

background report



# Warkworth

adopted structure plan

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# **1. Introduction**

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## **1.1. Background**

In 2003, Rodney District Council contracted Sinclair Knight Merz Ltd and Hill Young Cooper Ltd to undertake a review of the 1997 Warkworth Structure Plan. This report is a background document to the draft Structure Plan. The draft Structure Plan summary report should also be consulted for details of the proposals suggested to manage the next 30 to 50 years growth of the settlement.

This report sets out further detail and information that supports the development of the draft Structure Plan, including the following:

- The Council brief for the review
- The process followed for the review
- Outline of the 1997 Structure Plan
- The growth pressures and trends facing Warkworth
- The policy context for Warkworth and the northern part of Rodney (Council's policy for the development of the area)
- Community outcomes for the settlement
- The main options for growth management discussed in the review process and a description of the suggested direction (The draft Structure Plan summary report should also be consulted for a description of the draft Structure Plan)
- A recommended implementation programme.

## **2. Brief for the Review**

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### **2.1. Need for the Review**

In 2002, Rodney District Council decided to review the 1997 Structure Plan for Warkworth. This decision was prompted by a number of considerations:

- Five years had elapsed since the original Structure Plan was prepared.
- A number of major developments were being proposed for the town, and it was felt by the Council that the Structure Plan needed to be updated to address these development pressures
- Growth overall had been much faster than anticipated, and as a result the capacity for additional growth provided for in the 1997 Structure Plan is likely to be largely taken up in the next five to ten years, raising the need to consider the next phase of the settlement's development.

In addition to these issues, Rodney District has advanced its strategic planning over the last few years. A range of high-level community outcomes have been identified to guide how the district should develop, and there is a commitment from the Council to translate these outcomes to take account of the specific conditions of individual communities and settlements. A review of the 1997 Structure Plan would allow for this process to occur.

These issues meant that some fundamental decisions needed to be made about Warkworth and its future long term growth. Strategic level issues identified in the Council brief for the review that needed to be taken into account are:

- Fast growth pressures in the northern Rodney area, greatly spurred on by the opening of ALPURT and its future extension to Puhoi, and ultimately to beyond Warkworth
- A push for the establishment of large format retailing in the area
- Demand for flat industrial land to provide for jobs
- A demand for more residential land
- Ability of infrastructure to cope with likely expansion of the settlement
- The need for new schools, open spaces and community facilities

Specific issues identified in the Council brief included:

#### Land Uses

- Residential land. Housing growth in the area has been faster than that anticipated in the mid 1990s, so there is a decision to be made as to whether additional growth should be provided for, over and above that provided for in the 1997 Structure Plan, and if so, then how this growth should be managed - further expansion of the town, and / or intensification. Different types of residential developments are also being proposed for the town, such as a retirement village. These demands also need to be considered.

- Retail/Business. The brief noted that the growth in the wider area was seeing rising demand for more retail and business activities in the area. How should the settlement respond to this growth - through expansion of the town centre, or through other means?
- Industry. A rising demand for industrial land was identified and suitable land for this demand needs to be identified.
- Recreation and Community Facilities. The brief listed a range of projects that are underway and it noted the need to ensure that these projects were integrated into the overall Structure Plan.

### Transport

Two main transport issues were identified:

- Proposals for western and eastern by-passes, as well as a link between SH 1 and Matakana Road. These proposals involve roads to divert traffic away from the middle of the settlement, and they raise a number of land use as well as transport issues. A number of route options have been identified since 1997. The 1997 Structure Plan talked about the need for a western by-pass but left open the question of the route of this by-pass and how this by-pass should be integrated with the development of the area.
- Intersections along SH 1 (Whitaker, Hill Street, Woodcocks). The brief notes that while, longer-term, a by-pass will help resolve the pressures on these intersections, in the short term at least, current pressures on the intersections along SH 1 need to be managed.

### Services Infrastructure

The brief notes that a variety of work is underway to upgrade and expand the town's water supply, wastewater and storm water infrastructure. The main task of the Structure Plan was to present a revised picture of future growth trends and pressures so that planning timeframes for the infrastructure upgrade could be reviewed and amended as necessary.

### Process

The brief set out the following expectations with regard to process:

- To take the base information as set out in the brief and present this to the community
- To present and discuss this information with the community
- To collect and collate responses and put these into a report that can be used by the Council in its review process

### 3. Structure Plan Review Process

The process adopted to review the 1997 Structure Plan is as follows:

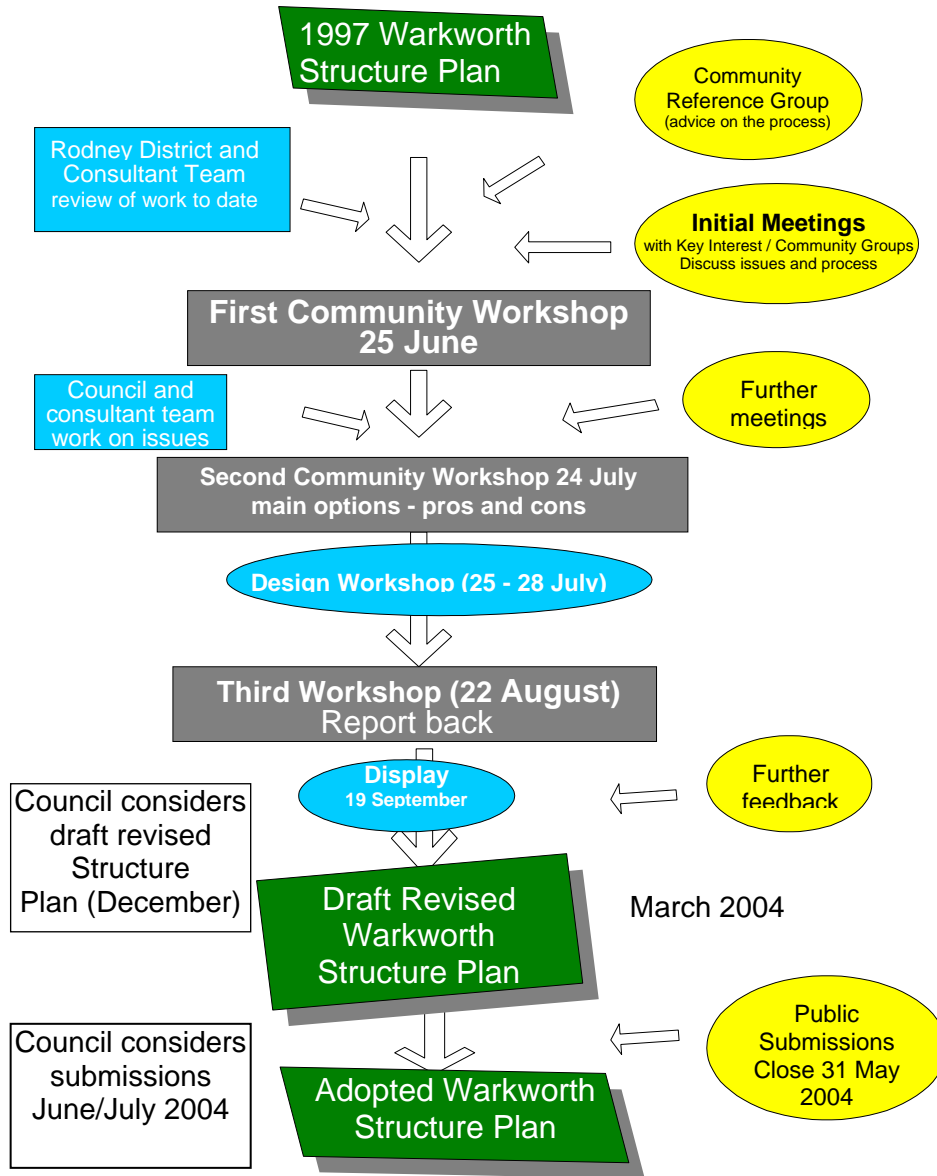


Figure 1 Structure Plan Review Process

This process was discussed with the Council and a community reference group specifically established at the start of the project to provide guidance on how to consult with the community. The main message from the community reference group was that to engage people in the process, there was a need to first present a picture of the possible future Warkworth, and then to invite people's reactions to this picture. However the review team felt that there was a need to understand people's values and issues first, before presenting a particular outcome to the community.

The other main comment at the start of the process was the feeling that the 1997 Structure Plan had not looked far enough forward in time. It was felt that rather than a review of the Structure Plan, a new Structure Plan may be needed.

### 3.1. Community Consultation

The community consultation process was built around a series of public workshops and forums. The initial phase of the process involved informing the community of the review process and the issues involved. Coincidentally, at the start of the project, the local paper ran a series of articles on the town's future. These articles helped to raise people's awareness of the issues facing the settlement, and the range of proposals from developers for the town. A survey was also included in this process. The articles also mentioned the forthcoming review of the Structure Plan.

The Council and consultant team provided input into the data and background information presented in these articles. This process helped fulfil the initial need to raise people's awareness of the growth pressures and issues facing the settlement.

Council initiated advertising of the review process involved advertisements in the local paper, radio advertisements and posters as well as contact with a range of community groups.

The following meetings and discussions were held during the course of the review process. The particular issues, values and viewpoints raised in these meetings are presented in subsequent sections of this report.

**Table 1 Consultation Meetings**

Meeting Details	Meeting Content
Initial briefing with Council staff and northern ward councillors	Understanding of the brief and agreement on general approach. Confirmation of Reference Group
Briefing on 1997 Structure Plan	Understanding of the main issues driving the 1997 Structure Plan
Detailed briefing with council staff	Further information on growth pressures and particular issues to be taken into account, including infrastructure issues and capacity
Initial briefing with Transit NZ	Background on Western bypass options
First meeting with the reference group	Agreement on overall process, people to consult
Meeting with Warkworth Grey Power	Identification of their issues, outcomes
Meeting with Warkworth Liaison Committee	Discussion of process and identification of issues.

Meeting Details	Meeting Content
Discussion with High School pupils	Identification of particular values
Meeting with Ngati Whatua Nga Rima 0 Kaipara	Identification of particular values
Further meeting with reference group	Discussion of wider context, pressures that the Structure Plan needed to deal with. Approach for public workshops
First public workshop	Identification of community issues and outcomes and a sense of priority
Meeting with architects, town centre business people and developers	Discussion of particular issues involved in the future development of the town centre
Further reference group meeting	Further discussion of particular issues. Approach to next workshop
Second public workshop	Discussion of particular issues and possible options
Open session during design workshop	Informal discussion around particular issues and options
Meeting with Transit New Zealand	Discussion of management options for the State Highway
Review of initial findings with councillors and reference group	Presentation of initial findings
Discussions with various land owners	Discussions relating to development options
Meeting with Bowling Club	Discussion of future development intentions
Meeting with various developers	Further discussions relating to specific site issues
Third public workshop - report back	Full presentation on suggested new Structure Plan
Follow up meeting with Warkworth Grey power	Presentation and discussion of the review
Structure Plan review display in town centre and written comments	Verbal and written comments specific aspects of the Review

### 3.1.1 Submission Process

The Council adopted the draft Warkworth Structure Plan for the purpose of further consultation in March 2004, public submissions on the draft Plan closed on the 31<sup>st</sup> May 2004.

The Council considered the submissions received and hearings were held to allow people and organisations to present their views to the Council. This process resulted in some further modifications to the Structure Plan.

Following the adoption of the final Warkworth Structure Plan, the process of incorporating the Structure Plan and new zonings into the District Plan will begin. At this time there will be a separate public submission process and if necessary a right of appeal to the Environment Court.

