

BEFORE THE AUCKLAND UNITARY PLAN INDEPENDENT HEARINGS PANEL

IN THE MATTER of the Resource Management
Act 1991 and the Local
Government (Auckland
Transitional Provisions) Act
2010

AND

IN THE MATTER of Topic 016 RUB North/West
and Topic 017 RUB South

**STATEMENT OF EVIDENCE OF IAN WILLIAM BAYLISS
ON BEHALF OF AUCKLAND COUNCIL**

(PLANNING – BACKGROUND TO THE NOTIFIED RUB)

14 OCTOBER 2015

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1. SUMMARY OF EVIDENCE

- 1.1 Anticipated requirements for the expansion of urban growth into greenfield areas around Auckland to provide for household and economic growth over the next three decades¹ and the objective to promote a quality compact city model through the Unitary Plan is best addressed through proactive planning of new greenfield residential and employment areas in suitable and advantageous locations with new, expanded and upgraded centres, transport networks, social infrastructure and network utilities.
- 1.2 My previous evidence for Topic 013 RPS Urban Growth² (**Topic 013**) makes the case that growth and change on this scale and the way it is managed and enabled generates costs and benefits that last for generations, affecting future urban and rural communities, initiating vast streams of public and private investment and fundamentally altering the environment. It necessitates careful evaluation of a range of important factors, a degree of flexibility in how specific issues are addressed, a long term outlook regarding future opportunities, greater coordination of the players who deliver greenfield developments, and for decisions to be made and consistently adhered to.
- 1.3 I consider that a suitably robust and detailed process and methodology was followed to define the proposed Rural Urban Boundary (**RUB**) in the Proposed Auckland Unitary Plan (**PAUP**), which is summarised in a comprehensive Section 32 Evaluation Report. This process is a significant departure from the approach to managing and enabling growth under the Auckland Regional Growth Strategy (**ARGS**) and the process to develop and change the Metropolitan Urban Limits (**MUL**) in terms of the scale of its objectives, the strategic approach followed and the efforts to engage with interested and affected parties and address feedback.
- 1.4 Well located land suitable for urban development is not abundant in Auckland. Challenging issues like the amount of land needed in providing for future needs, excluding highly constrained land, minimising impacts on highly productive soils, addressing Mana Whenua preferences and other issues meant that an incremental

¹ Statistics New Zealand medium and high growth projections (February 2015) from the evidence of Douglas Fairgray for IHP Topics 059, 060, 062 and 063 Residential, 9 September 2015, page 5 – 280,000 – 380,000 new households under a 40:70 growth split equates to up to 152,000 new households in greenfield growth areas and rural areas.

² Auckland Council planning evidence for IHP Topic 013 Urban Growth, Ian Bayliss Evidence in Chief, *Urban Growth and the Development of the RUB*, 25 November 2014

or landowner driven approach or simply mapping the RUB around a selection of constraints would not have achieved the overall advantages that have been achieved.

- 1.5 Further investigation of a number of locations is needed to complete the definition of the RUB in the PAUP. Work to complete the definition of the RUB in the PAUP through the 4th stage of work on the RUB and the identification of a RUB around towns and serviced rural and coastal villages, should follow a similar process of rigorous and wide ranging analysis. The update in the evidence of Chloe Trenouth for this topic on criteria to identify and change the RUB provide a suitable basis for evaluating and informing decisions on further changes to the RUB.
- 1.6 The concept of utilising a fixed growth boundary method to investigate targeted areas for future growth is derived from the Development Strategy of the Auckland Plan and is the result of a significant process of research, evaluation, consultation and political consideration. The objectives for the RUB Project, in particular the extent of future urban land needed, the objectives around its permanence, and the principles employed to develop the proposals made for a complex strategic planning exercise comprising a number of separate parts (stages). End to end, it comprised an extensive multi-faceted programme that would not be able to be replicated by a privately initiated review of the RUB.

2. INTRODUCTION

- 2.1 My full name is Ian William Bayliss. I hold the position of principal planner within the Unitary Plan unit of the Chief Planning Office of Auckland Council (**Council**). I have been a principal planner with Council since November 2010 and prior to amalgamation, a senior planner with Rodney District Council since 2005.
- 2.2 I hold the degrees of Master of Planning Practice and Bachelor of Arts from the University of Auckland. I have 15 years of experience in the field of town planning, infrastructure planning and resource management. I am a full member of the New Zealand Planning Institute. Details of my qualifications and relevant experience are in **Attachment A** to this evidence.
- 2.3 I was part of the Spatial Strategy Team that led the investigation of the proposed new greenfield growth areas and proposed RUB, and I led the Unitary Plan RUB Project

in the Franklin and Papakura area. I also led the development of the rural chapter of the Auckland Plan and was involved in the development of the Auckland Plan Development Strategy. I have also been involved in developing Council's position in response to RUB related submissions on the Regional Policy Statement (**RPS**) level objectives, policies and other methods on B2.1, B2.3, and B2.5 of section B.2 Enabling quality urban growth, in the PAUP.

3. CODE OF CONDUCT

- 3.1 I have been provided with a copy of the Code of Conduct for Expert Witnesses contained in the Environment Court's Consolidated Practice Note 2014. I have read and agree to comply with that Code. This evidence is within my area of expertise, except where I state that I am relying upon the specified evidence of another person. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.

4. SCOPE OF EVIDENCE

- 4.1 My evidence provides an overview of the key issues in the background for how the proposed RUB was established in the PAUP. My evidence is confined to addressing the following matters:
- How the Auckland Plan Development Strategy and technical research underpinning the spatial plan informed the concept of the proposed RUB and an associated set of high level objectives for the RUB Project in the Unitary Plan;
 - Principles and methodology for determining the RUB in different stages of the Unitary Plan RUB Project;
 - An overview of the information gathering and analysis of options, the engagement with interested and affected parties and section 32 evaluation undertaken as part of the RUB project.
- 4.2 In preparing this evidence I have relied on the expert evidence of: Chloe Trenouth, Joshua Arbury, Dawne Mackay, Douglas Fairgray, Robert Hillier and Phillip Jaggard, the joint statement from David Blow Chris Allen and Andrew Stuart and the joint

statement from Theunis van Schalkwyk, Evan Keating, Alastair Lovell and Scott MacArthur.

