the outline plan to manage the location of activities
- Environmental and landscape protection fostered
- Using the Waiheke Landscape study as a reference in regard to visual and landscape matters

Since that time and as reflected in the Operative HGI District Plan, the esplanade reserve has been extended across the front of the Bay and public car parks have been lost accordingly, including recent loss of a leased car park area.

The development and land uses that could result from that previous Wharf 'zoning' are more or less the same as that which the Operative HGI District Plan provisions provide for.

Various bulk and location controls apply to the existing identified Precincts and limit total gross floor area. All new buildings require consent as a controlled activity and a set of assessment criteria are specified, which focus on location and design and appearance.

Community facilities, marine industry and helipads are singled out as requiring consent as discretionary activities.

4.0 HAURAKI GULF TRANSPORT STRATEGY-Nov 2000

The following comments and conclusions are drawn from the above study.

In August 1993 the Auckland City Council Planning Committee resolved "that the provisions of the Strategic Plan seek a transport system that fully meets the travel needs of tourists to the [Gulf] islands and the islands' local communities."

The resolution was made in response to the lack of a strategic basis for the Council's involvement in Gulf transport system, and the presence of many transport issues of concern to the Gulf communities.

The aims and key actions of the Gulf Transport Strategy 2000 are integrated into the "Essentially Waiheke" – A Village and Rural Communities Strategy, to assist communities to develop as places where people can live within walking distance to work, schools, community facilities, shops and parks, and have easy access to public transport.

The key aims of the Strategy are:

Transport and Roading

- An efficient transport system for the movement of passengers and goods
- The adverse effects of the transport system on the environment are minimised
- The location and scale of transport facilities protect, preserve or enhance the landscape, environment and amenity values of Waiheke.

Parking

- A parking supply on Waiheke, which supports the use of public transport and supports the viability of businesses.

Wharves and Airfields

- Wharf and airfield facilities, which are safe, efficient, and meet the needs of residents and visitors to the island.
- The visual and residential amenity values of Waiheke Island are maintained by the provision of appropriate wharf and airfield facilities.
- Matiatia wharf is the major passenger entry point to the Island
- Kennedy Point is the main point of entry to the island for vehicular traffic and the bulk movement of freight.

Public Transport

- To ensure an appropriate level of convenient and efficient public passenger transport services is provided so that all residents have access to community services and facilities.
- A substantial decrease in low occupancy private vehicle use on Waiheke.
- Public transport systems on Waiheke have a low environmental impact and work safely and efficiently without requiring substantial upgrading of roading infrastructure.

Cycling and Walking

- Cycling and walking on Waiheke is viable, safe and easy to do.
- Increasing proportions of trips (especially short trips) are made by bicycle or on foot instead of by private motor vehicle.
- Availability of a range of transport alternatives that are compatible with the existing roading network.

The Gulf Transport Strategy aim and objectives are as follows.

Aim

“Meeting the transport needs of the Hauraki Gulf Island communities and visitors to the Gulf, in a safe, efficient and cost effective manner which does not compromise the essential character of the islands and conforms to acceptable environmental standards.”

Objectives

- h) To facilitate an efficient, cost effective and safe transport system which meets the passenger transport and freight needs of the island communities and visitors to the Gulf in a sustainable manner;
- i) To advocate for an appropriate level of public passenger transport service so that all residents have access to community services and facilities
- j) To facilitate the provision of the transport infrastructure required to support the level of transport services
- k) To minimise the adverse effects of the transport system on the environment
- l) To facilitate mechanisms for funding for the required level of transport services and infrastructure
- m) To facilitate the integration of all Gulf transport services to provide the most cost effective service possible
- n) To provide mechanisms for monitoring transport requirements in the Gulf and recommending transport services/infrastructure changes as required

Wharves

Matiatia

The Comprehensive Wharf Study (1989) emphasised the continuation of Matiatia as the major passenger entry point to Waiheke and Kennedy’s Point as the main vehicular entry point to the island. Other sites (Putiki Bay, Surfdale, Rocky Bay, Orapiu) were considered and discarded for the following reasons:

- Location - Matiatia Bay is the closest point to Auckland thereby lowering transport costs.
- Physical Advantages - the Bay is a natural harbour.
- Orientation - The Bay’s entrance faces west-affording protection from the north easterlies and south westerlies.
- Location of residential development - Matiatia Bay is close to the main residential development on the western end of the island.
- Additional land –Sufficient land exists to provide for car-park expansion and other future facilities in the Wharf zone.
- Zoning - The proposed wharf zone permits all necessary facilities.
- Matiatia Bay Development – All the land surrounding Matiatia Bay has been subdivided already apart from land in private ownership and the Atawhai Whenua Reserve.

The current situation with respect to Matiatia Wharf and Terminal facilities is:

- The old wharf will be restricted to recreational use or small vessels
- Car-parking at the Wharf is limited. Provision for further car parks will to some extent be dependent on the proposals of private owners, who recently purchased the only additional land available at Matiatia.

- Conflicts exist between vehicles and pedestrians and private vehicles and public transport. This was accentuated by location of the old wharf.

The key conclusions of the Comprehensive Wharf study are still valid. They include:

- the need to separate private vehicles from pedestrian flow
- proposals for rearranging the boat trailer and car-parking on foreshore
- the need to provide separate parking areas for public transport and adequate turning circles for buses and taxis
- the need to improve pedestrian links to wharf.

With respect to the terminal, the study concluded that a facility needs to be provided which caters for a range of uses including commercial uses currently on the road area. This should accommodate a full boatload of passengers arriving and a full load departing.

