

**PROPOSED VARIATION NO 51
GULF HARBOUR TOWN CENTRE
SECTION 32 REPORT**

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PROPOSED RODNEY DISTRICT PLAN 2000

PROPOSED VARIATION 51 - CHAPTER 12 SPECIAL 18 (GULF HARBOUR)

ZONE: SUMMARY SECTION 32 EVALUATION

1. INTRODUCTION

The Rodney District Council has, in the course of considering submissions on the Proposed Plan and in response to matters raised by the community and landowners relating to the future of the Town Centre at Gulf Harbour, identified a number of issues which has resulted in its decision to initiate a variation to the Proposed District Plan 2000. The principal issue is that there is a significant (1.53ha) area of vacant land within the Town Centre, and located at the head of the northern waterway, which has limited scope for development under the current planning provisions. The principal methods of managing the effects of the use and development of land in the Town Centre are a 4000m² cap on commercial floorspace, combined with restrictions on residential activities. The term 'commercial floorspace' is not defined in the plan. The Council has obtained legal advice which has confirmed that existing commercial floorspace in the Town Centre, together with that approved on a site at Gulf Harbour Drive known as the Origin development, will result in the cap being exceeded by a considerable margin. However, the Town Centre has yet to achieve the critical mass necessary to meet the community's needs for a functional centre.

Difficulties have also arisen in regard to the provisions for residential and visitor accommodation. With some exceptions, residential accommodation is a non-complying activity whilst visitor accommodation, though a restricted discretionary activity, is controlled by the cap on commercial floorspace.

2. PURPOSE AND OBJECTIVE OF THE VARIATION

The purpose and objective of the variation is to enable land within the Marine Village Town Centre Policy Area ('MVTCPA') to be used for purposes normally expected within a neighbourhood centre, at a scale and in a manner that will enable the purpose of the Act to be met with particular reference to sections 31, 32 and Part II of the Act. It is proposed to permit up to 5000m² of floorspace for shops, restaurants and entertainment facilities and to control the overall scale and intensity of development (that in addition to these activities, will include offices, community facilities and a small amount of residential/visitor accommodation) by rules which limit the height and bulk of buildings. Further development will be subject to the prior approval of a Comprehensive Development Plan to ensure integration with the existing Town Centre. It is envisaged that the variation will facilitate development of a future Town Centre that is functional and attractive, and which has the ability to adapt and change to meet the community's needs whilst avoiding, remedying or mitigating adverse effects on the environment. The opportunity is also taken to rectify certain inconsistencies in the Plan's provisions and make minor changes for ease of administration and interpretation.

3. STATUTORY REQUIREMENTS

The Resource Management Act 1991 sets out the obligations and functions of Council when considering a change or variation to a district plan. Section 32 is particularly relevant, which requires consideration of alternatives, benefits and costs:

s.32 (1) "In achieving the purpose of this Act, before a proposed plan, proposed policy statement, change, or variation is publicly notified an evaluation must be carried out by –
...

(c) the local authority.

s.32 (3) “An evaluation must examine –
 (a) the extent to which each objective is the most appropriate way to achieve the purpose of the Act; and
 (b) whether, having regard to their efficiency and effectiveness, the policies, rules, or other methods are the most appropriate for achieving the objectives.

s.32 (4) “For the purpose of [this examination], an evaluation must take into account –
 (a) the benefits and costs of policies, rules or other methods; and
 (b) the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules or other methods.”

The purpose of this report is to provide a synopsis of the matters required to be considered under sections 32(3) and (4) above, whilst also having regard to the wider provisions of the Act.

4. BACKGROUND

4.1 Early Development of Gulf Harbour

The development of Gulf Harbour began some 30 years ago when the major portion of the former Hobbs farm was sold to Parkdale Development Ltd, who instigated proposals for a marina. This was followed by proposals that incorporated residential development and later by comprehensive planning of a marine village incorporating a golf course, a marina supported by marine industries and services, two canals, a town centre at the head of the northern waterway and a variety of housing opportunities. Despite more than one change of ownership, early stages of development proceeded on a comprehensively planned basis within a single landholding.

Successive district plan documents provided special provisions for Gulf Harbour and were based on a number of agreed parameters. The first provisions for residential development allowed predominantly 600m² sites with 2 household units per site. Land along the Gulf Harbour access road was zoned for lower density residential subdivision at 1500 m² per site. Subsequent provisions allowed a greater range of densities and housing choices, offset by the retention of the 91 ha golf course as permanent open space. An optimum number of household units (initially around 3500, but reducing to 2913 following the early stages of land subdivision) was established and the overall magnitude of development for residential and commercial purposes, together with a limit on the number of hotel rooms, established the framework for ensuring infrastructure provision that would have adequate capacity.

4.2 History of Town Centre Zoning

Whilst the earliest proposals for Gulf Harbour were mooted in 1971 following the sale of the land to Parkdale, the most relevant history in relation to the evolution of the Town Centre is from the inception of the Operative Transitional District Plan 1993 to the present time. Various plan changes and variations were undertaken from time to time prior to and after the now operative Transitional Plan 1993 was notified, but for present purposes it is sufficient to record the situation at the time that the Transitional Plan became operative.

4.3 Operative Transitional Plan 1993

The Operative Transitional District Plan 1993 zoned the Town Centre Commercial 5, which was to allow for the development of commercial centres *“on land wholly or largely in single holdings at the eastern end of Whangaparaoa Peninsula and at Snells Beach...”*

The Plan states that *“at Gulf Harbour on the Whangaparaoa Peninsula, the Commercial 5 zone is at a scale to enable a supermarket-led suburban centre to establish. This is acknowledged to be generous and that a smaller neighbourhood scale centre (approximately 1000m² total floor space) is more realistic. Any commercial development is not likely to occur in the near future and in the interim local services can operate from the service area on the marina. The boat harbour residential zoning, which*

provides for a combined marina/residential form of development adjoins the commercial area. Extending the boat harbour/residential activities into the commercial area is an appropriate form of development for the 'spare' area.

As the development of a boat harbour in the residential zone is likely to occur before the commercial area is required, the zoning recognises that some flexibility is desirable to allow for the efficient construction of the boat harbour prior to the development of commercial facilities, and to allow for a mix of activities to reflect the changing needs of the area over time".

Under the Commercial 5 zoning, the range of permitted activities included:

- Childcare facilities
- Commercial services
- Education establishments
- Health and welfare services
- Hotels
- Household units at or above first floor level
- Offices
- Places of assembly
- Professional services
- Restaurants
- Shops
- Taverns

The basic requirements and development controls that applied under the Commercial 5 zone were:

- A comprehensive development plan had to be submitted
- A maximum building height of 10.5m applied
- No front, rear or side yards were required
- Maximum site coverage was 50%
- Verandahs were to be provided for pedestrian shelter
- Household units were to comply with rules relating to outdoor living courts, service courts and building form

4.4 Plan Change 50

This plan change, which became operative on 16 October 1995, altered the zoned area and configuration of the Town Centre (Figure 1). The original Commercial 5 area in the Town Centre was split into a 2.853 ha parcel that was rezoned from Commercial 5 to Marine Village and a parcel of 1.9347 ha that remained as Commercial 5. Two additional parcels including a 4067m² area on the northeastern side of Gulf Harbour Drive (now the 'Origin' site) were added to the Commercial 5 zone bringing the total area up to 3.08 ha.

There were no changes to the Commercial 5 rules.

4.5 Plan Change 26

This Plan Change was notified in 1994 and became operative in July 2005. At the time of notification, a comprehensive submission was received from Gulf Corporation seeking amended provisions for the whole of Gulf Harbour, based on an integrated development/master plan approach. The submission was accepted, resulting in a revised module.

The area of land within the MVTCPA remained unchanged from that adopted in Plan Change 50.

Development caps on activities within individual sub-zones formed part of the Master Planning approach and were not in contention. These were:

- A cap of 2913 household units, with an indicative distribution of 1150 household units within the Marine Village Residential Policy Area (including residential units within the Town Centre) at a ratio of 1 unit:200m² net site area.

- 4000m² commercial floorspace in the Town Centre
- 300 guest rooms within 2 hotel sites

The development concept for the Town Centre is described in Section A4 of the Module as follows:

“The town centre will incorporate an informal town square. In the town centre area, the ground floor levels will be used mainly for shopping and commercial services, and provision may be included for civic amenities such as a library and meeting rooms. The upper levels of the town centre will be developed for office or for residential purposes. The waterfront and street space will be public space, and the canal may include bridges, floating stages for entertainment and a seafood restaurant.

Clause A8.4.2.5 - Policies for the Marine Village - states *“the Town Centre will provide a focus of commercial activity and will also include residential accommodation mainly in the form of apartments on upper levels above commercial units. Development and activities in the Town Centre continue to be subject to the Rules applying through the Commercial 5 zoning”.*

The environmental results anticipated for the marine village are *“development that achieves a strongly urban and marine focussed environment, comprising:*

- (b) (sic) intensive housing in a range of forms, including town houses and apartments*
- (c) a town centre with an appropriate range of commercial and community services, housing and public spaces which are interesting, convenient and attractive for community use and enjoyment;*
- (d) hotels at planned locations...”.*

The Town Centre was not, however, subject to the rules of the Gulf Harbour Activity Area. Instead, the rules of the Commercial 5 zone continued to apply in respect to activities and development controls as outlined above.

4.6 Proposed Plan 2000

The review of the district plan began in 1997, with Gulf Harbour given an opportunity to comment on the plan module. Gulf Harbour provided re-drafted proposals for Council consideration. The general principles followed the earlier module, with minor changes and some updated provisions. Under the Proposed Plan, the Town Centre became a Policy Area within the Special 18 (Gulf Harbour) Zone. The only significant cross reference to other zones is in relation to noise levels in Rule 16.9.2, where the Town Centre is treated as if it were a Retail Service zone.

Gulf Corporation Ltd and San La Mer were the two principal submitters on the Proposed Plan when it was notified. There were no substantive submissions relating to the Marine Village Town Centre Policy Area. However, a new Eastern Boat Harbour Policy Area was introduced and this enables a small and intensive, visitor-oriented centre to establish around the eastern waterway. Decisions on the Gulf Harbour Module of the Proposed Plan (ie Chapter 12, Section 18) were released in October 2005 and, as there were no appeals, are effectively operative.

The zoning of the Town Centre is ‘Marine Village Town Centre Policy Area’. Objectives and policies are derived from and are closely linked to various issue statements.

Issue 12.8.18.1.1.2 states that *“non-residential development, unless it is very low key and small scale, is usually of a different character from residential activities and can give rise to adverse effects such as noise and traffic, which make it desirable to provide for it in locations which are separate from residential activities. The intensity of development and the nature of the activities to be accommodated can affect the pleasantness and harmony of the environment and the health and safety of people living or working in an area. For the above reasons, at Gulf Harbour the Outline Plan defines areas for higher intensity residential development around the present and future waterways, and close to the service activities for the Gulf Harbour community. In addition, a range of non-residential activities are provided for in the Eastern Boat Harbour. The main focus within this area is to provide for visitors to the Eastern Boat Harbour”.*

Issue **12.8.18.1.1.5** is: “Space within the Town Centre Policy Area is limited, and inappropriate or badly designed development could reduce the convenience and attractiveness of the centre with adverse social and economic consequences for the community, for its importance as a link with the marine environment, and for the amenity values and environmental quality of the Gulf Harbour Zone”.

The explanation to Issue 12.8.18.1.1.5 states that “the extent of the Town Centre area has been determined with regard to the amount of commercial floorspace and related vehicle parking likely to be needed to provide local services to the future populations which are expected to live and work in the Gulf Harbour zone. It will be important to ensure that available ground floor area is developed and used for activities which are appropriate to the likely foreseeable needs of the local community, and also that an appropriate relationship is maintained between the activities accommodated in the Town Centre and the need for vehicle parking. If residential units or visitor accommodation is to be developed in the Town Centre Policy Area, such provision is to be made at upper floor levels and not at ground floor level.

