

WAIKATO REGIONAL AIRPORT LIMITED  
/TITANIUM PARK LTD  
& NZ TRANSPORT AGENCY



REQUEST FOR PRIVATE PLAN CHANGE &  
NOTICE OF REQUIREMENT

Section 32 Evaluation &  
Assessment of Environmental Effects Report

September 2018

## Document Quality Assurance

Consultant Contact Details:	 <p>Bloxam Burnett &amp; Olliver Po Box 9041, Hamilton Attn: John Olliver</p> <p>Telephone: 07 838 0144 Facsimile: 07 839 0431</p> <p>Job Reference: 144380.04</p>
Quality Assurance Statement:	<p>Client: Waikato Regional Airport Ltd/Titanium Park Ltd – Mark Morgan - CEO</p> <p>Prepared by: Kathryn Drew &amp; Stuart Penfold</p> <p>Reviewed by: John Olliver</p>

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# 1 Introduction

## 1.1 The Applications

This report supports applications to the Waipa District Council (the Council) for a Plan Change pursuant to Schedule 1 of the Resource Management Act 1991 (the RMA) and an associated Notice of Requirement (NoR) for an alteration to designation as per s181 of the RMA.

The Form 18 application form for the NoR is included in this report as Appendix A.

## 1.2 The Applicant

The Applicant for the Plan Change is the Waikato Regional Airport Limited (WRAL) and Titanium Park Ltd (TPL). WRAL is the owner and operator of the Hamilton Airport (the Airport), which is the key regional airport in the Waikato and a valuable resource for the Waipa District, Hamilton City and the greater Waikato Region. TPL has been established to manage and develop the portions of the Titanium Park land that is controlled by the WRAL. Together these entities form what is referred to in this reporting as the WRAL Group.

The supporting NoR for the alteration to designation required for the supporting transport infrastructure is sought by the WRAL Group on behalf of the NZ Transport Agency as the Requiring Authority. The WRAL Group has agreement from the NZ Transport Agency to lodge the applications on its behalf.

## 1.3 Background

### 1.3.1 *The Airport*

Hamilton Airport is a critical part of the Waikato Region's transport infrastructure. The Airport was established at its current site at Rukuhia off State Highway 21 (SH21) in 1935. During World War 2 it was taken over by the Royal New Zealand Airforce. In 1946 the air force operation officially ended, and the Waikato Aero Club began flying from the airport.

Since then, the Airport has developed into a regional airport with scheduled domestic passenger services, and in the mid-1990s and 2000s operated as an international airport through the introduction of scheduled flights to Australia. The international flights have since been discontinued.

### 1.3.2 *Long Term Planning*

WRAL is the owner and certified operator of Hamilton Airport. During 2004, the WRAL Group undertook a comprehensive review of their land holdings, with a view to planning development of the Airport and its surrounds. As a result, they identified 173ha of land for their long term operational needs including runways, runway extensions, safety areas, taxiways, navigation aids and the passenger terminal. They also identified approximately 117ha of land not needed for the direct operational requirements of the Airport, which became known as the Titanium Park Business Park.

To bring the development potential into fruition, WRAL entered into a joint venture with McConnell Property, called the Titanium Park Joint Venture (TPJV).

In 2007 TPJV lodged a plan change with the Council to rezone land from Rural to Airport Business. (then Plan Change 57<sup>1</sup>). As part of that plan change application, a transportation assessment was completed that addressed the transportation effects and access options to the airport and Titanium

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<sup>1</sup> Incorporated into the Waipa District Plan on the 1 December 2008.

Park. That process resulted in the land being rezoned to Airport Business Zone in the Waipa District Plan (the District Plan) in 2008 and included a Structure Plan for the area. A copy of the Structure Plan as included in the District Plan is included in Appendix B.

### **1.3.3** *Original Structure Plan & Transport Network*

The Structure Plan defined that transport access to the eastern side of the Airport (i.e. the Central and Southern development precincts) would initially be from the existing airport terminal intersection on SH21 for up to 8ha of business park development and subdivision. After the 8ha development threshold had been reached, or should adverse effects require it earlier, a new multi-lane roundabout intersection was required to be constructed at a location just south of Lochiel Road<sup>2</sup>.

The new roundabout location also provided for the realignment of Lochiel Road as the fourth leg of the roundabout. The existing airport terminal intersection with SH21 would be permanently closed once that roundabout was constructed. The new roundabout was proposed to be a gateway into Titanium Park servicing both the business park and the airport traffic.

Both the Central and Southern Precincts were to be accessed from the new roundabout via a Spine Road (now Ossie James Drive). The Southern Precinct traffic would have to continue along the Spine Road, past the Airport Terminal and carparking areas and traverse a new road crossing the southern gully.

The Structure Plan process also culminated in the signing of a Memorandum of Agreement (MoA) between the NZ Transport Agency and TPJV. The MoA defined the future intersection configurations and a series of effects-based triggers and monitoring requirements to determine when the new roundabout was to be planned, designed and constructed, and the existing intersection with SH21 closed.

The agreed roading improvements were included in the District Plan as Designations D43 and D49 and are shown in the Structure Plan and relevant planning maps (copies included in Appendix B and Appendix C).

### **1.3.4** *Structure Plan Review*

In 2016, the TPJV was dissolved and a new entity, TPL took responsibility for managing and developing the Central and Southern Precincts of Titanium Park and overseeing the wider WRAL land holdings.

In 2017, the WRAL Group completed a review of the original development masterplan and Structure Plan and concluded that fundamental changes were needed to ensure the Structure Plan reflects WRAL's core focus being the Airport and terminal operations, with the business park development secondary to that.

The Structure Plan review resulted in five key issues being identified. These are:

1. Ensuring that the Airport terminal is the prominent focal point upon entry from SH21 in the future, by providing a gateway access feature.
2. Locating the future SH21 access in a position to achieve the above, while also serving appropriate access to the business park (Central Precinct).
3. Separating the development of the Southern Precinct from the Central Precinct to minimise conflict between terminal operations and heavy business park traffic in the south while also minimising transport infrastructure cost.

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<sup>2</sup> Embedded into the District Plan at Rule 15.4.2.85



4. Retaining walking and cycling connectivity between the Southern and Central precincts.
5. Limiting high traffic generating activities in the Southern Precinct so as to minimise traffic volumes for the new southern access.

### **1.3.5** *Development land demand*

Over the last 12-18 months, the uptake of industrial land within the Central Precinct has increased to a level whereby approximately 6ha of land (excluding land for roading) has subdivision consent approval with either new titles or titles pending. Of that 6ha, less than 1ha is actually developed and operational.

There has also been increased interest for larger industrial sites, such as that purchased by Visy in the Western Precinct. As a result of the Structure Plan review the WRAL Group have earmarked the Southern Precinct for similar larger lot industrial development providing that this land is serviced by a single intersection on to SH21 and with no vehicular connection between the Southern Precinct and the Central precinct/terminal (to avoid traffic conflict).

Further, there has been little interest in land at Titanium Park for office and research and development activities. Instead, the WRAL Group now primarily intend to develop the area previously identified for office/research in the Southern Precinct as industrial. Allowance for the existing wider mix of activities, including limited retail will be retained in the Central Precinct.

Given those changes in proposed land use, together with the Airport and terminal operations being WRAL's core business has given rise to the need for a re-evaluation of the transport effects and business park access strategy.

### **1.3.6** *Airport Operations*

The day to day Airport operations are accounted for within the Central Precinct footprint and include the Terminal itself and supporting airport business activities. There is also a considerable amount of parking associated with the Airport and fuel and water storage located to the south of the Terminal.

The Airport is currently experiencing good growth, with an average of approximately 3-4% growth in passenger numbers per annum. There are short-term plans to improve visitor parking at the Terminal to provide for the immediate airport needs and provide a strategy for future growth. As part of this work, gateway enhancement is also being considered so as to align with the amended roundabout location that forms part of the Structure Plan review.

### **1.3.7** *Airport Gateway and Access*

The current Structure Plan envisages a gateway entry to the Airport and Business Park, and the wider Waikato as part of the development of the new roundabout adjacent to Lochiel Road. The gateway is identified as a key Principle in the Structure Plan itself<sup>3</sup>.

WRAL now seek to make the Airport Terminal area a key focal point and hence with the new main access being located adjacent to the Terminal, there is an opportunity to make the roundabout a more prominent gateway. The WRAL Group are in discussions with designers on the potential design options for the gateway to project a sense of 'arrival' or 'departure' and these discussions will continue leading up to construction of the access. The revised Structure Plan will accordingly retain the landscape and open space notation on either side of the roundabout.

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<sup>3</sup> Refer S10.3.1

### **1.3.8** *Connectivity*

The existing Structure Plan is, in hindsight lacking in connectivity to the surrounding roading network. There is only one main access off SH21 (Lochiel Road) provided for to serve the Airport Terminal, the Airport operations and to also serve the Titanium Park Business Park. Radiating off that main access is a spine road that essentially traverses from south to north with traffic associated with the varied land use in the Business Park, also interacting with the day to day Terminal and operational traffic.

The spine road to service the Southern Precinct also requires significant physical works to construct over the gully system, being either significant filling of the gully or a bridge structure.

To meet the current needs of the WRAL Group, i.e. to minimise roading expenditure, avoiding impacts on the gully system and to avoid Southern Precinct traffic conflicting with Terminal traffic, it is proposed to provide for a new southern access point that would solely serve the Southern Precinct of the Business Park. To minimise any effect of an additional access point onto the State Highway, certain land use controls are proposed to be adopted in the District Plan provisions. Higher traffic generating land uses will be restricted within the Southern Precinct with lower traffic generating industrial land uses provided for.

### **1.3.9** *Plan Change*

To account for the revised access strategy and supporting land use controls for the Southern and Central Precincts, it is proposed that the Structure Plan that is embodied in the District Plan is amended. It is considered that a Plan Change process is the most efficient and effective process to achieve these changes and will provide both the WRAL Group and future landowners certainty of the access arrangements and development constraints. Given there is a specific Airport Business Zone and Structure Plan, the changes to the District Plan are discrete and can be readily defined and assessed.

### **1.3.10** *Supporting Designations*

The changes in the transport network that support the revised access strategy require the alteration and/or uplift of existing designations in the District Plan.

Designation D43 exists within the District Plan for the existing State Highway 21 (Airport Road). It is proposed that to account for the revised main Airport access roundabout, an alteration to designation D43 is the most appropriate method to authorise the required transport infrastructure.

Designation D49 exists within the District Plan for the previously identified Airport access adjacent to Lochiel Road and includes the realignment of Lochiel Road. This designation will be uplifted once the alteration to Designation D43 is confirmed.

## 2 Report Structure

The report is set out in a format to account for the required information and statutory tests for both the Plan Change and the associated Notice of Requirement (NoR) for the alteration to designation under the relevant provisions of the RMA. It is considered that there are areas of reporting common under both statutory processes, and hence a combined or joint report is considered appropriate and useful to provide overall context and understanding of the resource management issues. Unless noted below, each section of the report corresponds to both applications to Council.

- Section 3 sets out a description of the Plan Change proposal. In particular, this section sets out the aspects of the revised land use and access strategy and implications for the District Plan.
- Section 4 sets out a description of the NoR proposal and summarises the key roading network provisions required to be amended or uplifted via the alteration to designation process.
- Section 5 sets out a description of the existing environment subject to the Plan Change and NoR.
- Section 6 sets out the statutory assessment framework for the Plan Change and NoR process.
- Section 7 sets out the section 32 evaluation reporting required for the Plan Change application.
- Section 8 sets out an assessment of environmental effects for both the Plan Change and the NoR.
- Sections 9-12 set out the assessments against the relevant provisions of the RMA for both the Plan Change and the NoR.
- Section 13 sets out the assessments for the NoR in particular.
- Section 14 sets out the Part 2 assessment for both the Plan Change and the NoR.
- Section 15 summarises the consultation undertaken for the proposal.
- Section 16 provides a notification assessment for both the Plan Change and the NoR.
- Section 17 summarises and concludes the report.

### 3 Description of the Plan Change Proposal

This section sets out the components of the revised Structure Plan and revised access strategy for the Airport as referred to in the District Plan.

#### 3.1 District Plan Amendments

The Plan Change seeks to incorporate the proposed changes into the District Plan by the following means:

- Amendments to the existing Structure Plan (Appendix S10);
- Amendments to Planning Zoning and Policy Maps 3, 17 and 19 as they relate to the indicative roading layout for the Central and Southern Precincts; and
- Amendments to the supporting Principles and Rules (Sections 10 and 15).
- Inclusion of a new objective and policy for development within the Southern Precinct (Section 10).

It should be noted that the Plan Change relates to the transport network and land use pattern in the Central and Southern Precincts only and does not affect the land known as the Western or Northern Precincts. The extent of the Structure Plan that makes up the Site for the purpose of the Plan Change is outlined in the plan included as Appendix D.

The revised Structure Plan is outlined in Appendix E and an extract outlined in Figure 3.1 below. The Structure Plan is embedded into the District Plan as Appendix S10 and is referred to in discrete sections of the District Plan. For comparative purposes, an extract from the existing Structure Plan, for the eastern side, is provided as Figure 3.2.

Figure 3.1 - Revised Structure Plan (extract)

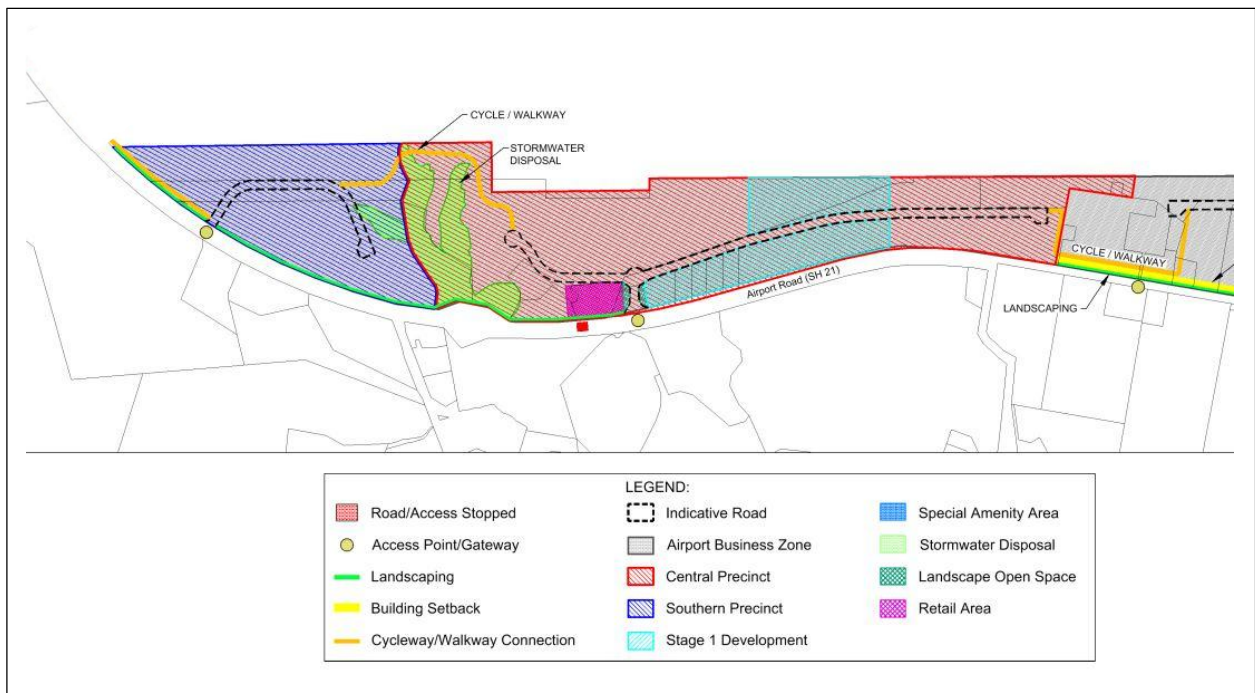
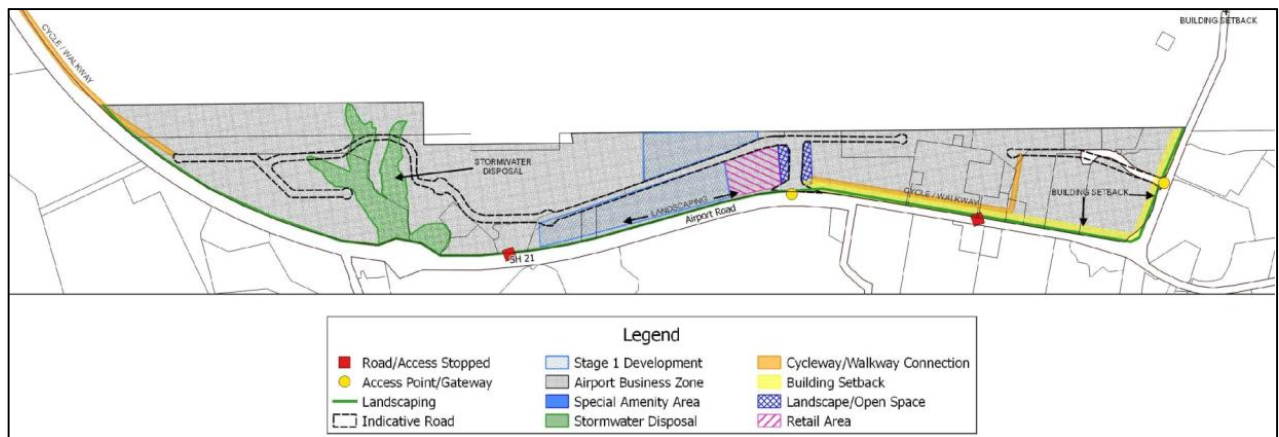


Figure 3.2 – Existing Structure Plan (extract)



The WRAL Group propose to amend the Structure Plan to account for the amended indicative road network as a result of the revised access strategy. The Structure Plan is also proposed to be amended to identify the extent of the Central and Southern Precincts, amend the cycleway/walkway connections, update the location of the Open Space/ Landscaping area and update the location of the retail area.

Where necessary, District Plan text is to be amended to account for the revised activity status of land uses and access provisions within the Central and Southern Precincts of the Airport Business Zone.

Both the Zoning and Policy Maps (Maps 3, 17 and 19) are required to be amended to account for the indicative road layout and naming conventions for the Southern and Central Precincts of the Airport Business Zone.

The proposal is described in greater detail in the sections below.

### 3.2 Revised Access Strategy – Airport Terminal, Central and Southern Precincts

#### 3.2.1 Main entrance

As discussed in Section 1.3.4 above, WRAL’s core focus is the Airport and associated terminal operations, with the business park development secondary to that.

The existing Structure Plan envisages a new SH21/Airport intersection to the north of the existing terminal entrance (at Lochiel Road) once 8ha of subdivision and development within Stage 1 of the business park has taken place. That intersection would have taken the focus away from the Terminal itself and also introduced elements of conflict between airport terminal users and commercial vehicles associated with the business park, in particular with traffic from the Southern Precinct having to mix with terminal traffic as they move north to the new intersection.

With the re-focus of the WRAL Group, it was decided to investigate alternative options to place the focus on Airport terminal operations, retain a gateway for the Airport from SH21 and provide suitable and safe access to both the Central and Southern Precincts.

Investigations for revised access location were undertaken and are described in detail in the Integrated Transport Assessment (ITA) included in this report as Appendix F. In summary, a dual lane roundabout design has been shown to be appropriate for the main entrance to the Terminal and Central Precinct in a location that is just north of the existing terminal access. The roundabout location provides access from SH21 to the Airport and also provides access to the adjacent Go-Kart operation, the Hamilton Pistol Club, and the Mystery Creek Events site.

A secondary roundabout, located within the Airport site, provides access to the terminal itself, the Hotel and Conference Centre and the Central Precinct via Ossie James Drive (a local road).