5. HOW THE NOTIFIED RUB WAS DEVELOPED

5.1 The Auckland Plan and the RUB

5.1.1 My previous evidence for Topic 013 explains the development of proposals within the Auckland Plan including a RUB from a detailed research phase, an informal consultation phase, a special public consultative procedure phase and extensive consideration by Councillors, local boards, infrastructure providers and staff. It explains extensive research and multi-layered technical analysis and compilation of evidence on matters including:

- constraints and opportunities that affect the location of new urban areas.
- summary analysis on a range of reports, data and views on the ability of the Auckland metropolitan urban area to accommodate residential growth; including spatially locating projected population growth over the 30 year life of the Auckland Plan.³
- detailed integrated transport and land use modelling of growth scenarios.⁴
- synthesis of planning strategies from previous councils including the Auckland Regional Growth Strategy, plan changes, structure plans and associated research.

Landforms and Landscapes

5.1.2 The report “*Towards a Preferred Urban Form*” 2011, consolidates evidence used in identifying and mapping constraints and opportunities both within and outside the urban area. It helped develop the Auckland Plan response to the requirements in section 79(4) of the Local Government (Auckland Council) Act 2009, that the spatial plan address “ecological areas within Auckland that should be protected from development”, “environmental constraints on development” and “natural features within Auckland”.

³ Auckland Plan technical report “*Residential Capacities*”, October 2011

⁴ Auckland Plan Technical Report “*Future Land Use Transport Planning Project, Evaluation of Future Land Use and Transport Scenarios*” by Elfyn Henderson, September 2011

5.1.3 “*Towards a Preferred Urban Form*” describes how the landform of the region dictates the development of Auckland’s urban form including:

- extensive coastlines, four large harbours and limited land connections between the Central Isthmus and land areas to the north, west, east and south;
- a polycentric form of diverse origins and destinations channelled through constrained connection points between land areas;
- a predominantly north-south pattern of railway and motorway spines;
- areas protected by legislation - the Waitakere Ranges and foothills and the Hunua Ranges and water supply catchments to the west and east, along with the Hauraki Gulf, its islands and catchments;
- landscapes that are not all classed as being outstanding (in terms of Section 6 of the Resource Management Act 1991 (**RMA**)) but which form natural green backdrops framing the urban area, including Albany and Paremoremo scarps that separate the urban North Shore from the Hibiscus Coast; Woodhill and Riverhead forest areas to the west; Whitford / East Tamaki Heights to the east;
- the report also identifies the Bombay Hills and Pukekohe west area as “no go” areas due to the presence of the highest class of soils;
- it also identifies the Okura / Weiti area and Orewa / Hatfields Beach area and area around the Whangateau Harbour as “no go” areas due to being catchments and landscapes that have long been identified as areas that should not be urbanised.

Natural Hazards and Physical Constraints

5.1.4 My evidence for Topic 013 contains maps showing broad patterns of various constraints such as flooding in the Kaipara catchment and Brookby and Clevedon Valleys, extensive areas of steeper land over 15 degrees in average slope across much of Rodney, Waiheke, Awhitu, the Hunuas, and eastern Howick, which may be subject to instability and the Auckland Volcanic Field.

Urbanisation of Coastal Catchments

5.1.5 The adverse effects of urbanisation on sheltered coastal catchments and the accumulation of sediments generated by earthworks and subsequent contaminants from urban activities also formed part of the overall technical analysis for establishing the RUB. State of the Environment Monitoring evidence highlighted this issue in areas such as the upper Waitemata, Mahurangi, and the Karaka area in southern

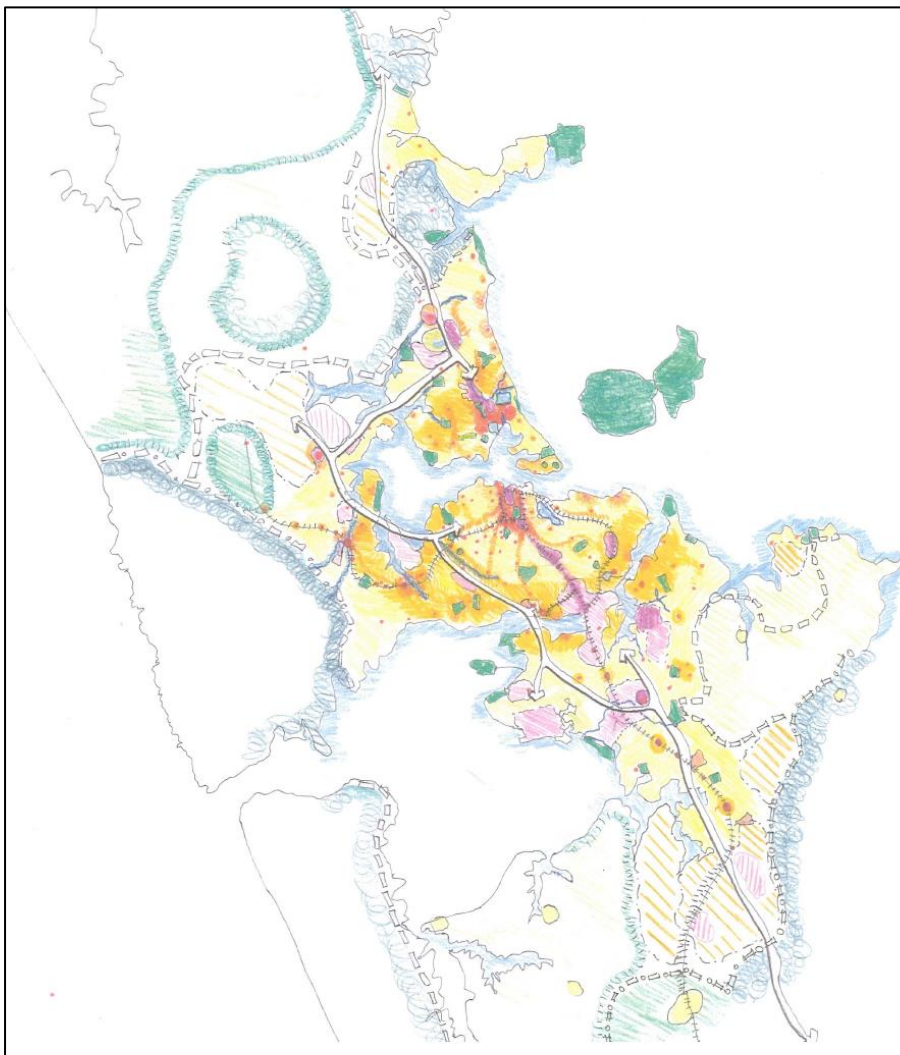
Manukau. Targeted areas for restoration were also identified within the current city limits such as the Tamaki River, the inner Manukau, and the Whau River.