5.0 APPLICANTS INITIAL PARAMETERS FOR REVIEWING LU 25 PROVISIONS

Ecological Constraints and Opportunities

- wetland and stream
- flora and fauna-habitats and connections
- degraded environment-sediment, water quality and weeds
- easements, reserves and enhancements
- planting and landscaping
- sediment control
- capacity/limits to effects mitigation
- environmental business base
- effects of parking-visual, environmental, amenity
- coastal water quality

Integrated Development and Management

- vertical and horizontal alignment with local business
- regional business networking
- strategic marketing advantages
- underpinning and reducing economic seasonality
- employment creation and sustainability
- sustainability and environmental theming
- cultural integration and creation of opportunity
- value added business
- gateway focus, creating image and branding
- traffic management and parking
- pedestrian access and shelter
- themed built form-Waiheke/Pacific theme
- small scale village environment
- complementing not competing

- building on boutique business-viticulture/olives/crafts and art/music
- knowledge wave and intellectual opportunities
- value added business
- education and environment alignments
- mixed use and village scale
- connectivity and identity
- sense of place and purpose
- regional/national tourism identity
- responding to change
- historical and cultural opportunity base
- water transport connections and expansions

As part of the evaluative process the applicant's consultants also identified the public and private benefits that are likely to arise from the proposed Plan provisions. Those are set out below;

Benefits to Council

- Gateway to Island-ACC has strong role in development management
- Car parking-ability to resolve immediate issues and long-term provision
- Built environment and Urban design-opportunity to shape development to growth directions
- Securing public amenity and connectivity patterns
- Ecological values protected
- Iwi cultural values protected
- Rationalisation of inappropriately located foreshore activities
- Provision of 'visitor node' and focus for services
- Rationalisation of parking and access
- Integration with wharf development strategies
- Provision for recreational services and relocation of boat ramp
- Long-term strategy for key area settled and future development pressures channelled and managed

Benefits to the Plan Change applicant (WIL)

- Gateway to Island-WIL has strong desire to maximise value of location
- Car parking-ability to resolve immediate issues and long-term provision to mutual benefit
- Built environment and urban design-opportunity to shape quality environment unlike current zoning outcomes
- Securing public amenity and connectivity patterns adding amenity value
- Ecological values protected and Iwi cultural values protected-partnerships
- Rationalisation of inappropriately located foreshore activities maximising amenity value, creating commercial value also
- Provision of 'visitor node' and focus for services, adding commercial value
- Supplementing existing commercial services and infrastructure on Waiheke adds value to assets

6.0 WAIHEKE ISLAND'S ECONOMIC FUTURE -AN ANALYSIS FOR WAIHEKE ISLAND'S ECONOMIC FUTURES, A Report for Auckland City Council by A. Johnson dated May 1999

This report refers to the above strategy as part of the liveable communities process and notes that for Waiheke Island, three growth options were being considered. Those growth options include district plan growth, which reflects more or less the status quo where growth will be allowed until the development opportunities under the district plan are used up. It is noted that this is likely to occur around 2015 when the resident population on the island reaches around 12,000 people.

The second option is managed growth. In this option, new development, which is sympathetic to the environment and the amenities of Waiheke, will be allowed. Planning for this new development will be done in close consultation with local people.

The third option is market driven growth and for this option developers will need to initiate private plan changes to the district plan to be able to do anything outside of the plan. In some respects this is the natural progression from the district plan growth option when in that option the development opportunities begin to run out. The study discusses the economic outlook that may come from each of these growth options. The document contains information, which in respect of the applicant's proposal, is of significance.

In 1998 around 325,000 people visited Waiheke Island, two-thirds of whom were day-trippers. Only about 1:8 visitors to Waiheke are from overseas while perhaps $\frac{3}{4}$ are Aucklanders. During the January weeks up to 1400 people per day visit Waiheke and the peak population during the Christmas/New Year break is likely to be about 20,000 people. There are approximately 400,000 visitor nights spent on Waiheke Island each year and the total spending of visitors each year may be as high as \$21,000,000. Business activity on Waiheke Island during 1998 was worth about \$140,000,000 in terms of turnover and \$63,000,000 in terms of value added. (see RMS study referenced below for updated population growth data)

Between 1991 and 1998 the Waiheke Island economy grew at an average annual rate of about 8% compared with only 4% for the Auckland region economy. There are some signs that this economic growth slowed since 1996 to around 3% in comparison with nearly 6% for the Auckland region. By the end of 1998 there were nearly 3,050 households living permanently on Waiheke Island while there was about 1300 holiday homes and about 1200 vacant sections. In 1998 the total value of building work on the island was over \$14,000,000. It is noted that this relatively high level of building activity has been driven by rapidly rising residential property prices. Between 1991 and 1998 property sale prices on Waiheke rose about 150% although they have tended to stabilise during late 1998 and early 1999. Household incomes on Waiheke Island amounted to about \$92,000,000 in 1998 of which about \$67,000,000 was actually spent on the island.