It is likely that the part of the secondary roundabout (or alternative intersection design) and connection between the SH21 roundabout will be vested in Council so that legal access from SH21 is provided to Ossie James Drive, which is already a vested road.

As the traffic generation from the Central Precinct of the Business Park will remain similar in nature (if not provide for lower traffic numbers) to the assumptions made for the timing of the construction of the roundabout (once 8ha is reached), the Plan Change does not seek to amend the 8ha trigger point contained in Rule 15.4.2.85.

Figures 3.3 and 3.4 below shows a preliminary design for the roundabout. Concept plans are included in Appendix G.

Figure 3.3 - Revised Gateway Intersection Concept

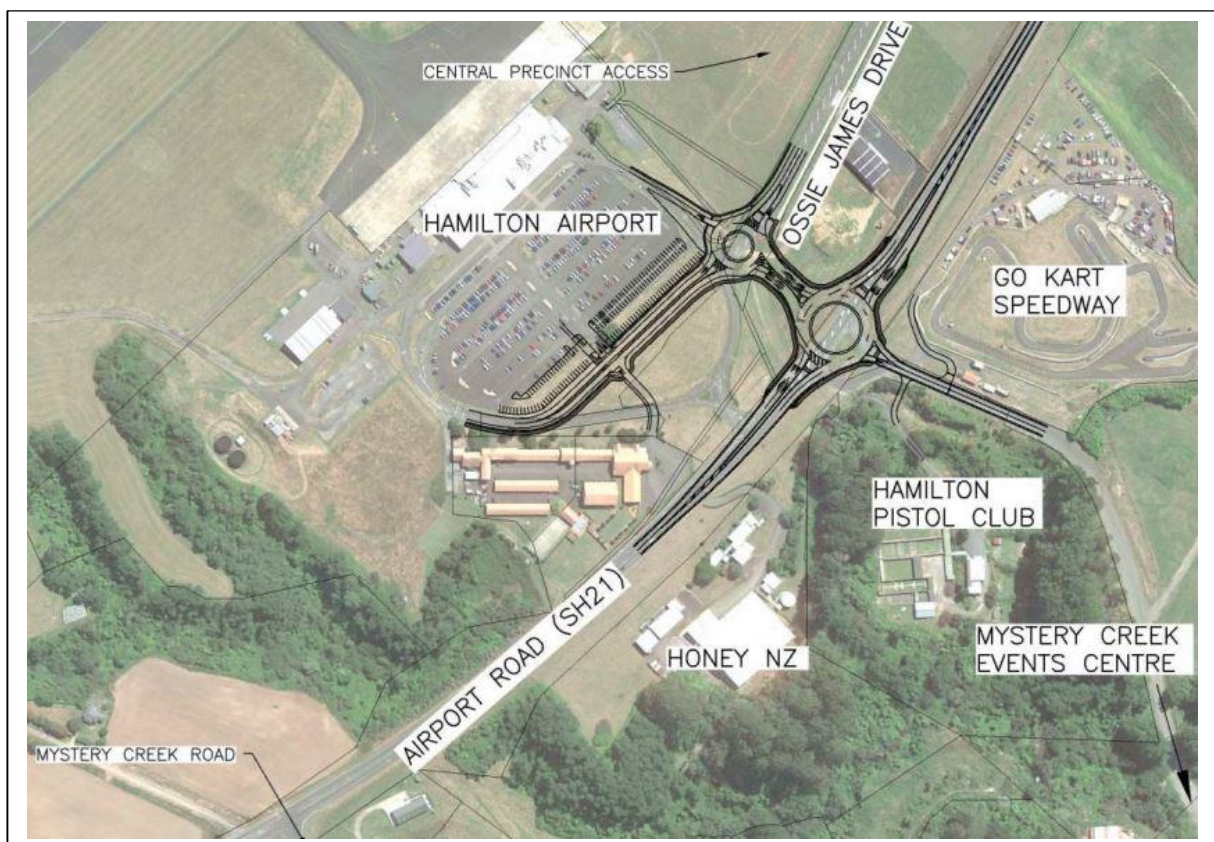
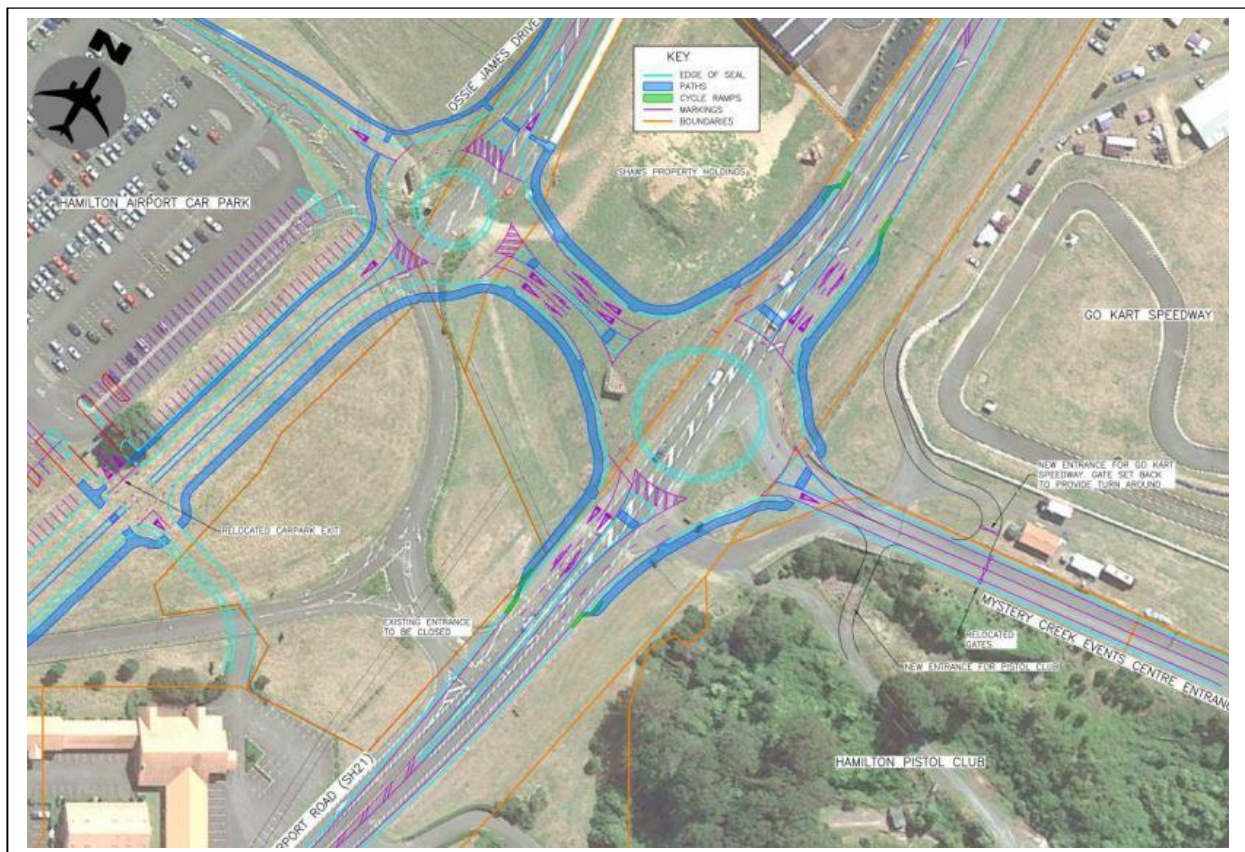


Figure 3.4 - Revised Gateway Intersection Concept, Larger Scale



### 3.2.2 Southern Precinct Access

As outlined earlier in this report, the WRAL Group review of the access strategy for the business park identified that providing access through the Airport Terminal operations area and across the adjacent gully to the south would be both expensive and disruptive to the function of the Airport. The likely presence of heavy vehicles mixing with airport traffic on a daily basis across the front of the Terminal building and public parking areas under the road network indicated on the Structure Plan, is at odds with WRAL's mandate to promote and enhance the Airport operations.

Investigations for revised access locations off SH21 for the Southern Precinct were undertaken as are described in detail in the Integrated Transport Assessment included in this report as Appendix F.

A high-level concept design of a separate access intersection on SH21 was undertaken from a geometrics, safety and topographical/physical constraints perspective. The concept plan is outlined in Figure 3.5 below and features the following:

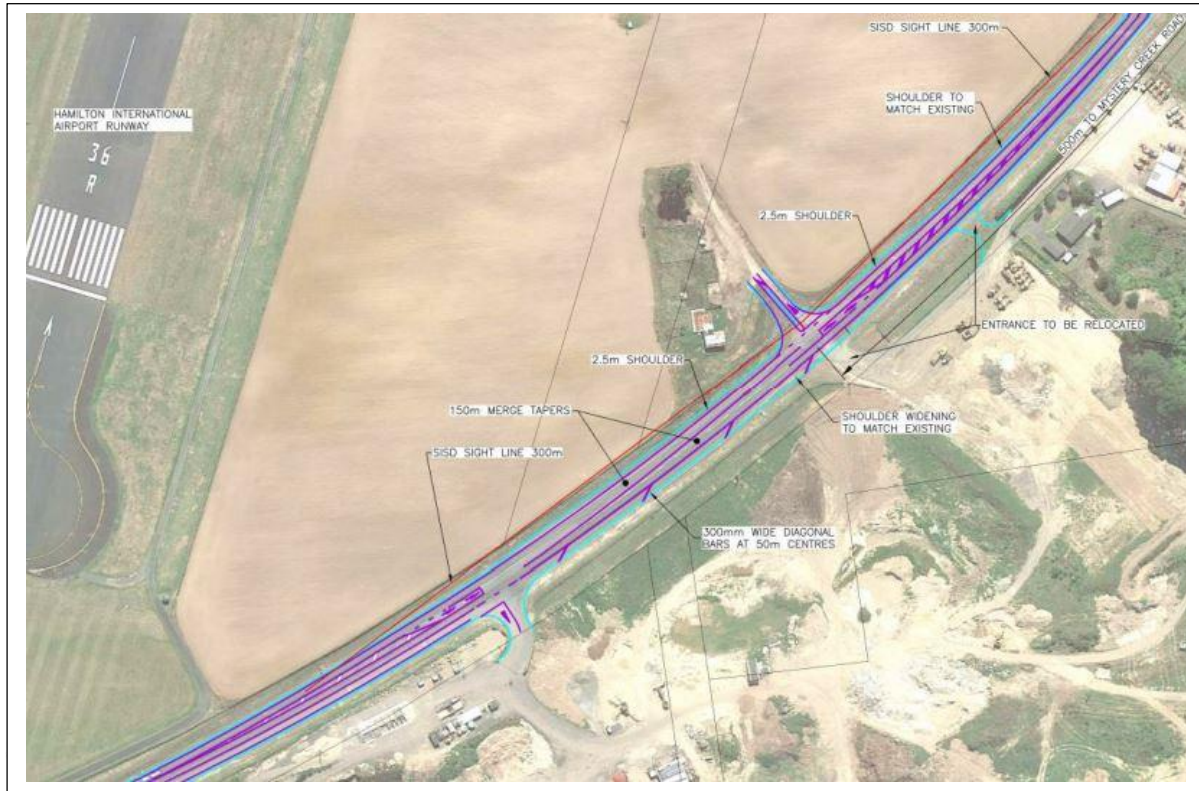
- Greater efficiency for traffic serving the Southern Precinct than the current Structure Plan road network, which currently sees this traffic, including heavy vehicles having to use approximately 1.8km of internal roads before they obtain access to SH21.
- Making the Southern Precinct independent of the Central Precinct and avoiding costly and intrusive road construction across the gully system.
- Required sight distances at the new intersection location, can be achieved with minor earthworks on Airport land.

- Required intersection separation distances can be resolved with detailed design and with further consultation with adjacent landowners.

The Southern Precinct road is proposed to be vested in Council, once constructed, as part of the subdivision of the Southern Precinct.

In terms of minimising the potential effects of an additional access point onto the State Highway, land use controls are proposed within the District Plan activity tables to restrict higher traffic generating land use in the Southern Precinct.

Figure 3.5 Concept design Southern Precinct Access



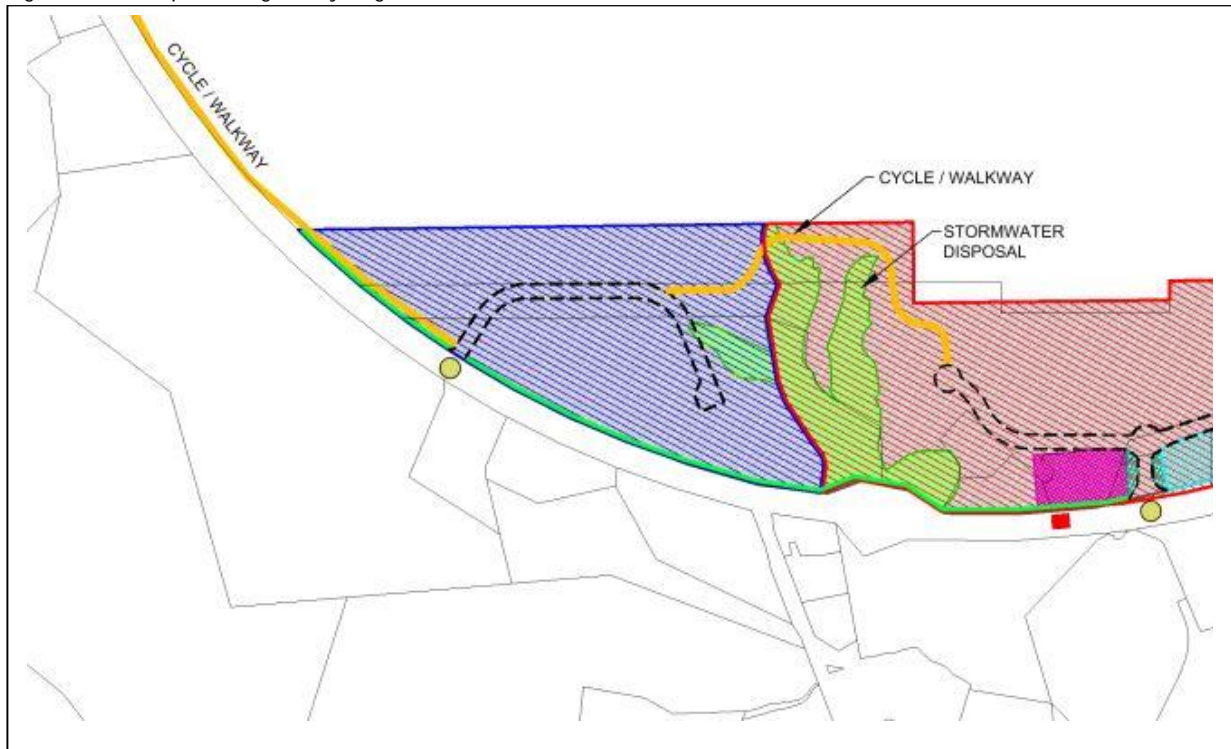
The existing Structure Plan has the main entrance to the Airport and Business Park at a location just south of the intersection of SH21 and Lochiel Road and required the realignment of Lochiel Road. The revised proposal will make that intersection relocation unnecessary. It is proposed to retain the Lochiel Road intersection as it is currently (T-intersection). As the ITA (Appendix F) describes, a T-intersection at this location is considered appropriate due to the good visibility, low traffic volumes on Lochiel Road and historically low accident numbers.

### 3.3 Internal Walking and Cycling

An internal walking and cycling path is proposed between the Southern and Central Precincts across the head of the gully system. This will enable the future occupants of these areas to connect with a high degree of safety and convenience and avoid having to walk or cycle on the State Highway where the safety of vulnerable road users is subject to greater risk. Refer to Figure 3.6 below.



Figure 3.6 Concept walking and cycling connection



### 3.4 Implications of current and planned highway investment

Transport volumes and travel patterns on SH21 are not only affected by the Airport and Business Park development but also by two wider network improvement projects, being; the Hamilton Section of the Waikato Expressway (HamWEX) and Hamilton Southern Links project (HamSL).

At the time of the original Airport Business Zone plan change (PC57), the HamWEX project timeframe was not confirmed and the Southern Links project was a concept with no detail or certainty. Now in 2018, the HamWEX project is under construction and expected to be completed in 2020, and the future Southern Links corridors and interchanges have been designated (confirmed in 2016).

Recent indications from the NZ Transport Agency is that some stages if not all of the Southern Links roads, may be constructed over the next 15 years (by 2033). The recent successful application by Hamilton City Council to the central government Housing Infrastructure Fund for development of the Peacockes Residential Growth Cell could be a catalyst for advancing construction of the highway sections of Southern Links. The 2018 update of the Regional Land Transport Plan (2015-2045) <sup>4</sup> also provides for funding for the design and construction of Southern Links from 2018 to 2024.

### 3.5 Revised land use within the Central and Southern Precincts

With a renewed focus on terminal operations and a review of the demand for industrial and office/research land within the Airport Business zone, the WRAL Group have updated their expected land use distribution within the Southern and Central Precincts. While the existing District Plan provisions do not specifically control the land use distribution, any change in activities in the zone influence traffic generation and accordingly, the performance and capacity of the road network.

<sup>4</sup> 2018 Draft Regional Land Transport Plan

As described in Section 3.2.2 above, with the proposed new access onto SH21 to service the Southern Precinct, appropriate controls on land use are now proposed to manage traffic volumes and resulting performance of that new intersection. While previously not controlled via the activity tables in Section 10 of the District Plan, it is proposed to manage higher traffic generating activities establishing in the Southern Precinct by means of a Non-Complying activity status. A supporting objective and associated policy for the Southern Precinct is also proposed.

The activities provided for in the Southern Precinct are now those which are expected to be larger industrial land uses, as opposed to those which may establish in the Central Precinct where smaller industrial and commercial uses are proposed. The trip generation rate for the Southern Precinct has been based on 30.1 trips/ha GFA. As such activities that generate higher trip generation rates have been excluded, such as retail and office/research and development. The types of activities excluded has also been refined through the consultation process with the NZ Transport Agency.

### 3.6 Amendments to the Structure Plan/ District Plan

To account for the proposed changes to the transport network as described above, amendments are required within the District Plan. As the proposed changes are Airport specific, all of the changes can be accounted within discrete sections of the District Plan text, the Structure Plan (Appendix S10) and the Planning Maps as described in Table 3.1 below.

On this basis, the key amendments to the Structure Plan Map, Planning Maps and District Plan wording include:

Table 3.1 – Summary of District Plan Changes

Change	Location within District Plan	Contained within this report
Introducing a mapped reference to 'Southern' and 'Central' Precincts on the Structure Plan.	Structure Plan (Appendix S10)	Appendix E
Amending the indicative road network for the Central and Southern Precincts including the provision of a shared cycle and pedestrian shared path between the two Precincts.	Structure Plan (Appendix S10)	Appendix E
Revising the Terminal/ main gateway access to account for an upgraded existing entry point, with corresponding deletion of the Lochiel Road roundabout location.	Structure Plan (Appendix S10)	Appendix E
Introduction of a southern access point on SH21 for the Southern Precinct.	Structure Plan (Appendix S10)	Appendix E
Relocation of the retail pocket as it relates to the Central Precinct so that it is located near the Terminal/main gateway access.	Structure Plan (Appendix S10)	Appendix E
Relocation of the open space and landscaping to either side of the Terminal/main gateway access.	Structure Plan (Appendix S10)	Appendix E

Section 10 – Airport Business Zone (Titanium Park) – inclusion of a new objective and policy for the Southern Precinct.	Section 10 – text	Appendix H
Section 10 – Airport Business Zone (Titanium Park) – amendments to: <ul style="list-style-type: none"> <li>• Activity Status Table 10.4.1.1 (Permitted Activities)</li> <li>• Activity Status Table 10.4.1.5 (Non-Complying Activities)</li> </ul>	Section 10 – text	Appendix H
Appendix S10 Airport Business Zone Structure Plan – amendments to: <ul style="list-style-type: none"> <li>• Principles S10.3.10</li> <li>• Circulation and access S10.4.2, S10.4.5, S10.4.6 and S10.4.7</li> </ul>	Appendix S10 – text	Appendix H
Section 15.4 Airport Structure Plan – amendments to: <ul style="list-style-type: none"> <li>• Airport Business Zone 15.4.2.84 and 15.4.2.85</li> </ul>	Section 15.4 – text	Appendix H
Amend the indicative road network for the Central and Southern Precincts on the Planning Maps	Planning Maps 3, 17 and 19 – Zoning and Planning Maps 3, 17 and 19 – Policy Areas	Appendix H

Appendix H outlines a ‘tracked changes’ version of the relevant provisions of the District Plan that are required to be changed.