No Go Areas, Strategic Opportunities and Constraints

5.1.6 *"Towards a Preferred Urban Form"* also identified 'no go' areas which included the Waitakere/Hunua Ranges, Okura/Weiti, Albany/Paremoremo Escarpment, Riverhead/Woodhill Foothills and Pukekohe/Bombay Hills. It suggests possible spatial responses to some of the potential trade-offs and choices that have to be made in providing for growth.

5.1.7 Combining constraints analysis with a spatial conception of future business/economic development opportunities along a central, intensive employment spine that follows SH1 corridor from Albany in the north to Manukau City Centre in the south served by both the motorway and rapid transit, led to the development of a preferred urban form sketch concept (See **Figure 1** below).

Figure 1. Preferred Urban Form Sketch Concept



Source: Auckland Plan
Technical Report:
*Towards a Preferred
Urban Form*, David
Mead and Rachel
Ritchie, September
2011, pg 77.

Future greenfield growth areas

5.1.8 *Towards a Preferred Urban Form's* recommendations on greenfield residential areas needed to meet housing demand and preferences put forward six potential growth areas for consideration factoring in the following issues:

- They need to offer a range of housing types and prices and be geographically spread across the region;
- They need to be located to strengthen the overall urban form of the region, enhance the natural environment and develop around multi-modal transport systems;
- Urban expansion is to avoid “no go” areas generally defined by regionally significant landscapes;
- Expansion of the urban area is generally preferable to satellite-type development due to the ability to extend urban infrastructure (physical and social).

5.1.9 An important overall conclusion of the technical analysis and evidence base is that land that has few significant physical constraints or significant hazards that impact on its suitability for development (i.e. land that is readily developable) within Auckland is a scarce resource – notably scarce given that only 20% of the Auckland region is urbanised. When other factors are added to a list of requirements for possible new areas for development such as being outside of highly valued landscapes, having large landholdings to offer economies of scale to promote affordability, being outside of areas potentially important for future food growing, being in areas attractive to the housing market and development sector and in locations able to be serviced with infrastructure in a cost effective way, the scarcity of land suitable for development becomes a significant resource management issue for the region.

5.1.10 Subsequent to the *Towards a Preferred Urban Form* work, the “greenfield areas for investigation” were identified and are depicted in the Development Strategy map as dotted red boxes with deliberately imprecise mapping and question marks in each box intended to highlight the fact that the boundaries and extent of growth in each general area was yet to be determined through further investigation (see the boxes on the development strategy map shown on **Figure 2** below for details). It was always the expectation that investigating the potential for growth in each area would, in some instances, confirm that providing for little additional urban growth may be a preferable outcome for these areas.

5.1.11 The greenfield investigation areas comprise four types of areas:

- Very large areas contiguous with, or near to, the existing urban extent of Auckland at (i.) Kumeu, Huapai and Riverhead; (ii.) Silverdale, Wainui and Dairy Flat; (iii.) Massey, Whenuapai and Hobsonville (the area known as the Northern Strategic Growth Area or NorSGA); and (iv.) Drury and the eastern part of Karaka;
- Large areas surrounding the proposed Satellite Centres of Pukekohe and Warkworth;
- Areas identified as having potential for new business land and growth associated with developing new employment centres at Drury, Silverdale West, Whenuapai, Paerata, Opaheke and Glenbrook;
- Areas with plan changes underway and strong landowner interest in urban development where a strategic approach to determining the extent of this growth was thought to be necessary to protect some of the wider objectives of the Auckland Plan at Beachlands and Kingseat; the key point being, there was no presumption that there should be further expansion of these areas.

5.2 The Unitary Plan RUB Project and Objectives

5.2.1 Following the adoption of the Auckland Plan in March 2012, the Unitary Plan RUB project commenced as one of a range of workstreams undertaken to develop the Unitary Plan. As a way of approaching the scale and complexity of the project, the work was split into four different stages.

Table 1. The RUB Project – Four Stages

Stage 1. Updating the 2010 MUL Updating the 2010 MUL to include recent decisions on urban plan changes, Environment Court decisions and consent orders. This included mapping the RUB to the MUL on Waiheke Island.
Stage 2. The Edge Work Revisiting the updated 2010 MUL, (Stage 1) around the existing metropolitan urban

area based on public feedback to the Draft Auckland Unitary Plan.

Stage 3. Greenfields Areas for Investigation

Determining a RUB in the 'greenfield areas of investigation' identified in the Auckland Plan. The greenfield areas include the two satellite towns of Warkworth and Pukekohe. They are grouped into three clusters located in the South, the North-west and the North.

Stage 4. Other Areas

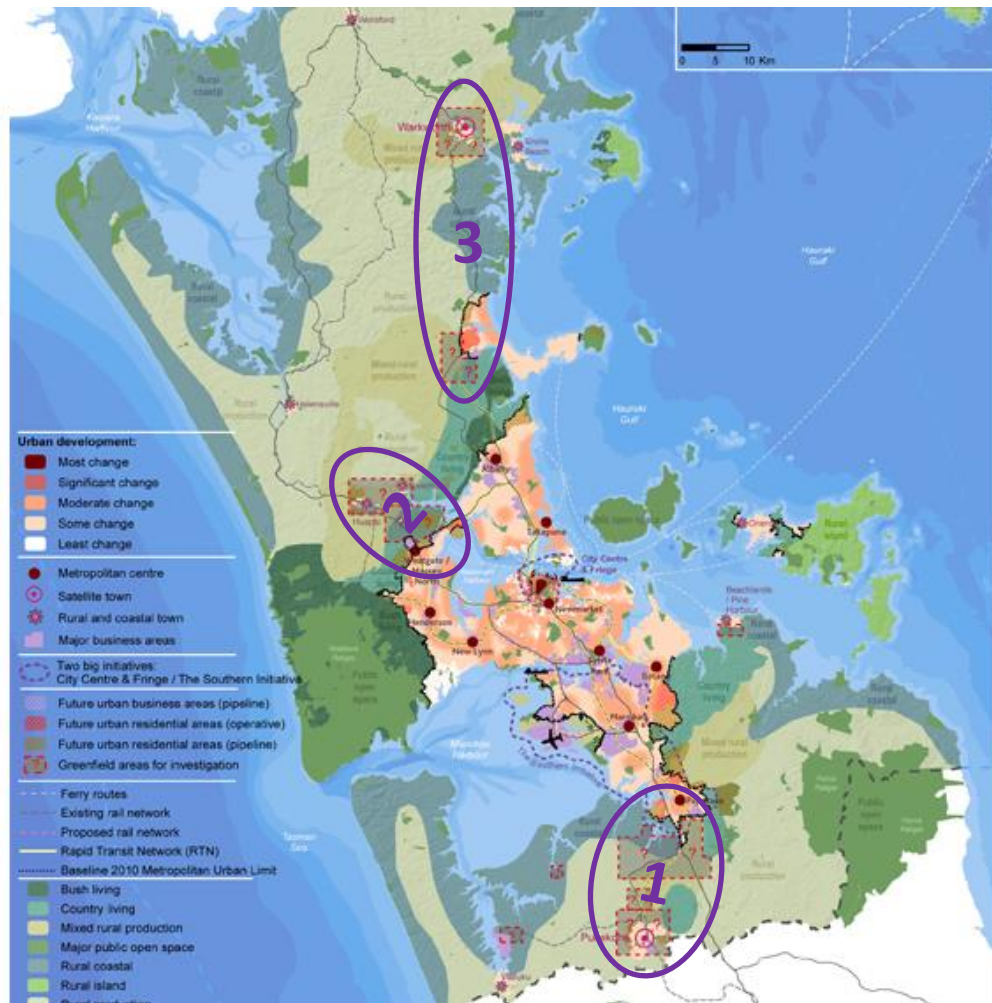
Other RUB areas include determining a RUB for towns and rural and coastal serviced villages outside the 'greenfield areas of investigation'. It does not include un-serviced villages where there are no plans to establish a RUB.