The relevant objectives and policies that flow on from identification of issues are:

Objective 12.8.18.1.2.3 *To limit the magnitude of development that may be carried out within the Gulf Harbour Zone so that it is in keeping with the capacity of the infrastructure in that part of the District and with the capacity of the natural and physical resources of the area.*

Objective 12.8.18.1.2.5 *In the Marine Village Town Centre:*

- (a) *To enable the further development of the MVTCPA as a focus for local shopping, services, and civic/community activities at a location which reinforces the marine related character of the Gulf Harbour Zone and is easily accessible to the Gulf Harbour community, and also to allow some residential and visitor accommodation to be developed at levels other than ground floor.*
- (b) *To guide further development within the Town Centre Policy Area so that the range and scale of retail, commercial, and community services established within the Centre is appropriate to the local needs of the Gulf Harbour community and to ensure that adverse effects on adjacent or nearby residential areas are avoided or mitigated.*

Policy 12.8.18.1.3.5 states:

Further development of the town centre shall be designed so that the arrangement of buildings, parking and open spaces, and the provision for vehicular and pedestrian circulation will:

- (a) *provide activities that are appropriate to the commercial, social and cultural needs of the Gulf Harbour community;*
- (b) *be safe, convenient and achieve high standards of amenity;*
- (c) *be consistent with the form, scale and character of development which has occurred in the town centre up to that time;*
- (d) *be aesthetically coherent and reinforce the urban design precedents which have been established in the locality - particularly the orientation of shops and restaurants to outdoor public spaces and the adjacent waterway;*
- (e) *reflect and capitalise on the unique marine environment and waterfront position;*
- (f) *maintain the commercial and civic qualities of a town centre and provide for the full commercial floor space requirements of the local community and not compromise the requirements of future residents;*
- (g) *ensure that public access to and around the edge of the waterway in proximity to the Town Centre is maintained;*
- (h) *reflect and encourage pedestrian access and orientation.(emphasis added)*

Policy 12.8.18.1.3.6 is to enable residential accommodation on upper levels above commercial units in the MVTCPA.

There is no explanation as to the intent of the policy in regard to number or type of household units envisaged in the MVTCPA.

Town Centre Activities

The current rules for the town centre restrict “commercial floorspace” to a maximum of 4000m² GFA. However, this term is not defined and there is little in the plan or its predecessors which explain how this provision was derived.

In a legal opinion requested by the Council, dated 15 April 2005, Brookfields have advised that the following listed activities in Rule 12.8.18.2.3 Table B fall within the meaning of commercial floorspace:

- Commercial services
- Dairies and takeaway food premises
- Entertainment facilities
- Offices
- Restaurants
- Shops
- Visitor accommodation

Therefore, these activities are considered to be limited by the 4000m² floorspace cap.

In addition to the commercial activities identified above, Table B permits:

- Household units ancillary to a permitted activity or an activity for which resource consent has been granted not exceeding one unit per site and on levels other than ground levels
- Places of assembly (RD)
- Reserves
- Wharves, jetties, berthage for boats
- Visitor accommodation on levels other than ground level (RD)

RD = Restricted Discretionary Activity

Development Controls

There are few specific controls on building bulk, location and scale in the Town Centre. The rules comprise the following:

Rule 12.8.18.2

The total magnitude of development in the Special 18 zone shall not exceed the values set out in Policy 12.8.18.1.3.2.

Policy 12.8.18.1.3.2 restricts the magnitude of development to:

- 2913 household units (but does not include the MVTCPA)
- 4000m² commercial floorspace in the Town Centre
- In the Eastern Boat Harbour: 2000m² GFA devoted to shops, restaurants and entertainment facilities; 1000m² offices
- 300 guest rooms for visitor accommodation - included as commercial floorspace in the MVTCPA, or counted in the 300 room cap, but not both

Whilst the limits on floorspace relate to activities, the erection, alteration or addition to buildings including any building for a permitted activity, is assessed as a Restricted Discretionary Activity.

Considerable weight must therefore be attached to the Objectives, Policies and Assessment Criteria, rather than Rules, in evaluating an application for resource consent. As noted in section 4.6 above, one of the matters to be considered in relation to any building is Policy 12.8.18.1.3.5(c), which states:

“Further development of the town centre shall be designed so that the arrangement of buildings, parking and open spaces, and the provision for vehicular and pedestrian circulation will:

...(c) be consistent with the form, scale and character of development which has occurred in the town centre up to that time;”

Thus the overall cap on commercial floorspace, together with a policy which specifically requires development to be of a similar scale as that already established within the Town Centre, are the two key criteria for determining the overall quantum and form of future town centre development.

These provisions were not challenged at the time the Proposed Plan 2000 was notified, but have become a significant issue following the sale of land within the Town Centre.

5. FORM AND FUNCTION OF THE TOWN CENTRE

By tracking the evolution of provisions for Gulf Harbour through the various planning instruments that applied from the inception of the concept, clear conclusions emerge as to the form and function envisaged for the Town Centre. The relevance of the present controls, in terms of both the historical and future context, can then be considered having regard to the overall purpose of the Act being the sustainable management of resources in a way that enables people and communities to provide for their social, economic and cultural wellbeing (section 5 RMA, paraphrased).

5.1 Function of the Town Centre

The Town Centre has always been intended to function as a neighbourhood, supermarket-based centre which would meet the needs of the Gulf Harbour community. Tourists and visitors would continue to be attracted to Gulf Harbour, with tourist facilities focused primarily on the golf course, within two specifically identified hotel sites and, following the introduction of amended provisions in the Proposed Plan 2000, within the Eastern Boat Harbour. Tourists and visitors are a component of the trade catchment for the Town Centre.

5.2 Form of the Town Centre

By applying the rules for the Commercial 5 zone, the Town Centre was effectively limited to 2 or 3 storey development (height limit 10.5m), with buildings covering no more than 50% of the site area. The remaining 50% site area was to accommodate carparking and public amenity areas including an informal town square.

5.3 Commercial Floorspace

The amount of floorspace and land area required for the Town Centre was not quantified in precise terms. Provision for 4000m² of ‘commercial’ floorspace was expected to be at the higher end of predicted demand, although it was intended that there be sufficient flexibility to accommodate more, or less, space as time passed. To protect the limited availability of appropriately zoned land for commercial activity, any residential activity was not to be established at ground floor level.

5.3.1 Current Level of Development in the Town Centre

TABLE 1: FLOORSPACE ANALYSIS

FLOORSPACE ANALYSIS				
	RETAIL	NON-RETAIL (OFFICES ETC)	VISITOR ACCOMM	COMMERCIAL FLOORSPACE
EXISTING	1514		2032	3546

ORIGIN SITE	770	1600		2370
TOTAL FLOORSPACE (M²)	2284	1600	2032	5916

As can be seen from the above table, about 3500m² of commercial floorspace has been built, and the recent resource consent granted to Origin Properties for development on Gulf Harbour Drive will add a further 770m² retail and 1600m² office space to the total, exceeding the cap by 1916m². If the area taken up by The Lodge (a 38 room visitor accommodation complex of 2032m²) is excluded, the total amount of commercial floorspace is still very close to the limit of 4000m².

Thus there is little opportunity for further development, whether it is for retail, service, entertainment, office, visitor accommodation or residential activity, unless an application is made for a non-complying activity resource consent. However, there is still considerable 'vacant' land within the MVTCPA (1.5ha) which is available to be developed for town centre purposes.

It has therefore been concluded that the Variation should enable further development within the Town Centre. However, regard must be had to the vision for Gulf Harbour as a unique and special maritime environment within the Auckland region and the evolution of planning controls and mechanisms, which have shaped the character, intensity and scale of development to date.

6. ISSUES INFLUENCING FUTURE DEVELOPMENT

6.1 Predictions of Floorspace Demand

Recent work undertaken in March 2005 by Property Economics Ltd (Tim Heath) in relation to the distributional effects of additional retail floorspace within the Eastern Boat Harbour, on behalf of Gulf Corporation and by Marketplace NZ Ltd (Mark Tansley) on behalf of the Council has supported more commercial floorspace at Gulf Harbour with the main issue being the distributional effects of retail activity on other centres, primarily those centres on the Whangaparaoa Peninsula.

The Property Economics report included an analysis of sustainable retail floorspace within the Gulf Harbour Town Centre catchment, and considered that by 2011, a total of 1500m² of food retailing floorspace will be viable. A chemist, recreational goods store, cafes, restaurants/takeaways and some personal service stores such as hairdressers would also be sustainable by 2011. In total, some 7100m² of commercial floorspace in the categories of retail, personal and household services, and restaurants/cafes/takeaway food will be viable at Gulf Harbour by 2021 if the population within the catchment reaches the projected figure of 14,800. The report adopts a 'high growth' scenario based on current and future high rates of population increase. The comment is also made in the report that *"the current design of the retail centre is considered dysfunctional, without any identifiable 'centre' around which retail is focused, and no integrated parking. As such the centre lacks appeal and appears to be performing below its potential"*.

Mr Tansley's peer review essentially agreed with the analysis and conclusions in the Property Economics report. In particular, Mr Tansley supported the statement that *"[the Town Centre's] long term role is best suited to being a 'supermarket based neighbourhood centre' that services the convenience and local commercial requirements of the Gulf Harbour catchment. This role is consistent with the projected catchment population of 14,800 people once fully developed"*.

Mr Tansley then went on to consider whether or not the Town Centre ('GHC') could achieve that role and noted that it was a question of:

1. *Whether and when the convenience catchment around the GHC can be seen as likely to achieve the necessary strength to support a modern supermarket, having regard to other trade potentials that may be available (eg providing the Gulf Harbour "fleet").*
2. *Whether the GHC site is physically able to accommodate such a development, if and when it is feasible.*

3. *Whether supermarket development is maximised at the Plaza (or in its environs) to an extent that gives both national operators adequate access to the trapped eastern peninsula market and thereby removes the incentive for either to split the potential three ways.*
4. *Whether grocery / food spending patterns evolve differently in the foreseeable time lag before a supermarket would – at least in 2005 theory – be feasible in GHC”.*

Mr Tansley also observed that a 3000-4000m² supermarket [based on surveys of relatively isolated supermarket-based suburban centres, which are comparable with the Gulf Harbour location] has a nucleating effect, tending to attract other activities to form a commercial gfa node of 5000 – 7000m². In the Gulf Harbour locality, the mid-long term supermarket potential would be supportive of a store at the lower end of that 3-4000m² range. If the Town Centre cannot accommodate around 5000-5500m² of space, but does obtain a supermarket, then part of that retail potential would be lost. The Eastern Boat Harbour would not be able to compensate because it would not have an anchor store.

In short, Mr Tansley concludes that if a supermarket is accommodated, a *“retail and related supply potential of over 7000m² is a reasonable – possibly conservative – expectation notwithstanding that additional hotel bars and restaurants would meet some of the casual demand from locals and non-hotel-based visitors. The main suburban centre potential represents about 70-75% of the total”*. (The remaining 25% would be provided at the Eastern Boat Harbour).

6.2 Residential Activity and Visitor Accommodation within the Town Centre

By reference to the policy statements in earlier planning documents, it is evident that the Town Centre was expected to have some residential accommodation in the form of apartments above ground-floor commercial activities. However, residential accommodation was to be in accordance with the 2913 household unit cap and an indicative allocation of 1150 units for the combined Marine Village Residential and Marine Village Town Centre Policy Areas. The Proposed Plan 2000 appears to have moved away from this concept by identifying as an issue, potential conflicts between residential and commercial activity. Notwithstanding this, there remain clear and unequivocal policies in the Plan supporting residential activity in the Town Centre. The policies are not reflected in the rules, which restrict household units to caretaker's premises, or one household unit “per site”. Under the definition of site it may be possible to obtain approval for more than one unit within a development but there is an element of conjecture in this proposition.

A vexing question that arises in regard to residential activity is whether apartment-style accommodation is a household unit or a visitor accommodation unit, particularly when proposed accommodation falls into the category of ‘serviced apartments’. This style of accommodation is a hybrid category, attracting residents who are likely to be more transient than permanent, but who may stay longer than a typical hotel or motel guest. Self-catered meals are also a typical feature of serviced apartments, but the provision of kitchens means that serviced apartments are capable of being used as permanent residential accommodation. At present, ‘household units’ are non-complying unless they fall within one of the categories described above, but ‘visitor accommodation’ on levels other than ground level is a restricted discretionary activity.

The importance of this distinction is that visitor accommodation is considered to be commercial floorspace and therefore limited in magnitude by the 4000m² cap. As such, it has not been necessary to impose additional planning controls on the bulk and scale of buildings that might be used for this type of activity.