### 3.7 Purpose of Plan Change

The purpose of the Plan Change is to enable the ongoing efficient operation of the Waikato Regional Airport and its associated landholdings, in particular, by providing for land use activities and transport network in the Central and Southern Precincts of Titanium Park that avoids internal conflict with terminal traffic and creates a new gateway to the airport in a logical central position.

### 3.8 Acceptance of the Plan Change

Under s25(4) of the RMA, the Council may choose to reject the Plan Change in whole or in part on certain grounds. With respect to the matters listed under s25(4)(a) - (e), it is considered that the Council can accept the Plan Change for the following reasons:

- The Plan Change is not frivolous or vexatious;
- The substance of the Plan Change request has not been given effect to or rejected by the Council or the Environment Court;
- The Plan Change has been prepared under sound resource management practice;
- The Plan Change is not inconsistent with Part 5; and
- While the District Plan was made fully operative on 14 August 2017 (part-operative 1 November 2016) and the Plan Change request is hence being made within the 2-year time period since that date, it is considered that Council can still accept the Plan Change on the following grounds:
  - The Plan Change relates to a specific, discrete Zone subject to a detailed Structure Plan and planning provisions within the District Plan. It does not have wider implications.
  - Since Plan Change 57 that rezoned the land at the Airport to Airport Business was incorporated into the District Plan on the 1 December 2008, the Waipa District Council completed a review of their District Plan. The Proposed District Plan was notified on the 31 May 2012, and the Decisions version of the District Plan was released 31 May 2014.
  - While some matters relating to the Airport Business Zone and the Structure Plan were submitted on and appealed by TPJV, the appeals related to consistency issues with the Regional Policy Statement (RPS) around industrial land allocation and also sought a rule framework specifically for development of the Northern Precinct. Other amendments were also sought to amend the structure plan for the Airport Business Zone so that it aligned with the Southern Links roading project, which was being designated concurrently to the District Plan review process.
  - None of those appeals related to the access arrangements or activities for the Central or Southern Precinct. The appeals were resolved in by a consent order in March 2015.
  - Based on the above timeline, the District Plan provisions sought to be amended have not been subject to any challenges or appeals that have not been unresolved for a period of 2 years or less.

### 3.9 Other Statutory Approvals

Associated with the Plan Change are supporting applications to give effect to the proposed transport network upgrades.

To account for the main Airport entry intersection upgrade with SH21 an alteration to the NZ Transport Agency Designation D43 is required. This alteration to designation is being sought concurrently and the required information to support the NoR is included in this report.

As the Lochiel Road/SH21 roundabout is no longer necessary, Designation D49 will no longer be required. If the Plan Change process is successful and the NoR confirmed, then the NZ Transport

Agency in consultation with the WRAL Group will uplift that designation via a separate process under the RMA (s182).

An Outline Plan approval and potentially regional consents may be required at the time of construction for the main intersection upgrade. Those approvals will be sought at the appropriate time.

## 4 Description of the Notice of Requirement

A key component of the Plan Change to amend the Airport Structure Plan and access provisions are amendments to transport infrastructure adjacent to the Airport, in particular SH21 (Airport Road).

SH21 is specifically noted within the District Plan, via Designation D43, for the 'Maintenance and improvement of existing SH's' at the location 'State Highway 21 - Airport Rd'. Designation D49 exists within the District Plan for the previously identified upgraded access to the Airport and realignment of Lochiel Road.

To account for the upgrade of the main Airport intersection with SH21, it is considered that an alteration to designation D43 is the most efficient and effective method to provide for the proposed intersection upgrade.

As the intersection and associated realignment of Lochiel Road will no longer be required, Designation D49 will be uplifted after the confirmation of the proposed alteration to designation D43.

Section 181 of the RMA provides for the alteration of a designation. In this case, the alteration to designation is being sought under s181(2) of the RMA and as such, all sections 168 to 179 and 198AA to 198AD shall, with all necessary modifications, apply to a requirement referred to in subsection (1) as if it were a requirement for a new designation.

The following sections of this report sets out the requirements of an application under s181(2).

### 4.1 The NZ Transport Agency

The NZ Transport Agency is a Crown entity and Requiring Authority. The Transport Agency's objective pursuant to section 94 of the Land Transport Management Act 2003 (LTMA) is to undertake its functions in a way that contributes to an effective, efficient, and safe land transport system in the public interest. The intersection improvements along the SH21 corridor are targeted at meeting these objectives.

### 4.2 Proposed Roundabout

As described in Section 3.1.1 of the report above, to account for an improved main access to the Airport and the Central Precinct, a roundabout is proposed approximately 100m to the north of the existing airport entry. Conceptual drawings of the proposed roundabout are included in this report as Appendix G.

The roundabout provides for a two-lane carriageway heading north to south and into and out of the Airport. Access to the Mystery Creek Events Centre, Go-Kart Speedway and Hamilton Pistol Club is retained off an eastern access leg.

The roundabout geometric design is to Austroads standards, and the position achieves a separation distance of 560m to Mystery Creek Road from the centre of the roundabout. NZ Transport Agency specify the separation distance of intersections on State Highways to be at least 500m according to the Planning Policy Manual, which is achieved in this case. Sightlines at the roundabout can achieve Austroads mandatory Category 2 requirements and potentially also Category 3 requirements on all approaches.

The main roundabout provides access to a smaller diameter roundabout that will provide access to Ossie James Drive (a vested local road) and to the Airport Terminal. This smaller roundabout will be constructed simultaneously with the main roundabout and will become local road vested in Waipa District Council.

As a result of feedback from the NZ Transport Agency, a condition of consent for the NoR decision is being offered that requires the separation distance between the outside of the circulating carriageway of the SH 21 roundabout and the limit line on the approach to the internal roundabout to be 60m or as close as practicable to 60 metres subject to external constraints, geometric design requirements and appropriate safety audits. For the proposed wording refer to section 5.12.

#### 4.3 Southern Access

To account for the revised access strategy and separation of the southern land uses from Airport terminal traffic, a new Southern Precinct access is required. Concept drawings of the proposed access are included in this report as Appendix G. Plans of the proposed access are included in this application, however an alteration to designation is not required to implement the new access as this access can be constructed as part of any business park development/subdivision in the future.

#### 4.4 Private Accessways

Private accessways at the main roundabout will be realigned to suit the new eastern access leg. The Hamilton Pistol Club and Go-Kart Speedway in particular will require their accessways realigned to suit as will the Numax Contracting entrance opposite the new Southern Precinct access. The Mystery Creek Events Centre driveway will not require any realignments or upgrading.

The Honey NZ property located on the eastern side of SH21 and to the south of the roundabout is not affected and will be retained as it located at a safe intersection sight distance.

#### 4.5 Earthworks

To construct the new roundabout and southern access will require earthworks and associated erosion and sediment control. Further detailed design will be required to finalise the construction methodology and extent and volumes of earthworks and it is considered that this can be managed via the Outline Plan process and if required, the regional consent process.

#### 4.6 Stormwater Management

Stormwater management for the proposed upgrades will be confirmed at the detailed design stage of the project and any resource consents required for the works will be obtained prior to construction. Adequate provision has been made for stormwater management for the roundabout, with area available on the southwestern quadrant and on the south eastern side of the roundabout.

#### 4.7 Airport Gateway

As identified in the Structure Plan (S10.3.1), the main access should create a gateway to the District and the Region. The proposed designation accounts for the provision of landscaped area, in particular on the southwest and northwest quadrants and possibly the central island.

Specific design of landscaping and associated gateway structures (if applicable) will be considered in the detailed design phase and will likely involve a number of stakeholders including the WRAL Group, the NZ Transport Agency and iwi.

The revised Structure Plan also provides for the provision of open space and landscaping in this area.

#### 4.8 Alteration to Designation

The NZ Transport Agency seeks to alter Designation D43 contained within the District Plan. The alteration is required at one specific location on SH21 to account for the new main entry of Hamilton

Airport. The extent of the alterations are indicated on Drawing 144380/01/P/0233 contained within Appendix I.

#### 4.9 Land Requirements

Associated with the amended roundabout location are land requirements from a number of property owners. As indicated on Drawing 144380/01/P/0231 contained within Appendix J, there are four specific land requirements. These are summarised in Table 4.1 below.

Table 4.1. Land Requirements

Key	Owner	Legal Description	Certificate of Title	Purpose	Requirement (m <sup>2</sup> )
A	Shaw's Property Holdings Limited	Lot 1 DP 460851	605012	State Highway	5580
B	Waikato Regional Airport Limited	Lot 8 DP 407016	424710	State Highway	86
C	Waikato Regional Airport Limited	Lot 10 DPS 61001	SA49B/338	State Highway	582
D	Hamilton Pistol Club Incorporated	Lot 1 DP 478274	664317	State Highway	200

Written approvals from WRAL and TPL are included in Appendix N. Written approval from Shaw's Property Holdings Ltd is also included in Appendix N. Consultation with the Hamilton Pistol Club Incorporated is ongoing. Refer to Section 15 for further information on the consultation undertaken with these parties.

#### 4.10 Outline Plan and Regional Consent Requirements.

Due to the concept level of the design for the roundabout, further detail of the construction methodology, including the proposed earthworks and stormwater management measures will be required prior to construction. It is considered that the Outline Plan requirements as per s176A of the RMA can account for the further detail required.

Any consenting requirements under the Waikato Regional Plan can be accounted for in the construction program and would likely be confirmed in conjunction with the submission of an Outline Plan.

#### 4.11 Lapse Period

Designation D43 currently has no lapse period associated with it and the NZ Transport Agency request that the alteration to designation also have no lapse period.



## 5 Site Description

### 5.1 Site location

The Hamilton Airport and adjacent Titanium Business Park is located near the northern extent of the Waipa District boundary, located on the intersection of SH3 (Ohaupo Road) and SH21 (Airport Road). The Waikato River is located just to the east of the Airport and Hamilton City is approximately 10km to the north. Figure 5.1 overleaf outlines the site location.

The land subject to the plan change is only that contained within the Southern and Central Precincts of the Structure Plan area. A site plan contained within Appendix D.

### 5.2 Site Ownership

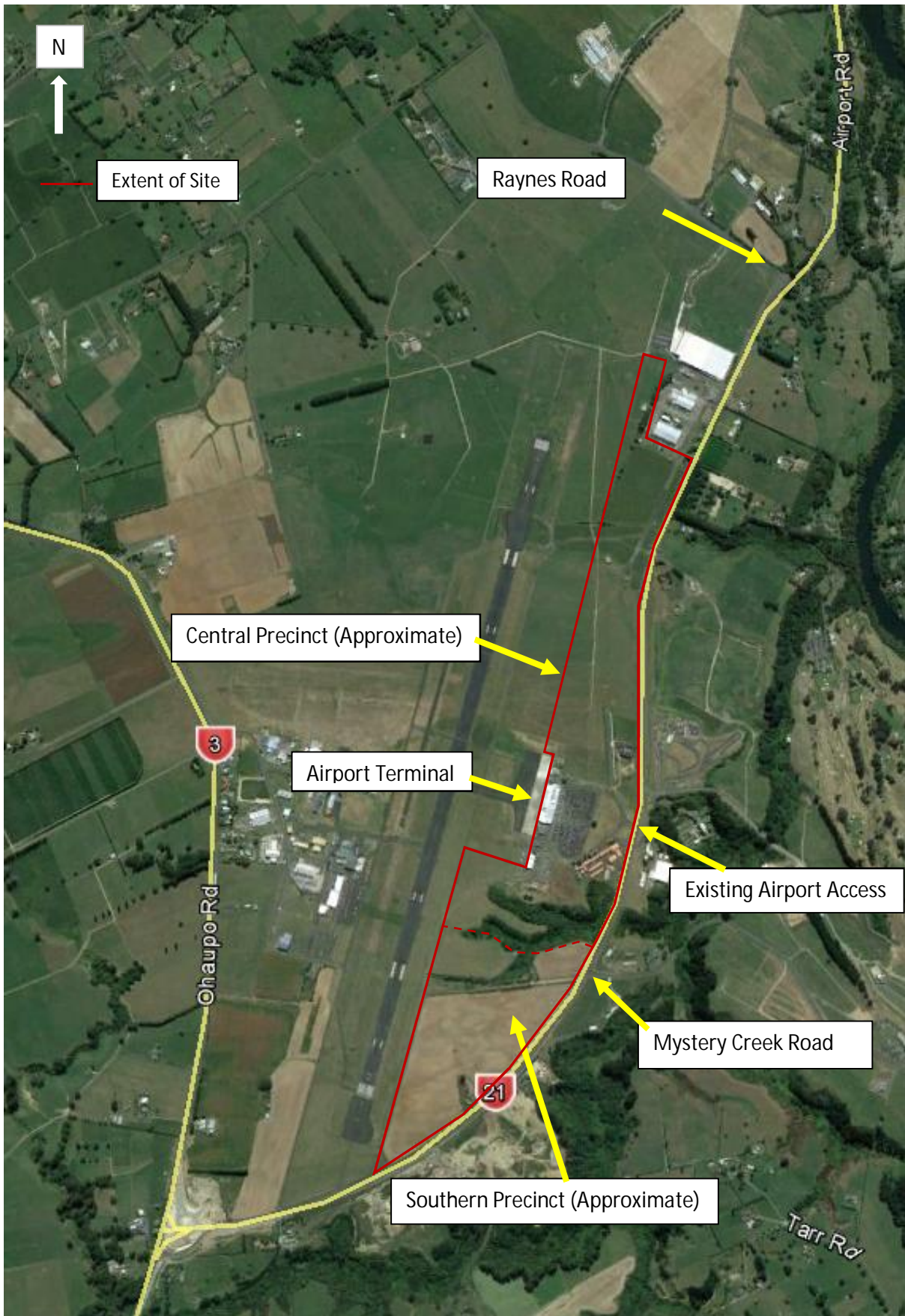
The legal descriptions and landowners of the plan change site are set out in Table 5.1 below.

Table 5.1: Certificate of Title Details

Legal Description	CT Reference	Land Area	Owner
Lot 5 DP 407016	424708	2.8092	Waikato Regional Airport Limited
Lot 6 DP 407016	424709	10.4269	Titanium Park Limited
Lot 7 DP 407016	424715	16.0682	Waikato Regional Airport Limited
Lot 1 DPS 73081	SA58D/526	0.5873	Waikato Regional Airport Limited
Lot 2 DPS 73081	SA58D/527	0.8166	Waikato Regional Airport Limited
Lot 8 DP 407016	424710	0.8138	Waikato Regional Airport Limited
Lot 7 DP 407016	407016	16.0682	Waikato Regional Airport Limited
Lot 1 DP 460851	605012	1.0046	Shaw's Property Holdings Limited
Lot 2 DP 460851	605013	0.3455	Shaw's Property Holdings Limited
Lot 1 DP 502976	754449	0.2977	Tanbo Properties Limited
Lot 2 DP 509012	775884	0.3646	Evergreen Properties Limited
Lot 3 DP 509012	775885	0.3500	Titanium Park Limited
Lot 100 DP 509012	775886	10.6377	Titanium Park Limited
Lot 9 DP 407016	424711	2.7103	Waikato Regional Airport Limited

Recent search copies of the above Certificates of Title are contained in Appendix K.

Figure 5.1 – Site overview



### 5.3 Site Zoning

The site is zoned Airport Business Zone with various overlays and layers present, including:

- Airport Business Zone Structure Plan overlay
- Hamilton Airport Strategic Node
- Various airport operational boundaries (i.e. Horizontal and Conical Surfaces)
- SH21 and SH3 are noted as Strategic Road (Major or Minor Arterial)
- Indicative Road

A copy of the District Plan Planning Maps are included as Appendix C.

### 5.4 Adjoining Designations

Two designations held by the NZ Transport Agency are located within and adjacent to the site as follows.

- Designation D49 is located just south of Lochiel Road and crosses both TPL land and land in private ownership (Lot 2 DPS 88455). D49 is to account for the previously identified upgraded entry to the Airport Terminal, the Business Park and the realignment of Lochiel Road.
- Designation D43 directly adjoins the Airport's eastern boundary. D43 is the designation for SH21.

### 5.5 Existing Transport Network

The Airport and adjacent Airport Business Zone land is bounded by SH3 to the west and SH21 to the south and east. SH21 provides access to the Airport car park and terminal. It also provides frontage to both the Central and Southern Precincts of Titanium Park. SH21 is a two-lane, two-way road with 3.5m lane widths and variable shoulder widths. It has a posted speed limit of 100 km/h.

The main airport access is shown in Figure 5.2 below. The intersection has a left turn in deceleration lane, as well as a right turn bay on SH21.

Figure 5.2 – Existing main entry to Airport off SH21



### 5.5.1 Baseline Transport Network

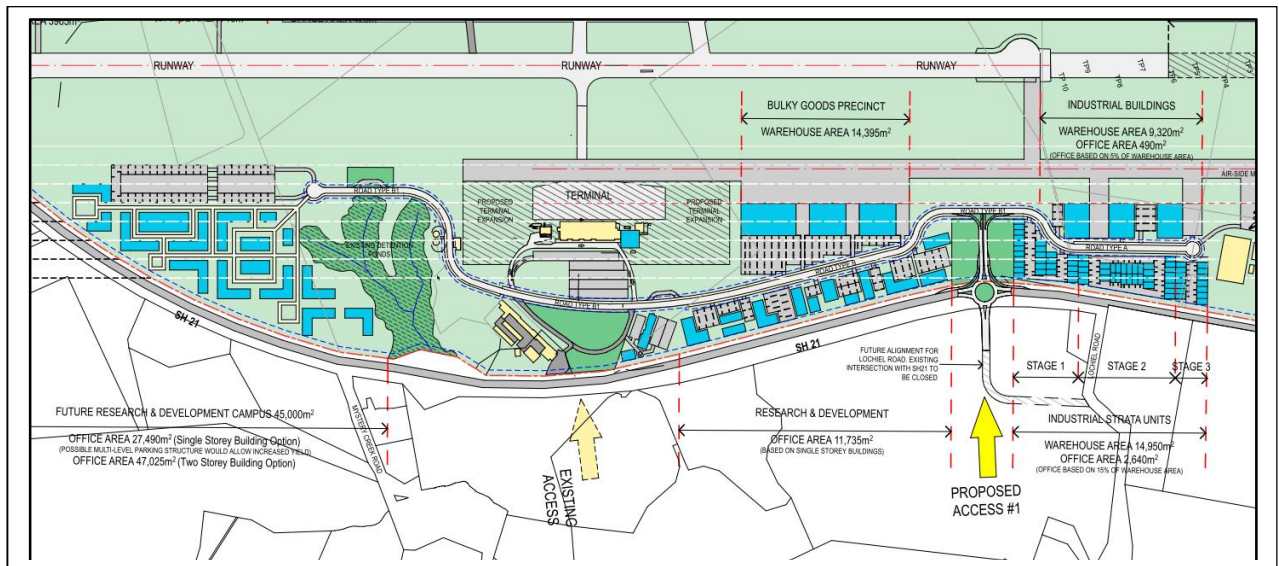
The existing transport environment includes the transport upgrades that have been identified in the Airport Business Zone Structure Plan and are incorporated into the District Plan. The baseline access strategy for the Airport Business Zone was agreed via the Memorandum of Agreement (MoA) previously with what is now the WRAL Group and the NZ Transport Agency.