#### **4. Outline of 1997 Structure Plan**

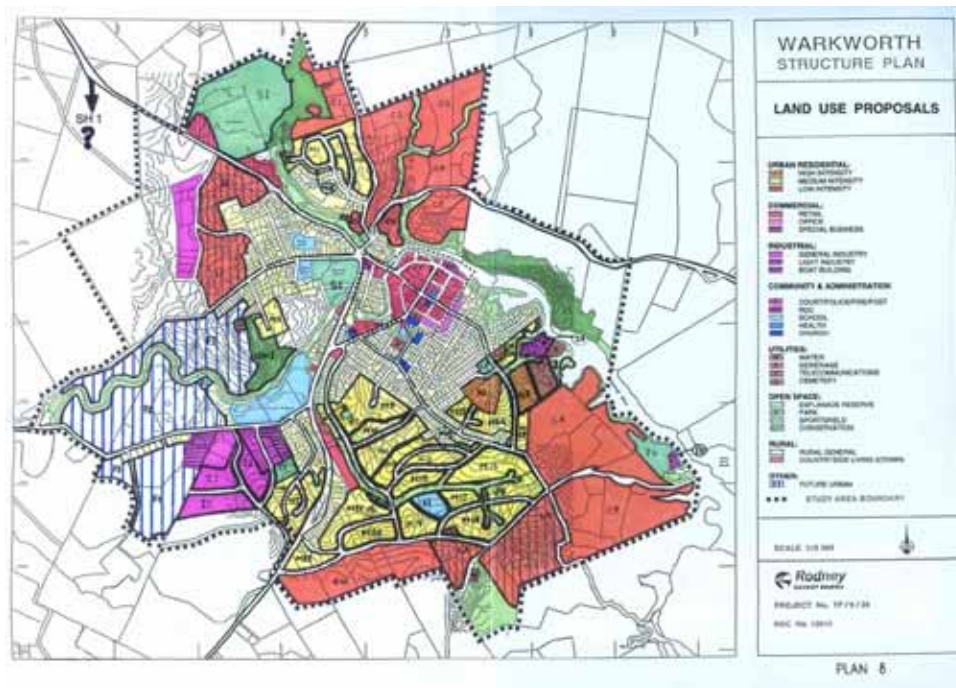
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The 1997 Structure Plan set the scene for this project. The Council's brief for the project stated that the project was to review the 1997 Structure Plan, but as mentioned above, the review process soon identified the need to develop a new Structure Plan for the settlement. The need for a new Structure Plan stems from the growth pressures facing the settlement, rather than any fundamental flaw of the 1997 Structure Plan. Broadly, the proposals for the settlement set out in the 1997 Structure Plan will soon be taken up by development. Consequently, there is a need to consider new planning guidelines for the future development of the settlement.

The 1997 Structure Plan looked out 10 to 15 years. Over this time, the Plan anticipated demand to accommodate a further 1,800 people and an expansion of the retail area of the town centre in the order of 8,000 sqm of floor space.

The 1997 Structure Plan contained four fundamental decisions about the future shape of the settlement:

1. Residential expansion was to occur in the McKinney valley area. Expansion north across the river was not favoured due to difficult topography and the existence of one, already overloaded, link between the areas to the north and the town centre (Hill Street). The McKinney valley area could also be serviced reasonably easily with the necessary wastewater and water infrastructure. The McKinney valley, along with other smaller areas, was expected to meet residential demands for the next twenty years. An area for higher density housing was also identified on the edge of the town, close to the river and wastewater works.
2. Longer term, the 1997 Structure Plan signalled that further growth could occur to the west, along Woodcocks Road. A future urban area was proposed for this purpose. The Structure Plan noted that once a western by-pass route was identified, then this may establish a boundary further to the west of the town.
3. The town centre was to grow somewhat to cope with the additional retail demands generated by the growth of the population of the settlement, but this expansion was anticipated to be only modest in size, mostly through infilling of the current commercial area. To assist with traffic flows in and around the centre, a road through the bowling club land linking Mill Road to Alnwick Street was proposed. To accommodate office type development and to provide a transition into the surrounding residential area, a ring of mixed use activities was to be established around the town centre.
4. No further industrial land was identified. At the time that the Plan was prepared there appeared to be only limited demand for more industrial land, as there was vacant land in the existing business area off Woodcocks Road that could be used.



**Figure 2 1997 Structure Plan**

The following table summarises the main proposals of the 1997 Structure Plan in terms of growth opportunities provided by the Plan.

Element	Type of Development	Capacity Provided By Structure Plan
Population / housing	Higher intensity housing area	336 additional sites
	Medium (suburban intensity) housing	1142 additional sites
	Lower intensity and Countryside living	131 additional sites
Town Centre	Retail	Additional 10,000 to 13,000 sqm of floor space in the town centre
	Commercial / Office	Additional 3,000 sqm of floor space on the fringe of the centre.
Industrial	General Industry	Existing zoning retained – 14.7 ha available
	Boat Building	Existing zoning retained – 2.6 ha
Open Space	Neighbourhood Parks	5.7ha to be added
	Sports fields	No further land identified – 32.3 ha
Community Facilities	Schools	Land for additional Primary School (2.4ha) and expansion of College (0.7ha)
Future Expansion	Future Urban Area	73.6ha of land identified.

## 5. Growth Trends and Pressures

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### 5.1. Introduction

This part of the background report sets out data on growth pressures and trends that the Structure Plan has had to take into account. The following topic areas are discussed:

- Population and housing
- Business and Retail
- Industrial
- Community Facilities.

#### 5.1.1 Population

The 2001 Census recorded a usually resident population for Warkworth of 2,829 people. Between 1991 and 2001, the population grew by 540 people, up from 2,289 in 1991. This is an increase of 24%. During the same time, the wider area around Warkworth has grown more quickly than the town itself. The Snells / Algies area has grown from a population of 2,300 to 3,174 in 2001. This is a growth of 38%. The smaller settlements in the area (Leigh / Point Wells / Omaha / Matakana) have a combined population of 2,100, up 230 since 1991. This is the usually resident population. Holiday homes would increase this number substantially. To the north growth has been slower. Wellsford has grown from 1,710 people in 1991 to 1,743 in 2001, a 2% change in population.

The speed and extent of the growth in the wider area since the mid 1990s is notable, and was not entirely anticipated at the time that the 1997 Structure Plan was prepared. This growth reflects the growth of the Auckland Region as well as improved transport links between the northern part of Rodney and the metropolitan areas to the south. This growth has affected Warkworth's growth, as is discussed more fully below.

Table 2 sets out relevant data for Warkworth in terms of population and housing.

**Table 2 Population and Housing Growth**

Warkworth	1991	1996	2001
Population	2295	2475	2826
Houses	903	1017	1170
People per household	2.54	2.43	2.42

The number of dwellings has been growing faster than the population. This is due to the average number of people per household declining, from 2.54 people per household in 1991 to 2.42 people in 2001.

## **5.2. Growth Projections**

This Structure Plan has not adopted any particular forecast for future population and housing growth, but works within the boundaries of the projections set out below. It takes into account these growth pressures, while considering the strategic direction set out by the Council and the capacity of the area to absorb more growth.

### **5.2.1 Sub-Regional Picture**

Projections of future growth rates for the northern part of Rodney anticipate continued fast growth of the population of the area. This assumption is based on current growth trends, as well as wider growth dynamics. It is apparent that as transport links with the Auckland metropolitan area increase, more people are attracted to the Warkworth area. This will be for lifestyle, retirement and work purposes. It is fairly safe to assume that as the Auckland metropolitan area continues to grow bigger and closer, then satellite areas like Warkworth will come under increasing growth pressures.

The northern part of Rodney District (current population of 19,000) is likely to grow by 50% or 10,000 people over the period 2001 to 2021. Growth in the southern part of Kaipara District may also influence Warkworth's growth, especially the demand for services in the settlement. The southern part of Kaipara may grow by 3,000 people over the same time, from 7,800 to 10,800 people. Effectively, this means that Warkworth's catchment will grow from 27,000 people in 2001 to 41,000 by 2021.

### **5.2.2 Projections for Warkworth**

Projected growth for the settlement for the next 40 to 50 years is in the order of an additional 3,000 to 5,000 people. Current Rodney District Council projections suggest that the population of the settlement might reach 4,000 people by 2021 and 6,500 people by 2050. To some extent these growth projections take into account the capacity for growth provided by the 1997 Structure Plan.

Table 3 sets out the Council's current projections for Warkworth. As highlighted above, the demand for housing is likely to be growing at a faster rate than the population, due to falling average household sizes. Assuming a fairly modest reduction in average household size over the next 20 years, the number of dwellings in the settlement could grow by 1,500 to 2,000 over the next fifty years.

**Table 3 Projected Population Growth**

Year	Population	People per household	Dwellings
1991	2295	2.54	903
1996	2475	2.43	1017
2001	2826	2.42	1170
2006	3268	2.41	1356
2011	3526	2.40	1469
2016	3785	2.39	1584
2021	4043	2.38	1699
2026	4431	2.37	1870
2031	4819	2.36	2042
2036	5207	2.35	2216
2041	5672	2.35	2414
2046	6060	2.35	2579
2050	6448	2.35	2744
Change 2001 – 2050	3622		1574

### 5.2.3 Regional Growth Strategy

The Regional Growth Strategy identified the need for Warkworth to be able to expand to around 8,000 people to help accommodate regional growth pressures. The Northern and Western Sectors Agreement prepared under the Growth Strategy (which is discussed more fully below) sets out the capacity for growth which should be provided over the twenty year period 2001 to 2021. The Sector Agreement states that Warkworth will have the capacity to accommodate a further 4,300 people, taking, total capacity of the settlement to 6,800 by 2021. This capacity is largely based on the land use proposals set out in 1997 Structure Plan. It is important to note that the Regional Growth Strategy identifies the need for additional capacity. Actual population growth will be less than this, as some capacity always needs to be provided in the land market to ensure that land prices do not rise too steeply. The Northern and Western Sectors Agreement indicated a possible population of 5,600, by 2021, somewhat higher than the 4,000 people anticipated by the Council's projections. Actual growth rates may fall between these two figures.

#### 5.2.4 Housing Types

As well as considering the potential number of dwellings, the range of housing types that may be built in the settlement also needs to be considered. It can be expected that with people's changing lifestyles, the general ageing of the population and the growth of the holiday and second home market, there will be an increasing diversity in people's housing demands. There will be the need for homes on smaller sections, terraced housing and apartments, as well as growth in rural residential and suburban types of housing. The Structure Plan needs to respond to these demands

#### 5.3. **Business and Employment**

Currently, there are just over 2,000 full time equivalent jobs located in Warkworth, up from 1,460 in 1994. Table 4 sets out the data on job growth in the town.

**Table 4 Employment**

Year	Full Time Equivalent Jobs
1994	1461
1998	1870
2002	2091

These jobs are located in the town centre, in the industrial areas at Woodcocks Road and Hudson Road, as well as in the residential areas of the settlement. The ratio of people living in the settlement to the number of jobs located in it is high, (1 full time equivalent job for every 1.35 permanent residents), in comparison to the rest of the region (which has a ratio of around 2.5 people per job). It is also apparent that jobs have been growing at a faster rate than the population over the last few years (4.5% per year for employment as opposed to 2.1% per year for population).

The relative importance of employment to the make-up of the settlement and its faster growth rate relative to the population base reflects the fact that the settlement acts as the natural service centre for a rapidly growing area. The implication of this for the Structure Plan is that even if the town's population did not grow much, there would still be demand for more businesses and services to locate in the town.

In terms of the location of the employment in the town, it is estimated that the town centre accounts for around 50% of the jobs in the settlement, while a further third are in the industrial areas. The remaining employment would be in residential areas (home-based businesses, education, and trades people).

##### 5.3.1 Additional Employment Land

The additional employment areas identified should accommodate around 2,200 workers. Table 5 sets out the details.