- 5.2.2 The Unitary Plan RUB Project addressed stages 1-3 above and the focus of work to date has been on the Stage 2 and Stage 3 RUB workstreams which were conducted independently of one another.
- 5.2.3 On Waiheke Island the RUB was mapped around the bush residential and traditional residential and commercial zones and MUL without amendment as the Auckland Council District Plan Hauraki Gulf Islands Section had only recently been resolved – the section became “operative in part” on 7 October 2013.

Stage 3 RUB Investigations

- 5.2.4 Three broad clusters of identified greenfield areas for investigation were prioritised in the South, the North-west, and the North to most effectively resource and programme the RUB project - see **Figure 2 Greenfield Areas Investigation Clusters** below for details.
- 5.2.5 The Southern cluster was initiated first, followed later by the North-West and Northern clusters.

Figure 2: Greenfield Areas Investigation Clusters



5.3 Principles and Methodology For Determining the RUB

5.3.1 The approach to determining the RUB in the PAUP had four key differences to the approach to the MUL in the operative Auckland Regional Policy Statement (**ARPS**) under the ARGS:

- 1) Greater emphasis on achieving growth boundaries that are permanent for the purposes of medium to long term planning (for 30 years or more).
- 2) Creating a step-change in the amount of land being brought into the pipeline for planned urban development with over 11,000 hectares of land within the RUB zoned future urban land in the PAUP.
- 3) The RUB Project also involved directly comparing possible options for growth in terms of their ability to promote better outcomes and liveability for future communities.

- 4) The RUB Project involved evaluating options for growth in terms of their ability to support cost effective, timely and sequenced supporting transport and utility network infrastructure.

Principles for Determining the Proposed RUB

5.3.2 A consistent set of principles were enunciated and implemented in developing RUB options, discussing proposals with interested and affected parties, considering feedback from consultation, evaluating options and providing advice to decision makers. The application of the eight principles are described in more detail in my previous evidence but they include the following⁵:

- Achieving the Quality Compact City
- Protecting Environmentally Sensitive Areas
- Focusing on Transport
- Recognising Rural Production Systems
- Utilising Infrastructure
- Avoiding Hazards
- Protecting Cultural Heritage
- A Defensible RUB

Assessment Criteria

Criteria Used to Evaluate the Proposed RUB in the Greenfield Areas for Investigation (stage 3 RUB)

- 5.3.3 As part of the RUB project, the proposed RUB and future urban zones were developed and assessed with inputs from a range of specialist disciplines, the local knowledge of Councillors, members of Local Boards and staff also played an important role in developing the proposals and determining responses to feedback and the substantial engagement that was completed.
- 5.3.4 Extensive work was carried out to identify and consider the effects (environmental, cultural, economic), costs, benefits and efficiency of various potential growth areas to inform recommendations on the preferred configuration of the RUB and future growth areas. The evaluation against a detailed list of relevant criteria is summarised in the *Rural Urban Boundary Location section 32 evaluation report for the PAUP 2013*, pages 1-158 in which the status quo is compared to alternatives.

⁵ See my evidence for Topic 013 RPS Urban Growth paragraphs 7.2-7.20 for details.

- 5.3.5 My previous evidence for Topic 013 contains a list of the criteria used to evaluate the proposed RUB in the Greenfield Areas for Investigation where information was able to be sourced, an explanation of the criteria used in the section 32 report and how it was assessed in the evaluation.

Criteria Used to Evaluate the Proposed Changes to the RUB in the Edge Work (stage 2 RUB)

- 5.3.6 As discussed in my Topic 013 evidence, the list of the criteria used to evaluate proposed changes to the RUB in the Edge Work is detailed in the Auckland Council Technical Report *Assessment of Edge Requests for Inclusion with the Rural Urban Boundary*, by Hill Young Cooper.⁶ These criteria provide for high level strategic issues and a wide range of relevant site specific and local factors to be considered and direct the production of information that is needed for sound decision making on the RUB.

Overall Assessment of relevant factors

- 5.3.7 Arriving at an overall assessment of a preferred RUB using the criteria was an important feature of the work to develop the proposed RUB. Whether a criteria is critical in importance varies in different locations, however none of the criteria have been approached as a 'drop dead' or fatal constraint. This is perhaps best explained by looking at specific examples:

- In the South Cluster, a number of the proposed future urban zones around Pukekohe contain elite land and prime land. Land to the north-west of Pukekohe was recommended to be excluded from the RUB on the basis of the assessment that it had substantial areas of elite land and was almost entirely within a flood plain and there were other options with substantial potential benefits.
- In the North Cluster, much of the land in the proposed future urban zones around Dairy Flat Airfield is fragmented into lifestyle blocks. However, the land adjoining the airfield and west of Postman Road was at the time recommended for exclusion on the basis of an overall assessment that it was fragmented into lifestyle blocks, was highly capitalised relative to land values (making it less suitable for business land) and had potential issues with reverse sensitivity effects on the Redvale Landfill and Airfield if developed for

⁶ HYC, *Assessment of Edge Requests*, August 2013, pages 27-28

residential. These issues have been given further consideration in the light of submissions in the planning evidence of David Paul for this topic.