The MoA identified that a new roundabout intersection is to be constructed on SH21 to provide access to the Central and Southern development precincts of Titanium Park once pre-defined traffic performance and/or land area development criteria are triggered. The location for the roundabout was agreed with the NZ Transport Agency and defined in the Structure Plan at a point approximately 160m south of Lochiel Road.

Upon construction of the roundabout, the existing SH21 / Airport intersection and SH21 / Lochiel Road intersection would be permanently closed.

Also included in the Structure Plan is an indicative road network that provides for guidance for development within the Airport Business Zone. An extract of the Airport transport network for the Central and Southern Precinct is outlined in Figure 5.3 below.

Figure 5.3 – Baseline transport network



### 5.6 Public Transport

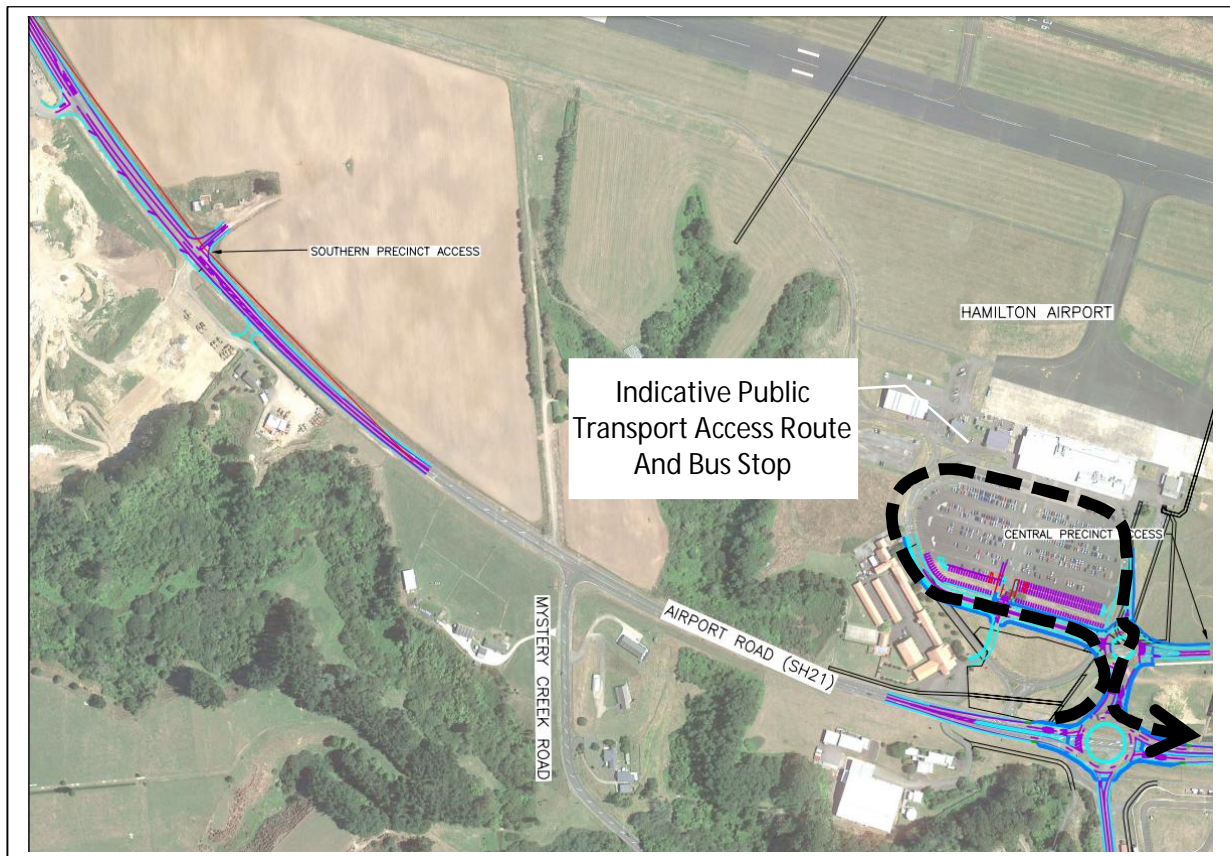
There are no specific public transport (PT) services or infrastructure serving passengers or employees of the Airport or business park, at the present time, due to insufficient demand for such services. Airport passengers arrive and depart the facility either by private vehicle, rental vehicle or taxis and airport shuttles. There is a specific drop-off and pick-up platform for taxis and shuttles directly outside the Airport Terminal. This could in future be easily transformed to allow for public buses if services were to commence operation.

However, discussions at a high level between the WRAL Group, the NZ Transport Agency and Hamilton and Waipa Councils are occurring about long-term future PT provision between Hamilton and the Airport. The current thinking is that the Southern Links project provides the best opportunity for such services and affords the most direct route for a future-proofed integrated PT service. The concept will be developed further when the Southern Links project advances towards detailed design.

In the meantime, the revised access strategy with the roundabout positioned near the existing main entrance will allow greater efficiency and safety for future public bus movements to and from the airport and employment areas of the Central Precinct than the existing network provides. Figure 5.4 below outlines a concept plan for potential PT circulation.

It is unlikely that future public bus services would access the proposed Southern Precinct road since it will be a cul-de-sac and has a small catchment comprising a light industrial land use. Users of PT could instead access the Southern Precinct employment area from a stop located at the Airport terminal via the connecting walking and cycling track around the gully that separates the two Precincts.

Figure 5.4: Concept Central Precinct PT access



## 5.8 Site Topography

The site is generally flat with the adjacent State Highway corridor somewhat lower than the surrounding Airport land. A vegetated gully system is located in the south east of the site and that is bisected by SH21 prior to continuing towards another larger gully feature trending north towards the Waikato River.

## 5.9 Site Ecology

The site does not contain any areas of significant ecological resources with the exception of the gully system in the centre of the site. The gully system is vegetated with a mix of regenerating natives and exotic species. A watercourse runs through the gully and across under SH21.

## 5.10 Existing Services

Various existing services exist over the site including infrastructure associated with Airport operations such as fuel and firefighting water supply.

Stormwater for the Airport Terminal, internal roading and developed parts of the Central Precinct off Ossie James Drive is managed by a combination of ground soakage and an existing drainage network that discharges to the nearby gully systems. Stormwater consents for these discharges are held by WRAL.

Wastewater is managed via two treatment plants and a storage tank. The Terminal is serviced via a septic tank located to the south of the main carpark and adjacent to the gully. Wastewater for the existing hotel is managed via a separate septic tank located adjacent to SH21. Wastewater for the industrial developments located off Ossie James Drive flow to a storage tank located in the road reserve. Waste within this storage tank is currently collected and taken to the Cambridge wastewater plant for disposal. The long-term wastewater solution for the industrial development and the Terminal is the construction of a package treatment wastewater plant. Regional consent for this plant has been obtained and its construction is expected in the next 2-5 years.

Water reticulation for the Terminal and the industrial development is provided via a connection to the Waipa District Council's Pukerimu trickle feed supply. The Airport also has consent for a bore that acts as a supplementary connection for the Terminal.

## 5.11 Existing Land Use

Within the Central and Southern Precincts exist various land uses. The Central Precinct is primarily comprised the Airport Terminal and associated services, facilities including carparking and the Hamilton Airport Hotel and Conference Centre which is located adjacent main entry.

The Business Park located off Ossie James Drive is partly completed with two commercial business currently operating and one in the construction phase. Subdivision consent that provides for an 100m extension of Ossie James Drive and the creation of 7 additional Airport Business Lots is currently been implemented and titles are expected for those lots in the coming months. Once titles have issued for this subdivision, up to 6.2ha of land will have been subdivided for development. Of that 6.2ha only 1ha is developed (or being developed). The remainder of the Central Precinct is cropped.

The Southern Precinct is currently undeveloped and is currently cropped.

## 5.12 Surrounding Land Use

Given the large landholding of the Airport, there are a substantial amount of surrounding land uses adjacent to the site. Key neighbouring activities include the following:

- Hamilton Pistol Club located to the east accessed from the Mystery Creek eastern accessway.
- Kartsport go-karting course to the east accessed from the Mystery Creek eastern accessway.
- Riverside Golf Club to the east accessed from Lochiel Road.
- Mystery Creek Event Centre to the east accessed from Mystery Creek Road and the Mystery Creek eastern accessway.
- A landscaping supplies business and a contracting business that are located to the south east of the site.

- Various industrial/ commercial businesses which are located on the south west of the site (e.g. Visy).
- An aviation commercial services hub is located in the west of the site off Ingram Road.
- A number of residential or rural residential dwellings are located around the airport as well as farming operations.
- Industrial/ warehousing to the north (e.g. Pacific Aerospace).
- Narrows Camping site to the northeast.

## 6 Statutory Assessment Framework

This section sets out a summary of the statutory framework required for the consideration of the Plan Change and the Alteration to Designation.

### 6.1 Framework for Plan Change Request

The Plan Change process is subject to the provisions in the RMA, including Part 2, the Purpose and Principles, and Sections 31, 32, 74 and Part 2 of Schedule One. Part 2 of Schedule One links the private plan change process back to the provisions of Part 1 (Council initiated plan changes) via clause 29, meaning there is a degree of commonality between both.

However, the framework needs to be applied correctly so that the assessments and information contained in this report are used to draw the right conclusions. In particular, the Supreme Court 2014 decision *Environmental Defence Society Inc. vs the New Zealand King Salmon Co Ltd*<sup>5</sup> provides guidance as to how Part 2 of the RMA applies to plan changes. Prior to the *King Salmon* decision an 'overall judgement' approach was taken, whereby it was considered whether a plan change gave effect to Part 2 including assessing it individually against the various matters in sections 6, 7 and 8 of the RMA. *King Salmon* changed the decision-making process for district and regional plan changes. It found that there was no need to refer back up the hierarchy of plan provisions to Part 2, because other high-level planning instruments (in that case the New Zealand Coastal Policy Statement) are deemed to have given effect to Part 2 at the national, regional or local level.

However, the Court also noted that there are three exceptions to this general rule:

- a) Invalidity, i.e. the higher order document may be illegal.
- b) Incomplete coverage, i.e. the higher-level document may not fully cover the issue being considered.
- c) Uncertainty of meaning, i.e. the higher-level document is not clear in its application to the issue.

In this case, the relevant planning instruments that are being applied are the RPS, the District Plan and the NPS – Urban Development Capacity (NPSUDC).

The question to be considered is the extent to which they can be relied on as incorporating all relevant Part 2 matters, or whether any of the above exceptions apply, meaning that Part 2 needs to be revisited. In terms of timing, the RPS was in place before the District Plan was made operative.

In terms of the issues of Airport business land allocation, integration of land use with infrastructure and meeting peoples' needs for business land the objectives and policies of the RPS and District Plan provide comprehensive coverage and are valid documents.

The NPSUDC is different. It was published on 3 November 2016 so is predated by the RPS and the District Plan. The NPSUDC gives effect to Part 2 in respect of urban development capacity issues and the RPS and District Plan have yet to take it into account.

Waipa District Council recently notified Plan Change 5 that looks to incorporate the NPSUDC and a summary of submissions was notified on 15 March 2018. At this stage however, Plan Change 5 can be afforded little weight.

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<sup>5</sup> NZSC 38, (2014) NZLR 593



Therefore, the assessment against the NPSUDC is important in respect to any aspects that are not fully addressed in the RPS or District Plan. Therefore, the assessment in Section 13.1 of this document places weight on the NPSUDC, given that it came into effect after both the RPS and the District Plan and is a higher-level document.

Where there is any inconsistency with those planning instruments the NPSUDC prevails. However, for completeness, in case there is any concern by the decision maker that the issues are not fully covered or are uncertain, this report includes a Part 2 RMA assessment.

### **6.1.1 Section 32 RMA**

Section 32 of the RMA imposes on Council a duty before making a decision on a plan change application to carry out an evaluation. An evaluation under s32 is provided in s7 of this report. The relevant parts of s32 are:

- (1) *An evaluation report required under this Act must –*
  - (a) *Examine the extent to which the objectives of the proposal being evaluated are the most appropriate way to achieve the purpose of this Act; and*
  - (b) *Examine whether the provisions in the proposal are the most appropriate way to achieve the objectives by*
    - i. *Identifying other reasonably practicable options for achieving the objectives; and*
    - ii. *Assessing the efficiency and effectiveness of the provisions in achieving the objectives; and*
    - iii. *Summarizing the reasons for deciding on the provisions; and*
  - (c) *Contain a level of detail that corresponds to the scale and significance of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the proposal.*
  
- (2) *An assessment under subsection (1)(b)(ii) must –*
  - (a) *Identify and assess the benefits and costs of the environmental, economic, social, and cultural effects that are anticipated from the implementation of the provisions, including the opportunities for –*
    - i. *Economic growth that are anticipated to be provided or reduced; and*
    - ii. *Employment that are anticipated to be provided or reduced; and*
  - (b) *If practicable, quantify the benefits and costs referred to in paragraph (a); and*
  - (c) *Assess the risk of acting or not acting if there is uncertain or insufficient information about the subject matter of the provisions.*
  
- (3) *If the proposal (an amending proposal) will amend a standard, statement, regulation, plan or change that is already proposed or that already exists (an existing proposal), the examination under subsection (1)(b) must relate to –*
  - (a) *The provisions and objectives of the amending proposal; and*
  - (b) *The objectives of the existing proposal to the extent that those objectives –*
    - i. *Are relevant to the objectives of the amending proposal; and*
    - ii. *Would remain if the amending proposal were to take effect .....*

## **6.2 Framework for Notice of Requirement**

The NoR (alteration to designation) is being sought as per s181(2) of the RMA and as such sections 168 to 179 of the RMA will apply to the alteration sought. In this case, the following sections are considered relevant to the assessment of the alteration and are contained in the report below:

- S.171(1)(a) - relevant provisions of a national policy statement, coastal policy statement, regional policy statement, plan or proposed plan;
- S.171(1)(b) - whether adequate consideration has been given to alternative sites, routes or methods of undertaking the work if the requiring authority (NZ Transport Agency) does not have an interest in the land required for the work;
- S.171(1)(c) - whether the work and designation are reasonably necessary for achieving the objectives of the NZ Transport Agency;
- S.171(1)(d) - any other matter the Council considers reasonably necessary in order to make a recommendation; and
- Part 2 of the RMA.

### 6.3 Required Assessments

As there are commonalities with the assessment required for the Plan Change and the NoR, this report sets out those assessments in the following format:

Section of the Report	Relevant to
Section 7 <u>Section 32 Assessment</u>	Plan Change - sets out the s32 requirements including: <ul style="list-style-type: none"> <li>• Options assessment;</li> <li>• Efficiency and effectiveness assessment (cost/ benefit analysis);</li> <li>• Summary of the reasons for deciding on the provisions; Why the proposed change is the most appropriate way to achieve the purpose of the RMA;</li> </ul>
Section 8 <u>Assessment of Effects</u>	Plan Change and Alteration to Designation – sets out the effects assessment Schedule 1 Clause 22(2) & s171
Section 9 <u>Relevant Provisions of Planning Documents</u>	Plan Change and Alteration to Designation - sets out an assessment of relevant National Policy Statements, National Planning Standards, Regional Policy Statement and the Regional Plan; 74(1) - list
Section 10 <u>Iwi Authority Plans</u>	Plan Change and Alteration to Designation sets out on assessment against relevant iwi authority plans and/or Mana Whakahono a Rohe; and s74(2A) and Schedule 1 1A
Section 11 <u>Part 2 Assessment</u>	Plan Change and Alteration to Designation sets out an assessment against Part 2. s74(1) & s171

## 7 Section 32 Evaluation

The following sections of the report outline the required s32 assessments including outlining an options assessment, an efficiency and effectiveness assessment and summary.

### 7.1 Identification of Issues

Section 32 of the RMA is a key component of the policy development process for District Plan matters, including private plan changes. It requires a robust analysis of policy options, including options assessment and consideration of costs and benefits, before settling on the preferred option. This section records the s32 evaluation that has been undertaken in order to assess the proposed change.

The first step of the evaluation is to identify the issues that the plan change is intended to address (i.e. its objective). That is, the reason why the existing District Plan provisions are not appropriate or why certain amendments are required. Section 3.7 above has outlined the purpose of the Plan Change, which is to refine the appropriate District Plan provisions that address the operation of the Hamilton Airport and surrounding development land. Those issues are:

1. Ensuring that the Airport terminal is the prominent focal point upon entry from SH21 in the future by providing a 'gateway' access feature.
2. Locating the future SH21 access in a position to achieve the above, while also serving appropriate access to the business park (Central Precinct).
3. Separating of the development of the Southern Precinct from the Central Precinct to minimise conflict between terminal operations and business park traffic in the south while also minimising transport infrastructure cost.
4. Retaining walking and cycling connectivity between the Southern and Central precincts.
5. Managing activities in the Southern Precinct so as to minimise traffic volumes for the new southern access.

### 7.2 Options Considered

Having come to the conclusion that the existing Structure Plan and associated transport infrastructure is no longer appropriate to suit WRAL's operational and the business park development needs, several options were considered to address the issues.

1. Do nothing and undertake development as per existing provisions.
2. Lodge restricted discretionary activity resource consents for alternative development scenarios<sup>6</sup>.
3. Wait for the next District Plan review and make submissions to seek the rezoning.
4. Update the Structure Plan and transport provisions within the District Plan by private plan change.

In accordance with s32(1)(c) this evaluation is to a level of detail that corresponds to the scale and significance of effects anticipated by the proposed changes to the District Plan. The level of detail is therefore informed by the assessment of effects contained in Section 8 of this report. Those effects are in turn informed by the existing environment which in this case establish development rights and transport provisions not dissimilar from the changes proposed. Table 7.1 on the following pages evaluates the four alternatives.