Drivers and Trends in Waiheke's Economy

In Section 3 the report addresses Waiheke's visitor market. Estimates suggest that Waiheke's population is likely to treble during Christmas with an additional 13,500 people pushing the island's population to about 20,000 people. An estimate of visitor nights was undertaken based on estimates of how many nights per year each of the three stayover options were likely to be used. The summary of this estimate was that some 62,000 homestays and private residences, some 288,000 stays in baches whether owned or rented and some 45,000 stays in hotel/motel rooms. In respect of those figures it is noted that there was an estimated 150,000 hotel/motel rooms which had an average visitor stay of 100 visitor stays per year with an average of three people per stay. The contrasts to the homestay and private residence where it is calculated there are 3,100 residences with an average visitor stay per year of 10 and an average of only two persons per stay. The report then goes on to estimate expected daily visitor spending on Waiheke Island and it is noted that the motel/hotel stayer is expected to spend \$100 daily as compared with the homestayer or bach stayer spending only \$25. Using those expected visitor spends it was estimated that the total value of visitor spending on Waiheke may range between \$17.25M and \$21M annually at that time.

In Part 4.3 of the report the impacts of the three growth scenarios are assessed. In reference to a number of matters including the effects on the number of visitors to the island. Back in the year 2011 as a benchmark the impacts on visitor numbers annually ranges from an estimate of 463,000 for the district plan growth scenario through to 431,000 for a market driven growth scenario. For a managed growth scenario the same figure of 463,000 is conjectured. The key points or conclusions that emerge from the study are as follows:

- It is an inevitability that Waiheke Island will continue to grow
- The economy of Waiheke Island is small and vulnerable. Retailing and household services have always been the mainstay of the Waiheke economy and this part of the economy is still very seasonable in its activities
- Waiheke will continue to be a suburb and commuting to the Auckland CBD is likely to become the prevalent worker response. It is likely that much expenditure will leak out to off-island businesses as commuter numbers increase so too will accessibility to the mainland improve, possibly creating a cycle of growth reinforcing growth.
- The two main options in terms of growth management are either to react to growth and change or to respond to it. Managed growth scenario is seen as being more responsible in its approach. It is based on accepting the inevitability of growth and of working as creatively as possible with this dynamic to ensure that the growth is more democratic and lives within the limits of the local environment. [Note: Appendix 1 of the report sets out estimates of Waiheke Island visitor numbers].

7.0 FORECASTS FOR THE HAURAKI GULF ISLANDS - October 1996, A Report Produced by the Strategic Development Group of Auckland City

This report was prepared for the Council's Transport and Road Planning Group for use in their work on the Hauraki Gulf Transport Strategy. Section 7 of the report sets out matters in respect of recreation and visitor facility. General conclusion was that the results of the study suggested that there was still significant scope for new facilities and activities to be added to the islands before amenity and environmental qualities will be damaged. That conclusion was based on results from the ACC Gulf Islands visitor survey published May 1995. It is noted that the outstanding Auckland plan proposes the addition of wharfs around the Gulf including Waiheke. It is also noted that there are a number of amenity improvements in particular to the Oneroa village centre, which will add value to the attractiveness of the island. It is noted that attractiveness relates to standard of amenity and lifestyle quality of the islands which set it apart from mainland urban Auckland and that the more residential and commercial development on Waiheke resembles suburban Auckland the more it will be perceived as just one of the many coastal spots in Auckland that is worth a day trip. It is also noted that greater suburbanisation such as reticulation and infill will tend to reduce the attractiveness of the island to visitors rather than to residents as a group, thus reduced attractiveness will tend to reduce visitor numbers during peak season but not lead to a net loss of residents or population growth.

8.0 PROJECTING COMMUTER, VISITOR AND TOTAL PASSENGER GROWTH – MATIATIA - WAIHEKE ISLAND TO THE YEAR 2016, A Draft Report for TARS, ACC, Prepared by Resource Management Solutions Ltd (RMS) 2002

The summary of findings in this report follows;

5. The Auckland City Council is preparing a Matiatia Traffic Management Plan for the Matiatia precinct which includes the Matiatia wharf related area of Ocean View Road and adjoining land to the southeast owned by Waitemata Infrastructure Limited.
6. The proposed development of adjacent land by Waitemata Infrastructure Limited provides an opportunity for the Auckland City Council and Waitemata Infrastructure to jointly address existing traffic and parking issues currently associated with the area, as well as planning for parking and traffic circulation pressures associated with future increases in commuter and visitor numbers.
7. This report is designed to assist in the preparation of the Matiatia Traffic Management Plan by providing projections for commuter and visitor growth. It was anticipated that projections on commuter growth would assist in developing appropriate facilities for commuter parking while projections for visitors to the island would assist in the development of visitor related infrastructure such as taxi and bus parking and turnaround areas.

8. While commuter growth is examined as a function of population growth, which is based on reliable census figures, this report concludes that it is problematic to project visitor growth, as no data exists on the numbers or type of visitors (non-commuters) travelling to the island. Instead this report provides projections on the total number of passengers travelling through Matiatia, however it is considered that this projection does not present the same degree of assistance for the development of the Matiatia Traffic Management Plan.
9. Using a projected *Usually Resident Population* as a basis for projecting commuter growth it is estimated the numbers of commuters will increase by 36% to 970 commuters by 2016 on the basis of a low scenario, by 50% to 1070 on the basis of a medium scenario, and by 64% to 1170 on the basis of a high scenario.
10. The primary determinant of these different scenarios is the availability of land to accommodate demand and related Council policy to develop a further Waiheke village. On the basis of present uptake of land within the residential areas of the island all vacant sites will be developed by 2009. To enable further residential sites to accommodate demand after this time, within a further village, a District Plan change would need to be initiated by 2005. Other relevant determinants relate to the creation of development opportunities through subdivision, acceptance of higher density developments and development outside of the Land Unit 11 and 12 areas.
11. Based on 10 years of past growth the total numbers of single ride passenger movements using Matiatia is projected to increase by 70% to 2.51 million by 2016. Of the total passenger numbers it is considered that approximately 35% are commuters. If commuter growth increases on the basis of a high growth scenario, and with increases in visitor numbers associated with a growing domestic and international awareness of Waiheke as a visitor destination, then a high passenger growth projection is 2.9 million passenger movements across Matiatia per annum. This represents almost a doubling of current passenger numbers. A low passenger growth scenario relates to a slowing of commuter growth associated with impediments to growth on the island, such as a scarcity of vacant properties, and a slowing of the visitor market, then it could be expected that passenger growth would be in the vicinity of 2.2 million passenger movements across Matiatia per annum. This represents a 55% increase on present passenger movements.