- In the North-west Cluster, substantial areas of land around Royal NZ Air Force Whenuapai Base (**Whenuapai Airbase**) are problematic to develop for sensitive land uses because of their potential to adversely affect the operation of Whenuapai Airbase. However, a range of factors (such as proximity to new motorways providing greatly improved connectivity to this area, flat land and a historic imbalance in the number of jobs relative to houses in the North-west) made the suitability of the land for business a critical criterion in this location.
- In the North Cluster, historic rates of population growth in Warkworth suggest that only modest areas of land may be needed to provide for growth. However, as part of addressing how motorway improvements will greatly alter the accessibility of Warkworth in the future, the Development Strategy in the Auckland Plan seeks to enable substantial growth in Warkworth as a Satellite Centre over the next 30 years to a population of up to 20,000 people. This strategic direction, together with the need to map the RUB to a defensible boundary, led to large areas of future urban land south and west of Warkworth being recommended for inclusion within the RUB.

Greenfield Area Investigations Methodology (Stage 3 Unitary Plan RUB Project)

5.3.8 Each of the Greenfield Area investigations followed the same basic methodology summarised by the seven steps set out in **Table 2** below.

Table 2. Greenfield Area Investigations Methodology

1.	Compiling background information	Stream networks, land cover, land use classes, slope stability, topography, site sizes, flood prone areas, high use streams, outstanding natural landscapes and features, significant environmental areas, quarry sites, air fields, aquifer recharge areas, peat soils, heritage sites.
2.	Develop outline options including a 'straw man' future land use	<p>Potential residential areas, a network of future centres, business areas, a future transport network, rural production areas and other land uses were identified at an outline level and tested against a range of parameters and progressively refined.</p> <p>Workshops for specialist council staff were held covering a range of environmental, heritage, transport, planning, infrastructure and development issues, developing and critiquing draft options and</p>

		refining these in preparation for consultation.
3.	Commissioning technical analysis	<p>Technical evidence relating to the investigation areas was compiled by internal experts on a range of topics including versatile soils, stormwater impacts, biodiversity impacts, water infrastructure, natural hazards, water resources, future transport issues and options.</p> <p>Additional analysis was commissioned on specific key topics including landscape, geotechnical analysis, urban contaminant impact modelling, rural production systems, aquifer recharge issues, wastewater servicing options and cultural heritage overview reports⁷.</p>
4.	Consultation on options	Consultation and engagement involved local residents and resident groups, Mana Whenua, local boards, infrastructure providers, professional organisations, developers and other key stakeholders.
5.	Evaluation of options and revisions	<p>Feedback on the RUB proposals was compiled from technical experts together with consultation feedback and changes were made to address issues arising.</p> <p>Extensive work identified the effects (environmental, cultural, economic and social costs, benefits and efficiency) to inform recommendations on the preferred configuration of the RUB and future growth areas.</p>
6.	Analysis of potential development capacity	Potential capacity of the proposed greenfield areas within RUB areas was calculated with the same methodology applied consistently across different areas. This was used to test against the total additional capacity requirements for the RUB areas set out in the Auckland Plan.
7.	Reporting and decision making	The RUB project team reported regularly to an oversight group, to Local Boards, the Unitary Plan Committee and Rural Advisory Panel and work shopped issues at key stages. This ensured decision makers were familiar with the project, the proposals and many of the issues, when decisions were made.

Edge Work Methodology (Stage 2 Unitary Plan RUB Project)

- 5.3.9 Consultation on the Draft Auckland Unitary Plan invited landowners and interested parties located outside the RUB and at the edge of metropolitan Auckland to put forward areas for inclusion in the RUB. In addition to responding to feedback requests, Stage 2 provided an opportunity to consider whether the RUB (excluding

⁷ These specialist technical analysis reports are appended to the RUB Location section 32 Evaluation Report see Attachment B for details.

Stage 3) was robust and defensible. Identifying land suitable for providing additional capacity for growth was not a key driver for the Stage 2 RUB work.

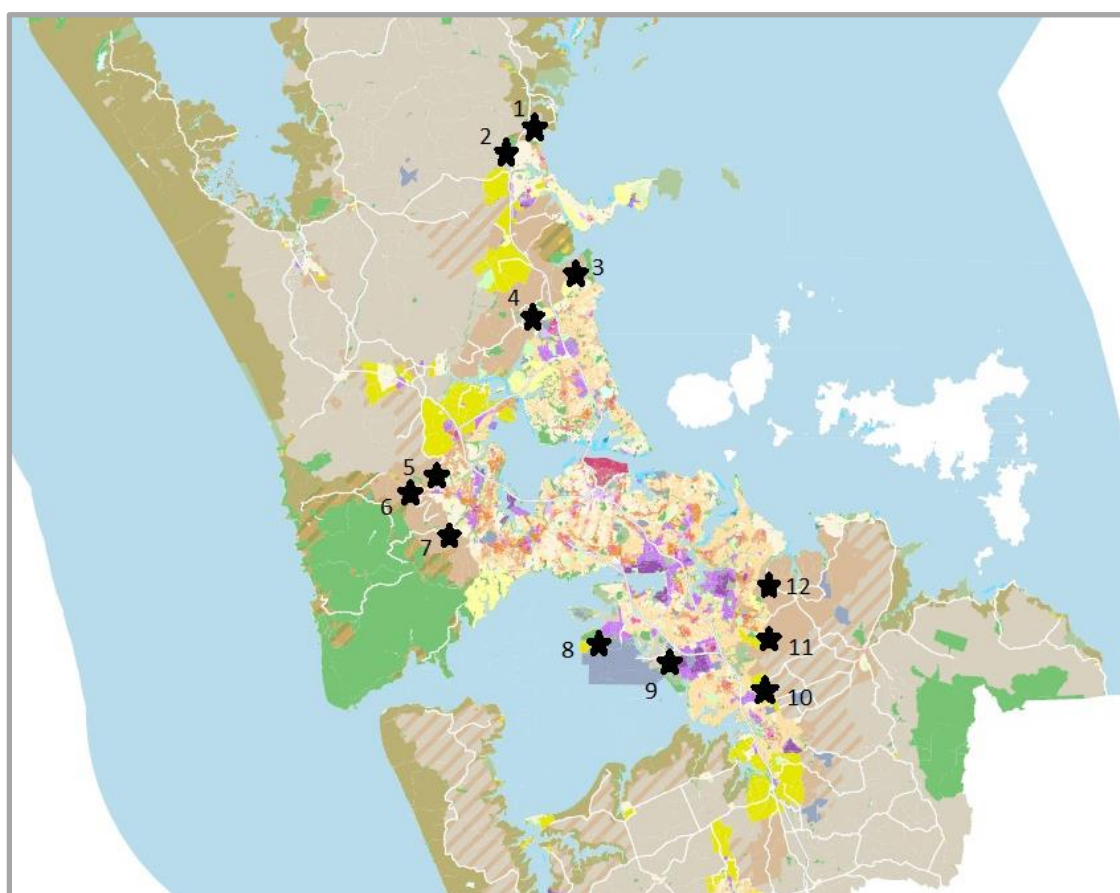
Principles for the Edge Work

5.3.10 A number of planning principles for identifying the RUB were specific to the Edge work⁸:

- Waitakere Ranges Heritage Area provides a defensible boundary.
- A defensible boundary requires that sites not be considered in isolation.
- Sufficient information is required to determine a defensible RUB.