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<sup>6</sup> Under Rules 15.4.2.84 and 15.4.2.85 of the District Plan

Table 7.1: Evaluation of Options

Alternative	Costs	Benefits
<p>1. Do nothing and undertake development as per existing provisions</p> <p>Retain the existing Structure Plan provisions (including access point to SH21), corresponding transport network triggers and land uses within the Central and Southern Precincts of Titanium Park.</p>	<p><u>Environmental</u></p> <ul style="list-style-type: none"> <li>The proposed link road between the terminal and Southern Precinct requires disturbance of vegetation and could potentially affect aquatic habitat within the gully system.</li> </ul>	<p><u>Environmental</u></p> <ul style="list-style-type: none"> <li>No environmental benefits.</li> </ul>
	<ul style="list-style-type: none"> <li>The construction of the main access roundabout at the proposed new location would be neutral when compared with the existing location catered for within the Structure Plan (Lochiel Road).</li> </ul>	
	<ul style="list-style-type: none"> <li>The construction of the new Southern Precinct access would be neutral as any potential effects as a result of construction could be mitigated by standard construction practices (e.g. erosion and sediment control and stormwater management).</li> </ul>	
	<p><u>Economic</u></p> <ul style="list-style-type: none"> <li>Loss of economic efficiency due to low uptake of land identified for office/ research facilities.</li> <li>Opportunity cost of having vacant land undeveloped.</li> <li>Loss of economic efficiency because of inability to supply large industrial lots that the market seeks.</li> <li>Loss of employment opportunities at both the construction phase and operational phase of tenants/ businesses.</li> <li>Inefficiency of having Southern Precinct land users travel through Airport operations areas and passenger terminal areas.</li> </ul>	<p><u>Economic</u></p> <ul style="list-style-type: none"> <li>No costs associated with seeking approvals for alternative development via resource consents or the plan change process.</li> </ul>

Alternative	Costs	Benefits
	<u>Social</u> <ul style="list-style-type: none"> <li>• Less safe internal roading network with a lack of separation of heavy vehicles, pedestrians and passenger traffic.</li> <li>• Loss of employment opportunities.</li> <li>• Vacant land resulting in a disparate development layout.</li> </ul>	<u>Social</u> <ul style="list-style-type: none"> <li>• The existing structure Plan provides certainty of the access arrangements to and from Airport Road.</li> </ul>
	<u>Cultural</u> <ul style="list-style-type: none"> <li>• The proposed link road would require the removal of vegetation and earthworks across the central gully system.</li> </ul>	<u>Cultural</u> <ul style="list-style-type: none"> <li>• There are no identifiable cultural benefits.</li> </ul>
<p>2. Utilise the resource consent approval process to gain development approvals</p> <p>Approvals for alternative development concepts and roading layouts can be sought via the resource consent process.</p>	<u>Environmental</u> <ul style="list-style-type: none"> <li>• There are no identifiable environmental costs.</li> </ul>	<u>Environmental</u> <ul style="list-style-type: none"> <li>• By avoiding the need to construct the link road across the gully, amended proposals would avoid potential effects on terrestrial and aquatic ecology.</li> </ul>
	<u>Economic</u> <ul style="list-style-type: none"> <li>• There are additional costs associated with the preparation of and processing of consent applications.</li> <li>• Risk of stakeholder opposition and disagreement around the nature of development and transport network.</li> <li>• There is risk of resource consents being declined and therefore the uncertainty can lead to a reluctance to invest in alternative development proposals.</li> </ul>	<u>Economic</u> <ul style="list-style-type: none"> <li>• This option would provide for development release in line with the WRAL Group's preference and hence realise uptake of development land sooner (dependent on consent processes and buy-in from stakeholders).</li> </ul>

Alternative	Costs	Benefits
	<ul style="list-style-type: none"> <li>As resource consents need to be based on specific development proposals there is an additional design cost.</li> </ul>	
	<p><u>Social</u></p> <ul style="list-style-type: none"> <li>With individual resource consents for development, there is risk of piecemeal development layouts that can detract from the overall intention and comprehensive approach sought via a Structure Plan.</li> <li>There is the potential for the provision of key transport infrastructure to be delayed if there are piecemeal transport assessments undertaken for individual development projects.</li> </ul>	<p><u>Social</u></p> <ul style="list-style-type: none"> <li>There is flexibility with individual resource consent applications for development as the WRAL Group can refine proposals to suit the immediate time horizon.</li> </ul>
	<p><u>Cultural</u></p> <ul style="list-style-type: none"> <li>There are no identifiable cultural costs.</li> </ul>	<p><u>Cultural</u></p> <ul style="list-style-type: none"> <li>Alternative layouts are likely so as to avoid the road construction across the central gully.</li> </ul>
<p>3. Pursue Structure Plan update through District Plan Review (Council- led)</p> <p>Provide for preferred transport infrastructure and land use via update of Structure Plan and associated District Plan provisions in third generation District Plan.</p>	<p><u>Environmental</u></p> <ul style="list-style-type: none"> <li>Neutral.</li> </ul>	<p><u>Environmental</u></p> <ul style="list-style-type: none"> <li>Neutral.</li> </ul>
	<p><u>Economic</u></p> <ul style="list-style-type: none"> <li>The next District Plan review is likely to be approximately 10 years away. Therefore, this alternative carries additional holding costs and lost opportunity costs of being unable to develop the land in-line with the preferred option.</li> </ul>	<p><u>Economic</u></p> <ul style="list-style-type: none"> <li>If a collaborative process, including the proposal in the next District Plan review would likely share a large proportion of the costs with Council providing an economic benefit to the WRAL Group.</li> </ul>
	<p><u>Social</u></p>	<p><u>Social</u></p>

Alternative	Costs	Benefits
<p>In all likelihood, this is not a practicable option given the timeframes involved, however is provided for completeness.</p>	<ul style="list-style-type: none"> <li>• There are no identifiable social costs.</li> </ul>	<ul style="list-style-type: none"> <li>• There are no identifiable social benefits.</li> </ul>
	<p><u>Cultural</u></p> <ul style="list-style-type: none"> <li>• There are no identifiable social costs.</li> </ul>	<p><u>Cultural</u></p> <ul style="list-style-type: none"> <li>• There are no identifiable cultural benefits</li> </ul>
<p>4. Rezone through private plan change</p> <p>Provide for preferred transport infrastructure and land use via update of Structure Plan and associated District Plan provisions (led by WRAL).</p>	<p><u>Environmental</u></p> <ul style="list-style-type: none"> <li>• Neutral – any potential effects of construction can be mitigated.</li> </ul>	<p><u>Environmental</u></p> <ul style="list-style-type: none"> <li>• By avoiding the need to construct the link road across the gully, the amended proposal would avoid potential effects on terrestrial and aquatic ecology.</li> <li>• Pedestrian and cycling connection is provided for between the Precincts and the terminal area and that provides for the potential for reduced vehicle use.</li> </ul>
	<p><u>Economic</u></p> <ul style="list-style-type: none"> <li>• There are costs associated with a private plan change that would not be attributed to a do-nothing scenario or are at a level higher than individual resource consent applications.</li> </ul>	<p><u>Economic</u></p> <ul style="list-style-type: none"> <li>• The Plan Change will if adopted provide surety for the WRAL Group in terms of a revised land use release and the location of infrastructure. This will provide more confidence in investment decisions and forward planning.</li> <li>• The revised access strategy would reduce conflict between terminal traffic and development traffic from the Southern Precinct, where more heavy vehicles are expected. This will lead to a reduction in congestion through the terminal area as currently proposed and increase efficiency of vehicle and passenger movements.</li> <li>• By avoiding the need for a new road crossing of the central gully system, this reduces infrastructure costs in the order of \$0.5-1m.</li> </ul>

Alternative	Costs	Benefits
		<ul style="list-style-type: none"> <li>• The combination of the main terminal access and entry for the Central Precinct being closer to the terminal is an efficient use of land compared to the existing planned location at Lochiel Road.</li> <li>• Cumulatively and when taken over a long-term time horizon, a Plan Change could prove cheaper than individual resource consent applications.</li> </ul>
	<u>Social</u> <ul style="list-style-type: none"> <li>• There are no identifiable social costs over and above the existing structure plan and District Plan provisions.</li> <li>• While the Plan Change is discrete in its proposed changes, it is expected to be publicly notified and hence the community can participate in the process.</li> </ul>	<u>Social</u> <ul style="list-style-type: none"> <li>• The provision of the main access to the Airport and associated landscape architecture will act as a gateway to the Waipa District and the wider Waikato Region. This can provide for social benefits in terms of defining a sense of arrival and departure.</li> </ul>
	<u>Cultural</u> <ul style="list-style-type: none"> <li>• Neutral.</li> </ul>	<u>Cultural</u> <ul style="list-style-type: none"> <li>• Neutral.</li> </ul>



The above table covers the assessment of alternatives in order to meet the objectives of the plan change. On the basis of the above, Option 4 was chosen.

### 7.3 Assessment of the Efficiency and Effectiveness of the Plan Change Provisions

An assessment of the efficiency and effectiveness of the proposed changes to the District Plan provisions (tracked changes as outlined in Appendix H) is outlined in Table 7.2 below. It is noted that the Plan Change does not seek changes to existing objectives or policies of the District Plan, it does however provide for the inclusion of a new objective and policy for the Southern Precinct and changes to the methods of implementing the existing objectives and policies, i.e. Rules and changes to the Structure Plan itself. Hence the assessment below is framed around how the proposed changes are efficient and effective in achieving the new and existing objectives and policies of the District Plan.

Section 31(1)(b) of the RMA requires an examination of the proposed provisions to ensure that they are the most appropriate way of achieving the relevant objectives. As this is an amending proposal, the assessment must relate to the provisions and objectives of the amending proposal and those objectives that already exist where they are considered relevant to the proposal and will continue to remain if the proposal was to take place.

This assessment shows that the proposed provisions will achieve the objectives of the District Plan. Further, the Plan Change as a whole is assessed against the national and regional policy documents, and Part 2 of the RMA, including its purpose, in Section 14 of this report. That assessment concludes that the Plan Change gives effect to the higher order documents, including Part 2.

Table 7.2 – Effectiveness and Efficiency Assessment

<i>Proposed Rules most appropriate to achieve the Objectives &amp; Policies (including suggested changes)</i>	
<p>Section 15 Airport Business Zone</p> <p><i>Development accessed via State Highway 21</i></p> <p>Rule 15.4.2.84 <i>Notwithstanding Rule 15.4.2.83, prior to the construction and completion of the new <u>Airport and State Highway 21 intersection near Lochiel Road</u>, and any necessary intersection upgrade at State Highway 3/State Highway 21, an initial gross area of land of no more than 8ha <u>within the Central Precinct</u>, excluding road reserve as identified on the Airport Business Zone Structure Plan in Appendix S10 as Stage 1 Development, may be subdivided and developed (but not for retail purposes) in accordance with these rules, provided that access is obtained from the existing Airport terminal access from State Highway 21 or the new <u>Lochiel Road Airport/State Highway 21 intersection</u>, if constructed.</i></p> <div style="background-color: #f0f0f0; padding: 10px; margin-top: 10px;"> <p><i>Activities that fail to comply with this rule will be a restricted discretionary activity with the discretion being restricted over:</i></p> <ul style="list-style-type: none"> <li>▪ <i>Effects on the State Highway network.</i></li> </ul> <p><i>These matters will be considered in accordance with the assessment criteria in Section 21.</i></p> </div> <p>Rule 15.4.2.85 <i>Any development or subdivision <u>within the Central Precinct</u> beyond the Stage 1 Development Area identified in the Airport Business Zone Structure Plan in Appendix S10, up to a total of <del>43.5</del> <u>36.6</u>ha including road reserve, of the land area within the Airport Business Zone accessed from State Highway 21, will require the closure of the existing terminal access and a new <u>access point Airport/ State Highway 21 intersection</u> to be constructed <del>on State Highway 21 near Lochiel Road</del>, in accordance with the Structure Plan attached in Appendix S10.</i></p> <div style="background-color: #f0f0f0; padding: 10px; margin-top: 10px;"> <p><i>Activities that fail to comply with this rule will be a restricted discretionary activity with the discretion being restricted over:</i></p> <ul style="list-style-type: none"> <li>▪ <i>Effects on the State Highway network.</i></li> </ul> <p><i>These matters will be considered in accordance with the assessment criteria in Section 21.</i></p> </div>	

Relevant Existing and Proposed Objectives and Policies	Costs / Benefits, Effectiveness and Efficiency
<p><u>Objective 1.3.1 – Settlement Pattern</u>  <i>To achieve a consolidated settlement pattern that:</i></p> <p>(a) <i>Is focused in and around the existing settlements of the District; and</i></p> <p>(b) <i>Supports the continued operation, maintenance, upgrading and development of regionally important sites and regionally significant infrastructure and nationally significant infrastructure, and provides for on-going access to mineral resources.</i></p> <p><u>Policy 1.3.1.4 Hamilton Airport Strategic Node</u>  <i>To enable a defined mixed use, industrial and business area that:</i></p> <p>(a) <i>Supports the Hamilton International Airport’s role as a transport hub; and</i></p> <p>(b) <i>Is consistent with the Hamilton Airport Industrial Node in the Waikato Regional Policy Statement, and is not of a large enough size or diverse enough function to compromise the primary commercial centres of Cambridge and Te Awamutu and the Hamilton central business district in the context of the sub-region; and</i></p> <p>(c) <i>Fulfils its role as an industrial node and employment area for the sub-region.</i></p>	<p>Costs/ Benefits</p> <p><u>Social</u></p> <p>The proposed changes to the District Plan provide positive social benefits by providing for a more defined gateway for visitors and users of the Airport Terminal. Further the proposed changes do not impede the ability of the Airport to provide for jobs for the community and in fact provide for increased efficiencies of Airport operations and integration of the regionally important transport infrastructure with the business park operations.</p> <p><u>Environmental</u></p> <p>The proposed changes to the District Plan provide for the minimising of potential adverse effects on the environment by avoiding the construction of roading infrastructure across the central gully.</p> <p><u>Economic</u></p>
<p><u>Objective 10.3.1 - Strategic physical resource</u>  <i>To support the economic and social well-being of the Waikato Region through providing for the integrated future development of the Airport and its surrounding land as a transport hub and business location, taking advantage of its strategic location and infrastructure while managing adverse effects on Airport operations.</i></p> <p><u>Policy 10.3.1.1 - Integrated development: Titanium Park</u>  <i>To enable development of a strategically important business park around the Airport, including integration of development with the Airport’s operational requirements, integration with the State Highway network, provision for public transport and other alternative transport modes such as walking and cycling, and provision for safe and sustainable road access from the road network.</i></p>	<p>The proposed changes to the District Plan provide for increased efficiencies in terminal operations and integration with the business park.</p> <p>Avoiding the need for a vehicular access across the central gully reduces the cost of roading infrastructure and by serving the larger industrial activities within the Southern Precinct off a new access direct to SH21, this reduces the conflict between the airport users and heavy vehicles.</p>

<p><u>Policy 10.3.1.3- Infrastructure costs</u>  <i>To ensure that the cost of any infrastructural services or upgrades needed to avoid, remedy or mitigate adverse effects on the environment arising from activities in the Airport Business Zone are met by those parties that create the need for such services or upgrades and that a development agreement is in place prior to development of the Northern Precinct.</i></p> <p><u>Policy 10.3.1.4- Managing effects on Airport operations</u>  <i>To ensure that activities within the Airport Business Zone are located and developed in a manner that manages adverse effects on the Airport and its operations.</i></p>	<p>Effectiveness and Efficiency</p> <p>The proposed changes to the Structure Plan are efficient and effective in achieving these objectives and policies. In particular, the amended provisions:</p> <ul style="list-style-type: none"> <li>• Clarify where required transport infrastructure is located to enable the efficient continued operation of regionally significant infrastructure, i.e. the Airport.</li> <li>• The revised access provisions and land use support the Airport's role as a transport hub, while also increasing efficiencies of terminal traffic and traffic associated with the Southern Precinct.</li> <li>• Makes it clear that any consents sought (as non-complying activities) for activities not provided for in the Southern Precinct will need to demonstrate that the transportation movements will not affect the safety and efficiency of the State Highway. The wording of the new objective and policy however also provides flexibility for mitigation to be undertaken to achieve this outcome.</li> <li>• The revised land use provisions further solidify the Airport and business park as an industrial node and employment area.</li> <li>• By providing a dedicated access for the Southern Precinct will lead to improvements in airport operations from the existing Plan Change provisions via minimizing traffic conflict between the Central Precinct, Airport Terminal and Southern Precinct.</li> <li>• The new location of the main terminal access and Central Precinct provides for efficiencies in the transport network by providing for main terminal traffic and Central Precinct.</li> <li>• Infrastructure cost savings in the order of \$0.5m - \$1m are realised by avoiding the need for the Southern Precinct to Central Precinct link road.</li> </ul>
<p><u>Objective 10.3.2 - Provide for business park</u>  <i>To provide for industrial and business activities, including offices and limited retail activities in an integrated mixed use business park within a defined area.</i></p> <p><u>Policy 10.3.2.1 - Limited retail activities</u>  <i>To provide for limited retail activity within the Airport Business Zone as a means of providing a service to the Airport and business park users, and the immediate neighbourhood.</i></p> <p><u>Policy 10.3.2.3 - Distinctive edge</u>  <i>To ensure that development in the Airport Business Zone is contained by creating a visually defined edge where the zone adjoins State Highway 3, State Highway 21, Raynes Road, other roads and other zones.</i></p>	
<p><u>Objective 10.3.3 – Development within the Southern Precinct</u>  <i>To enable the development of the Southern Precinct while maintaining the safety and efficiency of State Highway 21.</i></p> <p><u>Policy 10.3.3.1 – Types of activities</u>  <i>To restrict the types of activities located in the Southern Precinct to ensure the safe and efficient operation of the access to State Highway 21.</i></p>	
<p><u>Objective 15.3.15 - Structure planning</u>  <i>To achieve integrated development within structure plan areas.</i></p> <p><u>Policy 15.3.15.1 - Structure planning</u></p>	

*To enable development and subdivision within approved structure plan areas where the development and subdivision is integrated with the development pattern and infrastructure requirements specified in an approved structure plan.*

- Improve on the ability of the business park to provide for an integrated range of activities within the Structure Plan area – for example, by providing for more control over the types of activities within the Southern Precinct. That provides benefits in separation of those more industrial activities from the terminal operations.
- Do not affect the ability of retail activities to become established in the Business Park.
- Do not affect the ability of development to form a distinctive edge to SH21 (Airport Road).
- Proactively seek to update the Airport Structure Plan to better integrate development aspirations and the provision of infrastructure.

#### 7.4 Summary of the Reasons for Option Chosen

Utilising the Plan Change process to update the Airport Business Zone Structure Plan and associated rules is considered the most appropriate planning method to address the issues associated with the continued effective and efficient operation of Hamilton Airport and the Titanium Park Business Park.

The proposed updates to the Structure Plan, the new objective and policy and the associated rule amendments give effect to the existing District Plan and are not inconsistent with it. The proposed changes are efficient and effective methods of addressing the issues by separating the Southern Precinct from the Central Precinct and providing a central gateway intersection close to the terminal and are comprised in discrete sections of the District Plan and cover specific land uses within the specific Airport Business Zone.

Utilising the resource consent process for alternative development options is not preferable due to the potential for a resulting fragmented development layout, the potential for critical transport infrastructure delays and resulting stakeholder opposition. Utilising the Plan Change process avoids those issues and also has the benefit of providing longer term certainty to the WRAL Group and stakeholders and provides for input from the wider community.

Further, the District Plan review alternative represents a potential 10-year or more delay. Only the private Plan Change alternative involves an efficient and effective process that has the ability to address the identified issues. A plan change allows for District Plan rules to be revised to capture and address the management of traffic generation and land use integration and providing for a gateway for Airport users.

## 8 Assessment of Environmental Effects

### 8.1 Introduction

Under clause 22 of Schedule One to the RMA a request for a Plan Change must include a description of environmental effects that are anticipated. With respect to the alteration to designation, s171(1) requires an assessment of effects of the proposed NoR. Given the integral nature of the Plan Change and the Alteration to Designation, in that the alteration to designation seeks to give effect to the revised access strategy proposed in the Plan Change, it is considered appropriate to combine the assessment of effects.

These effects are to be described in such detail as corresponds with the scale and significance of the effects and taking into account clauses 6 and 7 of Schedule 4.

It is considered that the key environmental effects that need to be considered as part of the Plan Change and alteration to designation are considered to relate to:

- Transport effects;
- Landscape and visual amenity effects;
- Noise effects;
- Infrastructure and services effects; and
- Positive effects.

In assessing the actual and potential effects of the Plan Change and alteration to the designation, the permitted baseline and consideration of the existing environment is accounted for.

### 8.2 Existing Environment and Permitted Baseline

Assessments of environmental effects (in the context of resource consents) have established the principles of an assessment being undertaken after taking into account certain specified 'baseline' development. Essentially, an assessment can disregard effects associated with activities that are permitted by the District Plan (the 'permitted baseline') and only deal with effects over and above those permitted effects.

A permitted baseline is not directly relevant to plan changes, however in this case, the provisions of the Airport Business Zone would provide the basis of any assessment. The current zoning permits a range of permitted activities associated with the Airport, industrial and business park activities including the land uses that generate traffic onto the adjacent road network. In this case, the District Plan also provides for future road upgrades, that while not currently built, they form part of the existing environment (it is noted that the existing environment includes the designation D43 for the previously identified intersection near Lochiel Road).

Further, when assessing effects on the environment the 'environment' also includes the state of the environment as it might be modified by the future implementation of resource consents that have been granted, assuming that those consents are actually likely to be implemented. In this case, there are no outstanding consents that need to be considered.