Census Counts

Previous Census counts of the Normally Resident Population on Waiheke are as follows:

2001 7,500¹ (978 new residents = 2.9% growth per annum)

¹ Note : The Census count for 2001 is provisional only. This means it is a count of the total number of people on Waiheke Island on Census night. As it includes all tourists or visitors on the island and excludes people who normally reside on Waiheke but who were absent from Waiheke on Census night it is not a *Normally Resident Population* count and therefore cannot truly be compared with the figures stated above for previous census. For the purposes of this report it is assumed the additional persons on

1996	6522	(1023 new residents = 3.7% growth per annum)
1991	5499	(1245 new residents = 5.8% growth per annum)
1986	4254	(1197 new residents = 7.8% growth per annum)
1981	3057	(n/a)

Three Growth Scenarios:

In terms of likely scenarios that relate Usually Resident Population growth to commuter growth the following three scenarios are considered to be appropriate on the basis of the above:

Low growth scenario

Development uptake is constant and replicates that over the past two census periods, a further village is not ready, a conservative approach is taken in relation to high density developments, the District Plan subdivision provisions remain the same and the statutory requirements for subdivision remain the same, resulting in a dampening of potential subdivision opportunities.

Therefore, the growth to 2009 remains linearly related to historical growth, whereupon growth falls to 1.0% per annum in recognition of the shortage of vacant sites. Population growth after 2009 is therefore related to new subdivision, selected higher density developments and full time occupation of previously semi-occupied baches.

Based on this scenario (refer Figure 6) the Usually Resident Population at 2016 would be 10,200 or 36% higher than it is at the March 2001 Census. This means the assumed number of Matiatia ferry commuters² would be expected to rise from a daily average of 712 persons to a daily average of 968 persons.

Medium Growth Scenario:

Development uptake remains the same as over the past three census periods, there is some availability of new residential lots associated with a further village, there is some acceptance of high quality higher density developments at selected locations, and the District Plan and statutory requirements for subdivision remain the same.

Based on this scenario (refer Figure 6) the residential population is expected to increase to 11,250 by 2016 representing a 50% increase on the March 2001 Provisional Census figure. This means the assumed number of Matiatia ferry commuters would be expected to rise from a daily average of 712 persons to a daily average of 1068 persons.

High Growth Scenario:

the island cancel out those residents absent from the island. The provisional figure, being the best recent indication of population available is therefore relevant and used in the prediction.

² Assumed from the 1/05/00 to 30/04/01 Summary of Passenger numbers based on Average Daily trips for 6.45 am, 7.25 am and 8.00 Ex Waiheke and 4.00 pm, 5.00 pm and 5.30 pm Ex Auckland figures provided by Fullers Group Limited.

Development uptake increases slightly over the past three census periods in recognition of the lifestyle and amenity of the island relative to the Isthmus, a fifth village is ready and the take up rate continues through the study period, and there is acceptance of high quality higher density developments at appropriate locations, the district plan and statutory requirements for subdivision remain the same. This scenario reflects the historical situation where official government population projections for Waiheke have been 5 years behind the actual figure.

Based on this scenario (refer Figure 6) the Usually Residential population is expected to increase to 12,275 by 2016 representing a 64% increase on the March 2001 Provisional Census figure. This means the assumed number of Matiatia ferry commuters would be expected to rise from a daily average of 712 persons to a daily average of 1167 persons.

Total Passenger Movements Including Visitor Growth

Visitor Component Of Passenger Growth

The report notes that “while information is available to make assumptions in relation to the commuting element of the total ferry passengers using Matiatia there is an absence of reliable data on the visitor (non-commuter) component of passengers using the ferry services. therefore, it is inappropriate to make any predictions on visitor growth so as to enable conclusions to be made at this stage on targeted infrastructure that may be needed within Matiatia and the consequential implications in relation to any Matiatia traffic management plan. investigation and research is required into the visitor component of passenger growth within Matiatia to ensure that appropriate measures may be made in relation to facilities within the Matiatia precinct”.

Total Passenger Growth

The report forecasts the growth of the total passenger movements across Matiatia based on the reliable total single ride passenger numbers provided by Fullers Group Limited.

The total single ride passengers for the past 10 years are shown in Figure 7. The projected total for the years 2001/02 is 1,470,000³, When adjusted to take account of those passengers using Pacific Ferries Limited and SeaFlight⁴ the projected total number of single ride passengers for the year at 2016 is 2.51 million (or 1.25 million return trips across Matiatia) – refer Figure 7. This represents a 70% increase on the total passenger movements crossing Matiatia during the 2000/2001 period.

If the visitor growth is considered to remain the same⁵ and the commuter growth examined on the basis of the three scenarios presented earlier in the report then the total passenger projection for 2016 would be 2.78 million assuming a low commuter

³ Fullers Group Limited – M. Fitchett Pers. comm.