Table 5 New Business Areas

Business Areas	Area Identified (ha)	Plot Ratio	Estimated Floor Area (m <sup>2</sup> )	Workers Per Ha	Numbers of Workers
Large Format Retail	8.7	0.4	34900	75	660
Live / Work	9.4	0.1	9400	30	280
New Business Park	25.7	0.3	77200	50	1290
Total	43.9		121500		2230

The following assumptions have been made:

- The area of land identified is a gross area, in that some land will need to be set aside for roading in the larger format and new business areas, reducing some what the area available for development. The subsequent calculations take this into account.
- The plot ratio refers to the ratio between land area and floor area of buildings. For the business area, it is assumed that only about 30% coverage of buildings will be achieved, and that this will be single storey buildings. For the Live / Work area, the plot ratio refers solely to floor area devoted to businesses - in most cases this is likely to be the ground floor of residential-scaled buildings.
- Worker density. This column refers to the likely number of workers per hectare of land. The ratio of 50 workers per ha for business (industrial) land and 75 workers per ha for large format retail areas are fairly common figures found through out the Auckland region. For the Live / Work area, a ratio of 30 workers per ha has been adopted.
- In terms of the take-up of this floor space, development will be spread over a number of years. Actual levels of future demand are hard to predict. Over the years 1994 to 2002, employment in Warkworth has grown at around 80 jobs per year. On this basis, it may take 30 to 40 years to fully develop all of the land identified. Table 6 provides a rough estimate of the amount of floor space likely to be developed over the two stages of the Plan – the first 20 years and the second 20 years.

Table 6 Business Area Development

Business Area	Take up of Floor Area		Floor Area developed	
	First phase	Second phase	First Phase	Second Phase
Large Format retail	70%	30%	24,430	10,470
Live / Work	50%	50%	4,700	4,700

New Business Park	40%	60%	30,880	46,320
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In addition to the business areas listed in Table 6, further consolidation of employment and businesses in the current town centre can be expected to occur.

#### 5.4. Future Employment and Business Related Pressures

Future employment growth is hard to estimate. On a very simple level, if the current ratio of employment to people living in the town is to be retained, then if the population is to grow to 6,500 people by 2050, then employment will need to grow from 2,000 to 4,900 full time equivalent jobs. This is a simple extrapolation of current trends, but nevertheless gives a good indication of the potential demand for employment-related activities. As with population and housing, the Structure Plan has the job of reconciling this demand with other objectives for the centre.

##### 5.4.1 Town Centre-Based Employment

The town centre has a current business base of just over 30,000 square metres of floor space. Table 7 sets out the details of the types of activities in the town centre.

**Table 7 Town Centre Floor space**

Category	Floor space (sqm)	Number of Activities
Retail	12,275	88
Auto / marine / building	4,690	10
Business services	7,595	43
Personal services	2,940	16
Community services	3,975	16
Total	30,130	172

Source: Rodney District Council

The retail component of this business base is dominated by lifestyle-related shops - shops that cater for the needs of visitors and people staying in the wider area for short periods of time. Only a third of retail activities are devoted to the day-to-day needs of residents. There is evidence that the general merchandise role of the centre has declined over the last few years despite the population of the area increasing. Centres like Albany have developed in this time and captured trade from the area. As a result there is now a considerable leakage of retail expenditure from the area. One estimate puts this leakage at \$50 million per year.<sup>1</sup>

The other notable feature of the town centre is the relative importance of the business service sector. Office type activities are well represented, giving the centre added strength.

<sup>1</sup> Market Place NZ Ltd Rodney North: Strategic Retail Considerations and Specific Proposals for Perrendale Holdings. January 2003.

The town centre is clearly meeting the needs not only of its residents but also a large population base in the wider area, as well as an increasing number of visitors. These demands place considerably more pressure on the town centre than if it was just serving the local area.

#### 5.4.2 Future Needs

In the future, the town centre will have to accommodate growth in all the components of its catchment - residents, wider population and visitors. A significant expansion of the activities that meet the demands of one of these components may force out other activities in the town centre, so a balance between them is needed.

#### 5.4.3 Retail

With the growth of the town as well as the wider area, there will be a demand to increase the range of retail activities in the settlement. Added to this will be pressure to reduce the current outflow of retail spending.

Currently, the wider Northern Rodney area generates (per year) \$94m expenditure on general retail goods, of which only around 45% is retained within the area, or \$42m. This local expenditure supports 10,485 sqm of general merchandise floor space in the Northern Rodney and lower Kaipara District area, with 4,800 sqm of this general merchandise floor space being in Warkworth.

Population growth in the area, along with rising incomes, will see the demand for retail activities lift. With reduced leakage as well, this means that by 2021 there could easily be demand for at least 70 to 80% more retail floor space than current. For Warkworth, this implies enough demand to double the size of retail floor space in the settlement, given its hub role.

#### 5.4.4 Other Services

Added to this demand will be the need to accommodate additional visitor and service / office-based activities. With retail only being a modest proportion of the centres total floor space, the whole centre will need to grow substantially. As an example of these growth pressures, there is already demand for the conversion of residential properties on the edge of the centre into office premises. As will be discussed later, where and how retail activities and businesses are located is a key issue for the town.

### 5.5. **Industrial Areas**

The two existing industrial areas in the settlement comprise 35 ha of industrial land, of which 19.5 ha is vacant. The Woodcocks Road industrial area is partly developed with all the vacant land situated in this area. It is a popular location for small businesses; however topography makes it unsuitable for businesses requiring premises with large building footprints. The Hudson Road area accommodates a variety of industrial activities, and is now more or less fully developed.

The Council is currently assessing industrial land needs for the District. There are no current projections of employment and business needs that can be used to help assess demands for business land in the Warkworth area. The industrial areas in the town will need to expand to meet the needs of the residents, as well as the wider area. Even if the population of Warkworth does not grow by much, but rather growth is located in other settlements, then there is still likely to be demand for more business activities in Warkworth, given its central location and transport connections. It is likely that as people are attracted to the coastal settlements in the area, then there will be a natural desire for them to either set up or shift existing businesses closer to where they live. Warkworth is best placed to meet a large part of this demand.

On a simple level, with a 50% increase in the population of the wider area anticipated by 2021, and perhaps a doubling by 2050, the number of jobs that will need to be accommodated in business areas will also double, if not more.

## **5.6. Community Facilities**

Warkworth is currently well served with community facilities. The Council is presently preparing designs for a new community centre to be located in the town centre on the riverbank. However growth will bring with it the need for additional facilities. Future short falls in provision have been identified relating to:

- Neighbourhood reserves and children's play area
- Activities for youth
- Future educational needs -expansion of the current College is likely to be required in the near future, while longer term a new primary school may be needed
- Future sports fields. While the Warkworth Show Grounds Reserve provides the ability to expand the number of sports fields in the short to medium term, there is likely to be a longer term need to add extra sports fields. This is in recognition of Warkworth's role as the natural hub for the northern part of District.

## **6. Policy Context**

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This section of the report sets out the important Council policies that shape decisions as to how the growth pressures set out in Chapter 5 should be managed. Along with the community outcomes set out in the next chapter, the policies set out below are key inputs into the development of the Structure Plan.

The District Council's policies for Warkworth (as well as the wider area), are evolving. This evolution stems from the growth pressures facing the Northern Rodney area, and the shortcomings of current growth management policy. The Council has recently completed a strategic planning exercise (Vision Rodney) which has defined community outcomes in relation to the District's development. These outcomes signal a break from past management practices, and show a strong desire by the community to have greater certainty over the form and direction of growth. The community outcomes in the Vision Rodney strategy are an important starting point for planning the next phase of Warkworth's growth, but they have not yet been developed to a level where they have a spatial element to them. In other words, there is a clear implication in the Vision Rodney document that growth in the northern part of the region should be managed, but the role that individual settlements should play in this process has yet to be determined.

A recommendation of this Structure Plan is that the Council begins this work soon, so that if in the very long term new settlements are needed to accommodate growth, then planning for this can begin and the growth and development of existing settlements can take this point into account.

### **6.1. Vision Rodney**

This is the community's strategic vision for the future, setting out the outcomes communities wish to achieve, including principles relating to how the District's future growth and development should be managed. The Vision Rodney document is based on extensive consultation with the community, including a number of focus groups held in the Warkworth area. The following principles are relevant and they are discussed in the context of Warkworth, and their implications for the Structure Plan.

#### **6.1.1 Urban Growth**

The over-riding imperative is to contain the sprawl of settlements into the countryside. The two key principles are:

##### **Keep and build on every town's identity**

Each town and settlement needs to grow in its own unique way. This needs to take into account landscapes and heritage features. Important features in Warkworth include its riverbank setting and distinctive town centre.

### **Put an edge around every town and village**

There is a need for a defined urban / rural boundary around each settlement, but each settlement needs to determine where this boundary should be, taking into account a variety of factors including development, landscape and infrastructure. For Warkworth there is a choice as to whether the urban / rural edge should be close to the current edge, or should be further out to allow for some more growth. Defining this edge is therefore a key requirement of the Structure Plan.

Having defined an urban boundary, the Vision Rodney Strategy identifies the need to use a variety of mechanisms to retain this boundary. Greenbelts, public open spaces and rural-residential development are all possible mechanisms to retain an urban/rural edge. However the Council has not yet decided which mechanisms or package of mechanisms it will use.

### **Make all towns and villages viable**

The need to ensure that towns and settlements are big enough to support local services is noted, but it is left open for each community to decide what services it needs. Warkworth has a role in serving the wider area, as well as its own population. It is the natural hub for the northern part of the District, and this role needs to be recognised in long term planning.

### **Create other settlements for growth**

The need for existing settlements to take growth as well as the need for new settlements in the future is identified, but there are no details as to where these settlements should be, or when new settlements may be needed. Certainly in the case of Warkworth, there may be a need for the town to take growth that cannot be accommodated in other, more environmentally sensitive areas, such as the coastal settlements of Leigh, Omaha, Sandspit and Snells / Algies. However there is no overall spatial structure for the northern part of the District that can provide this sort of direction for the town.

Alternatively, there may be a need to identify a new settlement where some of Warkworth's growth could go in the future, once the settlement has reached its defined edge. The Warkworth Structure Plan cannot define where this new settlement should be. However it can set out the conditions when planning for a new settlement is likely to need to start. That is, it can establish for Warkworth at least, what the capacity of the settlement is to absorb growth and how long it might take to reach this capacity.

These issues mean that the Structure Plan needs to take a long-term view when defining its feasible edge.

#### **6.1.2 Making a Living**

These sets of principles relate to the need to increase the wealth of the District and to ensure that people can work locally if they so wish to. Important principles are:

### **Place special focus on workplaces to the north and west**

The need to expand workplaces in all of the settlements in the north and west of the District is noted.

### **Ensure that people have a choice in how they make their living**

This principle relates to providing for a range of opportunities for workplaces to establish, from home occupations, through to small businesses up to larger commercial and industrial activities.

These principles reinforce the issues raised in the brief for the project, as well as the section on growth trends and pressures. Warkworth is a natural hub for businesses in the Northern part of the District, and providing for this role is important to the wider economic prosperity of the area.

## **6.2. Regional Growth Strategy and the Northern and Western Sectors Agreement**

Rodney District is a signatory to this Strategy and associated Sector Agreement. The Regional Growth Strategy provides a picture of how long-term growth pressures should be managed in the Region. It has a fifty year horizon. The Northern and Western Sectors Agreement provides a more detailed picture of growth management for the next 20 years. The basic intent of the Strategy is to contain the urban expansion of the metropolitan area. As part of this overall Strategy it is also realised that rural settlements like Warkworth will grow and that this should be planned for. Allowing for some growth of rural settlements, where they are well located in terms of transport infrastructure and not in environmentally sensitive areas helps achieve the overall vision of a liveable region. Under the Growth Strategy Warkworth is identified as being able to accommodate a total population of 8,000 people within a 50 year timeframe.