### 8.3 Transport Effects

The potential transport effects relating to the Plan Change and associated Alteration to Designation relate to the performance of the existing Airport access given the revised land use assumptions in the Structure Plan, the performance of the proposed new roundabout (main Airport access) and the new Southern Precinct access as proposed in the revised Structure Plan. It is noted that the associated revisions to the land use assumptions for both the Southern and Central Precincts will positively influence trip generation. For example, the proposed controls of the land use provided for in the Southern Precinct were specifically formulated to reduce trip generation and traffic movements at the proposed intersection with SH21.

The Integrated Transport Assessment (ITA) prepared for the Plan Change (included as Appendix F) has assessed the transport effects of the proposed revised access strategy that forms the Plan Change and components of the Alteration to Designation. In summary, the traffic effects of the proposal are considered to be no more than minor. In particular the proposal:

- Provides for a revised land use distribution across the Central and Southern Precincts that reduces trip generation by 55% in the PM peak and 60% in the AM peak. Accordingly, that enables the existing Airport access to perform acceptably until 2027;
- Provides for a new main intersection for the Central Precinct that meets Austroads standards, meets NZ Transport Agency Planning Policy Manual requirements and will perform with a level of service A on SH21 through to 2041 with full development of the Central Precinct; and
- Provides for a new Southern Precinct intersection that can perform well for 15 years with 100% of the Southern Precinct developed. Further, the intersection has sufficient capacity to perform satisfactorily for 20 years until Southern Links provides an alternative to SH21.

### 8.4 Landscape and Visual Amenity Effects

The proposed changes to the District Plan provisions do not provide for landscape and visual amenity effects by their imposition. That is, the changes in activity status for the activities in certain precincts still lead to activities that could be reasonably expected within the Airport Business Zone, i.e. activities associated with an Airport and Business Park.

Landscape and visual amenity effects could however present themselves via the construction of transport infrastructure associated with the expected development.

It is considered that the landscape and visual effects of the Plan Change and Alteration to Designation are no more than minor in the context of the changes enabled by the established District Plan provisions and existing designations.

In summary:

- The inherent character of the site and surrounds of the Airport will not change due to the existing Airport Business Zone and Structure Plan providing for such activities;
- There is a positive outcome in the area of the central gully system as the revised roading network will not lead to ground disturbance or construction of major physical infrastructure in this location;
- The District Plan seeks an identified a 'gateway' into the Waipa District and wider Waikato Region. The proposed Plan Change and associated alteration to designation retains this gateway and positions it closer to the Airport Terminal itself; and



- The new intersection to be provided for the Southern Precinct is to be constructed adjacent to the State Highway corridor where such intersections are to be an expected component of the landscape. Further, the highway corridor at this location is depressed in a cutting below the surrounding environment.

## 8.5 Noise Effects

There is the potential for the Plan Change and alteration to designation to give rise to noise effects as a result of the implementation of the proposed changes. Namely, through the construction of the new Central Precinct access and the new Southern Precinct access. It is considered that any proposed revisions in land use provided for in the Southern Precinct does not provide for noise effects.

Operationally, the proposed main access roundabout is being constructed on an existing designated State Highway and will provide for a reduction of vehicle speeds as drivers negotiate the roundabout. Any noise effects as a result of the operation of the roundabout will be no more than minor.

In terms of any noise effects as a result of the operation of the Southern Precinct access, it is noted that the access is located in an area that is rural or industrial in nature. Any noise generated from vehicles using the new access will be no more than minor in the context of the surrounding uses as rural based industries (i.e. a contracting yard and landscape supply business) are located to the south and the operating airfield and cropping activities to the north.

Any noise associated with the construction of both the new Central and Southern Precinct accesses can be managed appropriately through compliance with the New Zealand Standard NZS 6803:1999 *Acoustics – Construction noise*.

## 8.6 Economic Effects

It is important to note that the proposed Plan Change does not change the total land use allocation within the Airport Business Zone, in particular the Central and Southern Precincts. The total allocation remains 44ha, however the allocation of specific land uses within the Central and Southern Precincts are to be managed as per the revised Activity tables outlined in Appendix H.

While certain activities are being restricted in the Southern Precinct (vehicle rental and valet services, vehicle parking and storage, service stations, commercial garages, cafes, restaurants, takeaway good outlets and licensed premises, visitor accommodation, places of assembly, conference facilities, offices, hire facilities, building supply outlets and retail activities) by means of introducing a Non-Complying activity status, there is nothing restricting these activities from being established in the Central Precinct and therefore still contributing to the overall employment and economic opportunities envisaged by the Airport Business Zone.

Furthermore, the proposed Plan Change seeks to provide for the long term operational efficiency of the Airport (and Business Park) by avoiding the traffic generated by activities in the Southern Precinct using the internal access road as envisaged by the current Structure Plan. Given the significance of the Airport and its operations in the context of the wider region (as noted in the RPS), the efficiency gains can be considered as being significant and positive.

The revised transport network also avoids the requirement for costly roading infrastructure across the central gully system by providing direct access off SH21 for the Southern Precinct.

Accordingly, it is considered that overall, the proposed plan change will not provide for economic effects that can be considered more than minor.

## 8.7 Infrastructure Effects

The proposed Plan Change and alteration to designation is not considered to give rise to effects on infrastructure that are more than minor. As noted above, the overall proportion of business zoned land across the Central and Southern Precincts will not change.

Any specific land use provided for within the precincts and subsequent infrastructure demands (wastewater, stormwater, water supply) can be addressed through the detailed design and/or land use/ subdivision consent process. Further the provision of power supply and telecommunications can be addressed in consultation with network operators.

## 8.8 Ecological Effects

The proposed Plan Change and alteration to designation will not provide for adverse effects that are more than minor. There are no areas subject to the application that are considered to have ecological values, with the exception of the central gully and the central gully is being positively impacted as a result of the proposal (avoidance of road construction in this area).

The construction of the roundabout can also be managed so as to avoid or mitigate effects and the Outline Plan and Regional Consent process can further address the construction phase.

## 8.9 Positive Effects

The proposed Plan Change and alteration to designation provides for the following positive effects:

- Increasing the operational efficiency of the Airport operations and freight and passenger circulation via providing for improved roading access;
- Providing for a more appropriate Precinct for the provision of large lot industrial activities that do not conflict with Airport operations (Southern Precinct);
- Reducing the costs of the provision of roading infrastructure by avoiding the need for a road connection across the central gully; and
- Providing for improved access to the Airport Terminal and adjacent landowners while also creating a gateway entrance for a sense of arrival and departure for airport users.

## **9 National Policy Statements & National Planning Standards (s74(1)(ea))**

### 9.1 Introduction

National Policy Statements (NPS) are prepared under the RMA. They establish objectives and policies for matters of national significance relevant to achieving the purpose of the RMA. All District and Regional Plans are to give effect to NPS in their plans and policies.

National Planning Standards have yet to be formally notified for submissions and hence have no weight on this plan change.

It is considered that the NPS applicable to the plan change, the NPS on Urban Development Capacity (NPS-UDC). The NPS-UDC came into effect on the 1 December 2016 and provides objectives and policies to increase capacity for urban development.

### 9.2 NPS on Urban Development Capacity 2016

The NPS-UDC is one of several initiatives working towards improving the housing supply and affordability in New Zealand as well as ensuring adequate supply of business land. It is about recognising the national significance of:

- Urban environments and the need to enable such environments to develop and change; and
- Providing sufficient development capacity to meet the needs of people and communities and future generations in urban environments.

This NPS-UDC covers development capacity for both housing and business, as it identifies that both aspects are important to achieving well-functioning urban environments. Urban planning should enable people and communities to provide for their social, economic, cultural and environmental wellbeing through development, while managing its effects. It also acknowledges that urban development is largely dependent on the development of infrastructure and encourages integration and coordination of land use and infrastructure planning.

It is a requirement on Councils under the NPS-UDC to ensure that their plans provide enough commercially feasible land to be developed and their planning methods should promote accessibility and connectivity between housing and businesses, now and in the future. The Waipa District (as its immediate neighbouring District to the north, Hamilton City) is identified as a high growth urban area in the NPS-UDC. An assessment of the proposal against the relevant provisions of the NPS-UDC is set out in Appendix L of this report. In summary, the proposal recognises the national significance of the NPS-UDC by:

- Recognising and accounting for the provision of sustainable and integrated infrastructure that supports the wider Waikato regional urban areas while increasing the efficiency of the Airport's internal transport network.
- Recognising and accounting for the efficient provision of business/industrial land to meet demand and the revised transport access strategy supports necessary transport infrastructure.
- Being responsive in identifying a revised development pattern and supporting transport network that is more efficient in providing for regionally important industry land use and transport infrastructure.

- Only revising specific Permitted activities provided for within the Airport Business Zone by Precinct, the proposal does not alter the distribution or availability of industrial or business zoned land within the region.

## 10 Regional and Strategic Planning documents (s.74(2)(a)(i))

### 10.1 Waikato Regional Policy Statement (RPS)

The RPS aims to achieve integrated management and protection of Waikato's natural and physical resources by identifying and addressing resource management issues within the region. The RPS must give effect to National Policy Statements. The main issue of relevance for this development is the management of the Built Environment (Section 6).

#### *Section 6 Built Environment*

Section 6 of the RPS aims to ensure that the built environment is planned and coordinated, including coordination with the provision of infrastructure. This section of the RPS ensures that the Future Proof Land Use pattern is implemented through District Plan provisions in order to provide appropriately zoned and serviced land to enable development to occur now and in the future. It is considered that the relevant policies of the RPS to the Plan Change are as follows.

- Policy 6.1 - ensures that subdivision, use and development of the built environment occurs in a planned and co-ordinated manner.
- Policy 6.3 – ensures co-ordination of growth and infrastructure.
- Policy 6.6 – ensures management of significant infrastructure and energy resources.
- Policy 6.13 – ensures governance collaboration in the Future Proof area.

It is considered that the Plan Change is consistent with the RPS as it does not significantly alter the distribution of land uses within the Airport Business Zone or adversely affect the operation of the regionally significant Airport or state highway infrastructure.

Furthermore, the proposal seeks to positively improve the operation of the Airport by avoiding conflict of its operations with business park traffic and improve the efficiency and attractiveness of the main Airport Terminal access. The proposal looks to coordinate the growth of the Business Park with the provision of infrastructure and the ITA has shown that the proposed transport infrastructure is consistent with regional wide transport infrastructure such as the Waikato Expressway and Southern Links.

The Plan Change and NoR has also been the subject of collaboration with the WRAL Group, the NZ Transport Agency and Waipa District Council with a view to protect and ensure the effective operation of the Airport, the Business Park and adjacent transport infrastructure.

## 11 Transport Strategies and Policy

This section sets out the national and regional transport framework and is provided in terms of other regulations in terms of the assessment of the NoR (s171(1)(d)).

### 11.1 Connecting New Zealand (2012)

Connecting New Zealand (2012) was prepared by the NZ Transport Agency to provide an overview of the government's broad policy direction for the transport sector from 2012 to 2022. The overall objective for transport is as follows:

*'The government is seeking an effective, efficient, safe, secure, accessible and resilient transport system that supports the growth of our country's economy, in order to deliver greater prosperity, security and opportunities for all New Zealanders.'*

It is considered that the proposed NoR is consistent with the policy direction of Connecting New Zealand.

### 11.2 Government Policy Statement on Land Transport 2018

The Government Policy Statement (GPS) outlines the Government's strategy to guide land transport investment between 2018/2019-2027/2028. It also provides guidance to decision-makers about where the Government will focus resources, consistent with the purpose of the Land Transport Management Act, which is:

*"To contribute to an effective, efficient, and safe land transport system in the public interest."*

Furthermore, this GPS identifies a set of national land transport objectives for a land transport system. The GPS identifies new strategic priorities and amended objectives to the previous GPS, with themes focussed on safety, mode neutrality, liveable cities, regional economic development, protecting the environment, and delivering the best possible value for money.

Accordingly, the key strategic priorities of the GPS are defined as Safety and Access, with supporting strategic priorities of Value for Money and Environment protection. These are defined further as follows:

- Safety: Delivering a land transport system free of death and serious injury;
- Access: Provides increased access to economic and social opportunities, enables transport choice (reduces the need to travel by private motor vehicle);
- Environment: Prioritises reducing greenhouse gas emissions and supports a mode shift to lower emission forms of transport (walking, cycling, public transport and electric vehicles) and public health benefits; and
- Value for Money: Delivers the right infrastructure and services to the right level, at the best cost.

Further explanation of the themes in the GPS2018 to assist with delivering the strategic priorities are:

- Addresses current and future demand for access to economic and social opportunities;
- Provide appropriate transport choices;
- Is resilient;
- Is a safe system, increasingly free of death and serious injury;

- Mitigates the effects of land transport on the environment; and
- Delivers the right infrastructure and services to the right level at the best cost.

It is considered that the proposed NoR is consistent with the new GPS as it will address current and future demand for economic and social opportunities by enabling the Airport and associated Business Park while also being of safe design, mitigating environment effects, and being cost-effective.

### 11.3 National Land Transport Programme 2015-2018

The National Land Transport Programme provides an overview of the investment expected between 2015 and 2018 and what this spending will be focused on achieving. The National Land Transport Fund's investment is aimed squarely at improving economic growth and productivity, safety, and value for money. This reflects the strategic direction set by the 2018 GPS on land transport as stated above.

The NLTP has recently been updated to account for the GPS. A new NLTP was adopted on the 31 August 2018. For the Waikato Region the NLTP spending focus that may impact on the Airport is the funding for the completion of the Hamilton Section of the Waikato Expressway, public transport improvements including a Hamilton to Auckland rail service.

### 11.4 The Transport Outlook 2017

The Transport Outlook 2017 provides an overview of what we can expect by way of traffic movements in the future. The population of New Zealand is expected to grow consistently over the next 50 years which will create additional demand on New Zealand's transport networks. Of particular relevance to this proposal is the projected increase in freight movements and general traffic movements on Waikato's Transport network.

### 11.5 New Zealand Transport Agency Long Term Strategic View

The Long Term Strategic View captures the pressure points and key economic, environmental, and population factors that will shape the transport system we need for the future. Of most relevance to this proposal is the Hamilton section, which describes Hamilton as being the third fastest growing urban area in New Zealand.

More specifically, this section recognises Titanium Park as an area which *"will house commercial, industrial, manufacturing and aviation enterprises and provide a range of purchase options catering to businesses of all sizes"*.

This document sets out a number of objectives for the Hamilton area (including Titanium Park) which are as follows:

- Managing the staging, impact and affordability of growth (Hamilton being a high growth area) including timely delivery of transport services and infrastructure. Strategic policy is to provide for 50% of future demand through urban intensification and the balance in greenfield areas being Rototuna, Peacocke, Rotokauri and Ruakura with existing capacity for 30 years supply. These are all growth areas identified in the FutureProof Strategy and Hamilton Urban Growth Strategy.
- The preference for private car travel. The existing transport network supports high personal transport usage with projections for continued high car use. Continued high vehicle usage means increased pressure on the transport network. The city has recognised and anticipates future capacity constraints and congestion.

- Supporting and optimising the strategic national function of the Waikato Expressway.
- Ensuring social wellbeing and protecting the local environment.

## 11.6 New Zealand Transport Agency Statement of Intent 2017-2021

This statement of intent presents a new direction for the Transport Agency. Over the next three to five years the NZ Transport Agency aims to deliver three big changes that form the foundation of this new direction:

- One connected transport system: Transform the performance of the land transport system by integrating digital technology with physical infrastructure to create a safe, connected system that works for everyone.
- People-centred services: Simplify our customers' lives and our partners' work with innovative services and experiences that make it easy for them to do what they need to.
- Partnerships for prosperity: Unlock social and economic opportunities for customers, businesses and communities through targeted partnerships.

The proposed new access arrangements for the Central and Southern Precincts of the Airport Business Zone have been assessed in the supporting ITA and are considered to be safe and efficient access solutions. The proposed access arrangements will provide sufficient capacity to cope with traffic growth while providing safe and efficient accessibility to the airport, both precincts and the surrounding transport network. This will support increased economic prosperity by providing safe and efficient access to the Airport and the future industrial activities within both precincts. The proposed change in access arrangements will provide for the social wellbeing of its users by providing safe and efficient access to places of employment within the airport and both precincts.

The proposed development will come at no cost to the government as this will be covered by the WRAL Group. The WRAL Group have consulted with the NZ Transport Agency as part of this proposal, who have provided their support 'in principle' for the new access arrangements. As such, it is considered that the proposed change in access arrangements is consistent with the national policy documents referenced above.

## 11.7 Waikato Regional Land Transport Plan (2015-2045)

The Waikato Regional Land Transport Plan 2015-2045 (Transport Plan) sets out the strategic direction for land transport in the Waikato region over the next 30 years. The Transport Plan has recently been updated, with the revised Transport Plan adopted in June 2018. The Plan sets out seven priorities for land transport in the Waikato Region. The priorities relevant in this instance are as follows:

- Protecting the function of inter and intraregional significant corridors.
- Improve network resilience of our strategic corridors.
- Maintenance of existing assets.
- Maximise efficiencies and value for money across the transport system.
- Completion of committed strategic corridor works.
- New investments in strategic Upper North Island Corridors, where there is greatest access and safety benefits, and providing transport infrastructure to high growth areas.
- Maximising economic development opportunities.



It is considered that the proposal does not conflict with the Waikato Regional Land Transport Plan and its priorities.

### 11.8 Waikato Regional Public Transport Plan 2015 – 2025

The Waikato Regional Public Transport Plan is a strategic document that sets the objectives and policies for public transport in the region, and contains details of the public transport network and development plans between 2015 and 2025. The plan builds on the strategic direction for transport established through the Waikato Regional Land Transport Plan 2015-2045 (detailed above), and aims to deliver an effective, efficient and integrated public transport system for the people of Waikato. The overall goal in this plan is as follows:

*“A growing and affordable public transport system that contributes to the economic, social and environmental vitality of the region.”*

The proposed access arrangements will provide improved access to the airport and the Central and Southern Precincts. Both intersections have been assessed in the supporting ITA and were found to perform with sufficient capacity and can be located in positions that can accommodate the appropriate design standards to maximise safety for road users. The new access arrangements will provide better access to the airport and the future industrial activities within these Precincts for employees and freight contributing to the success and prosperity of those individuals and the companies established there. They have been designed to fit with the existing development in the area including the Hamilton Airport and other activities occurring along SH21. Furthermore, the ITA confirms that the proposed intersection configurations can perform well with the traffic increases expected within the area.

Although this proposal does not directly create public transport services to and from the Airport area, the improved access will support more efficient bus movements to these areas if services are commenced by the Waikato Regional Council in future.

As such, the proposed changes to the future access arrangements for Central and Southern Precincts are considered to be consistent with the regional strategy documents listed above.

### 11.9 Waipa Integrated Transport Strategy

The Waipa Integrated Transport Strategy sets out the direction for our transport system over the next 30 years. It has a vision that: ‘People and freight in Waipa have access to an affordable, integrated, safe, responsive and sustainable transport system that supports community aspirations.’

The main objectives of the strategy are as follows:

- Provide the strategic direction for delivery of transport actions consistent with the district’s aspirations and future growth patterns.
- Contribute to achieving the objectives of the New Zealand Transport Strategy and the Government Policy Statement on Land Transport Funding.
- Provide a detailed implementation plan to inform and support the vision of the Waikato Regional Land Transport Strategy (RLTS), Future Proof, Waipa 2050, the Long-Term Council Community Plan (LTCCP) and district strategies and plans.
- Satisfy the NZ Transport Agency planning and funding requirements by providing evidence of strategic context for applications for financial assistance and submissions to future Regional Land Transport Programmes.