⁴ A competitor to Fullers in 1991

⁵ There appears to be no reliable domestic tourism information to build into different scenarios

growth scenario, 2.88 million assuming a medium commuter growth scenario and 2.99 million assuming a high commuter growth scenario.

However given that the commuter portion of total passengers is approximately 35% of total passengers only, it is of greater benefit, give data limitations, to provide scenarios related to the total passenger movements across Matiatia as follows:

Low Scenario:

The number of commuters increases but at a slower rate between 2010 and the end of the study period, with visitor growth slowing as well, so that the total passenger movements at 2016 is 10% less than the projected total based on the previous 10 years. The total passenger movements are therefore 2.2 million, which represents an increase of 50% over present levels. Refer Figure 7.

Medium Scenario:

This scenario is a projection based on the trend to date. No additional limitations to commuter and visitor growth are introduced. The past growth as represented in Figure 7 can be seen to be a reasonably constant increase in total passenger numbers. Notable increases in total passenger numbers relate to the introduction of fast ferries in the early to mid 1990's and considerable development growth during the same period resulting from a significant property price differential between Waiheke and the greater Auckland area. There are also periods when passenger growth was stagnant. The trend, as represented as a constant increase based on previous growth therefore mimics similar high and stagnant growth periods to the end of the study period. The total passenger movements are therefore 2.5 million, which represents an increase of 70% over present levels. Refer Figure 7.

High Scenario:

This scenario is based on a 35% growth increase over past levels and reflects the potential for increases in visitor numbers in particular. Increasing growth in visitor numbers could result from a strategic approach to marketing the island resulting in a growing domestic and international awareness of Waiheke Island as a visitor destination. It would also be expected that significant development of the Matiatia area by Waitemata Infrastructure would in itself attract greater passenger numbers to the area. This scenario presents total passenger movements of 2.9 million, which represents almost a doubling of passengers from present levels. Refer Figure 7.

9.0 HAURAKI GULF TRANSPORT STRATEGY-Nov 2000

The following comments and conclusions are drawn from the above study.

In August 1993 the Auckland City Council Planning Committee resolved "that the provisions of the Strategic Plan seek a transport system that fully meets the travel needs of tourists to the [Gulf] islands and the islands' local communities."

The resolution was made in response to the lack of a strategic basis for the Council's involvement in Gulf transport system, and the presence of many transport issues of concern to the Gulf communities.

The aims and key actions of the Gulf Transport Strategy 2000 are integrated into the "Essentially Waiheke" – A Village and Rural Communities Strategy, to assist communities to develop as places where people can live within walking distance to work, schools, community facilities, shops and parks, and have easy access to public transport.

The key aims of the Strategy are:

Transport and Roothing

- An efficient transport system for the movement of passengers and goods
- The adverse effects of the transport system on the environment are minimised
- The location and scale of transport facilities protect, preserve or enhance the landscape, environment and amenity values of Waiheke.

Parking

- A parking supply on Waiheke, which supports the use of public transport and supports the viability of businesses.

Wharves and Airfields

- Wharf and airfield facilities, which are safe, efficient, and meet the needs of residents and visitors to the island.
- The visual and residential amenity values of Waiheke Island are maintained by the provision of appropriate wharf and airfield facilities.
- Matiatia wharf is the major passenger entry point to the Island
- Kennedy Point is the main point of entry to the island for vehicular traffic and the bulk movement of freight.

Public Transport

- To ensure an appropriate level of convenient and efficient public passenger transport services is provided so that all residents have access to community services and facilities.
- A substantial decrease in low occupancy private vehicle use on Waiheke.
- Public transport systems on Waiheke have a low environmental impact and work safely and efficiently without requiring substantial upgrading of roading infrastructure.

Cycling and Walking

- Cycling and walking on Waiheke is viable, safe and easy to do.
- Increasing proportions of trips (especially short trips) are made by bicycle or on foot instead of by private motor vehicle.
- Availability of a range of transport alternatives that are compatible with the existing roading network.

The Gulf Transport Strategy aim and objectives are as follows.

Aim

“Meeting the transport needs of the Hauraki Gulf Island communities and visitors to the Gulf, in a safe, efficient and cost effective manner which does not compromise the essential character of the islands and conforms to acceptable environmental standards.”

Objectives

- o) To facilitate an efficient, cost effective and safe transport system which meets the passenger transport and freight needs of the island communities and visitors to the Gulf in a sustainable manner;
- p) To advocate for an appropriate level of public passenger transport service so that all residents have access to community services and facilities
- q) To facilitate the provision of the transport infrastructure required to support the level of transport services
- r) To minimise the adverse effects of the transport system on the environment
- s) To facilitate mechanisms for funding for the required level of transport services and infrastructure
- t) To facilitate the integration of all Gulf transport services to provide the most cost effective service possible
- u) To provide mechanisms for monitoring transport requirements in the Gulf and recommending transport services/infrastructure changes as required

Wharves

Matiatia

The Comprehensive Wharf Study (1989) emphasised the continuation of Matiatia as the major passenger entry point to Waiheke and Kennedy’s Point as the main vehicular entry point to the island. Other sites (Putiki Bay, Surfdale, Rocky Bay, Orapiu) were considered and discarded for the following reasons:

- Location - Matiatia Bay is the closest point to Auckland thereby lowering transport costs.
- Physical Advantages - the Bay is a natural harbour.
- Orientation - The Bay’s entrance faces west-affording protection from the north easterlies and south westerlies.
- Location of residential development - Matiatia Bay is close to the main residential development on the western end of the island.
- Additional land –Sufficient land exists to provide for car-park expansion and other future facilities in the Wharf zone.