Rodney District's approach to the Growth Strategy was partly based on the 1994 Rodney District Development Strategy. This strategy proposed that Wellsford and Warkworth be developed as the key employment and settlement nodes in the north of the District.

Since the Growth Strategy was adopted, the Northern and Western Sectors Agreement developed under the Growth Strategy has provided a more detailed picture of growth for the next 20 years. For Warkworth, the Sector Agreement draws on the 1997 Warkworth Structure Plan. It indicates that there is the capacity to absorb a further 4,300 people in the settlement. This capacity is based on the development of the McKinney valley area as well as the future urban area along Woodcocks Road. The sector agreement is based on these areas providing enough capacity to absorb growth up to 2021.

## **6.3. District Plan**

Different Plans have laid out various land use zones for the settlement. They are:

- Operative Transitional District Plan 1993
- Various Plan Changes (In particular Plan Change 55, Rural Review and Plan
- Change 26 Residential Review)

- Proposed District Plan 2000.

The Proposed District Plan provides the most up-to-date picture of land use zonings in and around the settlement. The basic zoning strategy is as follows:

- The town centre is recognised as the only commercial area.
- The existing residential area is zoned for standard suburban development
- Hudson Road and the Woodcocks Road business areas are zoned for normal industrial activities
- The McKinney Valley and Woodcocks Road are zoned 'Future Urban'.

The Proposed District Plan 2000 also contains specific rules relating to the town centre. These recognise that the town centre has a character that is uniquely attractive. This derives in part from its buildings, from the river and from the curved shape of the main street. The plan identifies certain frontages in the town centre where development requires resource consent so that the development can be assessed in terms of its effect on the character of the town and to ensure that new buildings reinforce the positive aspect of this character. Assessment criteria are set out in the Proposed Plan to address these issues.

The zoning strategy of the Proposed District Plan 2000 draws part, but not all, of its direction from the 1997 Warkworth Structure Plan. The westward direction for growth identified by the 1997 Structure Plan is recognised by Future Urban zonings along Woodcocks Road. A reassessment of this basic strategy will raise significant issues related to landowner expectations.

There are some differences between the 1997 Structure Plan and the Proposed District Plan 2000. These are:

- As proposed by the 1997 Structure Plan, the current commercial zoning is retained, but there is no move in the Proposed Plan to introduce the mixed use area around the town centre as suggested by the 1997 Structure Plan. Instead the Proposed Plan relied upon office type activities being able to occur as home occupations in the residential zone.
- The higher density area proposed in the 1997 Structure Plan is zoned for suburban type development only until Plan Change 62 (financial contributions) becomes operative.
- Some but not all of the Woodcocks Road is shown as 'Future Urban' in the Proposed District Plan. The 1997 Structure Plan showed all of the land up to the Falls on Woodcocks Road as being 'Future Urban'. The reason for this partial implementation of the Structure Plan was the uncertainty related to the route of the western bypass.
- Only some of the rural/residential development on the edge of the settlement as signalled by the 1997 Structure Plan has been given such a zoning under the Proposed District Plan. Rural-residential areas in accordance with the Structure Plan are to the east of Pulham Road and to the north of the river. The area where there is only some accordance between the two plans is to the south of McKinney Road.

- In the area to the south of McKinney Road, a variety of zonings are proposed. Part of this area - on the north side of McKinney Road - proposed by the 1997 Structure Plan for suburban development (and therefore earmarked for 600 to 800 sqm lots) is zoned for low intensity residential activities (4,000 sqm). The intention is that this area be zoned for suburban development in the future, once rules for development contributions are in place. On the southern side of McKinney Road, part of the rural residential area shown on the Structure Plan is zoned as low intensity residential. This reflects a zoning that predates the Structure Plan. Further to the west, where the structure plan suggested rural-residential development, the Proposed Plan shows this area as General Rural. This was the result of a decision by the Council to hold-back on the zoning of additional land for rural-residential development until the financial contributions provisions of the District Plan were agreed.

### 6.3.1 Regional Land Transport Strategy

The Regional Land Transport Strategy sets the overall direction for development of the Region's transport network. Relevant policies in the RLTS relate to the finalisation of ALPURT and the upgrading of roading between Puhoi and Warkworth. The relevant policies are as follows:

#### Policy C1.1

##### **Improve the level of service and operational safety north and south of the Auckland region on the strategic transport network**

C1.1.1: Investigate and protect the ability to provide a four-lane highway to appropriate standards from Puhoi to Warkworth, including a bypass of Warkworth

Responsibility: Transit

#### Policy C2.1

##### **Complete the construction of the realignment of State Highway 1 between Albany and Puhoi and the link to Orewa**

C2.1.1: Continue to implement the Orewa to Puhoi section of the motorway.

Responsibility: Transit and RDC

The implementation section of the strategy promotes the early completion of the remaining section of the Albany to Puhoi motorway. However the Warkworth bypass does not figure in Transit's 10 year implementation plan. The earliest construction period is listed as after 2011. The implications for Warkworth of these policies is that completion of the next stage of the ALPURT motorway is likely to further lift population growth rates in the area, and add to traffic in the area, but the community cannot rely upon the western bypass to solve their transport problems, at least in the short to medium term.

## **7. Community Outcomes for Warkworth**

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This section sets out the results of the initial round of consultation for the project, which focused on people's values and how they would like the place to be in the future. The following outcomes are statements about values and aspirations, derived from a variety of sources, including the workshops, individual meetings, newspaper survey and articles, as well as previous work on the 1997 Structure Plan and the Vision Rodney document. Community outcomes are important when it comes to considering different ways of managing growth. Options to manage growth will support some outcomes, while they may be neutral or even adverse to other outcomes. Understanding these different implications is important. Outcomes are also valued differently by particular groups in the community. While most people will agree broadly with the outcomes set out below as a total bundle of values, different groups in the community will place particular importance on specific outcomes. Outcomes related to economic goals may be particularly strongly held by business people, for example, while retired residents may be more concerned about maintaining current social and community networks.

Understanding how different options affect particular groups is therefore also important.

### **7.1. Key Outcomes**

The following section sets out the key community outcomes and a description of their components

- ◆ Retain the village feel

This is related to the form of the village - its natural containment within the surrounding hills, the river which runs through it and the sense that it has an identifiable centre

- ◆ Promote a sense of community and safety

Partly this outcome is to do with size of the settlement - Warkworth people know each other as it is a relatively small place. It is also to do with the strong social and community networks that operate within the town

- ◆ Build on the riverside location, with lots of green and be close to countryside

This relates to the settlement's natural setting. Key to this is the riverside location of the town centre and backdrop of bush. Also important is the green corridor created by the rest of the river and the surrounding rural countryside.

- ◆ Enhance and develop a people friendly town centre with character / heritage

The town centre is a place which everyone - residents, business person, visitors, as well as young and old - have a stake in. The town centre has a strong, unique character derived from its physical setting (riverside, bend in the main street), as well as its collection of heritage buildings.

- ◆ A vibrant service centre - a place for jobs and employment

This value is associated with people's desire to raise their living standards and to ensure that young people have the opportunity to work in the settlement. Warkworth has many people on fixed incomes, as well as some lower income households. More services and jobs in the area will help these people

- ◆ A town that is easy to get around

This outcome reflects the importance the community place on resolving the traffic issues that face the centre. There is a feeling that as the settlement is only small; the community should not have to put up with the level of traffic problems that it does experience. The major concern is the inconvenience of using the main intersections in the town, rather than specific safety issues. However community severance issues associated with the State Highway are growing.

## 7.2. Specific Issues

As well as defining community outcomes for the settlement, the consultation, process also highlighted a range of specific issues. These can be summarised as follows:

### Transport

- Reduce severance effect of SH 1. The highway is splitting the town into two. Make it easier to cross, walk beside, and cycle along
- Resolve Hill St and Woodcocks Road congestion points, make these intersections safer and less confusing to use
- More walking routes in and around the town and along the river
- Develop public transport, rail links to Auckland
- Town bypass - define the purpose, route and timing.

### An Edge to the Town

- There is room for more houses, but keep it ...
  - compact
  - green
  - walkable
  - use a Western bypass to define western edge.

### More vibrant town centre, but keep character:

- Open up the centre more to the river
- More cafes, boutiques

- Upgrade image, build on heritage
- Make it pedestrian friendly
- Bulk retail may destroy character of the town centre
- Ring the town centre with low rise terraced housing, mixed use developments - such as office ground floor, apartments above

#### More jobs / employment

- Town has an important service centre role
- Current industrial area (Woodcocks Road) too hilly
- More industrial land to the north or west - but off SH 1
- Better connect existing industrial areas together
- Mixed uses around town centre, rather than industry.

#### Infrastructure

- Upgrade quality of treatment, don't pollute river
- Look at alternatives - satellite plants, on-site systems, re-use of grey water
- Water - ensure long term supply

#### Open space / Green network

- Extend riverbank walkways
- More neighbourhood playgrounds
- Better linkages;
  - College to town centre
  - Show grounds to town centre
- Extra activities for youth.

#### Implementation

- The Council, and other agencies like Transit, need to commit to implementing the Structure Plan.

### **7.3. Specific Interest Groups**

Consultation was also carried out with a number of groups with special interests. This included local Iwi, college pupils, and business owners in the town centre. Specific points from these meetings included:

## Iwi

- Warkworth (Puhinui) has important cultural values associated with it. It is the site of settlement, while the river was a common route to reach the Kaipara
- The Maori history of the area should be recognised in place names and how public spaces are developed
- It is important to protect the natural environment and protect and enhance the quality of the water in the river
- There is a need to complete proper archaeological surveys before new areas are developed
- Today Warkworth has an important service and community hub role for Iwi.

## College Pupils

- They like the:
  - river
  - reserves
  - New World - good for jobs
- They don't like:
  - lack of shops - want cheaper clothing, more range
  - nothing to do - need skate park, large park, MacDonald's or similar
  - traffic around school gates

## Town Centre Interests (including architects working in the centre)

- Warkworth is a very successful town centre - land values are high, businesses sell for high prices
- Keep special character of the centre - the focus on speciality retail, business services, retail aimed at visitors
- There is a benefit of more intensity - it will make the centre more vibrant, with more activity
- Open up the town to river - more links to riverside, overlooking/ views, terraces
- Develop guidelines on the scale / rhythm of buildings, access to riverside
- Incentives are needed to comply with these guidelines
- Use contours - multi-level, mixed use development on the fringes
- Intensive residential development close to town centre is good.

### Retired / Older Adults

- Fix up the transport problems - make the town easier to get around
- Retain the character of the town centre
- Give youth / children something to do and the opportunity to work in the area
- Car parking.

## 8. Issues and Options

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This section of the report sets out the key choices that the Structure Plan has had to deal with.

### 8.1. Overall Direction and Rate of Growth

The town has a strong identity, while the community have passionately held values about the settlement and its particular qualities. However growth pressures are strong, and could easily put at risk many of the values held by the community. On the other hand, growth will bring other benefits - more employment activities will help to improve job prospects, more retail services will mean people do not need to travel to other centres like Albany so often, while more people means more funds to help upgrade infrastructure and support better community facilities.

#### 8.1.1 No Growth Option

In considering ways to resolve these issues, it is first useful to consider a number of strategic level issues, the first of which is whether Warkworth should grow at all. While a no-growth message was not strongly voiced during the preparation of this Structure Plan (nor was it a component of the brief for the project), such a policy is a possible interpretation of the Vision Rodney strategy, as well as community outcomes related to retaining the village feel or the settlement.

As is often raised when considering the effects of growth on a town, one way to (hopefully) ensure that the town's character will be retained would be to say that growth should go elsewhere. Is this a reasonable approach for Warkworth?