5.3.11 86 requests were identified as being located along the Edge seeking inclusion of additional land within the RUB. Requests were concentrated in 12 geographic locations along the Edge illustrated in **Figure 3** *Location of Edge Requests* below. A summary of all requests, including maps of the relief sought, is contained within the Technical Report – *Assessment of Edge Requests for Inclusion within the Rural Urban Boundary*, which is appended to the section 32 Evaluation Report on the RUB.

Figure 3 Location of Edge Requests



Source: Auckland Council Technical Report, *Assessment of Edge Requests for Inclusion within the Rural Urban Boundary*, by Hill Young Cooper Ltd, August 2013, pg15.

⁸ HYC, *Assessment of Edge Requests*, August 2013, pages 6-7

5.4 Consultation and Feedback

5.4.1 A high level of targeted engagement on the RUB Project for the PAUP was carried out including:

- a series of well attended and highly interactive stakeholder meetings and community consultation events in each area that produced extensive detailed feedback;
- engagement with a range of local residents and key stakeholders in a concentrated series of meetings, workshops and community drop-in sessions in every greenfield area for investigation;
- meetings with large amounts of information available on display boards, powerpoint presentations and questions and answer discussions with relevant experts; and
- feedback forms were sent out to all households and addresses within the investigation areas, dedicated email addresses were set up and feedback was taken at all meetings and compiled, analysed and reported regularly to decision makers.

Mana Whenua Participation

5.4.2 A series of meetings were held with representatives of relevant iwi groups and assistance was provided to encourage their participation, recognising the importance of their input. The project team were guided by the iwi groups themselves as to which iwi were affected by the RUB proposals. As is detailed in the section 32 Evaluation Report, a number of the iwi groups have strong concerns about the proposals. How iwi are enabled to participate in structure planning, plan changes and the development of these areas will be very important to addressing their concerns.

5.4.3 Specifics of the feedback to consultation on the Auckland Plan and the proposed RUB are detailed in the Section 32 Evaluation Report 2.2. *RUB Location*. A list of meetings with stakeholders on the RUB is attached as **Attachment C** to this evidence.

5.5 Section 32 Evaluation of the Proposed RUB

- 5.5.1 A robust, detailed and coherent process and methodology was followed to define the proposed RUB in the PAUP and this is summarised in the Section 32 Evaluation Report for the PAUP.
- 5.5.2 The Section 32 Evaluation Report identified and considered the effects (environmental, cultural, economic), costs, benefits, and efficiency of various potential growth areas to inform recommendations on the preferred configuration of the RUB and future growth areas. The approach followed was consistent with good practice and involved evaluation against a detailed list of relevant criteria in which the status quo alternative is compared to alternatives. The evaluation examined proposals for their appropriateness in achieving the purpose of the RMA, identified the benefits and costs, and risks of RUB proposals on the community, the economy and the environment. It documented the analysis so that stakeholders and decision makers could understand the choices.
- 5.5.3 It is important to note that evaluation of these matters was integrated throughout the planning process for the RUB and the summary report prepared immediately prior to Council's final decision making on the notified RUB played a relatively small role in the planning process.
- 5.5.4 My previous evidence details the multi-criteria analysis used and how it was assessed in the evaluation (where consistent information was able to be sourced).

5.6 Stage 4 RUB Process Still To Be Completed

- 5.6.1 It was not possible to analyse, develop and evaluate RUB options for all the Greenfield Areas for Investigation identified in the Auckland Plan Development Strategy and other towns and rural and coastal serviced villages as part of the preparation of the PAUP.
- 5.6.2 Consistent with the Council's advice to the Panel in the Topic 013 hearing, work has been undertaken to apply the RUB in other areas as part of assessing submissions on the RUB. In Wellsford, Te Hana, Point Wells, Clevedon, and Kingseat the submissions have provided adequate scope for Council to assess and recommend a RUB for these areas. In other locations the submissions did not provide any clear signal to interested and affected parties that a RUB change would occur in these

areas. In the interests of natural justice, no recommendation on the RUB will be made for these other areas.

- 5.6.3 A future piece of work will be carried out to complete the definition of the RUB for all remaining towns and rural and coastal serviced villages with a plan change (or changes).
- 5.6.4 This work will not include un-serviced villages where there are no plans to establish a RUB and this is not envisaged by the PAUP. The different approaches to growth and the RUB for serviced and un-serviced villages is set out in the Auckland Plan, where it describes how the impracticality of providing for small amounts of greenfield growth in a plethora of far flung locations and the practicality of dealing with transport and wastewater infrastructure and discharge consents in an environmentally acceptable and cost-viable way favour the separation of rural and coastal villages that have infrastructure to support urban growth and those that are envisaged to have little or no growth.

6 CONCLUSIONS

- 6.1 Developing the proposed RUB for different parts of Auckland is a complex exercise comprising a number of distinct parts. The scale and significance of the effects of the implementation of the RUB mean that substantial consideration of environmental, economic, social and cultural effects is required under section 32 of the RMA.
- 6.2 I consider that a robust, detailed and coherent process and methodology was followed to define the proposed RUB in the PAUP. I also consider that the effects (environmental, cultural, economic), costs, benefits and efficiency of various potential growth areas have been sufficiently analysed to meet the requirements of section 32 and make sound recommendations on a preferred configuration of the RUB and future growth areas for a long term defensible urban extent.
- 6.3 There are significant constraints affecting the ability of Auckland to expand outwards and major costs and challenging implications associated with all the greenfield growth options available. The process of evaluating a suitable RUB and development location scenario is best approached through a comprehensive review involving developers, landowners, Mana Whenua and interested and affected stakeholders rather than with incremental or landowner driven processes.

6.4 Considering growth areas across the region as a whole has a number of advantages such as the ability to address shortages in business land within sub-regions, being able to consider different environmental trade-off scenarios posed by urban development in a meaningful way, exploring opportunities for transit oriented development and maximising investment in rapid transit systems and other major infrastructure.