However, multi-storey apartments that are not limited by the cap on commercial floorspace (and are presently non-complying owing to the restrictions on household units), whether they are fully self-contained or serviced units, would have environmental effects that the present Town Centre rules are not designed to address. These include:

- Obstruction of views
- Wind effects
- Traffic generation
- Effects on infrastructure
- Possible reduction in open space

- Reverse sensitivity effects
- Loss of privacy to adjacent household units

Given the adoption throughout the region of planning provisions that allow mixed use development (including within the Eastern Boat Harbour), and that are actively promoted through the ARPS and Regional Growth Strategy, ongoing restrictions on residential activity cannot be supported on the grounds of potential conflicts between activities. The main issue is whether anticipated environmental effects can be appropriately mitigated, for example by methods requiring residential units to meet acoustic design standards, by controlling the hours of business of commercial activities, by controlling the overall bulk and scale of buildings and by methods which avoid or manage potential impacts on roading or other infrastructure.

Currently, there are 38 visitor accommodation units in the Town Centre. However, the Town Centre is capable of providing additional residential and visitor accommodation that would add diversity and vibrancy to the heart of Gulf Harbour. The level of accommodation activity must have regard to the established and anticipated future character imposed by the zoning history, and constraints on infrastructure capacity, particularly the capacity of the existing roading network.

6.3 Traffic and Rooding

The Gulf Harbour Town Centre is located at the easternmost end of the Whangaparaoa Peninsula. The whole of the Peninsula is served by one main road (Whangaparaoa Road) for its entire length, with the Town Centre at the junction of Gulf Harbour Drive and Laurie Southwick Parade approximately 14km from the Hibiscus Coast Highway. The Town Centre is in a location where it is reasonably accessible to its primary catchment, the Special 18 Gulf Harbour Zone.

It is anticipated that trips generated by the proposed additional floorspace will be confined primarily to the Gulf Harbour area. Some of the activities provided for within the centre, for example restaurants and entertainment facilities, that are related to recreational activity, will operate outside normal commuter peak flows and will therefore not add to peak traffic generation. By ensuring that the Town Centre has a primarily local neighbourhood function, traffic generated by commercial, community and related activities within the Centre will avoid impacts beyond the immediate area. Any activity that has the potential to generate traffic movement from further afield will require Whangaparaoa Road to be used to gain access to the Centre. The daily flow forecasts in the Hibiscus Coast Traffic model indicate that an additional 1000m² of commercial floorspace would generate a total of 400 vehicle trips per day. Of this volume only 1/3 or 130 vehicle trips would leave the peninsula entirely. This means 260 vehicle trips would potentially use Whangaparaoa road, but not leave the peninsula. In this context, where the future capacity restrictions are likely to arise west of the Red Beach road intersection, the additional 130 vpd added to the predicted 29,200vpd (no Penlink) at 2016 is considered to be acceptable. Based on this scenario, the 'one off' effect on Whangaparaoa Road is considered acceptable and for the above reasons, there will be only minor effect on Whangaparaoa Road from the proposed additional floorspace. Restrictions on the overall magnitude of development for commercial purposes have therefore been applied as a method of avoiding adverse impacts on the roading network.

Modelling also shows that adding more traffic at the end of the Peninsula exacerbates future problems with the capacity of Whangaparaoa Road and the Hibiscus Coast Highway and brings forward the date by which an alternative route or upgrading of the roading network will be required. This has significant implications for the provision of additional residential accommodation that would directly impact on the number of vehicle trips at the most critical times of the day ie the morning and evening commuter peaks. Whilst residential units may be used for permanent accommodation, it is anticipated that some accommodation will be in the form of serviced apartments to cater for transient visitors who are less likely to generate trips during peak periods. Residential accommodation within the Town Centre is also within close walking distance of passenger ferry services and bus transport, which provide alternatives to the use of private motor vehicles. The Variation therefore makes some provision for residential and visitor accommodation in the Town Centre. However, the cumulative effects of traffic generated by residential activity on a road that has limited capacity is the reason for maintaining the overall magnitude of development for residential purposes at the present cap of 2913 units for the Gulf Harbour zone.

7. WHAT IS AN APPROPRIATE LEVEL OF DEVELOPMENT FOR THE TOWN CENTRE?

7.1 Nature of Future Business Activities

In the future, new retail and commercial businesses should continue to offer a range of everyday goods and services, supported by local employment opportunities and community facilities. This reflects the following considerations:

- The Gulf Harbour Town Centre's function is primarily to serve the needs of local residents, supported by some visitor and tourist activities. On the other hand the Eastern Boat Harbour will develop as a smaller and potentially more intensive, mixed use area capable of catering for visitors by boat. These centres' functions are in contrast to the Whangaparaoa town centre, which will continue to develop as a much larger district centre capable of supporting provision of a wide range of goods, services, employment, health and community facilities.
- The local roading network is capable of handling locally generated shopping and business traffic to Gulf Harbour, but it does not have the capacity to cater for additional traffic generated by significant residential development in the Town Centre or large scale, intensive business activity that attracts large numbers of customers and vehicle trips from outside the local catchment.
- Community expectations are of a neighbourhood centre that is local in character, intensity, scale and amenity, enhanced by a modest level of tourist and visitor activity focusing on the marina, the existing features in the Town Centre (band rotunda, clock tower) and the nearby golf course.
- Tourist and visitor activity is an important element of the local economy that is in part reliant on the existing level of amenity in the Town Centre, which should be protected and enhanced to ensure its ongoing attractiveness and appeal.

Accordingly, future planning for the Gulf Harbour Town Centre focuses on enabling sufficient new development opportunities for community facilities and local shops and businesses. This is an efficient allocation of resources which also respects the adopted hierarchy of commercial centres in the Proposed Plan and the limitations of existing roading infrastructure. The opportunity for the establishment of a supermarket is seen as important in providing a strong nucleus around which smaller retail uses and commercial services will cluster.

7.2 Relationship Between Zoned Area and Scale of Development

The MVTCPA has a total area of approximately 3.08ha, of which 1.53ha (plus the 4000m² 'Origin' site) is currently vacant. The developed portion of the Town Centre occupies an area of approximately 1.14ha.

As a general guide to the overall quantum, form and scale of development that would have been possible had the vacant land been developed prior to notification of the Proposed Plan 2000, the maximum site coverage under the Commercial 5 provisions would have restricted the building footprint to 7650m² whilst the height limit of 10.5m would have allowed 2 – 3 levels of development (23,000m² GFA in total).

The recent reports by Property Economics and Marketplace NZ are in agreement that, conservatively, Gulf Harbour can support 7100m² of retail and related floorspace when the catchment has a population of 14,800 (year 2021). This would be split with 5000m² in the Town Centre and the rest at the Eastern Boat Harbour. There is already more than 4000m² of established or approved commercial floorspace in the Town Centre of which approximately 2284m² is retail and related space (the remainder being the 1600m² of offices in the Origin development).

If a supermarket is to be encouraged in the Town Centre, then additional retail floorspace needs to be allocated in line with the Property Economics and Marketplace reports. The Marketplace report suggests that as much as 3000-4000m² could be taken up by a supermarket without any ancillary retailing that would naturally seek to establish in conjunction with it. It could be argued that the retail component within the Origin development, and retail floorspace in the existing Town Centre area, would partly fulfil this role. At the very least, the Town Centre should provide for 5000m² of retail

floorspace by 2021 ie double the currently approved 2284m². However, as this is still 15 years away, the full amount of floorspace will not be required immediately.

Clearly, there is an adequate supply of land within the Town Centre to enable additional retail and other development to occur. The main issues are therefore:

- To ensure that future development of the vacant land is consistent in form and scale with the existing Town Centre buildings
- To ensure that the character, intensity and scale of development is appropriate to the objectives for the Town Centre and its primary function as a neighbourhood supermarket-based centre
- To ensure the quantum of development does not cause negative distributional effects on other centres in the Hibiscus Coast area
- To ensure that adverse effects of any future development on infrastructure are avoided, remedied or mitigated.

In order to provide certainty in regard to consistency in form and scale, the Variation proposes to introduce new rules imposing a 12m height limit (subject to a maximum of 3 storeys above ground level) and a 50% limit on site coverage. A lower height limit would reduce the potential for proposals to create an additional floor within the overall building envelope, but may not enable roof forms of new buildings to be designed for consistency with existing buildings. These new rules also provide clear limits to the quantum of floorspace that can be developed, whilst amended provisions for activities ensure that there is both flexibility and certainty in the mix of uses, consistent with the objectives and policies for the Town Centre.

In relation to activities within the Town Centre, it is important to consider the definitions of 'shop' and 'commercial services' in the Proposed Plan.

The definition of shop means *“any land, building or part of a building from or in which goods or services are sold, disposed of or offered for sale by retail and includes banks, drycleaners' premises, post shops, hairdressers premises, laundromats, lending libraries, real estate premises, TAB premises, travel agents, video hire premises and wholesale liquor outlets but does not include service stations, drive through activities, hire premises, garden centres, restaurants, vehicle fuel retailing facilities, vehicle sales and hire premises”*.

The definition of 'commercial service' is *“services such as data processing, photocopying and duplicating, typing, jobbing printing research and diagnostic laboratories, and jewellery, instrument and light mechanical and electrical repairs, but excludes motor vehicle servicing repairs”*.

It is apparent from these definitions that the majority of 'services' are included in the definition of shop, whilst some activities classed as commercial services are similar to light industrial activities (eg instrument repairs) and others cannot readily be distinguished from services that are defined as a shop (photocopying and duplicating). Although non-retail commercial activity and restaurants are not significant determinants of retail distribution effects, the current definitions make it necessary to include all 'shops' in the floorspace cap and to make additional allowances for non-retail (service) activity within the total permitted amount of floorspace. Restaurants are included to enable changes of tenancy from a shop to a restaurant and vice versa without incurring significant compliance costs arising from inclusion or exclusion from the cap.

The Variation therefore proposes a single cap of 5000m² GFA for combined retail, restaurant and entertainment activity. There is no restriction on 'commercial services', health and welfare services, community uses, public toilets, places of assembly or offices. As noted above, the existing area of commercial floorspace is 2284m², hence there will be approximately 2800m² of additional floorspace available for a supermarket, restaurant and entertainment activities.

The scale and intensity of other activities are controlled predominantly by bulk and location rules, which in turn take into account environmental effects and infrastructure capacity.

7.3 Residential Activity

The Variation has as its main focus the amendment of provisions which are impeding further development within the Town Centre for activity that is necessary to enable it to fulfil its planned function as a neighbourhood centre.

The whole of the ground floor should therefore be available for commercial (primarily retail) activity, whilst some offices, community facilities and services may locate above ground floor. In addition, a moderate amount of residential/visitor accommodation is provided for subject to adherence to the overall cap of 2913 household units for the whole of the Gulf Harbour zone.

By enabling the establishment of either household units or visitor accommodation in the Town Centre, accommodation can be designed and in future adapted to market demand. Importantly, hybrid forms of accommodation such as serviced apartments are more readily catered for. A further reason for removing the distinction between these different forms of accommodation is that there is little difference in potential environmental effects between apartments, serviced apartments and visitor accommodation as provided for within the Town Centre.

As the Town Centre provides a high level of amenity and access to outdoor recreational space, it is not considered necessary to impose rules requiring outdoor living courts. Assessment criteria can be used to ensure that adequate amenities are available to each unit or guest room. Carparking should be provided in accordance with the district plan standards.

Infrastructure constraints (particularly roading) are unable to support any significant increase in the traffic generation that would be associated with residential activity other than the 2913 household units that have already been provided for.

7.4 Financial Contributions

The current exemptions for development at Gulf Harbour are based on an overall magnitude of development that has been agreed to by the Council. The Variation retains the present cap of 2913 household units, but allows either household units or visitor accommodation units to be established within the Town Centre. No additional contributions are therefore required for these activities. Provision of public amenity areas and open space will be assessed as part of an application for resource consent for development within the remaining vacant land. Financial contributions will apply, as at present, for roading and other infrastructure in accordance with the provisions of the Operative Plan 1993.

8. CONSULTATION

8.1 Persons and Organisations Consulted

Clause 3 of the First Schedule to the Resource Management Act 1991 sets out the persons/bodies with whom a territorial shall consult. In this regard, the Council has consulted with:

- The Ministry for the Environment
- Auckland Regional Council
- Tangata whenua

In addition, the Council has met on a regular (monthly) basis with the Gulf Harbour Steering Committee. This is an informal body with elected and officer representatives from Council, landowners within the Gulf Harbour zone, residents' groups, the Gulf Harbour Country Club Committee and the Marine Berth Holders' Association. All of these groups were invited to comment on the issues as they saw them and to offer their views as to what should happen in the Town Centre.