There are a number of points that indicate that growth will happen and needs to be planned for:

- In terms of Council policy, there is no firm direction as to whether Warkworth should or should not grow, and if it doesn't, then where should this growth go. While development of other settlements may be a useful strategy, no such spatial strategy exists that can be reasonably relied upon to implement such an approach. The explicit policy stance is that the extent of growth needs to be determined on a case-by-case basis
- There is likely to be continued business and commercial pressures which will need to be accommodated in Warkworth, given its geographic location and transport connections, even if population growth can be directed to places like Snells / Algies, Matakana or perhaps in the long term to a new settlement
- As will be discussed below, Warkworth has the ability to grow in a way that provides a reasonable balance between the community outcomes set out above. In a strategic sense Warkworth is better placed than other settlements to accommodate development

To help take forward this overall approach, the following issues were considered in detail:

- Defining an urban edge

- Expanding the green network and open space
- Enhancing the town centre and accommodating more retail activities
- Providing more business and industrial land.
- Improving the transport network.

The issues, choices and suggested direction for each of these elements are discussed below.

## **8.2. Defining an Urban Edge**

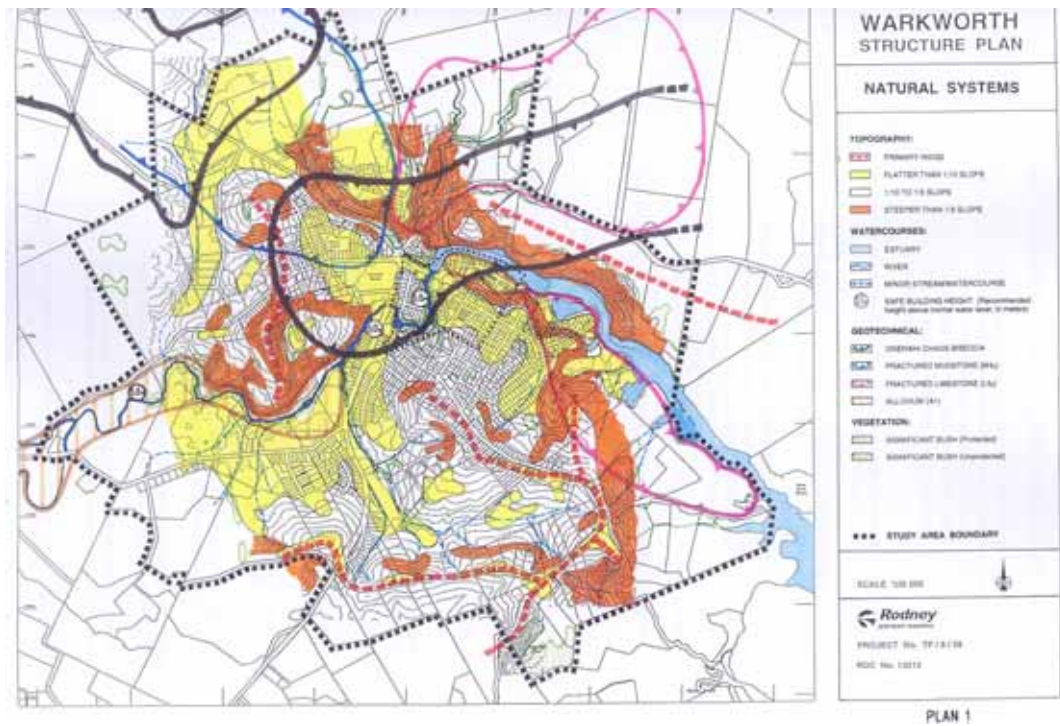
The Vision Rodney Strategy, as well as the community outcomes, make it clear that the settlement needs defined edges - an edge where the urban part of the settlement stops and the rural area starts. The community consultation also made it clear that these boundaries need to allow for the town to meet other outcomes, such as room for more business activities and room for more housing growth.

Defining the edges of the town is therefore obviously a very important decision, from which a variety of other decisions flow. In considering possible edges to the town, the following factors were taken into account:

- Topography
- Landscape and natural features
- Transport links
- Urban form.

Figure 3 below is from the 1997 Structure Plan. It shows the key natural features of the Warkworth area including:

- Steeper land close to the current urban area
- Ridgelines and contours
- Geo technical issues.



**Figure 3 Natural Features (from 1997 Structure Plan)**

In considering edges, it is first useful to consider options sector-by-sector, and then to consider the overall picture. The sectors considered were:

- ◆ North - generally taken to be over the river
- ◆ East - McKinney Road area.
- ◆ South - south of Woodcocks Road
- ◆ West - out along Woodcocks Road as well as along State Highway One towards Wellsford.

### 8.2.1 North

On the face of it, expansion of the town towards the north would be a desirable outcome. Expansion would be close to the town centre where it may be within walking distance of the town centre, and would build on the riverside character of the current town.

However expansion to the north brings with it a number of major issues:

- To the north, the land immediately adjacent to the river is steep with a variety of geotechnical constraints on urban-style development. The best land for development is not directly contiguous with the current urban area, but rather is nearer the golf course along Matakana Road, or past the quarry on the Sandspit Road. Such discontinuous development is likely to be more costly to service with infrastructure than other growth options.

- Linkages to the town centre and the rest of the settlement are also problematical. The distances associated with the better quality land to the north will reduce the likelihood that people will walk or cycle to the centre or other activities, for example school children wishing to access the Primary or Secondary school on foot.
- There is only one road link from the north into the town centre - Hill Street - which is already under considerable and increasing stress. By pass options to the west or east are unlikely to resolve this issue, given the projected growth in traffic generated by development in the wider Northern Rodney area. Even with additional capacity, it will still be problematical mixing local traffic and regionally-orientated traffic in the Hill Street area. An additional crossing close to the town centre would be needed to accommodate significant expansion to the north, but this is unrealistic.
- A final issue is that once development is established across the river, there are no real natural boundaries to provide a defensible edge.

At the town centre and to the west and east of the centre, the river and its bush back-drop provide a clear demarcation of the town's northern edge. The river, the bush and the topography create a green wall. To the west this green wall is extended by Kowhai Park and the Warkworth Show Grounds Reserve development. Effectively, the town 'fans' inland from the town centre and its riverside edge. This form should be retained.

The 1997 Structure Plan did not favour expansion to the north. On balance, the review of the Structure Plan has come to the same conclusion. While urban style development to the north is not favoured, given its proximity to town centre, some development to the north would be acceptable, but this development needs to be low density (e.g. Countryside living, or cluster type development) so that it does not overload the capacity of roading links. Some development would also act as a transition area and help to secure the northern boundary of the settlement.

### 8.2.2 South and East

To the east and southeast, the 1997 Structure Plan used the McKinney Road and Wilson Road ridgelines as a natural edge. 'Mason Heights' to the west of SH 1 presents a similar natural feature to the west. Urban development to the south of these ridgelines would seriously harm the current southern entry to the town, and are not favoured.

To the west of SH 1, the land above Woodcocks Road up to and including Mason Heights provides good aspect and outlook. It has a northerly aspect and views over the town and would make a desirable residential area. This area should be included within the town.

The 1997 Structure Plan, as well as Plan Change 55 and the Proposed District Plan 2000 all signalled the need for some form of rural-residential development in the area to the south of McKinney Road to secure this edge. This issue of how to retain an urban edge is discussed below.

### 8.2.3 West

Directly to the west of the town, the main natural feature is the upper arm of the Mahurangi River including the Falls and the associated DoC Scenic Reserve. Further round to the north the main natural features are the small stream system at the back of the Hudson Road industrial area and the ridgeline above this stream to the west of Hudson Road.

The Future Urban area identified in the 1997 Structure Plan extends to Falls Road, and it seems unreasonable not to continue with this approach. The Falls creates a natural gateway feature, marking the western extent of the settlement, and this area could create an attractive natural feature and open space area to anchor the western end of the town, building on the river-side theme of the town. It would be appropriate that the Falls be used to help define the western edge of the town.

Further round to the north, along SH 1, there is a less clear cut definition as to where the edge of the town should be. Options are Kowhai Park, the Warkworth Show Grounds Reserve, or in the Kaipara Flats Road / Goatley Road area. There is a desire for the Warkworth Show Grounds Reserve to be better integrated with the town which suggests that the town boundary needs to be at least in this position; however this is a man-made rather than natural boundary. Once north past Kowhai Park, the next natural boundary is the bush area which is astride SH 1, just to the north of Kaipara Flats Road. This feature creates a natural gateway to the town.

In a practical sense, the proposed Western by pass will end up defining the western edge of the settlement. It is therefore important, from a social integration perspective, that expected development can fit within this edge and not end up 'leap frogging' the bypass in the future.

### 8.2.4 Retaining the Edge

Having defined a long-term edge to the town, the next issue is how to retain this edge. The Council is still developing its policy as to how this should be done. The 1997 Structure Plan adopted an approach of having a ring of countryside living as a transition between the urban and rural areas. To some people that is an acceptable edge, to others it is a blurring of the edge which does not help to contain the town; rather it will lead to incremental expansion of the town.

The draft version of the Structure Plan that was displayed for public comment continued with and extended the approach of the 1997 Structure Plan. New areas for rural-residential development to the north and west were shown on the public display version of the plan. However, this approach led to other land owners on the fringe of the new rural-residential areas to call for their properties to be included in the rural-residential area. These submissions raised the need to develop clear principles that should be used to define the urban edge, and whether rural-residential development is the best way to retain the urban edge.

Given that Council has yet to develop its policy on how it will retain an urban edge, the draft Structure Plan takes a conservative approach to this issue. The Structure Plan maps now define properties where some form of *edge management* may be needed, but does not go as far as to state what form of management is needed. The properties affected by this approach are generally one deep around the proposed town boundary where major roads or major land features do not already provide a viable edge. In these cases, some form of land use management will be needed to retain the urban edge, but whether the town edge should be created by rural-residential development, purchase of open space covenants, limited development rights or other techniques is a decision yet to be made by the Council.

### **8.3. Developing the Green Network and Open Spaces**

Having established broad town boundaries to work within, the next step is to consider the elements within these boundaries that could be used to further develop and link open spaces into a green network. The river is the key landscape element that winds its way through the settlement. It provides an important landscape feature, as well as providing a natural movement corridor. Walkways along the river bank by the town centre are being extended towards the coast, as well as inland to the College. There is obviously the ability to extend these connections further to the west, along the river to the Falls and beyond. The river can therefore provide an important natural linkage element through the proposed western extension of the settlement, leading from the edge of the town to its centre. Along the natural linkage formed by the river can be organised a number of other open spaces and community activities, including more neighbourhood reserves and in the future, an additional Primary School. The only possible site for a new Primary School would be to the west. Land in the McKinney valley is relatively steep and will soon be developed. To the west there are a variety of options. No specific site for a primary school has been identified in the Structure Plan as a school is likely to be needed only in the very long term. Acquiring a site is the responsibility of the Ministry of Education. At this stage the Structure Plan provides a variety of opportunities that could be pursued. To the west there is also the ability to add new neighbourhood reserves, while to the south there is the ability to add more sports fields. All these opportunities are more problematical if the town's expansion was to be limited to the north.

### **8.4. The Town Centre and how to Accommodate the Demand for Large Format Retailing**

The next step in the process is to consider the town centre. There is a clear demand for additional retail activities - both large format stores (bulk retail), as well as smaller stores meeting the needs of residents and visitors. The town centre will also need to accommodate a growing business sector.

The most pressing issue is the location of large format stores. This is the sector of the retail market which is growing the quickest. During the course of the development of the Structure Plan, many people expressed a desire to see large format retail stores in the area, but were fearful of its impact on the character of the town centre. The brief specifically requested that this issue be addressed.