Ian William Bayliss

14 October 2015

ATTACHMENT A

QUALIFICATIONS AND PROFESSIONAL EXPERIENCE

Full Member New Zealand Planning Institute since 2007
Master of Planning Practice Hons (MPlanPrac), University of Auckland
Bachelor of Arts (Geography and Environmental Science) (BA), University of Auckland

EMPLOYMENT HISTORY

November 2010 – Present Spatial and Infrastructure Strategy, Auckland Council

POSITION: PRINCIPAL STRATEGIC PLANNER

- project lead for southern rural urban boundary greenfield investigation for 55,000 dwellings
- developing supporting technical research and content as chapter lead for Rural chapter of Auckland's pioneering Spatial Plan
- providing lead officer support for the Rural Advisory Panel and councillor workshops
- team leader Spatial Strategy (acting) October 2013-February 2014
- sub-regional analysis lead for 30 year Infrastructure Strategy 2015 LTCCP

July 2005 – November 2010 - Strategy and Policy Team, Rodney District Council, Orewa

POSITION: SENIOR POLICY PLANNER

- project managing range of appeals to the Proposed Plan
- appearing in the Environment Court as an expert witness
- reporting officer for the proposed Rodney Genesis power station
- project lead for Rural Strategy research and policy development exercise to underpin a major rural plan change
- reporting officer to Council for hearings and decisions on submissions to the Proposed Plan
- 3 month secondment to team leader resource consents.

Sept 2004 – June 2005 Local Plans Team, South Gloucestershire Council, South Gloucestershire

Position: Planning Officer

- developing and writing planning policy documents supplementary to the local plan
- reporting and consulting on policy documents through to adoption.

April 2003 – Sep 2004 Policy and Projects Team, London Borough of Haringey, London

Position: Senior Projects Officer

- project managing the development of a High Street urban regeneration strategy to adoption and implementation
- monitoring, negotiating and advising on planning gain agreements and revising and drafting planning obligations policies
- developing and consulting on planning briefs, policy documents, strategies and planning policy guidance.

Aug 2001 – April 2002 Building and Development Control, London Borough of Hackney, London

Position: Development Control and Planning Obligations Officer

- negotiating and advising on planning gain agreements for major development projects
- developing and integrating a database for tracking, and implementing planning obligations agreements
- monitoring and managing implementation of planning gain including environmental improvements works and regeneration schemes
- development control planner for planning applications for housing and commercial developments in South Shoreditch, London
- assessment and determination of planning applications, reporting to committees and hearings

April 2002 – August 2002 Planning and Environmental Section, Mono Consultants Ltd., London

Position: Environmental Planner

- provision of planning expertise for site selection, assessment and installation design of mobile phone infrastructure
- preparation of appeal statements, visual assessments and planning applications for citywide infrastructure projects
- presentations and consultations at council committees and community meetings.

October 2000 – July 2001 Planning and Environmental Section, JG Service Pty Limited, Sydney

Position: Environmental Planner/Collocations Manager

- provision of planning and process engineering expertise in the site selection, acquisition and installation design of a cellular phone network and preliminary assessment of wind farm infrastructure
- collocations co-ordinator involving management of negotiations and processes for sharing cellular phone network infrastructure between carriers
- acting planning manager, involving client liaison and project co-ordination of a 5 strong planning team.

March 1999 – October 2000 Planning and Environmental Services, Connell Wagner Ltd, Auckland

Position: Staff Planner

Experience includes:

- preparation of environmental impact assessments and resource consent applications for corporate, district council, central government and private clients for major infrastructure, commercial, and residential development projects
- assessing and reporting on resource consent applications on behalf of local authority clients and attending planning hearings as Council's planning consultant
- provision of resource management expertise planning a mobile phone network.

ATTACHMENT B

Schedule of Technical Analysis Reports

Appendix No.	Title	Author	Date
3.1.1	Technical Report - Policy Options for Delivering a Quality Compact City	Auckland Council	Sep-11
3.1.2	Technical Report - Towards a Preferred Urban Form	David Mead, Rachel Ritchie	Sep-11
3.1.5	Technical Report - Scenario Evaluation Workstream (and attachments)	Auckland Council	Sep-11
3.1.8	The Effectiveness of the Auckland Metropolitan Urban Limit - Ring-fencing Urban Development	Greg Hill	Jun-08
3.1.9	The effect of Auckland's Metropolitan Urban Limit on land prices	Guanyu Zheng	Mar-13
3.1.10	Auckland Unitary Plan – Rural Urban Boundary Discussion Paper – Transport	Joshua Arbury	Aug-13
	NORTH WEST:		
3.2.11	Geotechnical Desk Study, North & West Auckland Rural Urban Boundary Project, August 2013, Draft	Tonkin & Taylor	Aug-13
3.2.12	Auckland Council North and North West Rural Urban Boundary options: Cultural Heritage Overview, Report to Auckland Council	Campbell M, Hans J, McAlister A	Aug-13
3.2.13	North and North West Auckland Rural Production, June 2013	Primary Focus (Lambert, A. Powell, D)	Jun-13
3.2.14	Landscape Assessment, July 2013	ENPAD (McKenzie, B)	Jul-13
3.2.15	North and West RUB marine receiving environments: review of existing information	RIMU	Jul-13
	NORTH:		
3.2.16	Geotechnical Desk Study, North Auckland Rural Urban Boundary Project, August 2013, Draft	Tonkin & Taylor	Aug-13
3.2.17	North and North West Auckland Rural Production, June 2013	Primary Focus (Lambert, A. Powell, D)	Jun-13
3.2.18	Hibiscus & Rodney Local Board Draft Area Plan, 2012	Hibiscus & Bays Local Board	Nov-12