- Zoning - The proposed wharf zone permits all necessary facilities.
- Matiatia Bay Development – All the land surrounding Matiatia Bay has been subdivided already apart from land in private ownership and the Atawhai Whenua Reserve.

The current situation with respect to Matiatia Wharf and Terminal facilities is:

- The old wharf will be restricted to recreational use or small vessels
- Car-parking at the Wharf is limited. Provision for further car parks will to some extent be dependent on the proposals of private owners, who recently purchased the only additional land available at Matiatia.
- Conflicts exist between vehicles and pedestrians and private vehicles and public transport. This was accentuated by location of the old wharf.

The key conclusions of the Comprehensive Wharf study are still valid. They include:

- the need to separate private vehicles from pedestrian flow
- proposals for rearranging the boat trailer and car-parking on foreshore
- the need to provide separate parking areas for public transport and adequate turning circles for buses and taxis
- the need to improve pedestrian links to wharf.

With respect to the terminal, the study concluded that a facility needs to be provided which caters for a range of uses including commercial uses currently on the road area. This should accommodate a full boatload of passengers arriving and a full load departing.

A design competition involving all previous consultants who had submitted proposals to Waiheke County Council was held. The terminal design was chosen and the platform for the terminal designed and built. The Council is proceeding with the construction of the new passenger terminal facility on the new wharf. The terminal building will provide opportunities for ferry operators, car rental companies and others to offer their services from a central location.

In terms of parking, the Council will monitor the provision of parking and investigate opportunities for land acquisition or designation to develop car parking or similar facilities.

The possibility of opening further passenger terminals on Waiheke Island has been an ongoing issue on Waiheke Island.

Principal reasons supporting a new terminal are:

- the convenience of residents east of Oneroa;
- the reduction of peak traffic flows through built up areas (such as Oneroa) with associated amenity improvements;
- the need to provide more convenient facilities for operators (existing and potential) who may want to compete with existing services or commence innovative routes which are not well served by Matiatia;
- the growth of Waiheke Island is such that additional passenger terminal capacity may be required in the future;
- reduced traffic congestion at Matiatia.

Principal reasons against a further terminal are:

- a new terminal would disperse the trip origins and destinations, reducing the viability of land based passenger transport services, and spreading resources (possibly resulting in lower frequencies),
- the potential adverse environmental effects,
- changes to transport patterns on Waiheke Island that could relocate and create additional problems associated with terminal traffic,
- the existing ferry terminal at Matiatia has spare capacity outside peak times,
- a further terminal could increase operating time, fuel and operating costs if a ferry service is to serve both Matiatia and a second terminal. Any increase in these costs would have a marked effect on the viability of business as distance travelled is very important.

Car-parking at Matiatia

Car-parking at Matiatia is an integral part of the sea link between the Isthmus and Waiheke Island. Demand for car-parking at Matiatia exceeds supply with approximately 80% of current demand catered for⁶. The spill-over from the car-park typically extends up both sides of Ocean View Rd. This is undesirable from a safety perspective, especially for cyclists, with car doors opening and vehicles doing U turns on a road that is quite narrow and winding. More severe parking shortages occur in summer, especially during the weekends. Demand for car-parking has grown as a result of population growth and changes in travel behaviour.

A number of related problems exist which should be addressed within the context of the parking strategy. These include:

- the amount of long term parking (it has been estimated that 10-20% of the vehicles parked at Matiatia are left there all week or longer by people with weekend homes on the island),
- Shortages of parking for casual and short term parking for week-day travellers after 8a.m,
- Traffic congestion at Matiatia,
- Inadequate enforcement of parking restrictions,
- Poor facilities for cyclists and pedestrians,
- An Environment Court ruling that the front row of the car park be transferred to esplanade reserve.

⁶ Article in Gulf News, 25 September 1997. Supported by results of survey carried out Thurs 19 March 1998.

Public Parking

The Council provided public car park at Matiatia covers an area of 0.96 ha. It provides free 24 hr car-parking spaces for 220 cars. On weekdays, Waiheke Island commuters on the three earliest ferries use virtually all of these spaces.

In addition to the 24 hr parking the car-park/ contains spaces for

- 30 minute parking - 20 spaces
- disabled drivers - 7 spaces
- rental cars - 6 spaces
- The offices for a vehicle hire company.

Two-minute roadside parking zone is provided close to the wharf.

The front (seaward) half of the car park (0.34 ha) is owned by the Council. The rear (eastern) part (0.62 ha) was developed in 1994 on land leased from the Harbourmaster's owners. More parking was supplied in an attempt to satisfy demand. However the additional capacity provided by the 1994 expansion was quickly taken up, providing minimal capacity for future growth.

Prior to December 1997, the 48-hr parking restrictions in the Matiatia car park were not enforced due to inadequate signage and confusion over parking restrictions. A Council resolution was passed in December 1997, which resulted in the replacement of the 48 hr parking, by 24 hr parking and the front row of the car-park being limited to 30 minute parking. The leased car park area has now reverted to the owners, being WIL, the plan Change applicants.

Private Parking

The private owners of the Harbour Master Estate may develop it with a car parking area. A private developer has built a car park on the northern side of Ocean View Rd for commuters who wish to lease space on a 12-year term basis. The development includes 36 single garages and 70 open spaces. And in 1999 these spaces had a 70% occupancy rate.

Traffic Management

From October 1997 private vehicles have been banned from entering the turn around "keyhole" area in the wharf area. A turn around island was installed in front of the judder bar, the taxi rank was moved into the keyhole area and a new two-minute parking area has been delineated. As a result, conflicts between private and public vehicle movements have been significantly reduced, although there are still some problems.