Expanding the retail base of the settlement so that it can accommodate large format stores will bring benefits to the town and the wider area. If provision is not made in Warkworth for a significant amount of additional retail development, then these retail activities are likely to develop in a dispersed, incremental way across the northern Rodney area. If such an ad-hoc approach is taken, it is unlikely that the market-place will respond with the type of retail activity that will help to significantly stem the outflow of retail expenditure from the area. Equally, within Warkworth itself, it is possible that developers will mount proposals for retail developments to occur in a number of areas.

The identification of a locality for a large format store complex will mean that the wider area can benefit from having this type of development reasonably close, while there is the ability to direct this activity to a location that supports the preferred overall town structure.

The issues associated with the demand for more office-based activities and expansion of the speciality lifestyle related retailers are not so complex. These activities should occur in the town centre. In order to help secure the viability of the town centre, the Structure Plan proposes the following strategies:

1. Improve the relationship with the river
2. Improve the street edge of developments
3. Increase finer grain retail opportunities
4. Enhance the Main Street
5. Increase the diversity of employment and residential options in and around the town centre.

The draft Structure Plan summary report sets out further detail on these initiatives.

#### 8.4.1 Large Format Store Options

The first option considered was whether such stores could be accommodated in and around the current town centre. The reason for considering this option first is that in many circumstances, large format stores can compete with a town centre, stripping out retail shops and seeing a decline in the centre's vitality.

In the case of Warkworth, the small role of general merchandise stores in the town centre means that if there were loss of these types of shops to a new centre, then the impact on the centre's viability may not be as great as it otherwise might.

In addition to this, it is clear that there is little room to accommodate large format stores in the centre, while these types of activities mean that there will be significant character, visual amenity and traffic issues to address (including car parking). There are only a handful of sites that could accommodate large format stores (Bowling Club, along Mill Lane) – but not enough to meet expected demand. Development of other sites would require significant redevelopment on the fringes of the centre, a process that is likely to need public assistance (such as land amalgamation) to be economically viable.

While large format buildings can be designed to fit into a village centre, they take up a lot of space. This is likely to displace smaller activities further into the residential area surrounding the centre. Car parking needs would also be significantly expanded.

A town centre or edge-of-centre location for large format stores is only likely to work if the community is willing to accept only a few large format stores (and hence continued reliance upon Albany and other locations for many goods and services) as well as being willing to invest heavily in the centre to ensure that it accommodates these stores. At this stage neither prospect looks likely. The current town centre has a strong business base that will continue into the future, and has an intimate scale and character that could easily be disrupted by poorly designed buildings. The centre's best strategy is to continue to play to its strengths and not try to change its market position.

Having identified the problems with an in-centre or edge-of-centre location for large format stores, a number of out-of-centre locations were then considered. A prerequisite of an out-of-centre location must be that the new centre be designed in a way that it will not compete with the town centre. This means that the size of the large format store centre should be controlled, and the range of activities possible in the centre be limited to those that will not compete with the core functions of the existing centre.

Alternative locations for a large format store complex include:

- North on SH 1, e.g. near Warkworth Show Grounds Reserve
- West - Woodcocks Road
- South - off Glenmore Drive.

The Woodcocks Road option is identified as the one with the best fit with the emerging structure of the town. A location to the west would mean that the centre could take on a neighbourhood function as well as its regional function, serving the proposed residential areas to the south and further to the west. Transport linkages in this area are also good with good access in the future to the north, east, and west. The location of the centre along the river will also help to cement in and extend the river-based theme of the town. The two other options suffer because of their peripheral location and less flexible transport linkages.

The Structure Plan suggests a number of ways that the new centre could be developed in a way that maximises the riverside location and ensures that the centre relates to and integrates with future surrounding development.

## **8.5. Demand for Industrial Land**

Considerable comment was made during the course of the Structure Plan review that there was a shortage of industrial land in the area. Insufficient opportunities for more industrial activities would harm job prospects in the future. The need to grow the economy and provide for more jobs is a goal of the Vision Rodney strategy, as well as an important community outcome.

As discussed in the section on growth trends and pressures, there is vacant industrial land in Woodcocks Road, but this land is relatively steep, and therefore not suitable for business activities that need a large flat area.

The first consideration was whether any further industrial land should be identified in Warkworth. One option open to the community is to rely upon other settlements to meet the service and light industrial demands generated by the area. For example industrial activities could be provided for at Wellsford, Matakana, or perhaps Kaipara Flats beside the rail line, rather than at Warkworth.

There are a number of reasons why Warkworth should provide for growth in services and industrial activities:

- It is the natural service hub for the northern part of the District
- It is well located in terms of transport routes to the north, south, east and west
- There are likely to be important linkages between the industrial activities and the business services located in the town centre
- The town does have a growing labour force, and making these people travel longer distances to workplaces adds to their costs, while also consuming resources and generating pollution.
- Significant industrial activities in these other locations raise the same issues as they do in Warkworth - impacts on traffic, landscape and the character of the settlements. Dispersal of workplaces to other localities does not solve these problems.

In a strategic sense, Warkworth has an important role to play in providing for the service needs of the wider area. This role is potentially more important than its role as a location for population and housing. Having considered whether additional land was needed, the next consideration is where and how much land should be provided. A number of options were considered in terms of additional land for light industrial and service activities:

- Woodcocks Road
- SH 1 opposite Warkworth Show Grounds Reserve
- Extension of Hudson Road to the south
- South of McKinney Road.

#### 8.5.1 Woodcocks Road

Land further along from the current industrial area on the north side of the road could be identified for industrial activities. This would involve the land earmarked for a possible bulk retail centre. This land would have the benefit of being flat, as well as being well connected in the future to the Western bypass. It is also close to the existing industrial area. However, on the down-side, the land is likely to have a relatively high value, having good aspect and proximity to the river. Industrial activities in this location may well 'lock-off the riverbank from public activity and would not be compatible with residential activities on the other side of the road.

### 8.5.2 State Highway 1

The land on the western side of SH 1 north of Hudson Road is flat and well located in terms of the existing and future transport network. The main concern about the SH 1 option is the visual impacts associated with this location. Buffers or set backs from the State Highway would be needed if this area was to develop as an industrial area. Controls on the development of the area, including landscaping of frontages, no outdoor storage in front yards and controls on the design of buildings fronting the current State Highway, may also be necessary. A further step would be to limit the type of activities that could locate in the area - not heavy industry, rather services and light industry.

The Structure Plan suggests a landscaped strip beside the current highway and the future business area. Parallel to the highway on the inland side of the landscape strip would be a service road that would provide access to the business area. Effectively business activities would be 30 to 40m back from the current road side. 38 ha of land is available in this area for business activities.

Alternative uses for this area would be for a retail centre focused on large format stores, instead of a large Woodcock Road location, or as additional playing fields. A proposal for a large format centre in this area was considered and rejected a few years ago. The advantages and disadvantages of this option was discussed in the section on how to accommodate large format retailing activities. The option of additional playing fields would be an alternative to locating further playing fields to the south of the town. By grouping all playing fields in the area it may be possible to share some of the facilities between the Warkworth Show Grounds Reserve and any sports fields on the western side of SH1. However it is likely that the facilities on the Warkworth Show Grounds site will be at capacity with the developments proposed for the Show Grounds, and that new facilities will be required in the future. There would also be safety concerns with the crossing of SH1.

### 8.5.3 Extension of Hudson Road to the south

This option would build on the current industrial area at Hudson Road. The topography is not flat and earth working would be required to create flat sites. In addition access is not good, with traffic having to use Falls Road or Hudson Road to access the area. The area also lacks visibility from a main arterial road, and as such is likely to attract lower quality industrial activities (storage, yard-based etc), similar to the activities in the area now.

### 8.5.4 South of McKinney

This option would involve the flatter land either side of State Highway 1 south of McKinney Road. This area would be physically divorced from the settlement by the surrounding ridgelines, but would be visible from the State Highway. As with the northern option, landscaping and amenity controls would be required. Part of this land may also have potential for use as sports fields.

### 8.5.5 Discussion

The Structure Plan identifies the northern SH 1 option as being the option with the best fit with the overall concept for the settlement. This decision was partly driven by the identification of the Woodcocks Road area as being the best location for a large format retail centre, with adjacent residential development. The decision is also a recognition that the southern entry into the town (SH 1 south of McKinney Road) has more importance as an entrance and stronger landscape values than the northern entrance. With the future Western by pass, the current section of SH 1 north of Hill Street will mostly be used by local traffic heading into the town centre. However to the south, even with a western by pass, a considerable amount of traffic is likely to still use the current State Highway to access the town from the south, and the roads to Omaha, Matakana and Snells and Algies. The south of McKinney Road option therefore raises more landscape issues than the northern option. Extension south of the existing Hudson Road industrial area was not favoured due to the small area of land available and the complicated transport issues involved.

As highlighted above, the development of the northern business area needs to be carefully managed to ensure that development presents a high quality face to the street.

## **8.6. Transport**

The brief for the review, as well as the community consultation process, raised traffic-related problems as being one of the more important set of issues to resolve. The Council will commission a separate traffic study that will undertake traffic modelling and assessment work on a number of intersections in the town, including Hill Street. Further detailed engineering studies are needed to resolve the majority of the particular issues identified by the community.

To assist with this detailed work, the Structure Plan process has concentrated on setting out the overall picture with regard to the future development of the town. Decisions about the transport network can be made within this context.

The most problematical issue is the future of the State Highway and the route of the western bypass, but management of the State Highway and proposals for a Western bypass remain outside the Council's control. These decisions are the under the control of Transit New Zealand. Transit NZ has expressed a strong opinion that the Structure Plan should not define a by pass route. This is because Transit NZ is not currently in a position to agree to any route. They need to complete their own analysis before identifying a route and this will not happen for a few years. If Transit NZ are seen to agree to an interim route, then there is a danger that people may believe that a route shown on the structure plan could be the final route, when this not the case.

However, while the Structure Plan does not indicate a route, it does define the proposed edge of the urban area which any alignment will have to take into account. It sets out a desired movement system to support the proposed land uses for the town and the design principles that need to be taken forward into subsequent detailed investigations.

### 8.6.1 General Movement Principles

The following general movement principles were identified:

- The settlement needs additional north-south routes to the west of the current State Highway. This is because of the urban development that will occur in this area, as well as the opportunity these routes will provide to create alternative routes to the current single north-south link – State Highway 1.
- A western bypass must occur at some point in the future, most likely once the ALPURT extension is complete. The alignment of the future western by pass needs to define the western edge of the town. The western by pass should connect with SH 1 at either end, as well as with Woodcocks Road in the middle to provide three entry points into the town
- A link between SH 1 and Matakana Road is desirable. This could be via Goatley Road or a new link behind the Warkworth Show Grounds Reserve. The main issues with this route are the costs and the technical engineering issues involved.
- Within areas that will be developed for urban activities, a connected road network is needed to help spread traffic loads.
- Urban expansion to the north of the current settlement (northern side of the river) is not favoured due to the restricted access to this area.
- Traffic along SH 1 should be slowed. A significant part of the SH 1 route in the settlement is in a 50 km/hr zone. The 50 km/hr zone could be extended to the south to McKinney Road and north to the Warkworth Show Grounds Reserve.
- Transit has already allowed two signalised intersections and they do not object to the Woodcocks Road intersection being signalised.

### 8.6.2 Eastern Access Route

An eastern access route is an option that the Council wishes to further investigate. Traffic modelling suggests that an eastern access route will eliminate queuing at Hill Street. Traffic volumes on the Matakana Road leg of the Hill Street intersection are currently around 10,000 vehicles per day. The District's average traffic growth rate exceeds 5% per annum. With the planned residential developments at Snells Beach, traffic volumes on the Matakana leg are expected to exceed 15,000 vehicles per day in less than 10 years.