The proposed access arrangements will contribute positively to the transport system within the Waipa District by providing safe and efficient access for 'people and freight' to the Central and Southern Precincts which will be key industrial areas in the future. Additionally, the proposed access arrangements will improve access for people and freight to the Hamilton Airport. As has been assessed above, the proposal is consistent with the New Zealand Transport Strategy, Government Policy Statement on Land Transport Funding and the Regional Land and Transport Strategy. As such, it is considered that the proposal is consistent with the purpose and objectives of the Waipa Integrated Transport Strategy.

## 12 Iwi Plans (s74(2A))

Section 74(2A) requires a territorial authority to take into account any relevant planning document recognised by an iwi authority (and lodged with the territorial authority) when changing a District Plan. Whilst this Plan Change application is not being prepared by a territorial authority the following commentary is provided for completeness.

### 12.1 Waikato-Tainui Environmental Plan – Tai Tumu, Tari Pari, Tai Ao

This plan is designed to enhance Waikato-Tainui participation in resource and environmental management. It is developed out of Whakatapuranga 2050, a 50-year long development approach to build the capacity of Waikato-Tainui. The vision of the Environmental Plan is not only to maintain the environment, but also to restore or enhance the quality of natural and physical resources.

The goal of Waikato-Tainui is to ensure that the needs of present and future generations are provided for in a manner that goes beyond sustainability towards an approach of environmental enhancement.

Section D addresses specific elements of natural resources and the environment. The table below provides a brief assessment of the objectives of each chapter.

Environmental Element Chapter	Comments
Te Wai Maaori – Water	Stormwater discharge and runoff will be managed through the regional resource consent process which will address issues of water attenuation and water quality. It is considered that the existing central gully will be able to accommodate stormwater management requirements.
Nga Repo – Wetlands	N/A
Whenua – Land	The plan change and alteration to designation seek to amend provisions relating to regionally significant infrastructure and employment nodes. The existing environment is not considered to be sensitive to these activities and existing plan provisions look to manage adverse effects in that regard.  For example, the District Plan (and Regional Plan) provisions control earthworks to ensure that adverse effects from sediment and run off are managed.
He Mahinga Ika – Fisheries	N/A
Te Ararangi – Air	The proposed plan change seeks to update provisions relating to airport operations, transport infrastructure and industrial land use. Discharge to air consents may be required in the future for these activities, however can be managed at the time of development.
Te Taiao Moana – Coastal Environment	N/A

Ngaa Whakaritenga Moo Ngaa Whenua O Waikato-Tainui – Land Use Planning	The proposed plan change seeks to update access provisions to better manage Airport operations and more effectively provide for land uses within the business park. Provisions are in place to ensure that the adverse effects of development can be managed. The proposed plan change will enable future development of the business park.
Waihanga Matua – Infrastructure	The Plan Change and alteration to designation relates to existing regionally significant infrastructure and can be implemented without adverse effects on the environment.
Whakaputa Hiko – Electricity Generation	N/A
Keri Oopapa – Mining And Quarrying Oil & Gas Minerals	N/A

It is considered that the proposed plan change is generally aligned with the objectives of the Waikato-Tainui Environmental Plan.

## 12.2 Raukawa Environmental Management Plan 2015 - Te Rautaki Taiao A Raukawa

The Raukawa Environmental Management Plan provides a statement of values, experiences and aspirations pertaining to the management of, and relationship with the environment. It assists in engagement in policy and planning process and resource management decisions. The Management Plan offers broad objectives in relation to this matter.

It is considered that the proposed plan change is generally aligned with the objectives of the Raukawa Environmental Management Plan.

## 13 NoR Assessment

When considering a NoR (for an alteration to designation) and its effects on the environment, the Council must have particular regard to the following matters:

- Relevant provisions of a national policy statement, coastal policy statement, regional policy statement, plan or proposed plan;
- Whether adequate consideration has been given to alternative sites, routes or methods of undertaking the work if the requiring authority (the NZ Transport Agency) does not have an interest in the land required for the work;
- Whether the work and designation are reasonably necessary for achieving the objectives of the NZ Transport Agency;
- Any other matter the Council considers reasonably necessary in order to make a recommendation; and
- Part 2 of the RMA.

The following sections set out the required assessments.

### 13.1 Relevant provisions of NPS, NZCPS, RPS and Waikato Regional Plan and Waipa District Plan

These assessments were outlined in Sections 9-12 above.

### 13.2 Assessment of Alternatives

With respect to s171(1)(b) of the RMA, Table 13.1 below sets out a summary of the assessment of alternatives with respect to the alteration of designation required for the additional main terminal access.

The assessment was undertaken looking at the benefits and dis-benefits of each option, with social, cultural, safety, economic, network efficiency and environmental considerations accounted for. Any benefits and costs of considered options are assessed against the do-nothing option.

After consideration of the alternatives, the preferred option was identified as Option 2 - Terminal Roundabout Option. Option 2 is preferred for the following reasons:

- It best provides the solutions to the issues identified by the Airport in increasing efficiencies of the Airport operations while avoiding traffic conflicts with the supporting business park.
- The preferred option improves connectivity and safety within the Southern and Central Precincts by reducing conflict between the industrial land uses and the Airport Terminal operations.
- The Gateway principle as identified within the Structure Plan can be implemented more effectively as the location of the roundabout is adjacent to the terminal and main access to SH21.
- By separating access from the Southern Precinct and the Central Precinct/ Terminal area, a costly roading connection is not required over a vegetated gully. Connectivity between the precincts can be obtained via a walking and cycling path.

- The proposed Southern Precinct access point does not provide for adverse effects on the State Highway network as traffic generation from land use activities can be controlled via rules in the District Plan and safe intersection sight distance can be met.

Table 13.1 Alternatives assessment

Option	Details	Assessment	
		<i>Costs (dis-benefits)</i>	<i>Benefits</i>
<p>1. Do nothing and undertake development as per existing provisions</p> <p>(Retain the existing Structure Plan provisions (including access point to SH21), corresponding transport network triggers and land uses within the Central and Southern Precincts of Titanium Park.)</p>	<p>This option would include doing nothing in terms of providing for changes in the provision of roading infrastructure (as per existing Structure Plan).</p> <p>This option includes the provision of the Lochiel Road roundabout as providing the long term main access to the Airport and Business Park as per the Structure Plan.</p>	<p><i>Social/ Cultural/ Safety</i></p> <p>There is a lack of connectivity for users of the Airport and Business Park, with only one access onto the State Highway. Associated with the lack of connectivity is low resilience of this option as there is no alternative access in case of emergencies/ accidents.</p> <p>This option could provide a Gateway point, however this Gateway would be some distance from the Airport terminal and comparatively, not provide a strong sense of arrival or departure as sought by the Applicant and as envisaged in the Structure Plan.</p> <p>Construction of the required road over the central gully system may require vegetation removal and consultation with iwi. Appropriate mitigation is however likely to be able to be addressed.</p>	<p><i>Social/ Cultural/ Safety</i></p> <p>This option is essentially permitted so while detailed design and Outline Plan approval is required, this option can be undertaken 'as of right'.</p> <p>This option is neutral in terms of cultural matters.</p>
		<p><i>Economic</i></p> <p>This option provides for access to both the Airport and the Business Park, however leads to conflict between heavy vehicles from the Southern Precinct interacting with the passenger traffic and passing in front of Terminal</p>	<p><i>Economic</i></p> <p>This option is smaller than the terminal access option, so is likely to have a lower construction cost.</p>

Option	Details	Assessment	
		<i>Costs (dis-benefits)</i>	<i>Benefits</i>
		<p>operations. This provides for a lack of efficiency as delays could occur for both users of the Terminal and for Airport staff and businesses located within the Business Park.</p> <p>The cost of the road link across the gully is expected to be significant due to the fill and drainage requirements, the necessary ground improvements in the gully, and relocation of airport fuel and water storage tanks.</p>	
		<p><i>Network efficiency</i></p> <p>This option is considered to provide less network efficiency than the preferred option, due to the northern position of the future roundabout access being approximately 1.5km from the southern precinct. Southbound traffic would effectively have an additional 3km added to their journey.</p> <p>The interaction of heavy industrial traffic with terminal operations including passenger traffic is also less efficient and less safe than segregating the two different transport types.</p>	<p><i>Network efficiency</i></p> <p>Neutral.</p>
		<p><i>Environmental</i></p>	<p><i>Environmental</i></p> <p>This option is neutral in terms of environmental considerations.</p>



Option	Details	Assessment	
		<i>Costs (dis-benefits)</i>	<i>Benefits</i>
		The Southern Precinct requires the construction of an access road over the central gully system with relatively significant cost.	
2. Terminal Roundabout Option (including supporting separate Southern Precinct access)	This option includes the construction of a roundabout approximately 100m north of the existing terminal entrance on SH21, closing the existing terminal entrance intersection and constructing a separate access intersection to SH21 for the Southern Precinct.	<p><i>Social/ Cultural/ Safety</i></p> <p>The proposed roundabout could provide for additional safety issues for cyclists as they travel along SH21, although no worse than the existing roundabout designation. However, SH 21 it is not a route well used by cyclists. Furthermore, a shared path is proposed to connect the Southern Precinct and Central precinct as part of the revised structure plan.</p>	<p><i>Social/ Cultural/ Safety</i></p> <p>The roundabout provides for safety improvements for adjoining property owners. In particular, the access to the Pistol Club, the Go-Kart speedway and Mystery Creek Events Centre will be rationalised and improved from the current relatively informal right of way.</p> <p>The roundabout provides an opportunity for a significant gateway to be provided in close proximity to the Terminal. This will meet the Structure Plan principles more effectively and could provide a stronger sense of place for Airport users travelling to and from the Waikato.</p>
		<p><i>Economic</i></p> <p>Construction costs of the roundabout are expected to be similar to the Do-Nothing option given the size of the roundabout, the required land acquisition and the traffic management required for construction.</p> <p>While land acquisition and earthworks may cost more for this option, there is no need to</p>	<p><i>Economic</i></p> <p>The roundabout provides for much improved connectivity to and around the Airport. By providing for a separate southern access, traffic is greatly reduced through the Terminal area and on a long-term basis, this provides for greatly improvement efficiencies and effectiveness of the Airport's core business and functioning of the Business Park.</p>

Option	Details	Assessment	
		<i>Costs (dis-benefits)</i>	<i>Benefits</i>
		<p>construct 300m of Lochiel Road realignment as for the Do Nothing.</p> <p>The cost of the separate access to SH21 for the Southern Precinct is expected to be off-set by not constructing the road connection across the central gully.</p>	
		<p><i>Network efficiency</i></p> <p>Associated with this option is the provision of a southern access located south of the roundabout. This introduces an additional access point onto the State Highway network. However, the ITA has confirmed that it meets safety considerations and capacity considerations.</p>	<p><i>Network efficiency</i></p> <p>This option provides for a roundabout of sufficient capacity to cater for traffic growth along SH21 through to and beyond 2041.</p> <p>A roundabout of sufficient size and capacity at this location is considered more efficient for the projected volumes, and safer for the speed environment compared with other similar cost intersection forms such as a signal-controlled intersection.</p>
		<p><i>Environmental</i></p> <p>This option is larger than the existing option closer and hence there is greater potential for erosion and sediment control issues. This however can be addressed with good construction management practices.</p>	<p><i>Environmental</i></p> <p>This option does not require the construction of the link road over the central gully with the associated vegetation removal or construction impacts.</p> <p>This option has sufficient land requirements to enable positive stormwater management over and above the Do-Nothing scenario.</p>

Option	Details	Assessment	
		<i>Costs (dis-benefits)</i>	<i>Benefits</i>
3. Terminal Roundabout Option (no Southern Precinct access)	This option includes the construction of a roundabout approximately 100m north of the existing terminal entrance, however no direct access to SH21 for to the Southern Precinct.	<p><i>Social/ Cultural/ Safety</i></p> <p>This option would require the Southern Precinct traffic to pass through the Airport Terminal area increasing the risk of conflict between heavy vehicles, passenger vehicles and pedestrians.</p> <p>There would be low resilience of this option as there is no alternative access in case of emergencies/ accidents.</p> <p>Construction of the required road over the central gully system will require significant earthworks, vegetation removal and stormwater management and consultation with iwi. Appropriate mitigation is however likely to be able to be addressed.</p> <p>Any sense of placemaking gained by the provision of the gateway roundabout at SH21 could be reduced, in particular heavy vehicles as the development of the Southern Precinct proceeds.</p>	<p><i>Social/ Cultural/ Safety</i></p> <p>The roundabout provides for safety improvements for adjoining property owners. In particular, the access to the Pistol Club, the Go-Kart speedway and Mystery Creek Events Centre will be improved from the current relatively informal right of way.</p> <p>The roundabout provides an opportunity for a significant gateway to be provided in close proximity to the Terminal. This will meet the Structure Plan principles more effectively and could provide a stronger sense of place for the Airport being regionally significant infrastructure.</p>
		<p><i>Economic</i></p> <p>This option would require the crossing of the central gully area and associated high costs. The roundabout may also have to be enlarged due to</p>	<p><i>Economic</i></p> <p>This option provides for a shorter travel time for Terminal traffic and Central and Southern Precinct businesses when compared to the Do-Nothing (Lochiel Road) option.</p>

Option	Details	Assessment	
		<i>Costs (dis-benefits)</i>	<i>Benefits</i>
		<p>the additional capacity required to service the Southern Precinct.</p> <p>Terminal operations would be compromised leading to inefficiencies for both the Airport operations and Southern Precinct business as a result of delays from traffic congestion.</p>	
		<p><i>Network efficiency</i></p> <p>This option with the gully crossing road connection is less efficient for transportation than the preferred option with the separate access for Southern Precinct to SH 21.</p>	<p><i>Network efficiency</i></p> <p>This option provides for a roundabout of sufficient capacity to cater for traffic growth along SH21 until 2041.</p> <p>A roundabout of sufficient size and capacity at this location is considered beneficial compared with other options such as a signal-controlled intersection.</p> <p>This option provides a shorter travel time and distance for Terminal traffic and Central and Southern Precinct businesses than the Do Nothing (Lochiel Road) option.</p>
		<p><i>Environmental</i></p> <p>This option would require the construction of an access road over the central gully system with significant earthworks and vegetation removal likely.</p>	<p><i>Environmental</i></p> <p>This option has no significant environmental benefits over the Do Nothing option as both require the gully crossing. The shorter travel distance would provide marginally reduced emissions compared to the Do Nothing option.</p>

Option	Details	Assessment	
		<i>Costs (dis-benefits)</i>	<i>Benefits</i>
4. Terminal Intersection – signalised (including supporting Southern Precinct access)	This option involves the construction of a signal controlled intersection located approximately 100m north of the existing terminal entrance on SH21.	<p><i>Social/ Cultural/ Safety</i></p> <p>Safety will be less than provided by the roundabout options due to the rural road speed environment. Non-compliance with red signals is likely to result in death and/or serious injury to vehicle occupants. There is significantly less risk of the same injuries at roundabout crashes.</p>	<p><i>Social/ Cultural/ Safety</i></p> <p>This intersection would provide for safety improvements for adjoining property owners. In particular, the access to the Pistol Club, the Go-Kart speedway and Mystery Creek Events Centre will be improved from the current relatively informal right of way.</p> <p>The intersection would provide an opportunity for a significant gateway to be provided in close proximity to the Terminal. This will meet the Structure Plan principles more effectively and could provide a stronger sense of place for travellers to and from the Airport.</p>
		<p><i>Economic</i></p> <p>This option is more-costly compared to the proposed Lochiel Road option given the size of the intersection, the required land acquisition and the traffic management required for construction. This may be off-set however by the lack of a roading connection needed across the central gully.</p>	<p><i>Economic</i></p> <p>The intersection provides for much improved connectivity to and around the Airport. By providing for a specific southern access, traffic is greatly reduced through the Terminal area and on a long-term basis, this provides for greatly improved efficiencies and effectiveness of the Airport's core business.</p> <p>Comparatively with the roundabout option, land requirements and therefore cost would be reduced but the physical construction cost would likely be comparable to the roundabout options.</p>

Option	Details	Assessment	
		<i>Costs (dis-benefits)</i>	<i>Benefits</i>
		<p><i>Network efficiency</i></p> <p>A signalised intersection at this location would increase delays and inefficiencies for State Highway traffic, in particular once the Hamilton Section of the Waikato Expressway opens and volumes on SH21 increase as a result. These inefficiencies together with the significant safety dis-benefits compared with roundabouts in high speed environments means the NZ Transport Agency is unlikely to support a signal intersection in this location</p> <p>Associated with this option is the provision of a separate access intersection to SH21 for the Southern Precinct. This introduces an additional access point onto the State Highway network. However, the traffic volumes are expected to be of a volume that can be accommodated in a safe and efficient way.</p>	<p><i>Network efficiency</i></p> <p>The intersection would provide benefits to the local traffic from the Airport, Business Park and adjacent land use.</p>
		<p><i>Environmental</i></p> <p>Neutral</p>	<p><i>Environmental</i></p> <p>This option does not require the construction of the road over the central gully and associated vegetation removal or construction impacts.</p> <p>This option has sufficient land requirements to enable positive stormwater management over and above the existing.</p>

### 13.3 Necessity for the Works

It is considered that the works are reasonably necessary to achieve the objectives of the NZ Transport Agency, in particular, the proposed works will provide for the effective, efficient and safe road network associated with the regionally significant infrastructure that is Waikato Regional Airport and associated key strategic employment node.

### 13.4 Necessity for the Designation

It is considered that designating the land required for the roundabout is the most effective means of securing the land, particularly when the timing of physical works is unknown. The designation also clearly signals to both landowners and Council that the land is to be used for roading purposes and not be developed. Without the protection of a designation the land may be inadvertently used for other uses, which could affect the ability of the Airport to provide a safe and efficient access at this location. Designating the land is also consistent with the approach taken by the NZ Transport Agency for the roundabout when it was to be located near Lochiel Road.

### 13.5 Any other matters

It is considered that there are no other matters that are reasonably necessary in order to make a recommendation.

### 13.6 Part 2 Assessment

Both the Plan Change and the Notice of Requirement are subject to the overarching provisions of Part 2 of the RMA. This assessment is described in Section 14 of this report below.

## 14 Part 2 RMA

### 14.1 Introduction

All plan changes and notices of requirement are subject to the purpose and principles of the RMA (sections 5-8) with the overriding purpose being "*to promote the sustainable management of natural and physical resources*". Sustainable management is defined as:

*"managing the use, development, and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural wellbeing and for their health and safety while-*

- a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and*
- b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and*
- c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment."*

It is considered that there are no matters of national importance that are considered to be relevant to this Plan Change and NoR.

With respect to section 7, it is considered that the proposed Plan Change and NoR has had particular regard to the efficient use of natural and physical resources by providing for an updated access strategy that looks to minimise expenditure on bridging the central gully system and by positively contributing to the efficient operation of regionally significant infrastructure.

With respect to section 8 that requires all persons exercising functions and powers under the RMA to take into account the principles of the Treaty of Waitangi, it is considered that extensive iwi consultation has addressed section 8 of the RMA.



## 15 Consultation

### 15.1 Waipa District Council

An initial meeting with Wayne Allan and Richard Bax of the Council occurred on 28 September 2017, at which time the proposed revised access strategy was presented and explained. Council's response was generally supportive in principle given the benefits to the Airport operations over the existing Structure Plan access layout, and the potential for enhanced visual gateway to the Terminal that the relocated roundabout would offer.

The Council advised that the most appropriate planning process given the extent of changes was to carry out a private plan change to amend the rules and structure plan in the District Plan.

Council staff were provided with a draft of the Plan Change documentation in early June 2018. A subsequent briefing meeting was held with key Council planning, policy and transportation staff on the 19 July 2018. The purpose of that meeting was for the WRAL Group to explain the background and rationale to the Plan Change and to update on the consultation with the NZ Transport Agency. Subsequent feedback on the draft Plan Change document was provided by Council that sought further clarification on matters relating to the s32 assessment, consultation outcomes, and the provision of a notification assessment in the documentation. Amendments have been made in the application documentation to reflect that feedback, as considered appropriate.