3.2.19	Silverdale West Structure Plan, Rodney District Plan	O'Connor Planning Consultants Ltd	Oct-10
3.2.20	Landscape Assessment, July 2013	ENPAD (McKenzie, B)	Jul-13
3.2.21	North and West RUB marine receiving environments: review of existing information	RIMU	Jul-13
	SOUTH:		
3.2.22	Paerata South Contamination Study, 2010	Fraser Thomas Ltd (Bellingham, T)	Aug-10
3.2.23	Southeastern Manukau Harbour/Pahurehure Inlet Contaminant Study Predictions of Sediment, Zinc and Copper Accumulation under Future Development Scenarios 2, 3 and 4	Green, M (NIWA)	Oct-10
3.2.24	Karaka Rural Urban Boundary Waitemata Aquifer Recharge Assessment, 2012	Pattle Delamore Partners Ltd	Dec-12
3.2.25	Franklin District Growth Strategy Section 2	Franklin District Council	Aug-07
3.2.26	Geotechnical Investigation for Southern Rural Urban Boundary, 2013	Tonkin & Taylor	Jun-13
3.2.27	Southeastern Manukau Harbour/Pahurehure Inlet Contaminant Study Predictions of Sediment, Zinc and Copper Accumulation under Future Development Scenario 1	Green, M (NIWA)	Oct-10
3.2.28	Auckland South Rural Production Study, 2013	Primary Focus (Lambert, A. Powell, D)	Apr-13
3.2.29	Rural Urban Boundary South Cultural Heritage Overview Report, Report to Auckland Council	Heritage Consultancy Service (McKewan, A)	Aug-13
3.2.30	Urban Planning that Sustains Waterbodies (UPSW): Southern RUB Case Study, Report to Auckland Council, 2013	Moore, J., Harper, S., Batstone, C. and Cameron, M	May-13
3.2.31	Sea-level rise synthesis for Auckland, Report to Auckland Council, 2011	NIWA (Bell, R. G.)	Aug-11
3.2.32	Landscape Assessment, July 2013	ENPAD (McKenzie, B)	Jul-13
3.2.33	Cultural Heritage Assessment Feedback Letter	Ngati Tamaoho Trust	Jul-13
3.2.34	Future Growth Options and a RUB South Response prepared for	Ngati Paoa and Ngati Whanaunga	Aug-13

	Auckland Council		
3.2.35	RUB Investigations Southern & Cultural Heritage Assessment Feedback Letter	Te Akitai Waiohū Iwi Authority	Aug-13
3.2.36	Wastewater Servicing Options – Southern Area Growth	MWH	Aug-13
	EDGE:		
3.2.37	Technical Report – Assessment of Edge Requests for inclusion within the Rural Urban Boundary	Hill Young Cooper	Aug-13

ATTACHMENT C

Schedule of Workshops and Events and External Meetings on the RUB ⁹ – South

Attendees/Stakeholder	Event	Date	Location
Counties Power	Meeting	9 August 2012	Counties Power
Watercare Services Ltd	Meeting	13 August 2012	Watercare Services Offices Newmarket
Auckland Transport and NZTA	Meeting	15 August 2012	Hereford Street
Meetings with private landowners	Meetings	October-December 2012	Various
Internal Staff and Infrastructure stakeholders	RUB Southern Cluster workshop	4 September 2012	Graham Street
Paerata Residents and Ratepayers Association	Meeting	19 September 2012	Pukekohe Council Chambers
Franklin/Papakura Local Board representatives	Workshop	1 November 2012	Papakura Local Board Chambers
Infrastructure & Environmental Groups	Stakeholder Workshop	8 November 2012	Franklin: the Centre Pukekohe
Developers/Employers and Manufacturers Association / Businesses	Stakeholder Workshop	14 November 2012	Franklin: the Centre Pukekohe
Landowners	Stakeholder Workshop	15 November 2012	Franklin: the Centre Pukekohe
Growers Association	Stakeholder Workshop	20 November 2012	Franklin: the Centre Pukekohe
Local Residents	Community Drop in Session	21 November 2012	Franklin: the Centre Pukekohe
Property Council of New Zealand	Meeting/ Presentation	22 November 2012	PCNZ Boardroom
Southern Iwi rohe	Workshop	27 November 2012	Civic Centre Manukau
Local Residents	Community Drop in Session	27 November 2012	Franklin: the Centre Pukekohe
Local Residents	Community Drop in	29 November 2012	Drury Hall, Drury

⁹ These lists exclude meetings on the Unitary Plan and Future Urban Land Supply Strategy where the RUB was also discussed.

	Session		
Business Advisory Panel	Meeting/Presentation	3 December 2012	NZRA Offices
Waikato District Council staff	Meeting	19 December 2012	Auckland Council - Manaukau Road, Pukekohe
Franklin Local Board	Briefing workshop	5 February 2013	Franklin Service Centre Office
NZTA and Auckland Transport	Meeting	5 February 2013	NZTA office
Papakura Local Board	Briefing workshop	7 February 2013	Papakura Service Centre Office
Manurewa Local Board	Briefing workshop	7 February 2013	Manurewa Service Centre Office
Karaka Residents and Ratepayers Association	Meeting	18 February 2013	Karaka Memorial Hall

Schedule of Workshops and Events and External Meetings on the RUB – North and North-west

Attendees/Stakeholder	Event	Date	Location
Public Meeting	Dairy Flat	30-Jul-13	Dairy Flat Primary School Hall, , Albany
Public Meeting	Silverdale	6-May-13	Silverdale United Rugby Football Club, Silverdale
Public Meeting	Warkworth	8-May-13	Old Masonic Hall, Warkworth
Public Meeting	Kumeu	1-May-13	Kumeu Community Centre, Kumeu
Residents and Ratepayers Meeting	Taupaki	22-Apr-13	Taupaki Hall, Waitakere Road
Local Board Presentation	Hibiscus and Bays	30-Jul-13	
Local Board Presentation	Upper Harbour	17-Apr-13	Catalina Café, Hobsonville
Residents Meeting	Scott Point	9-May-13	Catalina Café, Hobsonville
Iwi Meeting	North and North West	14-Mar-13	Council Chamber,

			Orewa Service Centre –
Iwi Meeting	North and North West	14-Mar-13	Council Chamber, Orewa Service Centre –
Business Interests	Silverdale	12-Apr-13	Orewa Rotary House, Silverdale
Local Board Presentation	Rodney	8-Apr-13	Council Chamber, Orewa Service Centre
Local Board Presentation	Upper Harbour	9-Apr-13	Upper Harbour Local Board Office, 30 Kell Drive, Albany
Local Board workshop	Rodney	10-Apr-13	Council Chamber, Orewa Service Centre
Mana Whenua workshop	North and North West	16-Apr-13	Council Chamber, Orewa Service Centre
Joint Local Board Workshop	Rodney, Hibiscus and Bays	10-Jun-13	Council Chamber, Orewa Service Centre
Local Board Workshop	Upper Harbour	2-Jul-13	229 Dairy Flat Highway, Albany
Iwi Meeting with Ngati Whatua	North and North West	16-Jul-15	Bledisloe House
Iwi Meeting with Te Runanga o Ngati Whatua	North and North West	7-Aug-13	Bledisloe House
Iwi Meeting with Te Runanga o Kaipara	North and North West	8-Aug-13	Bledisloe House
Stakeholder Meeting with North Shore Aero Club	North	15-May-13	Bledisloe House