From a purely traffic perspective there therefore may be a need for an eastern access route. The recently enacted Land Transport Management Bill allows for toll funding of transport infrastructure. Such a funding solution could become viable for an eastern access route as traffic volume increases in future.

In contrast to the western by pass - which has a range of urban form implications - the eastern access route does not raise the same strategic land use decisions for the settlement. The decision as to whether an Eastern access route is needed should be made in the light of decisions about the growth of the coastal settlements that such an access route will serve. During the preparation of the Structure Plan, residents of Warkworth raised many concerns about the impacts of an eastern access route on the river and the environment, and such a road would need to be carefully designed so that it would not disrupt the community spaces planned for the Wilson Cement works site, and the other activities along the possible route of an eastern access.

### 8.6.3 Western bypass

A Western bypass is an objective of the Regional Land Transport Strategy. As traffic levels rise on the section of State Highway 1 that runs through the settlement, there will be an increased severance effect from this traffic (splitting the town into two). This severance effect will make travel between the two sides of town harder, especially for pedestrians, but also for households trying to reach the town centre on the eastern side or the schools on the western side of the town.

The review of the Structure Plan has reinforced the conclusion of the 1997 Structure Plan that urban expansion needs to occur towards the west. Land to the west and north-west is needed for:

- further business activities
- large format retailing
- additional open space and enhancement of the river corridor
- some more housing land for the longer term.

Western by pass options need to work in with these land use proposals.

The location of any future western bypass will be determined by Transit New Zealand.

### 8.6.4 Local Movement Network

A new western collector needs to be incrementally developed as the western part of the settlement is opened up for development. This link needs to extend from State Highway 1 to Woodcocks Road and from Woodcocks Road across the river to Hudson Road. It is conceivable that this route could be built ahead of Transit's Western bypass. This route will help with reducing the severance effect of the State Highway, but the route will not lessen the need for the Western bypass. It will have an indirect route between the two State Highway ends. Its main role will be to help with traffic movement within the expanded settlement.

The Structure Plan process put forward a number of suggestions as to how the Hill Street intersection could be better laid out. Exhaustive investigations in the past could not identify any solution that would address the congestion and safety issues and at the same time permit all the movements that are permitted now. The following points are noted:

- A large scale engineering response to the Hill Street intersection (e.g. over bridge, large round about) would alter the character of the northern entry to the town centre, to the detriment of this sense of entry.
- Maintaining accessibility from Hill Street to the town centre is important
- Hill Street is an important pedestrian linkage between the western part of the town and the town centre. Pedestrians need to be provided with a safe and direct route. Roundabouts and over-bridge may not help with encouraging pedestrian movement
- The Bank Street option will disrupt an area where residential intensification is possible in the future
- Banning of traffic from north turning right into Elizabeth Street would remove one of the safety hazards and remove 'confusion'.
- Widening of SH 1 on both sides between the bridge and Hill Street Intersection to 4 lanes would permit the following:
  - Traffic from Matakana Road at Hill Street Intersection could enter SH1 faster during morning peak thus shortening the queue that now forms up to some point beyond the Matakana Road / Sandspit Road Intersection.
  - Traffic from the south turning left or headed north could bypass the right turning queue in the afternoon.

#### 8.6.5 Passenger Transport, Walking and Cycling

The Council needs to consider very long term passenger transport options and, where necessary, begin to reserve opportunities for passenger transport services to operate in the future. A rail link to the North Auckland Rail line was one suggestion put forward. Current travel times on this line to Auckland are very slow (over two hours) and therefore passenger rail services could not compete with road-based services. However technology may alter this picture in the future. Ferry connections to other settlements may also be a possibility.

Walking and cycling routes within the town need to be strengthened. In particular pedestrian movement:

- along the river to the east and west of the town centre
- north to the Warkworth Show Grounds Reserve
- across the State Highway in the vicinity of Woodcocks Road
- across the State Highway between Bank Street and Shoemith Street. An over bridge may be appropriate in this location.

While the main road through town remains a State Highway, Council will have limited ability to influence decisions on some of these points.

### 8.6.6 Town centre parking

The Council has recently undertaken a study of car parking availability in the town centre. This survey recorded a total of 1,277 public and private car parks, with about 44% of these being on-street car parks. The survey also assessed the availability of car parks during a number of different times. During the busiest time surveyed (midday Friday), 71% of car parks were occupied.

**Table 8 Car Parking**

Type of Parking	Number Available	Busy time - % Occupied
On-street	570	77.7%
Private	486	63.4%
Car parking building	221	71.5%
Total	1277	71.2%

The survey indicates that the car parks in the centre of the village are used a lot more than the car parks on the fringes of the centre.

In terms of the overall ratio of car parks to land uses, a comparison between the number of car parks available in the centre, common car parking requirements for developments and the floor area of activities in the town centre shows that, broadly, car parking availability matches demand. See Table 9.

**Table 9 Car Parking Supply**

Type of Activity	Common Ratio (car parks per sqm)	Floor area in Town Centre (sqm)	Car Parking Expected
Retail	25	12,275	491
Other	35	28,330	809
Total		40,605	1,300

However, as the town centre grows then additional car parking will be required. While all future parking demands could continue to be made the responsibility of new development, there are reasons why a mix of public and privately provided car parking should continue. On-site parking requirements may be holding back desirable redevelopment of parts of the town centre. For larger scale redevelopments, large areas of on-site car parking can disrupt the built form of the village. For example, development of the buildings along the waterfront brings with it the opportunity to open these areas up to the river, but to allow for this to occur, the on-site parking requirements of the District Plan may need to be relaxed. Once Plan Change 62 becomes operative this could be achieved as the Plan Change identifies the business area of the Warkworth town centre as an area where the payment of financial contributions is required for parking. This will increase revenue flows which could be used to help build an additional car parking building.

The Council should consider an additional parking structure in the future as a way of helping to address these issues. Private development would have to contribute to the cost of this structure. The Structure Plan does not identify a particular site for such a structure, but a location in the north-west of the town centre would make sense, given the location of the current parking building to the east, and the roading layout in the centre. The other alternative is to add a further floor to the current car parking building on Percy Street. The problem of this approach is that this will further concentrate traffic flows in a particular part of the town. An alternative location would help to balance traffic flows.

## **8.7. Infrastructure Issues**

### Wastewater

2,800 to 3,000 people are currently connected to the wastewater system. The system has a capacity for 4,000 connections. The Council is currently investigating options to upgrade the treatment plant so that it will comply with new treatment standards. The Council is also investigating options to expand the capacity of the plant so that it can cope with future growth. Options include the expansion of the current plant, or the development of a number of satellite treatment facilities that would partially treat wastewater before the wastewater reaches the current treatment plant, where final treatment would occur. This approach would involve treating wastewater from sub-catchments, such as the McKinney valley and from the Woodcocks Road area. The implications for the structure plan of this approach are that a growth pattern that involves the logical development of sub-catchments would assist with the development of a modular system. The control of storm water infiltration into the wastewater system and the possible reuse / recycling of water may also be part of the overall strategy.

The existing wastewater system servicing the urban area is subject to high levels of storm water infiltration that compromises the performance of the treatment plant and causes overflows from the collection system. As a matter of priority council needs to resolve these existing issues and take action to prevent the situation worsening from the effects of new development. Council has developed a draft alternative servicing strategy which manages the effects from the new development and investigations are underway to remedy the existing problems. Adoption and implementation of the strategy and remedial works will enable the council to address community concerns regarding pollution of the river and a more sustainable approach to wastewater servicing while enabling the town to grow.

### Water

The current water supply system has capacity for a further 5 years growth. An upgrade of water quality is needed. A number of long-term water sources are being investigated to augment the current supply, including a regional dam. Wastewater and storm water issues may mean that there is likely to be benefit in houses and businesses using roof water for gardens and non-potable uses. This will also help to manage demands on water supplies.

### Storm water

Storm water issues (such as flooding) pose no particular constraint on the development of the town. The quality of storm water run-off needs to be improved. Each development needs to consider how it will treat and control storm water. If they are well designed, storm water mitigation techniques like rain gardens, swales and ponds and wetlands can add amenity to a subdivision.

## 8.8. Overall Town Form

This section briefly describes the combined picture of the previous sections. The Structure Plan suggests a westward focus for future growth, with the development of a new bulk retail and neighbourhood centre on Woodcocks Road and further business land to the north-west.

The conceivable alternative to this suggested pattern is to have some development to the north, across the river focused on the current centre to the town and to have some further business land to the west.

These two ideas are shown in the following diagrams, while the table below compares the merits of these two proposals against the community outcomes set out in Chapter 7.

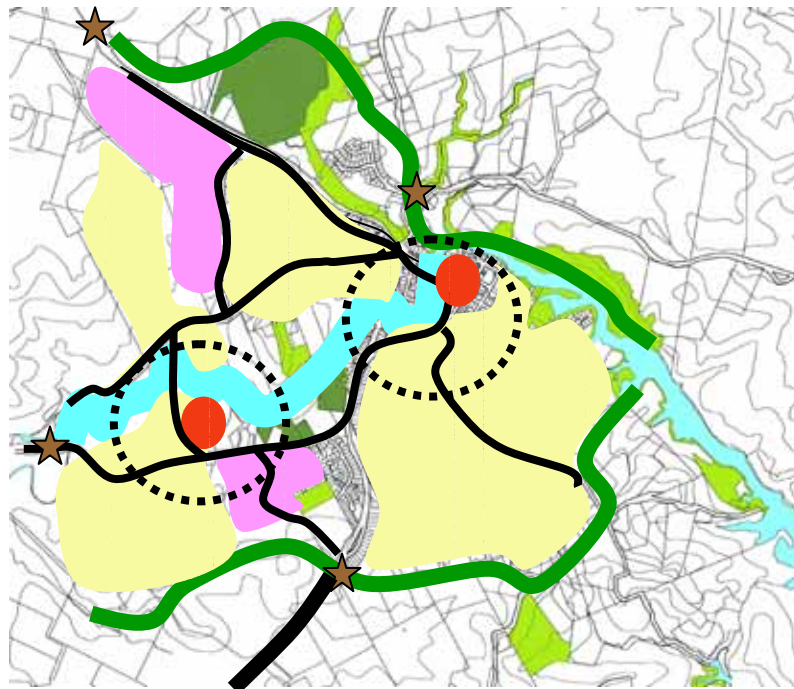
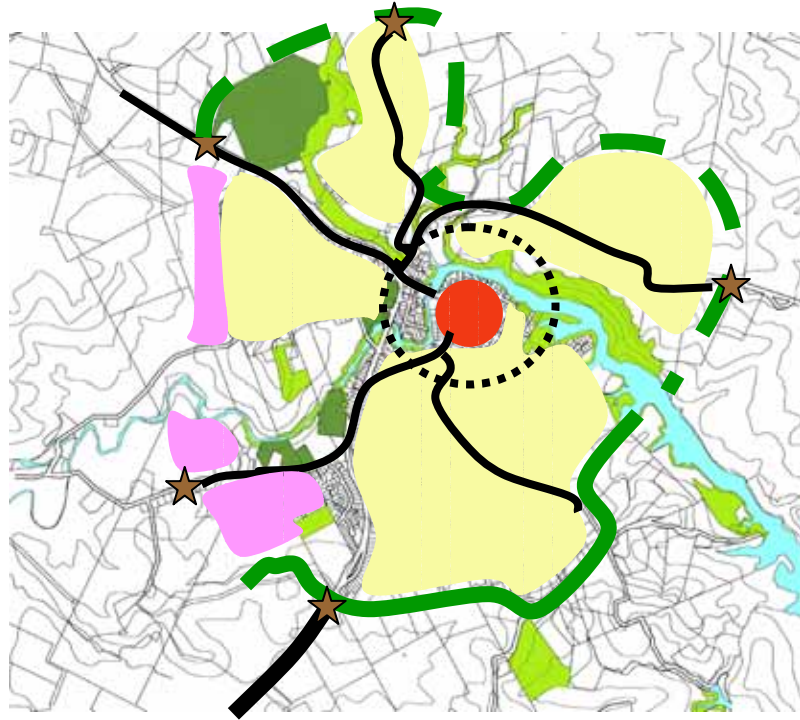