In response to these invitations, written or emailed responses were received from the Berth Holders Association, Gulf Corporation, the Marine Village Residents Association, Zomac Consultants on behalf of Marlin Group, and the Vision Gulf Harbour Residents Association.

A considerable body of information from consultation on a range of related matters has also been taken into account, for example 'Vision Rodney'.

8.2 Consultation Responses

8.2.1 Berth Holders Association

Gavin Still, on behalf of the Association, was impressed with introduction of the precinct provisions and considers that the apartments along the canal and the town centre form a natural precinct. Development of the remaining land should be consistent with the existing precinct development in terms of scale, form, height, shade effect and colour. Site coverage should also be used to ensure lines of sight and public access and parking are facilitated for commercial components.

8.2.2 Gulf Corporation

Gulf Corporation responded through its consultants, Cato Bolam. Its position is that a variation is appropriate and that:

1. The commercial floorspace cap needs clarification
2. A comprehensive development plan approach is required, as has been introduced elsewhere for Gulf Harbour
3. The visitor accommodation rules need to be more certain so they cannot be used as a guise for the creation of residential units
4. Any changes to the provisions for residential activity in the Town Centre need to be worked through carefully, and not affect existing development possibilities elsewhere in Gulf Harbour.
5. No substantive changes are required for the rest of Gulf Harbour but there is a drafting error relating to earthworks which should be corrected.

8.2.3 Gulf Harbour Marine Village Residents Association

The Association has made comprehensive comments and suggestions on the Town Centre, as summarised below.

1. Any future development of the town centre should revolve around it being more supportive of the existing community, not just visitors.
2. The form and scale of any future development should be in a manner that replicates the existing architectural style of the town centre.
3. Residents don't want more visitor accommodation and buildings should be no taller than the existing town centre clock tower and/or existing commercial buildings in the area.
4. A comprehensive development plan should be submitted by the town centre developer before any resource consents are considered on this site. The concept of 'Precinct Plans' first instigated by Gulf Corp elsewhere in the area is an excellent one. Council and residents have an opportunity to view the precinct plan as a whole, rather than individually. Developers would have a greater opportunity for obtaining resident support if they were to pursue this option. The Eastern Boat Harbour is a good example of Precinct Plans in operation. This reduces ad hoc development, especially if a partly developed property is sold and a new developer comes along with different ideas.
5. The residents of the Gulf Harbour community and the Council were sold a "concept plan" for the area by the original developers. This plan was largely accepted by Council and has been used in the production of the Proposed Plan to date. Residents have bought into the area on the basis of this plan and they believe that the integrity of this plan, as much as possible, should be upheld. The original town centre site plan showed an area covering nearly three quarters of the site without any buildings.
6. Any peripheral development of the land surrounding the islands within the waterway, in particular the northern fringe of the town centre land, should not be allowed to encroach

practically or visually onto the roadway. That means that motorists and pedestrians have good visibility as they use the island.

7. The loss of the existing open access way to the Rotunda and town centre would be totally unacceptable to the residents of the GHMVRA. The loss of this existing access way eliminates wheel chair access to the waterway. The proposed access way of 1.6m wide is minimal. Berth holders in the northern waterway use this pathway to launch and retrieve dinghies, as there is no other launching facility other than the steps next to the Rotunda.
8. Public access to the waterway is expressed by the PDP 2000 Policy 12.8.18.1.3.5 (g) *Ensure that public access to and around the edge of the waterway in proximity to the Town Centre is maintained...* This should be maintained by a pathway wide enough for public access and for the waterway berth holders to retrieve dinghies. The proposed variation should require that any future resource consent issued for development of this land include a provision to allow an esplanade strip of between five to ten metres wide as measured north from the north boundary of "The Lookouts" DP179609 and the town centre southern boundary DP194593. The existing pathway at its eastern end (nearest the waterway) is adequate. However, at its western end, where it joins the existing car park, it is too narrow. Ideally, the location of the existing red cobbled pathway should remain as it is.

8.2.4 Marlin Group

Marlin Group is the owner of the Town Centre and is therefore the most directly affected party. A preliminary and informal telephone discussion with Zomac Planning Consultants on behalf of Marlin Group indicated that a 3000m² supermarket, 2500 – 3000m² of retail floorspace (including the first stage of development for which a resource consent application had been submitted but at that time not heard by Council) and a number of levels of visitor accommodation were contemplated. Future buildings would be a similar height to those in the first application and applications for resource consent were being prepared for development of all of the available land.

A formal letter from Zomac to the Council dated 16 September 2005 indicated that a variation was not considered necessary but Marlin Group would participate in a meaningful consultation process as required by the First Schedule of the RMA. The letter set out what was considered to be meaningful consultation. In the meantime, two resource consent applications have been submitted to Council.

8.2.5 Vision Gulf Harbour

Vision Gulf Harbour represents residents of the wider Gulf Harbour community. The group's comments are summarised below:

1. Precinct Plan

In order to ensure the Town Centre develops on a planned basis, a comprehensive plan must be developed for the entire Town Centre area, prior to further building being approved. This comprehensive or Precinct Plan should include retail facilities, commercial and office space, public open space and green areas, coordinated roading access and egress, customer parking, commercial delivery access, and adequate parking for both staff and visitors. This plan should be discussed at the Gulf Harbour Steering Committee meeting prior to its adoption by Council.

2. Activity/use classification issues

Either the rules need to be clarified and reinforced, or the whole of the Town Centre classified as 'commercial' and a definition of commercial to include all activities. Residential / managed apartments other than visitor accommodation must be totally banned or counted in the 2913 density Cap for the Gulf Harbour Zone, and must not be discretionary.

3. Height restrictions

A height restriction must be set in keeping with the character and original design of the Town Centre. A maximum height of three storeys is appropriate, with an average height of two to give building variation to assist in the architectural appeal and character. By restricting building height, the shadowing and wind effect on the existing facilities will be substantially reduced. Manly Village, the

Whangaparaoa Town Centre, and Red Beach shopping Centre, have only one or two storey buildings. The land utilized for these Centres is no different to that of Gulf Harbour in terms of commercial value.

4. Density and use control.

By a combination of building area to land available percentage control, taking into account parking, roading and public amenity space, this would set the scene for the ground level precinct plan. The original plan as set out by Robin Riley, shows-

Building area 30 % approx.

Parking area 24 % approx.

Public walkways and green areas 46 % approx.

Combined with a maximum height and an average height, this would control the commercial floor area cap, which could be eliminated from the plan or reset in conjunction with the other constraints. (see Robin Riley's original Plan and statement)

5. Residential units / managed apartments (other than visitor accommodation)

These should be specifically excluded from the plan, apart from Manager / Caretaker accommodation if required. Visitor Accommodation should be included in the commercial floor space available. The 2913 residential density Cap was set for the whole of the Gulf Harbour Zone, and residential units were not envisaged for the Town Centre Zoning.

6. Design and Colours

Building design and colours should be in keeping with the existing style and character of the Town Centre. The residential tower blocks (The Lookouts) have been designed as features, and have been split in two to ensure shape and lighting texture reduce their bulk. It was never intended that high-rise buildings would dominate the area, nor their surroundings.

7. Eliminate greedy and insensitive development.

The commercial value of the land at Gulf Harbour Town Centre is no different to that of other Town Centres in the area, and therefore there is no requirement for higher density or higher buildings to be established.

8. Variation Zone Limit

In order to speed up this variation so that future building applications meet the new criteria, it is necessary to limit the scope of this variation to the Town Centre only, and not include other issues within the Gulf Harbour Zone.

9. Traffic Flow Management

Traffic flow management studies should accompany this Precinct plan, both within the Town Centre, and taking into account the constraints of the Tindalls Bay Hill, and other roading constraints within the Gulf Harbour Zone. Future Hammerhead, Marina, and Ferry traffic should also be included, along with that generated by the Eastern Boat Harbour.

10. Use of Design Guidelines

Where appropriate, the newly accepted 'Design Guide Lines' should form part of the Precinct Plan and subsequent building design features.

11. Visitor Appeal

Any variation must take into account visitor appeal and access to facilities such as the 'Rotunda' and its use for weddings and other functions. Views of this and the Canal facilities must be preserved in the layout approval of further buildings around the Canal.

12. Council Purchase

Within the Precinct plan, there could be the provision for the Council to purchase part of this land as a public amenity, if the known commercial requirement falls short of the maximum suggested coverage as outlined above.

13. Town Centre Zone

The above criteria, should take into account both the Origin Application, and the Marlin Application if approved prior to this Variation coming into force.

14. Residents Wishes

There appears to be a Council led move to adopt larger City philosophy regarding living and working within CBD areas, to the Gulf Harbour Zone without taking into account and preserving the unique environment within Gulf Harbour. The Objectives and Policy that residents can identify with, appear to be at variance with the Rules. Developers seek to exploit these rules and thereby distort resident's wishes, which are being placed secondary to developer profits and Council income. The Plan Variation should address some of these issues, so that the original vision that residents were attracted to when purchasing property at Gulf Harbour is maintained and enhanced.

9. PROPOSED VARIATION

The following is a summary of the changes that are introduced to the Special 18 (Gulf Harbour) Zone in the Variation (refer [Attachment](#) for the full Variation).

9.1 Identification of the Town Centre as a Precinct on the Precinct Plan at Appendix 5A to the Planning Maps – boundaries as per Marine Village Town Centre Policy Area ('MVTCPA'), showing the following:

- 9.1.1 Viewline from Gulf Harbour Drive
- 9.1.2 Identification and protection of pedestrian connection adjoining 'the Lookouts'
- 9.1.3 Identification of existing rotunda and clock tower focal points.
- 9.1.4 Identification of existing pedestrian route and indicative plaza area at head of canal, applying principles of Robin Riley concept plan 1986.

These features are an important part of the existing identity and amenity of the Town Centre and future development will be required to ensure their integration and protection.

9.2 Amendment of rules to require a Comprehensive Development Plan (CDP) showing how remaining development within the Town Centre Precinct is to be integrated with the existing town centre – RDA (restricted discretionary activity) consent required.

9.3 Introduction of the following additional provisions to control form and scale of buildings:

- 9.3.1 All buildings subject to RDA assessment (as at present) but more extensive assessment criteria apply; some criteria to be amended for consistency with the Eastern Boat Harbour.
- 9.3.2 Amendments to policies and assessment criteria, requiring pitched roofs to achieve consistency with existing Town Centre buildings; max 3 storeys above ground level within overall envelope of 12m height limit; no flat roofs permitted.
- 9.3.3 New rule limiting building height to 12.0m above ground level
- 9.3.4 New rule requiring compliance with height to boundary recession planes in relation to residential development on adjoining sites.
- 9.3.5 New site coverage restriction of 50% site area.

9.4 Amendments to the list of activities as follows:

- 9.4.1 Provision for household units and visitor accommodation guest rooms above ground floor, in accordance with existing 2913 cap on household units (visitor accommodation units deemed to be household units for the purpose of the rule).
- 9.4.2 Deletion of references to 'commercial floorspace'.
- 9.4.3 Provision for 5000m² GFA devoted to shops, restaurants, and entertainment facilities within the Marine Village Town Centre Policy Area. There is no restriction on health and welfare services, commercial services, community uses, public toilets, places of assembly or offices (these are controlled by 3 storey/12m height limit).
- 9.4.4 Introduction of specific provision for health and welfare services and public toilets.

9.5 Acoustic Design Criteria

Amend Rule 16.9.2 so that acoustic design criteria apply to household units and visitor accommodation in the Marine Village Town Centre Policy Area and Eastern Boat Harbour Policy Area.

Reason: This rule is to ensure that noise received by household units and visitor accommodation within the Town Centre and Eastern Boat Harbour is mitigated to a satisfactory level.

9.6 Policies/Assessment Criteria

- 9.6.1 Integration with existing Town Centre development and relationship to existing buildings both in Town Centre and adjacent Policy Areas
- 9.6.2 Buildings to be of solid masonry construction – as per Eastern Boat Harbour
- 9.6.3 'Gateway' or landmark importance of sites to be considered
- 9.6.4 Pedestrian connectivity
- 9.6.5 Public open space around head of canal
- 9.6.6 Sunlight admission to rotunda, clock tower and esplanade
- 9.6.7 Interface between development sites and Laurie Southwick/Gulf Harbour Drive
- 9.6.8 Provision for pedestrian shelter – verandahs, canopies, colonnades
- 9.6.9 Location of parking areas
- 9.6.10 Location and screening of service and loading areas
- 9.6.11 Hours of operation of businesses
- 9.6.12 Capacity of infrastructure

9.7 Other Matters

- 9.7.1 Remove the notation on Appendix 5 to the Planning Maps to sites 'OA1' and 'OA2' and delete references in the text to non-residential activities on sites identified as OA1 and OA2 (eg 12.8.18.3.8).