Council officers have enforced traffic movements in the 'key hole' area during each scheduled ferry arrival and departure. Their main role is to keep traffic flowing, by ensuring cars do not park in the bus/taxi/shuttle parking areas, as well as to enforce the 2 minute parking limit in the pick up/drop off zone.

Key Issues

Ocean View Rd

The Matiatia car park over flow often extends some 500m up both sides of Ocean View Rd. This raises issues concerning:

- *Safety*: the road width leaves little safety margin for car-doors opening and cyclists riding past. There is also a safety issue with cars doing U-turns.
- *Cyclists*: there would be scope for creating cycle lanes along Ocean View Rd if parking demand could be reduced or relocated.
- *Long stay parking*: parking limits along Ocean View Rd could prevent cars being left there for days on end, as they often are at present.

The effect of the opening of the Waiheke Coastal Estates car park will be closely monitored for its impact on reducing parking along Ocean View Rd.

The Key-hole Area

Conflict between private and public vehicle movements in the wharf area were significantly reduced with the implementation of traffic management measures in October 1997. Problems occurring since then have been:

- vehicles double parking beside the two minute parking area,
- non service vehicles entering the keyhole area,
- vehicles parking on broken yellow lines near the turn around island.

An increasing number of ferry passengers are being picked up/dropped off at the wharf. This creates more demand for short-term (2 minute/30 minute) spaces. Council officers are unable to enforce the 2-minute restriction effectively due to the amount of demand. This could be addressed by providing a larger number of short-term parking spaces in the car park. The Council intends to improve the drop off/pick up at the new Matiatia terminal building.

If a greater focus on public transport is developed, there may need to be additional space close to the wharf for bus parking and turning.

Front of Matiatia Car-park

Congestion and confusion occurs at the front of the car-park during busy periods due to the combined movements of:

- cars entering the front of the car-park from both directions (disregarding the road markings and entering through the car-park exit),
- cars exiting the car-park by cutting through the boat trailer parking area beside the boat ramp,
- rental vehicles (cars and bikes) entering and exiting the front row of the car-park,
- pedestrians walking to/from their cars and walking to Oneroa.

These problems could be addressed through:

- installing appropriate barriers, road markings and/or signs
- extending the footpath from the toilets to the northern car-park entrance could provide a safe alternative to negotiating the traffic at the front of the car park. However, the long term solution is to relocate the toilets to the new Terminal building.
- relocating the rental car businesses out of the car-park to the new Terminal building.

Car-Parking Expansion - Potential and Constraints

There are limited opportunities to provide additional parking space at Matiatia. The three options detailed below all have significant constraints attached.

a. Former Harbourmaster's Estate

This property occupies 8.7 ha of land adjoining the foreshore at Matiatia. This land is under private ownership and may, or may not, be available for car-park expansion.

b. Within Land Unit 25 - area beside wetland

Three sites within in the Matiatia wharf zone (Land Unit 25 in the Operative District Plan, Hauraki Gulf Islands Section) are zoned for public car-parking. The two sites nearest the wharf are already in use as car-parks. A third undeveloped site extends 300m along the southern side of Ocean View Rd, adjacent to the wetland zoned as a waste water management area.

The feasibility of developing this land for car-parking has not been determined. Considerable site works may be required, and visual impacts and the potential environmental effects on the wetland would be contentious issues. Any development that would potentially impact on the wetland would need close scrutiny, as it is a well-functioning and important wetland on Waiheke.

c. Multi-level Car-parking

The option of making the present car-park into a multi-level facility above ground is currently not a possibility for that section of the Council car-park on the private property. The lease agreement stipulates that parking of motor vehicles shall be only at or below ground level and not above.

The District Plan has a height limit of 4.4m for the car-park zone. Any structure over this height would be a non-complying activity. It may be possible, to design a compact car-park that would provide two levels of parking within this height restriction. Innovative landscape design could mitigate the visual impact of a multi-level facility and preserve the coastal amenity values of the 'gateway' to the island. The scale of the development would necessitate a notified resource consent application.

An underground car-park would avoid some visual impact issues, but would be expensive. The engineering feasibility of this at Matiatia is not yet known. A land use consent would need to be obtained due to the scale of earth works.

Implementation times for the expansion of the car-park would depend on development size and what demand management measures are incorporated.

The Council will continue to monitor the provision of parking in this area and investigate opportunities for land acquisition or designation for the provision of parking areas and park and ride.

Managing Parking Demand at Matiatia

The parking shortage could be alleviated through increasing the supply of car-parking and/or by making the parking at Matiatia less attractive relative to other travel alternatives. While these may provide some temporary relief, past experience indicates that demand will quickly expand to fill new parking areas.

Better management of parking demand requires consideration of disincentives for travelling to the wharf in a single occupant car and the provision of quality alternatives. There is some community support for an approach that encourages use of alternatives such as more public transport, including charging for parking.

Charging & Funding Issues

The car-park extension, that took place in 1994, was part of the overall development proposal funded by the Matiatia wharf account. Revenue for this account comes from a passenger tax added to the price of every ferry ticket. This account was set up on the basis that money raised through activities undertaken in the whole of the Matiatia wharf zone would be spent within the zone. Car-park maintenance however, is funded from the Transport and Roading Services roading budget. For the last four years, ratepayers in general, rather than wharf zone users, have been paying for the upkeep of the car-park.

The prospect of introducing car-park charge is contentious. The following table summarises the pros and cons of the two systems.