Figure 4 Western focus



**Figure 5 Northern Focus**

Community Outcome	Northern Focus	Western Focus
Retain a village feel	The current single focus of the town centre would be retained, and a compact, concentric settlement pattern would be promoted. The town would stay closer to its current boundaries.	A more complex settlement pattern is proposed with two centres (albeit with different roles) with more of a semi-circular shape to the settlement. The town boundaries expand to the west.
Promote a sense of community and safety	This option would see the current make-up of the community largely stay the same. Implicit in the proposal is that other communities will need to share more of the burden of growth.	This option involves the growth of the community, bringing with it opportunities to improve community facilities, but also some challenges to integrate new households and people into the community. The community will be more diverse.
Build on the riverside location, with lots of green and be close to the countryside	While expansion to the north would focus on the river, actual interaction with the river is not increased due to the topography and the bush clad escarpment in this area. To the west the river would be dominated by industrial areas and the western by pass, with the Falls cut off from the town	The river would continue to be the key linking feature, with this idea extended through the western extension, and housing and business development could take advantage of this relationship to extend the river-side experience offered by the town
Enhance and develop a people friendly town centre with character / heritage	The town centre would need to expand to accommodate future demand for more services, businesses and retail activities. Development of some larger stores is likely in the centre as a result	The town's character would be retained through the provision of alternative locations for large format stores. The town centre could accommodate further businesses and speciality retailing.
A vibrant service centre – a place for jobs and employment	Further job growth would be mostly confined to the town centre, which will need to expand  The town would offer less of a range of services than might otherwise be the case, with other settlements having to provide for these activities.	This option would provide more opportunities for jobs and activities - large format stores and more business activities could locate in the area.

Community Outcome	Northern Focus	Western Focus
A town that is easy to get around	This option would place further pressure on Hill Street. An Eastern access route is needed, as well as (at least) a pedestrian bridge between the town centre and the land to the north	This option would help to address traffic issues by promoting the western bypass, as well as a western collector. It does not rely on an eastern bypass.  Development to the west would have a variety of routes that can be used to access areas to the north, south and into the town centre.

## 8.9. Discussion

A western growth focus is considered to best match the range of community outcomes expressed by the Vision Rodney document and the outcomes developed as part of the review project. The western focus will assist with employment growth and help to address transport issues without relying on a costly, uncertain project (the Eastern access route). It will also enable the settlement to extend the range of retail activities available. The river will continue to be a key linking element in the town's structure.

The major issues raised by the preferred pattern for growth are the management of the western boundary and the development of the bulk retail centre. The Structure Plan makes a range of suggestions as to how to manage the risks associated with these issues, including:

- Council advocating a more westerly alignment for the western bypass. The bypass needs to take an alignment where there is some separation between the future bypass and future land use activities, and to use the topography in the area to achieve this
- Setting back from the road the new business area to the north and imposing controls on the frontages of activities in the area
- Identifying rural properties where some form of 'town edge' management will be needed.
- Placing strict controls on the range of activities possible in the bulk retail centre and manage the staging of the development of the centre
- Ensuring high standards of urban design in terms of the layout of the bulk retail centre and the design and placement of buildings. The centre must create a high quality public realm
- Investment in the existing town centre to upgrade and improve the quality of experience available in the centre

## **9. Proposed Implementation Plan**

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A wide range of priorities were raised by the community during the preparation of the Structure Plan. Issues which received a lot of attention in comments by the community, and are therefore of some importance to it, included:

1. Sorting out the current transport issues facing the settlement, including future long term proposals, as well as short term actions.
2. Getting a sense of the overall direction for growth and the long term boundaries for the town.
3. Providing opportunities for more employment growth.
4. Protecting and enhancing the town's character and improving the environment.

These issues are in rough order of priority - there is a feeling that the bigger picture needs to be set out, before looking at the detail.

A final task of the review of the Structure Plan is therefore to develop an implementation plan that reflects the community's priorities. This plan will set out the actions the Council will take to implement the Structure Plan.

The following sections set out the actions that the Council needs to take to implement the Structure Plan. A staging plan as to how the town should physically develop is first set out. Actions to support this staging plan and to implement the Structure Plan are then organised, initially, by five year time segments, then 10 and 20 year segments. The actions cover the range of tools that the Council has available to it to influence how Warkworth develops. These tools range from:

- Setting Council policy including undertaking further research and investigation
- Working with other agencies to ensure that their programmes are compatible with the outcomes of the Structure Plan, such as Transit NZ and the Ministry of Education
- Changing and developing regulatory instruments like District Plan zonings and rules, and Reserve Management Plans
- Committing to investment in specific infrastructure and assets
- Beginning detailed planning for a new settlement.

## 9.1. Capacity for Development

The following table sets out the estimated capacity for development of the growth areas identified in the Structure Plan.

**Table 10 Additional Residential Land**

Area	Area (ha) recommended by pass	Area (ha) alternative by pass	Additional houses per ha	Additional houses recommended by pass	Additional houses alternative by pass
A (north of river)	11.1	11.1	8	89	89
B (McKinney valley)	57.9	57.9	10	579	579
C (Woodcocks Rd)	18.0	6.6	15	270	99
E (around town centre)	9.4	9.4	5	47	47
F (Mason Heights)	50.7	19.6	12	608	235
G (east of Hudson Rd)	46.1	0.0	10	461	0
H (west of Hudson Rd)	43.4	43.4	10	434	434
Total	236.6	148.0		2,488.1	1,483.1

Based on assumptions about average number of people per household, the following estimates can be made of the number of people likely to live in each of the growth areas (refer to the Structure Plan summary report for a map showing the areas listed).

**Table 11 Estimated Population of Growth Areas**

Area	People per additional house	Population	
		Recommended by pass	Alternative by pass
A	2.5	222	222
B	2.5	1449	1449
C	2.5	675	248
E	2.2	103	103
F	2.2	1338	516
G	2.5	1152	0
H	2.5	1085	1085
Total	16.9	6,024	3,623

## 9.2. Staging Plan

The proposed staging plan reflects the issues set out above. It is recommended that initial work focus on firming up the proposals for the large format centre on Woodcocks Road and the new business area to the north, along State Highway 1, in conjunction with Transit NZ so that these areas work in with the proposed western bypass. These actions are also primarily focused on further developing the employment-role of the settlement. In conjunction with these actions, the Council should invest in the town centre so that its qualities will not be put at risk through possible relocation of some businesses to these new areas. Residential development can occur in the McKinney valley once development contribution and servicing issues have been resolved. Subsequent stages release additional residential land, in keeping with demand.

**Table 12 Staging Plan**

Period	Expected Population of Warkworth	Capacity Available	Residential areas to be available for development
Present (2004)	2,800	4,400	The is some capacity within the current urban area
2004-2024	4,100	5,200	McKinney Valley, first part of Woodcocks Rd development, medium density development around town centre
Post 2024	Up to 8,000 people by 2050	8,600	Rest of Woodcocks Road area / Mason Heights, further development in and around the town centre, further areas west within the western by pass

### 9.2.1 Long Term Growth Planning

At some point, Warkworth's built-up area will reach the town boundaries described in this Structure Plan. Actions that the Council needs to consider in anticipation of this are:

- Preparing a spatial strategy for the wider area (Rodney North) as a further development of the Vision Rodney Strategy
- Identifying how growth should be accommodated in the very long term once Warkworth (and other settlements) reach capacity in 30 plus years time.
- If a new settlement is needed, then identifying where this should be and starting planning for this.

## 9.3. Implementation Programme

The following tables set out the proposed implementation programme. Listed are the range of projects that the Council will need to progress. These projects cover policy issues as well as investment. Greater detail is given to the first 10 years of the programme, reflecting greater certainty over development pressures during this period than subsequent periods.

Implementation Area	First five years (2004-2009)	Second five years (2010-2015)	Second decade 2015 - 2025	Following two decades 2025 to 2045
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Council Policy	<ul style="list-style-type: none"> <li>• Complete transport studies</li> <li>• Enable growth by adopting an alternative wastewater servicing strategy</li> <li>• Develop strategy to clean up river water</li> </ul>	<ul style="list-style-type: none"> <li>• Monitor uptake of land for housing and business</li> </ul>	<ul style="list-style-type: none"> <li>• Monitor uptake of land for housing and business</li> <li>• Review the Structure Plan and adjust as necessary</li> </ul>	
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Implementation Area	First five years (2004-2009)	Second five years (2010-2015)	Second decade 2015 - 2025	Following two decades 2025 to 2045
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Working with other agencies	<ul style="list-style-type: none"> <li>◆ Agree and implement interim adjustments to Hill Street</li> <li>◆ Install traffic lights at Woodcocks (paid for by development in Woodcocks Road area)</li> <li>◆ Footbridge between Bank and Shoesmith Streets to reduce severance effect of the State Highway</li> </ul>	<ul style="list-style-type: none"> <li>◆ Work with Transit NZ on defining the route of the Western by pass</li> <li>◆ Improve McKinney / State Highway One intersection</li> <li>◆ Work with Ministry of Education and the High School on the expansion of the school and the development of a School Travel Plan to manage traffic demands in and around the school.</li> </ul>	<ul style="list-style-type: none"> <li>◆ Transit constructs western bypass</li> <li>◆ Work with Ministry of Education to secure a site for a further Primary School</li> <li>◆ Work with District Health Board on expanding medical facilities</li> </ul>	<ul style="list-style-type: none"> <li>◆ Continue to work with others</li> </ul>
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Implementation Area	First five years (2004-2009)	Second five years (2010-2015)	Second decade 2015 - 2025	Following two decades 2025 to 2045
Investment in infrastructure	<ul style="list-style-type: none"> <li>◆ Upgrade the town centre (paving, landscaping, lighting), develop the lanes and enhance the main street</li> <li>◆ Develop further walkways along the river bank</li> <li>◆ Improve the Warkworth Show Grounds Reserve</li> <li>◆ Build the community centre</li> <li>◆ Enhance the cement works</li> <li>◆ Improve and increase consents for the town's water supply</li> </ul>	<ul style="list-style-type: none"> <li>◆ Further extend walkways along the river to the east towards the Falls</li> <li>◆ Secure land to the south for future sports field development</li> <li>◆ Secure esplanade reserves and additional areas along the river as the Woodcocks Rd area develops.</li> <li>◆ Develop western collector as development occurs in this area. Bridge crossing of river will be required</li> </ul>	<ul style="list-style-type: none"> <li>◆ Further upgrade reserves along river bank, cement works</li> <li>◆ Add to and develop the open space network along river towards the Falls. Develop the Falls as an open space area</li> </ul>	<ul style="list-style-type: none"> <li>◆ Develop new sports fields to the south</li> <li>◆ Further expand and upgrade community facilities in the town centre</li> </ul>

Implementation Area	First five years (2004-2009)	Second five years (2010-2015)	Second decade 2015 - 2025	Following two decades 2025 to 2045
	<ul style="list-style-type: none"> <li>◆ Begin planning for a regional water supply scheme</li> <li>◆ Adoption of alternative wastewater servicing strategy</li> <li>◆ Implementation of alternative wastewater servicing strategy</li> <li>◆ Address existing servicing issues by upgrading wastewater treatment plant and collection system</li> </ul>	<ul style="list-style-type: none"> <li>◆ Investigate SH 1 to Matakana link</li> <li>◆ Ongoing implementation of alternative wastewater servicing strategy</li> <li>◆ Implement regional water supply scheme</li> </ul>		