Reason: both sites have been developed for apartments and the special provisions for non-residential activities are redundant. The Council's decision on submissions to the Proposed Plan to introduce a new Eastern Boat Harbour Policy Area took into consideration the prospect of non-residential activities elsewhere in Gulf Harbour and concluded that if such activities were permitted, commercial and related activities may become too dispersed to enable the Eastern Boat Harbour and Marine Village Town Centre Policy Areas to function in a way that enabled people and communities to provide for their social, economic and cultural wellbeing.

- 9.7.2 Rename the “Recreation Policy Area” as Special Purpose (College) Policy Area.
Reason: the zoned land has been developed as a College and the name of the Policy Area is both misleading and inappropriate.
- 9.7.3 Tidy up inconsistencies in references to the Marine Village Town Centre Policy Area to avoid misinterpretation with Marine Village Residential Policy Area.
Reason: there are a number of references in the Proposed Plan to the ‘Marine Village’ which need to be more specific as to which Policy Area applies.
- 9.7.4 Amend reference to high rise development up to ten storeys in the Marine Village Residential Policy Area.
Reason: the remaining undeveloped areas of land in the MVRPA are adjacent to the Eastern Boat Harbour precinct and new policies introduced following submissions on the Proposed Plan refer to development within the precinct being no more than 5 storeys. The relationship between development in adjacent precincts will be assessed having regard to the comprehensive assessment criteria that were introduced into the plan in 2005
- 9.7.5 Delete reference to maximum building height of 22m for visitor accommodation in the location identified as “Hm” on the outline plan.
Reason: The 22m height limit will continue to apply to the “Hg” site, but the conflict between the 22m and ref to “5 storeys” in relation to the Eastern Boat Harbour (see 12.8.18.3.4) is removed.
- 9.7.6 Correct references to earthworks in the Activity Tables to clarify that the provisions of Chapter 18 apply and amend the heading in Chapter 18 to include reference to the Special 18 zone; similarly, make changes to the Activity Tables in respect to District Wide Activities, Transport Activities, Use and Storage of Hazardous Substances and Utilities.
Reason: the formatting of tables in the decision version of Chapter 12 Section 18 is incorrect and has led to confusion in regard to the application of the city-wide rules for Earthworks, District Wide Activities, Transport Activities, Use and Storage of Hazardous Substances and Utilities.
- 9.7.7 Remove the word “choose” in the sentence “the developer may choose to pay the Council a financial contribution..” and replace with “the developer may offer to pay the Council a financial contribution...” in Policy 12.8.18.1.3.24.
Reason: the policy’s wording infers that the developer has the discretion as to whether a financial contribution will be paid in lieu of land, whereas the discretion remains with the Council as to whether such a proposal would be accepted.
- 9.7.8 Include provision for Accessory Buildings in the Marine Village Residential and Golf Residential Policy Areas
Reason: the omission of Accessory Buildings from the Activity Table is an error in the Proposed Plan as notified.
- 9.7.9 Amend Rule 16.9.2.1.3.2 Household Units in Business zones to read:
(amendments shown underlined)
Household units in Business Zones and in the Eastern Boat Harbour Policy Area and Marine Village Town Centre Policy Area
(a) New dwellings in Business Zones and in the Eastern Boat Harbour Policy Area and Marine Village Town Centre Policy Area shall be designed and constructed to ensure that the internal noise level in habitable rooms...

10. ACHIEVING THE ACT’S PURPOSE

Achieving the purpose of the Act involves:

- (a) managing natural and physical resources;
- (b) enabling people and communities to provide for their social, economic and cultural well being and health and safety;
- (c) sustaining the potential for natural and physical resources to meet the reasonably foreseeable needs of future generations;
- (d) safeguarding the life-supporting capacity of air, water, soil and ecosystems; and
- (e) avoiding, remedying or mitigating adverse effects of activities on the environment.

The purpose is to be achieved while recognising and providing for the matters of national importance set out in s.6, having particular regard to the matters set out in s.7 and taking into account the matters in s.8.

10.1 Objectives

The extent to which each objective is the most appropriate way to achieve the Act's purpose and evaluation of the issues which have given rise to the Proposed Variation has confirmed that the objectives for the Gulf Harbour Town Centre remain relevant in the following ways:

- (a) natural and physical resources are to be managed in a way that reinforces and enhances amenity values and environmental quality (Objective 12.8.18.1.2.1) and by limiting the magnitude of development (Objective 12.8.18.1.2.2)
- (b) enabling people and communities to provide for their social, economic and cultural wellbeing and health and safety by identifying the MVTCPA as the main focus for local shopping, services and community activities, and limited residential/visitor accommodation (Objective 12.8.18.1.2.5 (a))
- (c) sustaining the potential for physical resources to meet the reasonably foreseeable needs of future generations by ensuring the range and scale of retail, commercial and community services within the Centre is appropriate to the local needs of the Gulf Harbour community and to ensure that adverse effects on adjacent or nearby residential areas are avoided or mitigated (Objective 12.8.18.1.2.5 (b))

A new objective 12.8.18.1.2.5(c) is introduced to ensure that the adverse effects of more intensive activities are avoided, remedied or mitigated by requiring areas of land to be available for public use and enjoyment within the Town Centre, notwithstanding that they may remain in private ownership and control.

10.2 Policies, Rules and Other Methods

The following section identifies and evaluates the principal policies, rules and other methods that are relevant to the variation, having regard to s32(3).

Policy 12.8.18.1.3.2

The total amount of development which may be carried out in the Gulf Harbour Zone should not exceed the following:

Low Intensity Residential Policy Area, 2,913 Household Units
 Medium Intensity Residential Policy Area, Golf Residential Policy Area,
 Marine Village Residential Policy Area,
~~and~~ Eastern Boat Harbour Policy Area
 and Marine Village Town Centre Policy Area

Marine Village Town Centre Policy Area 5,000m² of gross floor area devoted to shops (including dairies and takeaway foodbars), restaurants, and entertainment facilities, plus 100 household units or visitor accommodation units.

Note: for the avoidance of doubt, commercial services, community facilities, offices, places of assembly, and health and welfare services are not included in the cap on floorspace but are limited by the bulk and location controls in Rule 12.8.18.3.9

The Variation deletes the reference to 'commercial floorspace' and instead introduces provisions relating to the floorspace permitted to be occupied by shops, restaurants and entertainment facilities. This amendment is effective and efficient, by aligning the policies and rules with defined terms in the Plan and removing the ambiguities arising from use of the undefined reference to commercial floorspace. Policy 12.8.18.1.3.2 and Rule 12.8.18.3.9.4 are to ensure the objective of enabling further development for a neighbourhood centre is achieved. Other commercial and community activities, which have no direct effect on retail distributional effects, are not restricted by the cap but are managed by controls on the overall magnitude of buildings established through site coverage and height rules. As health and welfare services are a legitimate activity within a neighbourhood centre, but are not currently listed in the Activity Table, these are included in the Variation, as are public toilets.

Policy
 12.8.18.1.3.5

Further development of the town centre shall be undertaken in accordance with a Comprehensive Development Plan to be approved by Council for the precinct shown in Appendix 5A to the Planning Maps and designed so that the arrangement of buildings, parking and open spaces, and the provision for vehicular and pedestrian circulation will:

- (a) provide activities that are appropriate to the commercial, social and cultural needs of the Gulf Harbour community;
- (b) be safe, convenient and achieve high standards of amenity;
- (c) be consistent with the form, scale and character of development which has occurred in the town centre up to that time;
- (d) be aesthetically coherent and reinforce the urban design precedents which have been established in the locality - particularly the admission of sunlight and orientation of shops and restaurants to outdoor public spaces and the adjacent waterway;

- (e) reflect and capitalise on the unique marine environment and waterfront position;
- (f) maintain the commercial and civic qualities of a town centre and provide for the full commercial floor space requirements of the local community and not compromise the requirements of future residents;
- (g) ensure that public access to and around the edge of the waterway in proximity to the Town Centre is maintained;
- (h) enable pedestrian access and orientation;
- (i) enable provision for pedestrian shelter around buildings in the form of verandahs, colonnades, canopies or similar structures;
- (j) notwithstanding that some such facilities may be privately owned and controlled, enable provision for amenity areas such as promenades, piazzas and open space for the use and enjoyment of the public to:
 - provide space for nodes of activity to occur (such as cafes or markets) complemented by contemplation zones for rest and people-watching
 - be designed in such a way as to be versatile spaces that enable a variety of activities to take place
 - provide direct access paths along the most utilised routes, with appropriate lighting and seating.
- (k) Buildings shall be of a solid and durable construction (eg solid masonry, concrete and brick, as opposed to hollow and sheet cladding), appropriate to the marine environment and to ensure a high standard of aesthetic coherence and amenity consistent with existing development in the Town Centre.

Rule 12.8.18.3.9.5 Comprehensive Development Plans

No new building shall be erected, or subdivision or development undertaken within the MVTCPA as shown on the Outline Plan in Appendix 5 to the Planning Maps, without prior approval of a Comprehensive Development Plan pursuant to Rule 12.8.18.5.3.

The above policies are effective in ensuring that the objectives for future development of the remaining land within the Town Centre are met. The introduction of a policy and rule requiring preparation and approval of a Comprehensive Development Plan prior to further development of land in the MVTCPA is consistent with the approach adopted for the Eastern Boat Harbour and remaining undeveloped land within the rest of the Gulf Harbour zone. Such an approach was required in the original plan provisions for Gulf Harbour and was inferred in the Proposed Plan as notified. An explicit requirement was introduced as a result of submissions on the Proposed Plan to those Policy Areas to which the submissions related. It is appropriate that it is also applied to the MVTCPA. The policies are efficient as they retain a consistent approach to the use of land, which is supported by the community and meets the objective. As such they are the most appropriate for achieving the objectives.

Rule 12.8.18.2.1

All activities in the Special 18 Zone shall comply with the following:

- (a) The total magnitude of development in the Special 18 Zone shall not exceed the values

set out in Policy 12.8.18.1.3.2.

- (b) Development and subdivision within the Special 18 Zone shall comply with the layout shown on the Outline Plan at Appendix 5 to the Planning Maps and for those areas to which it applies, the Precinct Plan at Appendix 5A to the Planning Maps.
- (c) All Permitted Activities in the Activity Tables in Rule 12.8.18.2.3 shall comply with Rule 12.8.18.3 Development Controls and Performance Standards (as appropriate), and any other relevant Rule in the District Plan.
- (d) All Controlled Activities in the Activity Tables in Rule 12.8.18.2.3 shall be assessed against the relevant criteria in Rule 12.8.18.4 Controlled Activities: Matters for Control and Assessment Criteria, and shall comply with Rule 12.8.18.3.4 as appropriate.
- (e) All Restricted Discretionary Activities in the Activity Tables in Rule 12.8.18.2.3 shall be assessed against the relevant criteria in Rule 12.8.18.5 Restricted Discretionary Activities: Matters for Discretion and Assessment Criteria, and shall comply with rule 12.8.18.3.4 as appropriate.
- (f) All Discretionary Activities in the Activity Tables in Rule 12.8.18.2.3 shall be assessed against the relevant criteria set out in 12.8.18.6 Discretionary Activities: Assessment Criteria, and the relevant matters set out in Section 104 of the Act.
- (g) Any activity not listed in the Activity Tables in Rule 12.8.18.2.3 is a Non-complying Activity.
- (h) All Permitted, Controlled, and Restricted Discretionary activities within the MVTCPA listed in Table B shall comply with Rule 12.8.18.3.9

The above rules have been established as methods for managing the effects of development within the Gulf Harbour zone as a whole, following a robust examination of their efficiency and effectiveness as part of the statutory process required to bring into operation the Proposed Plan 2000. It is appropriate that the MVTCPA should continue to be subject to the same provisions (as relevant) as the rest of Gulf Harbour. The introduction of Rule 12.8.18.2.1(h) gives effect to Policy 12.8.18.1.3.5.(c). The rule is an appropriate method of ensuring that the potential for adverse effects of large scale buildings and intensive activities are avoided, remedied or mitigated, and that a clear 'permitted baseline' is incorporated into the Plan to provide a high level of certainty as to the anticipated outcomes for the Town Centre.