Pros	Cons
Current charging system (passenger taxes)	
<ul style="list-style-type: none"> • cheap and simple to administer • convenient to motorists 	<ul style="list-style-type: none"> • non-transparent • non-users pay: non-motorists are subsidising motorists • inflates demand for parking: motorists are not paying true cost of car-parking • “first come, first served”- does not result in the most efficient use of parking space
Direct charges for car-parking	
<ul style="list-style-type: none"> • transparent • users pay • disincentive to car travel to wharf may place alternatives on more of an even footing with the car • provides opportunities to create incentives for car-pooling. • Local Government Amendment Act (No 3) which encourages Councils to charge the actual end users wherever practical 	<ul style="list-style-type: none"> • administration costs • adds to costs of commuting and living on Waiheke - “a minor irritant” or “enough to make people move off the island” (depending on access to alternative modes, level of charge and personal income) • having to buy tickets would be an added inconvenience to motorists. • could “hit “the poorer sections of the community

If direct parking charges were to be implemented, the issue of how such a system could be managed arises, both in physical and administrative terms. A combination of approaches, targeted at different user groups, may be most appropriate.

Management Options

Three broad options for managing car parking at Matiatia are presented below. First is the “do minimum” option. This represents the baseline in terms of addressing some of the problems outlined earlier. This “do minimum” option is a “wait and see” short-term strategy that involves minimal intervention by Council outside of fulfilling legal obligations. It assumes some relief of the current parking shortage through the utilisation of private parking facilities and by people being influenced by the scarcity of parking into using alternative modes and ride-sharing.

The next two options involve actively managing demand, first by reallocating the available space to favour ride-share modes, and secondly through the introducing parking charges. Both options include car-pooling/ride-sharing schemes. The charging option represents the strongest strategy in terms of reducing pressure in the long-term for a parking development at Matiatia.

Option A: Do minimum (baseline): Key elements

- Provide covered and secure (more visible) parking for bicycles and motorbikes/scooters
- Address traffic problems at the front of the car-park
- Improve parking enforcement (3 days per week, 5 days per week in summer months)
- Proceed with creation of esplanade reserve
- Relocate disabled parks and vehicle hire operations
- Convert some of 24 hr parking restrictions for shorter term use
- Monitor the effect of parking developments in private ownership.

Option B: Car-park Re-allocation: Key elements

- Prioritisation of car-parking spaces in following order: disabled, drop off parking, car-poolers, short stay/casual parking, rental cars, long stay commuters
- Back half of car-park reserved for short term parking, disabled, car-poolers & limited number of hire cars
- 6 hr parking restrictions for casual parking.
- 24/48 hr parking limit signs along Ocean View Rd
- Set up & promote ride-sharing
- Empower wharfingers to monitor / police car-park

Option C: Option B + direct parking charges: Key elements

- Charge for existing car-park, and along Ocean View Rd (e.g. Pay & Display)
- Free parking for car-poolers
- Empower wharfingers to monitor / police car-park
- Free park and ride car-parks in Oneroa/Blackpool, Surfdale, Ostend, Onetangi
- Parking revenue ring-fenced and invested in public transport
- Incentives to improve public transport
- More space for bus/shuttle parking

Conclusions - Waiheke Island

The preceding discussion of existing and proposed transport strategies for Waiheke Island point to directing the Council's efforts towards improving the quality of the existing infrastructure (particularly roading) and the development of mechanisms for improving the efficiency with which the transport system moves people and goods. Links between car parking (charging and allocation of available space) and the performance of passenger transport illustrate the Council's role in using its influence over transport infrastructure to improve system efficiency.

Long term the Council may need to look to expanding transport infrastructure, particularly wharves, to cater for increasing demand. Decisions on the preferred location of a second passenger ferry terminal should be progressed as the identified trigger points are reached.

The following specific strategic directions are recommended:

Wharf Infrastructure

1. Reaffirm the Council's present strategy whereby Matiatia Wharf is the main passenger transport terminal and Kennedy's Point is the main freight/vehicular ferry terminal for Waiheke Island.
2. Investigate the location and scale of a second major passenger ferry terminal.
3. Finalise wharf management plan for Matiatia, incorporating relocation of rental car offices onto the Wharf. (currently underway).

Land Passenger Transport Services

4. Work with the Auckland Regional Council and passenger transport operators to achieve improvements to passenger transport services on Waiheke Island, including timing to suit staggered ferry times of two ferry operators.
5. Develop a car-pooling scheme using car-parking incentives at Matiatia Wharf car park.
6. Investigate options for park and ride facilities on Waiheke Island where appropriate.
7. Continue to provide passenger transport pick up and set down facilities at Matiatia and on passenger transport routes on the Island.

Matiatia Car-park

8. Develop proposals for charging for car parking at Matiatia.
9. Re-allocate car-parking spaces at Matiatia Wharf to make provision for users in the following order of priority:
 - a. Spaces for disabled parking,
 - b. Spaces for passenger transport services,
 - c. Spaces for car-pooling,
 - d. Spaces for short term and casual users, and
 - e. Spaces for commuters.

Cycling, Walking and Bridle paths

10. Implement the recommendations of the City's Cycle and Walking Strategy and Recreation Waiheke.

Roading

11. Develop a programme for the implementation of the Waiheke Roothing Strategy for inclusion in the Council's annual planning processes.

General

12. Report annually to the Waiheke Community Board on the achievement of the Strategy recommendations.

APPENDIX

WAITEMATA INFRASTRUCTURE LTD CONSULTATION RECORDS