Rule 12.8.18.3.9

**Standards for Marine Village
Town Centre Policy Area**

Rule 12.8.18.3.9.1 Maximum Height
of Buildings

Standards for Marine Village Town Centre Policy Area

~~No standards other than Rule 12.8.18.3.10 are prescribed for the Marine Village
Town Centre Policy Area.~~

Maximum height of buildings: 12.0m above ground level

Explanation and Reasons

(This explanation and reasons relate to Rule 12.8.18.3.9.1.)

In the Marine Village Town Centre Policy Area, any proposal to erect or alter a building will be processed as a Restricted Discretionary Activity, and will be

evaluated in relation to the relevant Objectives, Policies and Assessment Criteria of the District Plan. Any Permitted Activity for which it is necessary to erect or alter a building therefore becomes Restricted Discretionary.

Notwithstanding this, a maximum overall height limit has been established with which any new building or alterations to existing buildings must comply. In addition, buildings should have no more than 3 storeys above ground level, with pitched roofs that are similar in form to existing buildings in the Town Centre. No flat roofs will be permitted.

Rule 12.8.18.3.9.2 Maximum Site Coverage

The maximum permitted site coverage shall be 50% of net site area.

Explanation and Reasons

(This explanation and reasons relate to Rule 12.8.18.3.9.2.)

In the Marine Village Town Centre Policy Area, any proposal to erect or alter a building will be processed as a Restricted Discretionary Activity, and will be evaluated in relation to the relevant Objectives, Policies and Assessment Criteria of the District Plan. Any Permitted Activity for which it is necessary to erect or alter a building therefore becomes a Restricted Discretionary Activity.

Notwithstanding this, a limit on maximum building coverage has been established with which any new building or alterations to existing buildings must comply. This rule, in conjunction with the maximum height of buildings, is to ensure that new development is similar in scale and intensity to that which has already been built in the Town Centre.

Rule 12.8.18.3.9.3 Height to Boundary Control

No part of any building shall exceed a height equal to 3 metres plus the shortest horizontal distance between that part of the building and any boundary adjoining the Marine Village Residential Policy Area, provided that this rule shall not apply to:

- (a) chimneys, radio and television aerials, domestic satellite dishes less than 1m in diameter;
- (b) the apex of any roof or gable end not exceeding 1m² in area;
- (c) dormers not exceeding 2m in width

Rule 12.8.18.3.9.4 Retail, Commercial and Entertainment Floorspace

The combined total area of all shops (including dairies and takeaway foodbars), restaurants and entertainment facilities within the Marine Village Town Centre Policy Area shall be limited to a maximum of 5000m² gross floor area.

Rule 12.8.18.3.9.5 Standards Relating to Household Units and Visitor Accommodation in the Marine Village Town Centre Policy Area at Gulf Harbour

Standards Relating to Household Units and Visitor Accommodation in the Marine Village Town Centre Policy Area at Gulf Harbour

(a) The maximum number of household units and visitor accommodation shall not exceed 100 and shall comply with Rule 12.8.18.2.1

(b) Household units and visitor accommodation may only be provided at levels other than the ground floor.

Note: for the purpose of this rule, ground floor level entrance lobbies, stairwells, rubbish storage areas and carparking are not considered to be part of the household unit or visitor accommodation.

Explanation and Reasons

(This explanation and reasons relate to Rules 12.8.18.3.10.)

It is important that household units and visitor accommodation within the Marine Village Town Centre Policy Area at Gulf Harbour achieve a good standard of amenity.

The restriction of residential units and visitor accommodation to levels other than ground level seeks to ensure that the land within that Policy Area is developed and used in a manner that provides an appropriate range of local shopping and commercial services within a convenient and attractive environment.

Provision of private open space for each accommodation unit is a means of contributing to this, and proposed developments will be evaluated as Restricted Discretionary or Discretionary Activities, in relation to the assessment criteria set out in Rule 12.8.18.5.4.2

The above rules and explanations are necessary to give effect to Policy 12.8.18.1.3.5 and to establish a permitted baseline that has been determined with regard to potential effects on roading infrastructure, amenity values and the established character of the Town Centre. They are efficient, in terms of providing certainty and clarity for both landowners and the community, and will enable decision-making on future development to be undertaken by means of relatively straightforward consent processes. They are therefore the most appropriate means for achieving the objective.

Policy

12.8.18.1.3.10

Housing in proximity to the waterways may include apartment buildings ~~up to ten~~ levels and should be planned and carried out comprehensively as "integrated" developments. Elsewhere in the Marine Village residential development may include townhouses and apartments of two or three levels, and is to be planned and undertaken as "integrated" developments.

The remaining undeveloped areas of land in the MVRPA are adjacent to the Eastern Boat Harbour precinct and new policies introduced following submissions on the Proposed Plan refer to development within the precinct being no more than 5 storeys. The relationship between development in adjacent precincts will be assessed having regard to the comprehensive assessment criteria that were introduced into the plan in 2005. The amendment to this policy is appropriate as there is potential conflict between Policy 12.8.18.1.3.10 and Policy 12.8.18.1.3.7, which needs to be addressed.

12.8.18.1.4.2

Outline of Approach to Further Development of Gulf Harbour Area

The Gulf Harbour Zone includes the following Policy Areas :

- **Marine Village Town Centre** - situated around the inland end of the northern waterway, the area is partly developed for a mix of retail and commercial service activities focused on meeting the needs of the local community, and includes provision for some residential and visitor accommodation within a cap of 2913 household units that applies to the whole of the Gulf Harbour zone.

The amendment to the above clause updates the approach for the MVTCPA in accordance with the policies and rules.

10.3 Activities in the Marine Village Town Centre Policy Area

Rule 12.8.18.2.3 - Activity Table B

There are no substantive changes to the range of activities in the MVTCPA. The exception is the introduction of “health and welfare services”, which are not specifically provided for as a shop, place of assembly or commercial service but which are appropriate activities within a local neighbourhood centre.

The inclusion of limited provision for household units and visitor accommodation gives effect to Policy 12.8.18.1.3.6, in a manner which enables a variety of apartment style units to be established. Visitor accommodation, serviced apartments and household units have similar environmental effects. Accordingly, there is no reason for ‘household units’ to be non-complying whilst ‘visitor accommodation’ is a restricted discretionary activity. The objective for the Town Centre is therefore most appropriately met by allowing both types of accommodation within the Town Centre, subject to the same limit on magnitude of development as applies to the rest of the Gulf Harbour Zone, which will ensure that the effects of such activities will be appropriately managed.

Rule 12.8.18.2.3 - Activity Table B

The activities in the Marine Village Town Centre Policy Area marked ^o shall comply with Rule 12.8.18.3.9.3

This rule is necessary, effective and efficient to give effect to the objective and Policy 12.8.18.1.3.2, which enable additional shops, entertainment facilities and restaurants in accordance with the planned neighbourhood function of the Town Centre.

The activities in the Marine Village Town Centre Policy Area marked [∞] shall comply with Rule 12.8.18.3.9.4

This rule is necessary, effective and efficient to give effect to the objective and Policy 12.8.18.1.3.6, which enable residential accommodation and visitor accommodation subject to the overall limit of 2913 household units for the Gulf Harbour zone of which up to 100 units in total may be within the Town Centre.

Rule 12.8.18.3.3

Standards for Numbers of Guest Rooms: Visitor Accommodation

Standards for Numbers of Guest Rooms: Visitor Accommodation

The total combined number of guest rooms provided in the visitor accommodation proposed for the Marine Village Residential Policy Area and the Eastern Boat Harbour Policy Area shall be 300.

In the MVTCPA, each visitor accommodation unit shall be deemed to be a household unit and shall comply with Policy 12.8.18.1.3.2

The amendment to the rule is an efficient and effective way of ensuring that there is clarity in the interpretation and administration of the Plan as it relates to household units and visitor accommodation within discrete policy areas in the Gulf Harbour Zone.

- b) Household units and visitor accommodation may only be provided at levels other than the ground floor.

There is no amendment to this rule. It is appropriate that the rule be retained in order to give effect to the objectives for the zone with particular reference to Objective 12.8.18.1.2.5.

10.4 Matters for Discretion

Rule 12.8.18.5.3.2 Matters for Discretion

Rule 12.8.18.5.3 Comprehensive Development Plans

Rule 12.8.18.5.3.1 Circumstances

Circumstances

No development or subdivision of land within a Precinct as shown on the map in Appendix 5A to the Planning Maps shall take place prior to Council approval of a Comprehensive Development Plan for that Precinct (unless otherwise permitted pursuant to the provisions of the Plan).

Rule 12.8.18.5.3.2 Matters for Discretion

Matters for Discretion

The Council will restrict its discretion to the following matters:

- (a) The provision of roads and streetscape;
- (b) Indicative numbers and densities of household units and the location of household units, within future development sites;
- (c) Within the Eastern Boat Harbour Policy Area, the type, form and scale of buildings, the nature and scale of proposed activities and their relationship to the water areas of the Boat Harbour and marina;
- (d) Within the Marine Village Town Centre Policy Area, provision for and protection of features identified on the Precinct Plan; integration of new development with the existing Town Centre; the relationship between buildings, activities, neighbouring sites, public amenity areas and the waterway; the type, form and scale of buildings.
- (e) The provision of pedestrian linkages;
- (f) The provision of public open space, including where relevant, neighbourhood reserves, esplanades and pedestrian walkways;
- (g) Conservation values and landscape;
- (h) Provision of infrastructure.

Rule 12.8.18.5.3.3
Assessment Criteria

Assessment Criteria

Having regard to the Precinct Plan in Appendix 5A, when assessing an application the Council will have regard to the following criteria:

Layout and Design of Roads

- (a) Whether the layout and design of roads will:
- (i) ensure appropriate connections to existing and future roads;
 - (ii) respond to the site's existing landform, vegetation, views, natural water courses (for the purposes of stormwater runoff) and areas of public open space;
 - (iii) accommodate safe traffic speeds and sightlines for all road users (pedestrians, cyclists and motorists);
 - (iv) provide sufficient width to accommodate expected traffic generation, parking, services, footpaths, cycle ways (where practicable) and amenity landscaping, and comply with Council's Standards for Engineering Design and Construction;
 - (v) promote a consistent design theme which will ensure high amenity values;
 - (vi) have regard to the future design relationship between the road, adjoining land and adjacent precincts;
 - (vii) have regard to the desirability of Gateway enhancements as a means of promoting community identity.

Type, form and density of housing

- (b) Whether future development sites have been identified in a manner that:
- (i) responds to the context within which the development site is to be located, including roads, open space, pedestrian linkages, views and natural features;
 - (ii) is appropriate to the type and form of housing (i.e. whether for single unit housing development or integrated development), having regard to the overall limit of 2913 household units as set out in Policy 12.8.18.1.3.2, and in the Eastern Boat Harbour Policy Area, the desirability for household units to generally be located on levels other than ground level;
 - (iii) is in accordance with Policies 12.8.18.1.3.7, 12.8.18.1.3.9 and 12.8.18.1.3.14 relating to density of household units;
 - (iv) has regard to the relationship with existing developed areas;
 - (v) gives consideration to the size, shape and aspect of the

- land and its suitability for future development, with particular regard to the relationship of the site to the road and adjoining sites;
- (vi) integrates the development of sites with the relevant precinct as a whole;
 - (vii) promotes a community identity, such as through provision of design processes and guidelines.
- Eastern Boat Harbour - Relationship of type of buildings and activities to waterway***
- (c) The extent to which the type, form and scale of buildings, the nature and scale of proposed activities and their relationship to the water areas of the Boat Harbour and Marina give effect to the Objectives and Policies for the Gulf Harbour Zone and in particular, Objective 12.8.18.1.2.6 and Policies 12.8.18.1.3.7 and 12.8.18.1.3.8.
- Marine Village Town Centre***
- (d) The extent to which the type, form and scale of buildings, the nature and scale of proposed activities and their relationship to the existing Town Centre and public amenity areas give effect to the Objectives and Policies for the Gulf Harbour Zone and in particular, Objective 12.8.18.1.2.5 and Policies 12.8.18.1.3.5 and 12.8.18.1.3.6.
- Pedestrian linkages***
- (e) Whether pedestrian linkages have been identified which will ensure:
 - (i) internal (to the precinct) linkages between development sites;
 - (ii) external linkages to natural features, reserves, public open space and adjoining precincts and, where relevant, the Town Centre and Eastern Boat Harbour;
 - (iii) the siting and design of pedestrian pathways so that they are accessible, visible and safe.
- Public Open Space***
- (e)(a) Whether provision to be made for public open space:
 - (i) has regard to the existing provision of public open space in the vicinity and proposed provision for public open space as identified in the Precinct Plan in Appendix 5A to the Planning Maps;
 - (ii) will meet the likely open space needs of the precinct to be served;
 - (iii) serves the needs of the community, with reference to size, shape, aspect and intended form of development;
 - (iv) enables sun access;
 - (v) has regard to the need for shelter;
 - (vi) enables retention of views;
 - (vii) promotes safety (surveillance from public streets and dwellings);
 - (viii) is an appropriate shape to accommodate children's play equipment;

- (ix) within the Eastern Boat Harbour Policy Area, ensures provision for and maintenance of public access, use and enjoyment of waterways, berthing facilities, and the water edge (including beach and promenades), with such provision to be protected by covenants or other legal mechanisms approved by Council.
 - (x) Within the Marine Village Town Centre Policy Area, ensures provision for and maintenance of public access, use and enjoyment of the water edge, band rotunda and promenades, with such provision to be protected by covenants or other legal mechanisms approved by Council.
- Neighbourhood reserves*
- (e)(b) Whether the location and extent of neighbourhood reserves is consistent with and/or complementary to the neighbourhood reserve network identified in the Outline Plan at Appendix 5 and the Precinct Plan at Appendix 5A to the Planning Maps, and shall be considered having regard to the:
 - (i) relationship of the neighbourhood to other reserves and open spaces, existing and proposed as indicated in the Outline Plan and Precinct Plan;
 - (ii) distance and accessibility of the neighbourhood reserve to users;
 - (iii) quality of the reserve in terms of its potential to be used for structured and unstructured activities;
 - (iv) relationship of the reserve to the surrounding street and site layout (see Outline Plan and Precinct Plan) such that the personal safety, surveillance and convenience of users is promoted;
 - (v) opportunities to link open space networks, community facilities and public services;
 - (vi) size of the population that will be served by the neighbourhood reserve;
 - (vii) presence of other neighbourhood reserves in the vicinity (eg. land adjoining or nearby to existing neighbourhood reserves may obviate the need to provide additional land, in which case a cash contribution shall be required).
- Conservation Values and Landscape*
- (f) Whether features of natural and cultural heritage significance within the Gulf Harbour Zone are recognised by:
 - (i) retaining and protecting native, significant exotic or historic trees that are identified in *Chapters 17 and 18* of the Plan;
 - (ii) retaining bush and trees where this is necessary to achieve the planned character of Policy Areas within the Gulf Harbour Zone;
 - (iii) retaining so far as practicable, bush and trees that contribute

significantly to ecological or habitat values and amenity values or enhance the character of the area;

- (iv) undertaking earthworks, excavations and the removal of topsoil, only where and to the extent necessary to provide for the activities for which the land is to be used;
- (v) designing the layout of sites and buildings so that watercourses or wetlands which are ecologically significant, and landforms which contribute to amenity values or the character of the locality are disturbed to the least practicable extent;
- (vi) protecting places or features which are listed for protection because of their historic, archaeological or cultural value, or which are recognised as having significance in those respects during the course of detailed planning or development (refer *Chapter 17 - Cultural Heritage*);
- (vii) whether existing natural features such as streams, the coast and vegetation have been identified, and natural features are protected or enhanced, by methods such as precinct design criteria or covenants.

Infrastructure Provision

- (g) Whether the availability and capacity of existing infrastructure including roading and in-ground services, and the proposed method(s) of servicing the development are satisfactory having regard to the type, intensity and scale of development proposed within the precinct.

Explanation and Reasons

In order to ensure that integrated developments are integrated and that the Zone objectives and policies can be achieved it is appropriate to assess a wide range of relevant matters when any application as a Restricted Discretionary Activity is received.

The exercise of discretion is necessary in order that site-specific development proposals can be assessed against the objectives and policies for the Gulf Harbour zone, to which considerable weight must be given and which provide the substantive means by which the Act's purpose is to be achieved.

As the Variation allows for more intensive development than is currently permitted, additional provision of open space within the Town Centre is justified and will be implemented in the same way as required in the Eastern Boat Harbour Policy Area.

Rule 12.8.18.5.4

Other Restricted Discretionary Activities

(b) Marine Village Town Centre Policy Area

Activity	Matters for Discretion/ Assessment Criteria
	See the relevant sub-clauses of Rule 12.8.18.5.4.1 and Rule 12.8.18.5.4.2 below
Erection, addition, or external alteration of any building	((a) (c) (e) (f) (g) (h) (i) (j) (k) (o) (p)(r) (s) (t) (v) (w)

Berthage for recreational boats	(a) (c) (f) (k) (l) (m)
Childcare Facilities	(a) (c) (f) (g) (h) (i) (j) (n) (q)
Household Units and Visitor Accommodation above ground floor level	(a) (c) (f) (g) (h) (i) (j) (k) (n) (o) (p) (q) (r) (s) (t)
Places of Assembly	(a) (c) (f) (g) (h) (i) (j) (n) (q) (r)
Public toilets, changing rooms and shelters	(a) (c) (e) (f) (h)

(c) Eastern Boat Harbour Policy Area

Activity	Matters for Discretion/Assessment Criteria
	See the relevant sub-clauses of Rule 12.8.18.5.4.1 and 12.8.18.5.4.2 below
Erection, addition, or external alteration of any building	(a) (c) (e) (f) (g)(h) (i) (j) (k) (o) (p)(r) (s) (t) (v) (w)

**Rule 12.8.18.5.4.1
Matters for Discretion**

Matters for Discretion

The Council will restrict its discretion to the following matters:

- (a) Consistency with the Objectives, Policies and Outline Plan, and where applicable, the Precinct Plan as shown at Appendix 5A to the Planning Maps.
- (b) Effects on water and soil values.
- (c) Effects on Coastal Marine Area.
- (d) Effects on ecosystems.
- (e) Effects on utility services.
- (f) Scale, design and appearance of structures and/or arrangement of spaces.
- (g) Visual and acoustic privacy.
- (h) Vehicular and pedestrian access.
- (i) Traffic.
- (j) Public transport.
- (k) Vehicle parking.
- (l) Navigation and safety.
- (m) Berthage and wharves.
- (n) Security.
- (o) Signs.

- (p) Storage space and garbage disposal.
- (q) Cumulative effects.
- (r) Hours of operation.
- (s) Public access to waterways and water edge, and provision for open space.

- (t) Integration of development, as for Controlled Activities in Rule 12.8.18.4.1.3 with reference to Assessment Criteria (a), (b), (c), (d), (e) and (g).
- (u) Effects of temporary activities.
- (v) Building height.
- (w) Provision for infrastructure

Rule 12.8.18.5.4.2
Assessment Criteria

Assessment Criteria for Other Restricted Discretionary Activities

<i>Objectives, policies and outline plan</i>	<p>(a) Whether the effects of the activity, including the scale, design and appearance of any building, and the character and intensity of any building, are consistent with the Objectives and Policies for the Policy Area in which it is to be located, and with the Outline Plan at Appendix 5 and the Precinct Plan at Appendix 5A to the Planning Maps.</p> <p>In the Marine Village Town Centre Policy Area particular regard shall be had to achieving consistency with Objective 12.8.18.1.2.5(a) and (b) and Policies 12.8.18.1.3.3, 12.8.18.1.3.4, 12.8.18.1.3.5 and 12.8.18.1.3.6.</p> <p>In the Eastern Boat Harbour Policy Area particular regard shall be had to achieving consistency with Objectives 12.8.18.1.2.6 and 12.8.18.1.2.7, and Policies 12.8.18.1.3.7 and 12.8.18.1.3.8.</p>
<i>Land modification and vegetation protection</i>	(b) Whether the proposal is consistent with <i>Chapter 18 - Urban Land Modification and Vegetation Protection</i> .
<i>Coastal Marine Area</i>	(c) Whether adverse effects on resources in the Coastal Marine Area are avoided, remedied or mitigated.
<i>Ecosystems</i>	(d) Whether adverse effects on water quality, ecosystems and habitat values are avoided, remedied or mitigated.
<i>Utility services</i>	(e) Whether adverse effects on utilities are avoided, remedied or mitigated.
<i>Character and amenity values</i>	(f)(a) Whether the size, design and appearance of structures, and/or the provision to be made for the activity, in terms of scale, design and arrangement of buildings and outdoor spaces, are in harmony with the character and amenity values of the locality.
<i>Relationship with the waterways</i>	(f)(b) Whether, In the Marine Village Town Centre and Eastern Boat Harbour Policy Area, the arrangement of buildings and spaces achieves: <ul style="list-style-type: none"> (i) separation of vehicular and pedestrian circulation patterns; (ii) orientation of buildings and activities toward the waterway so far as practicable; and (iii) results in convenient and attractive outdoor spaces which provide access to and around the shoreline of the waterway.
<i>Visual and acoustic privacy</i>	(g) Whether buildings are designed, spaces arranged, and visual and acoustic screening provided relative to indoor and outdoor spaces, with regard to the activities for which the spaces are to be used, so that the visual amenities of nearby properties will be maintained and excess noise effects avoided or mitigated.
<i>Vehicular and pedestrian access</i>	(h) Whether entry and exit points to the site are to be positioned and designed so as to be safe and convenient for pedestrians and vehicles entering or leaving the site, and for pedestrians and vehicles using the street.
<i>Traffic</i>	(i) Whether traffic volumes and frequency/incidence generated by the activity will adversely effect the safe and efficient operation of the road network.
<i>Public transport</i>	(j) Whether activities and provision for access to the road network are located so that use of public transport is encouraged.
<i>Vehicle parking</i>	(k) Whether, having regard to the Rules of <i>Chapter 21 – Transportation and</i>

Access and to any particular circumstances relating to the activity (such as hours of operation giving rise to parking demand which is complementary to that of nearby activities), sufficient provision is made on site for vehicle parking for persons working or living at and visiting the site.

Navigational safety and convenience

- (l) Whether adverse effects on navigational safety are avoided or mitigated, and whether the ease and convenience of berthing vessels to enable access to shore facilities serving the public is to be facilitated, and whether sewage pump-out facilities are provided.

Harmony of berthage or wharves with other activities

- (m) Whether the structures are designed and located so that, having regard to the size of vessels likely to be berthed and the numbers of persons likely to be disembarking or boarding, they fit in harmoniously with the pattern of activities existing in or planned for the locality.

Security

- (n) Whether approaches to the front doors of household units are able to be viewed from within the units, so that the security of occupants of the unit is promoted.

Signs

- (o) Whether signage for the facility is in keeping with the character of the locality, in harmony with the streetscape, and does not adversely affect amenity values.

Storage space and garbage disposal

- (p) Whether adequate provision is to be made in relation to each household unit for secure storage space for outdoor related equipment, and for storage and disposal of garbage.

Cumulative effects

- (q) Whether there are adverse cumulative effects of any proposal.

In considering any actual or potential cumulative effects arising from an activity, the Council will have regard to the following:

- (i) the effects of the proposed activity adding to or acting together with the effects of existing activities located in the area;
- (ii) the effects of new activities that may establish in the future which will add to or act together with the proposed activity.

In considering the likelihood that activities resulting in cumulative effects may establish in the future, the Council will consider (but will not be limited to) the following:

- (iii) the nature of land in the vicinity of the subject site;
- (iv) the attractiveness of the land in the vicinity of the site for being used for similar, complementary, or competitive purposes;
- (v) the historic pattern of the establishment of activities in the area;
- (vi) the provision of infrastructure in the area, including roading and in-ground services.

Hours of operation (Eastern Boat Harbour and Marine Village Town Centre Policy Areas)

- (r) Whether there are likely to be effects of noise or disturbance to residential occupants of adjacent household units that should be avoided or mitigated by limiting the activity's hours of operation.

Public access to waterways and water edge (Eastern Boat Harbour), and provision for Public Open Space

- (s) Whether waterways are freely accessible to the public by boat (including ferries) in a manner that facilitates the connectivity of Gulf Harbour to the region by sea transport; whether water edges (including promenades and beach area) are available for the use and enjoyment of the public, and maintained and protected by covenants or other legal mechanisms acceptable to the Council; whether provision is made for other public open space that maintains and enhances the amenities of the precinct; the quality of public open space to be provided.

<i>Integration of development</i>	(t) Whether development is integrated in a manner that is in accordance with the assessment criteria set out for Controlled Activities in Rule 12.8.18.4.1.3, to the extent that these are relevant in the circumstances.
<i>Temporary activities</i>	(u) Whether the adverse effects on adjacent or nearby properties, arising from any temporary activity (such as noise, traffic movements, unsightliness, or the like) are avoided or mitigated.
<i>Building height</i>	(v) In the Eastern Boat Harbour Policy Area buildings should not exceed five storeys.
<i>Provision for infrastructure</i>	(w) Whether the availability and capacity of existing infrastructure including roading and in-ground services, and the proposed method(s) of servicing the development are satisfactory having regard to the type, intensity and scale of development proposed.

Rule 12.8.18.7.7
Subdivision of Sites in the Marine Village Town Centre Policy Area

Rule 12.8.18.7.7.1
Standards

Rule 12.8.18.7.7.2
Circumstances

Rule 12.8.18.7.7.3
Matters for Discretion

Rule 12.8.18.7.7.4
Assessment Criteria

Necessity for subdivision

Compliance with Comprehensive Development Plan

Sites in the Marine Village Town Centre Policy Area

There are no prescribed standards for subdivisions as Restricted Discretionary Activities in this Policy Area.

Any subdivision in the Marine Village Town Centre Policy Area.

Matters for Discretion

- (a) See Rule 12.8.18.5.3.2.
- (a) The need for the activities to have separate tenure.
- (b) Extent of compliance with approved Comprehensive Development Plan

Assessment Criteria

- (a) See Assessment Criteria in 12.8.18.5.3.3.
- (b) That the subdivision is necessary for the establishment or operation of an existing activity or an activity for which consent has been granted pursuant to Rule 12.8.18.5.3.
- (c) The extent to which the subdivision is in accordance with, and gives effect to, integrated and comprehensive development pursuant to a Comprehensive Development Plan approved by Council for the relevant precinct as shown on Appendix 5A to the Planning Maps.

The assessment criteria for activities and subdivision in the Town Centre have been updated and modified to align with the relevant objectives, policies and rules. Minor amendments are also made to the criteria applying to the Eastern Boat Harbour to ensure consistency. As such, they are efficient,

effective and consistent with the provisions for other Policy Areas within the Gulf Harbour Zone, and are therefore the most appropriate for achieving the objectives.

10.5 Alternatives, benefits and costs

10.5.1 The intention of the Proposed Variation/Plan Change is to:

- confirm and clarify the amount of retail and commercial floorspace likely to be required to meet the foreseeable needs of the local community and local visitors;
- identify appropriate development controls that respect the local character function, scale and type of business activities expected in the area;
- identify appropriate development controls and performance standards covering urban design building design, landscaping and amenity issues that respect community expectations and needs, and also local economic needs to enhance the Centre's attractiveness to a significant tourist industry throughout the area.

In meeting these intentions, regard has been given to:

- the availability of land within the Town Centre and intended future development within the Gulf Harbour area, and its urban form as defined by established development and by policy in the Proposed District Plan;
- existing investment in Gulf Harbour infrastructure;
- community expectations of a Town Centre which maintains a local neighbourhood character that respects existing features, as expressed in terms of function and types of businesses, scale of buildings, and design and amenity standards.

Regard has also been given to wider issues of relevance:

- the functions of existing centres at Whangaparaoa and Manly, and future visitor orientated mixed use activity around the Eastern Boat Harbour;
- that parts of the wider roading network, particularly Whangaparaoa Road and the Hibiscus Coast Highway require the avoidance of substantial additional traffic generation which may arise from certain types of activities locating within the Town Centre at Gulf Harbour;
- that tourism is an important component of business and marine-related activity at Gulf Harbour and in the Town Centre, which endorses the need for further development to be of a high standard that enhances the attractiveness of the Centre to visitors in the area.

10.5.2 The principal objectives for future development in the Town Centre is stated in the Proposed Plan as:

- (a) *To enable the further development of the Marine Village Town Centre Policy Area as a focus for local shopping, services, and civic/community activities at a location which reinforces the marine related character of the Gulf Harbour Zone and is easily accessible to the Gulf Harbour community, and also to allow some residential and visitor accommodation to be developed at levels other than ground floor.*
- (b) *To guide further development within the Town Centre Policy Area so that the range and scale of retail, commercial, and community services established within the Centre is appropriate to*

the local needs of the Gulf Harbour community and to ensure that adverse effects on adjacent or nearby residential areas are avoided or mitigated.

The Variation does not propose that these objectives be amended. Similarly, the key policies for the Town Centre (Policy 12.8.18.1.3.5 and Policy 12.8.18.1.3.6) are retained.

To achieve the objective and to enable the above policies to be implemented, the Proposed Plan needs to specifically provide for:

- additional commercial and retail activity to enable the provision of goods and services to meet the needs of the existing and future community at Gulf Harbour, within the context of the function of the Town Centre as a local neighbourhood centre;
- efficient use of appropriately zoned land within the Marine Village Town Centre Policy Area, focused around existing commercial, retail and visitor accommodation activities thus minimising adverse effects on nearby land uses;
- a mix of residential and visitor accommodation activity within specified limits;
- the appropriate type and scale of businesses expected to establish in the Centre;
- guidance on matters of urban design, amenity and building design, as a means to ensure the maintenance and enhancement of existing local character features in the Centre.

10.5.3 The benefits arising from the Proposed Variation in meeting the objective for future development are that the Variation:

- (i) Provides for establishment of additional business activities over time in response to expansion of the population base and to meet the needs of visitor and marine-related activity in the area, within the limits of the types of activities suitable to the local area;
- (ii) Avoids adverse effects on the established and future intended business base in the Whangaparaoa district centre, and on other smaller convenience centres such as Manly;
- (iii) Avoids excessive new traffic generation on the roading network, especially on Whangaparaoa Road and the Hibiscus Coast Highway, by restricting development to that which is supported primarily by businesses serving the local catchment;
- (iv) Avoids traffic generation on the roading network by requiring accommodation units within the Town Centre to adhere to the overall cap on household units for the Gulf Harbour zone.
- (v) Adds character guidelines through criteria for assessing urban design, building design and amenity standards which will enhance the Centre's contribution to the visitor and tourist industry in the area and which responds to the expectations of local residents for a village centre with good design and amenity.
- (vi) Achieves desired community results for a quality local centre that is appropriate to the area to serve both residents and an important tourist market.
- (vii) Provides a high level of certainty to landowners, local residents, businesses and other stakeholders as to the overall character, intensity and scale of development that may occur on the remaining vacant land within the Town Centre.
- (viii) Keeps compliance costs for building owners and tenants to a minimum, where changes in the type of tenancy are proposed (for example, from a shop to a restaurant).

10.5.4 The likely costs arising from the Proposed Variation are:

- (i) It will be necessary for property developers to undertake additional development planning work and consultation with Council in order to address the requirements for comprehensive planning for the remaining undeveloped land within the Town Centre, and to meet the development controls, performance standards and the matters for discretion as set out in the Variation. However, these costs are offset by enabling development to proceed that currently requires ad hoc applications for non-complying activity resource consent.
- (ii) The provision of residential and visitor accommodation within the Town Centre affects the available allocation of household units within the Gulf Harbour zone. As the land is no longer held in one ownership, there will be a cost to landowners in determining an appropriate allocation to each affected landowner.
- (iii) Additional traffic management measures on the wider roading network may be required earlier than under the current district plan provisions, as traffic effects on some parts of the network may be greater.

10.5.5 The alternatives for trying to meet the established objective are :

(i) Status Quo

The limitations of the current provisions are such that no significant development of any kind could occur within the remaining undeveloped land in the MVTCPA. This by default requires a developer to seek consent for a specific development as a non-complying activity. Associated with this process are high costs to the applicant and the community, a high level of risk, substantial time delays and the prospect of unsatisfactory outcomes. These are the very issues that have necessitated the introduction of the variation.

Policy and rule changes in the MVTCPA are necessary to ensure clearer links between the overall objectives for Gulf Harbour and the Town Centre, and to clarify the rationale for imposing the caps on 'commercial floorspace' and 'visitor accommodation'. The restrictions on these activities are the principal methods that have determined the form, character, intensity and scale of the Town Centre to date. They have also ensured that development was within the capacity of infrastructure. Owing to the substantial areas of vacant land within Gulf Harbour as a whole, and in the Town Centre, it is not appropriate for these fundamental issues to remain unresolved. This is particularly so because it will be some years before Gulf Harbour is fully developed. The option of retaining the status quo would not enable further development of the Town Centre to proceed within an updated policy and rule framework that enables integrated management of the effects of the use, development or protection of land as required by s31.

Residential development in the Town Centre, while anticipated in the objectives and policies, is not adequately provided for in the rules. The proposed amendments will lead to a more vibrant and diverse Town Centre, which in turn will support local business activity.

(ii) Voluntary Methods

Reliance upon private landowners to undertake appropriate development does not have a good record in New Zealand. Although early stages of development at Gulf Harbour were to an exceptionally high standard whilst under the control of a single landowner, changes of ownership to multiple parties in recent years have highlighted the problems that can occur. The potential development outcome based on this method would be highly uncertain.

Related to voluntary methods is the option of enabling further commercial development to occur without restrictions of any kind. This is not considered effective, efficient or appropriate given the potential for significant adverse traffic effects, impacts on the amenity values of Gulf Harbour and impacts on other centres within the Rodney District.

(iii) Other Planning Methods

The Proposed Variation is one of several planning methods available to achieve the objectives. The introduction of revised rules in order to achieve the principal objective is effective and efficient having regard to the existing zoning structure for Gulf Harbour. In terms of District Plan administration, clarity of planning requirements and certainty for all stakeholders, a consistent approach that builds on the structure and format already adopted in the Proposed Plan is the most appropriate method in this situation.

10.5.6 The risk of acting or not acting is an evaluation required under s.32(4)(b). This requirement deals with the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the policies, rules or other methods.

In this case, there has been sufficient research carried out to enable action to be taken with a high level of certainty that the Gulf Harbour Town Centre has special characteristics and that the Proposed Variation is a useful and necessary means for achieving the planning objectives established for this Centre.

The main risk of not acting is reliance on other planning processes, and in particular the resource consent process, to enable further development to occur. This is undesirable, inefficient and ineffective owing to the high costs, uncertainty and time delays coupled with the lack of opportunity for a balanced and reasoned evaluation of options and alternatives to be debated.

11. CONCLUSION

This evaluation has been undertaken to identify the need, benefits and costs arising from the Proposed Variation, and the appropriateness of the proposed methods and rules having regard to their effectiveness and efficiency relative to other means in achieving the purpose of the Act and the desired outcomes for the local area. The evaluation demonstrates that the proposed Variation meets the requirements of section 32 of the Act, and is appropriate in achieving the objective for the Gulf Harbour area with specific reference to the Town Centre.

S.32 SUMMARY: SUPPORTING DOCUMENTS

Date	Company / Person	Reports and Research
October 1994	Gulf Corporation	Submission and draft Gulf Harbour Plan Module (Proposed Plan Change 26)
December 1994	Rodney District Council	Proposed Plan Change 26 – Gulf Harbour Plan Module
October 1995	Rodney District Council	Operative Date – Plan Change 50
1999	Auckland Council Regional	Auckland Regional Policy Statement
2001	Auckland Council Regional	Auckland Regional Plan: Sediment Control
2001	Auckland Council Regional	Proposed Auckland Regional Plan: Air Land Water
2003	Rodney District Council	Vision Rodney
2004	Auckland Council Regional	Auckland Regional Plan: Coastal
March 2005	Property Economics	Proposed Eastern Boat Harbour Retail Centre
March 2005	MarketPlace New Zealand Limited	Peer Review of Property Economics Report on Proposed Eastern Boat Harbour Retail Centre
2005	Ministry for the Environment	New Zealand Urban Design Protocol
Sept 2005	Rodney District Council	Minutes of Gulf Harbour Steering Committee – power point presentation of Town Centre issues
Aug 2005	Beca Infrastructure Ltd	Whangaparaoa Town Centre: Analysis of Transport Options - DRAFT