A response to the comments raised by Council's Roading Corridor Manager, Bryan Hudson, at the 19 July 2018 meeting, is also provided in the Table 15.1 on the following pages.

Consultation with the Council will continue throughout the process of these applications.

Table 15.1 Response to comments made by Roading Corridor Manager

Comment	Response
<p>Central Precinct</p> <ol style="list-style-type: none"> <li>1. Short distance between the two roundabouts</li> <li>2. Safety from dual lanes and short distances between the roundabouts</li> <li>3. Mystery Creek Events centre access leg</li> <li>4. Safety of Lochiel Road</li> </ol>	<ol style="list-style-type: none"> <li>1. Any provision of a secondary roundabout, off the SH21 roundabout, will be subject to detailed design and safety audits in consultation with Waipa District Council staff to confirm they are comfortable with the design solution, as it will become part of Council's roading network (i.e. service a vested asset – Ossie James Drive). The conceptual plans included in this application demonstrate a potential option and demonstrate how the new roundabout location could tie in with the existing formation of Ossie James Drive. As a result of consultation with the NZ Transport Agency the plan change proposes a condition that directly relates to the separation between the two roundabouts (refer section 15.2). This condition requires the approach to the internal roundabout to be increased to 60m or as close as practicable to 60m, subject to external constraints and geometric design requirements. The modelling has demonstrated that a 60m separation distance between the two roundabouts will be ample to ensure no potential blocking of SH21 or Ossie James Drive. The worst case queue length modelled for 2041 PM Peak (no Southern Links) where the outbound flows are greatest during the day is just 33m per lane (95<sup>th</sup> percentile queue). For the peak inbound flow period (AM Peak), traffic entering the Central Precinct is unlikely to have to give way much at all at the internal roundabout as there will be very little priority traffic flow approaching from the right from Ossie James Drive and entering the airport terminal road. Therefore, inbound traffic is very unlikely to queue to any measurable length from the give way limit line.</li> <li>2. Initially the SH21 roundabout will be built with single lanes. We have shown dual lanes, in the conceptual design, to demonstrate that the land area to be designated is sufficient for a larger dual lane roundabout. Whether the roundabout is upgraded to a dual lane feature will depend on overall traffic volumes through the intersection, in the same way the roundabout at Lochiel Road was proposed as a two staged development. At that time, further work can be done on addressing driver confusion, via lane controls and signage, if perceived to be an issue, at that time.</li> <li>3. The four leg will service three properties including the secondary access Mystery Creek (Gate O). Signage for roundabout will ensure that this entrance is not misconstrued as the formal access point to Mystery Creek. This matter can be addressed further at detailed design and will be subject to the safety audit review process.</li> <li>4. The effects on Lochiel Road has been considered in the ITA. The following was concluded:  <i>“Lochiel Road intersection with SH 21 will remain in its present form as a stop controlled ‘T’ intersection. Lochiel Road has very low daily flows with compliant sightlines looking to the</i> </li> </ol>

	<p><i>north from the stop limit line, but non-compliant sight distance by 98m to the south. The lack of crash history suggests that this is not a significant impediment to the safe function of this intersection. The resulting effects of Lochiel Road / SH 21 remaining as a 'T' intersection are considered to be minor and acceptable."</i></p> <p>However, I agree with Waipa DC that a designation could remain in place for a new intersection to serve Lochiel Road in the long term. This decision would need to be made by the NZ Transport Agency.</p>
<p>Southern Precinct</p> <ol style="list-style-type: none"> <li>1. Justification for the change in access arrangement</li> <li>2. Safety of the proposed access location – including alternative option of new roundabout connecting Mystery Creek with the Southern Precinct.</li> </ol>	<ol style="list-style-type: none"> <li>1. The existing connection is at odds with the Airports manage to promote and enhance the Airport operations. The justification for the change is set out in the body of the plan change application (refer sections. 1.3.4 and 3.2) and is driven by the Airports desire to separate development of the Southern Precinct from the Central Precinct to minimise conflict between terminal operations and heavy business park traffic in the south while also minimising transport infrastructure cost (i.e. the costs of constructing across the gully) and disruptions (i.e. to Airport traffic and infrastructure). It is estimated that avoiding the need for a new road crossing of the central gully system will reduce infrastructure costs in the order of \$0.5M-1M.</li> <li>2. The safety of the proposed new T intersection will be maximised by the location and design that achieves compliant sight distances, separation distances and lane lengths and tapers in accordance with Austroads and NZTA standards. The design and the location has been developed through various options, in close consultation with the NZ Transport Agency. In addition, the level of traffic generated from the site is being purposely limited by proposed restrictions on the permitted land use activities to be included in the district plan rules. A roundabout at Mystery Creek Road has been discussed at a concept level with the NZ Transport Agency but neither the NZ Transport Agency or WRAL considered it significantly preferable to the proposed T intersection. While the risk of DSI crashes is of course higher for a rural T intersection compared to a rural roundabout, the existing crash history of Mystery Creek Road / SH21 indicates there is little justification for spending three to four times the cost of the T intersection to provide access to the Southern Precinct. In the ten year period 2008 to 2018 the CAS database shows there were two serious injury crashes, 4 minor injury crashes and five non-injury crashes at the intersection. However, of those just two minor injury crashes and two non-injury crashes were recorded in the five years 2013-2018. It is clear then that the injury crash rate has reduced in the past 5 years, and with less than 3 serious injury crashes in 5 years it does not fit the classification as a high-risk intersection in terms of collective risk based on the NZ Transport Agencies assessment methods. It is therefore unlikely</li> </ol>

	<p>that the NZ transport Agency could secure funding to cover the lion's share of the cost of installing a roundabout at this intersection.</p>
<p>Other Commentary</p> <ol style="list-style-type: none"> <li>1. Passenger Transport options</li> <li>2. Public versus private roads</li> </ol>	<ol style="list-style-type: none"> <li>1. The provision of pedestrian connections between the Southern and Central precincts do not preclude the ability for workers within these area to use Public Transport. The key challenge right now is getting Public Transport to the Airport to provide for this option. The Airport is fully supportive of this and is actively engaging with the Waikato Regional Council further on this matter.</li> <li>2. The intent is that the following roads will become public roads, as they will service the business park development <ol style="list-style-type: none"> <li>a) The further extensions of Ossie James Drive northwards and the changes adjacent to the SH21 roundabout to facilitate access from the State Highway to a public road.</li> <li>b) The new road into the Southern Precinct.</li> </ol> </li> </ol> <p>All other roading, that services the terminal, will be retained as private infrastructure.</p>

## 15.2 NZ Transport Agency

The NZ Transport Agency is a partner in this Plan Change process as the NoR/ alterations to designations can only be actioned by the NZ Transport Agency as the Requiring Authority. Since mid-2017 the WRAL Group has been consulting with the NZ Transport Agency in respect of the overall access arrangements for the Airport and Titanium Business Park. The purpose of this consultation was to ascertain the NZ Transport Agency's views of potential access changes in their capacity as road controlling authority for the State Highway network, and taking into account their highway upgrade plans in the locality, particularly Southern Links.

The parties have agreed to work collaboratively through the various issues, including any necessary updates to the MoA that the WRAL Group's revised masterplan and access strategy raises.

A meeting between the WRAL Group representatives and BBO, with the NZ Transport Agency and their consultant planner and traffic engineer was conducted on 9 August 2017 to discuss the proposed new access strategy.

This meeting involved discussion around the strategic importance of the airport facility to the Waikato, and the different focus by the WRAL Group to that of the previous Central and Southern Precinct operators, the TPJV, now that the WRAL Group have responsibility for the development of these precincts. WRAL's focus on the airport means that future road access and infrastructure plans for the site support and promote the airport as the main priority.

Discussions also centred on the role of SH21 as a strategic link between the SH1 Waikato Expressway and SH3, and potentially over the longer term reducing in strategic importance as the Southern Links arterials are completed. In relation to this the NZ Transport Agency identified the need for a strong 'story' supporting the need for the separate access to Southern Precinct when presented to the NZ Transport Agency board.

The NZ Transport Agency also highlighted the importance of providing a conveniently located walking and cycling connection internally between the Southern and Central Precincts. This will ensure that future employees can easily move between the Central and Southern employment areas with a high degree of safety, and avoid the need to walk or cycle on the State Highway where safety for vulnerable road users is much lower due to the higher vehicle speeds. Accordingly, an internal shared path connection is proposed in the revised Structure Plan as outlined in Section 3.3 of this report.

A subsequent meeting with the NZ Transport Agency was held on 6 December 2017. Following that meeting the NZ Transport Agency provided 'agreement in principle' to the access changes, subject to the outcome of further consultation with Waipa District Council and affected neighbours and review of the detailed plan provisions.

As the NZ Transport Agency is a key party to these applications, a final draft application documentation was provided to them on the 27 April 2018. Feedback to the final draft application documentation was received back on the 31 May 2018 and raised the following points:

1. Sought that a separation between the two roundabouts be increased to a distance of 60m from the outside of the circulating carriageway of SH21 roundabout and the limit line of the entry to the internal roundabout.
2. Requested that additional activities be excluded from being permitted in the Southern Precinct, being
  - vehicle rental and valet services, vehicle parking and storage;

- cafes, restaurants, takeaway food outlets and licensed premises;
  - building supply outlets; and
  - retail activities and wholesale shops subject to Rules 10.4.2.11 and 10.4.2.12.
3. Requested our rationale for why activities in Rule 10.4.1.4(g) that are not permitted in the Southern Precinct should be considered as Discretionary Activities when Non-Complying would be more appropriate.
  4. Also requested that it may be beneficial to incorporate an objective and/or policy around the use of the Southern Precinct which provides clarification around the type of vehicle movements (i.e. heavy and service vehicles) and vehicle generation allowed for/expected in this Precinct, to enable a future processing planner to understand the land use and associated traffic generation expectations for this area.

These comments have been taken on-board and the following changes have been made to the application documentation:

- The additional activities suggested to be excluded in the Southern Precinct have been amended to align with the NZ Transport Agency expectations and likewise non-compliance now defaults to a Non-Complying Activity as opposed to a Discretionary Activity. Refer to Appendix H for the proposed wording.
- A new objective and policy has been proposed to help with the processing of consents for the Southern Precinct. Refer to Appendix H for the proposed wording.
- It is requested that the NoR decision includes a condition that directly relates to the separation distance between the two roundabouts as follows:

*“The detailed design of the SH21 roundabout and the Titanium Park internal roundabout shall be in general accordance with drawings 144380/01/P/0201, subject to the following changes:*

- a) *The separation distance between the outside of the circulating carriageway of the SH 21 roundabout and the limit line on the approach to the internal roundabout shall be increased to 60m or as close as practicable to 60 metres subject to external constraints and geometric design requirements; and*
- b) *The detailed design is to be subject to a Detailed Design Stage Road Safety Audit by a suitably experienced independent Road Safety Audit Team, with the outcomes of that review adopted in the final design.”*

The revised application documentation was provided to the NZ Transport Agency on the 15 June 2018. The NZ Transport Agency provided their approval to this documentation, via the signing of the Form 18 form, in September 2018.

### 15.3 Tangata Whenua

When the Titanium Park Plan Change was originally implemented in 2008, consultation with Tangata Whenua was undertaken. The two iwi consulted were Nga Iwi Toopu O Waipa (NITOW) and Nga Mana Toopu O Kirikiriroa. As part of that consultation a Cultural Evaluation Report was prepared (copy included as Appendix M). The report addressed historical and cultural issues and also set out some agreed protocols and mitigation measures for future development as it took place. The agreed protocols and mitigation measures are summarised as follows, together with comments on their status:

Suggested Mitigation Measures	Comment
Taonga – a requirement that an accidental archaeological discovery protocol be applied to any earthworks being undertaken.	An accidental discovery protocol is now a standard inclusion on earthworks and subdivision consents within Waipa District so this is being consistently applied, including for any such consents for this alteration to designation/plan change.
Toxins and contaminants – all stormwater and any other discharges to be treated so no toxins or contaminants enter the local streams or waterways.	All discharge permits for development on Titanium Park/the airport require treatment of contaminants and toxins.
Mate – where a death has occurred in another part of New Zealand or overseas the body may be transported back to the home marae, sometimes through the airport. This requires a set of protocols to be agreed for when a Maori mate is brought through the airport.	This has not been actioned yet but the WRAL Group is happy to discuss protocols with iwi representatives.
Street Names – a request was made that some of the roads in the development be given Maori names, particularly Te Tireke.	This has not been actioned yet but it is proposed that Te Tireke Drive be used when the next suitable stage of development takes place.
Physical Commemorations – a request that the history of the area be commemorated through some form of traditional Maori artwork.	This has not occurred yet but the new roundabout intersection which will form a new entrance into the airport is a key opportunity to action this. The WRAL Group is happy to discuss these opportunities with iwi representatives.

As part of the preparation of this Plan Change and NoR, further consultation with iwi has commenced to confirm that the conclusions reached and mitigation measures outlined in the 2008 Cultural Evaluation Report are still relevant.

That process has resulted in consultation with Ngati Haua Iwi Trust (the Trust) and NITOW. Nga Mana Toopu o Kirikiroa has since disbanded too.

The outcome of the consultation with Ngati Haua has resulted in the preparation of a Cultural Impact Review (copy included in Appendix M). The recommendations from the review include the following:

- The Trust continues to work in good faith and partnership with the Airport on partnership outcomes, including involvement in future resource consents, where applicable, and the recording of the outcomes of engagement in those resource consent applications.
- To reaffirm ‘whakapapa’ the traditional cultural story/cultural narrative to support the cultural indigenous place-making throughout the development of the Airport and associated Business Park. The focus on opportunities to recognise and provide for the enhancement and tangible reflection of mana whenua cultural values as a key element of land management and developments.

- That the Airport commission Ngati Haua to develop tikanga protocols document that will define the procedures that must be followed when a Maori mate (deceased) is brought through the Airport.

The WRAL Group accepts the recommendations made in the Cultural Impact Review.

Consultation with NITOW has involved the presentation of the applications to their monthly meeting on the 13 August 2018. The feedback from that meeting is that NITOW has no concerns with the applications and supports the recommendations of the Ngati Haua Cultural Impact Review around Maori mate protocol being established. NITOW also requested further dialogue around future street names.

The Plan Change documentation, inclusive of the two supporting cultural reports was provided to Waikato Tainui, Taiao Manager (Taroi Rawiri) on the 18 July 2018, to seek Waikato Tainui's feedback on the Plan Change, as required under s32(4A) and clause 29 of Schedule 1 of the RMA.

Feedback from these processes is ongoing and will be forward to Council as required.

#### 15.4 Nearby Landowners and Residents

Written approvals received from the below parties, as specified, are contained in Appendix N. Where written approval is noted as being received this is for both the Plan Change and the NoR, as the two matters are intertwined.

##### **15.4.1** *New Zealand National Fieldays Society*

A meeting was held with members of the NZ National Fieldays Society (Fieldays) on 8 November 2017. The proposed fourth leg on the new roundabout is designed to provide access to Gate 0 of the Mystery Creek Events Centre. Gate 1 on Mystery Creek Road is the main access to the Events Centre site but Gate 0 is an important access used for event traffic coming from SH1. The new roundabout was considered to work well provided it was designed to accommodate two lanes of traffic southbound under temporary traffic management as well as for the largest road vehicles to use it to turn into Gate 0. This would ensure it can continue to be used by large vehicles for site set up.

This is a matter that can be addressed at detailed design stage, possibly by the use of mountable kerbs and footpath that would provide extra width for vehicles under temporary traffic management.

Fieldays noted that they had no concerns with the relocation of the proposed roundabout from its currently designated location near Lochiel Road. Although they own the land adjacent to that location they rarely use that access to the Events Centre because the land is steep and has drainage problems. A copy of the meeting minutes is included in Appendix N.

##### **15.4.2** *Hamilton Kart Club*

A meeting was held with members of the Hamilton Kart Club on 29 November 2017. They lease and operate the Go Kart track on SH21 opposite the airport. The access to the track is currently shared with Gate 0 and the Hamilton Pistol Club.

They indicated they supported the new roundabout proposal as it would make access to the Go Kart Track safer and more efficient to use. The only implication is that their access point onto the fourth leg of the roundabout would need to be relocated approximately 30m east of its current location to provide sufficient separation distance from the roundabout.



#### **15.4.3** *Hamilton Pistol Club*

A meeting was held with members of the Hamilton Pistol Club on 29 November 2017. The Hamilton Pistol Club owns and operates the shooting range opposite the airport, accessed via the shared access with Mystery Creek Events Centre Gate 0 and the Go Kart track. They operate generally from 8am to 9pm every day. It is an important facility for them as it shares the noisy environment with the airport and the Go Kart Club and is well-separated from residential areas. They see benefits in the roundabout by rationalising the three accesses and improving safety for traffic to their site. Two access options were discussed for the site; one that joined onto the Honey NZ access immediately to the south and the other that reconfigured their existing access to connect to the fourth leg of the roundabout. This was their preferred option however they subsequently raised concerns that it would be too steep for trucks to use it. Discussions with the club about the new access are ongoing and it is expected detailed design will provide for a suitable grade.

#### **15.4.4** *Numax Industries*

On 19 December 2017 a meeting was held with Jason Harrison of Numax Industries who operate a heavy equipment hire depot on land opposite the Southern Precinct. Their plant hire operation involves only about 2-3 heavy vehicle movements per day and they operate under a resource consent granted by Waipa District Council with input from the NZ Transport Agency. There is potential for the new access and right turn bay into the Southern Precinct to affect manoeuvres into and out of their site. The meeting was followed up with a site inspection and preparation of proposals to relocate their access into a position that would fit better with the Southern Precinct access. Agreement was reached on the relocation of their access. There is no formal legal agreement between the two parties. The agreement is however documented in correspondence between Cameron Inder (of BBO) and Jason Harrison (of Numax). Numax has also provided their written approval to the proposal.

#### **15.4.5** *John Roberts Contracting*

A meeting was also held with John Roberts of John Roberts Contracting on 15 February 2018. He operates a cleanfill/landscape supplies operation off SH21 opposite the Southern Precinct. As his access point is well separated from the proposed Southern Precinct access, he indicated that he had no concerns with the Southern Precinct access. John Roberts Contracting has provided their written approval to the proposal.

#### **15.4.6** *Shaw's Property Holdings Ltd*

Various meetings have been held with Johnny Schick on behalf of Shaw's Property Holdings Ltd. Shaw's Property Holdings Ltd own the title legally described as Lot 1 DP 460851 and over which part of the new roundabout is proposed. As land is directly required from this entity an agreement has been reached between the two parties. Shaw's Property Holdings Ltd has thus provided their written approval to the proposal.

#### **15.4.7** *Lochiel Road landowners*

Between 12 and 15 February 2018 meetings were held with several landowners and occupiers of land adjoining Lochiel Road to discuss the relocation of the proposed roundabout away from that position.

They were Marilyn and Craig Clark<sup>7</sup>, David Hayes<sup>8</sup>, Peter Annegarn<sup>9</sup>, Cheryll & Kevin Robertson<sup>10</sup> and Jessica and Robbie Cook<sup>11</sup>. Written approval has been obtained from the Hayes Family Trust and Cheryll & Kevin Robertson.

#### **15.4.8** *Riverside Golf Club Inc*

On 14 February 2018 a meeting was held with Kat Grinter, Administration Manager of the Riverside Golf Club, operating from the Lochiel Golf Course. The Riverside Club has resulted from the recent merger of the Narrows and Lochiel Golf Clubs and has about 800 members. The Lochiel course is planned to undergo a major redevelopment for about 18 months from August 2018, before becoming the permanent home for the Riverside Club.

#### **15.4.9** *Pacific Aerospace Ltd*

A meeting was held with Damien Camp of Pacific Aerospace Cooperation, who operate from a site within Titanium Park near Lochiel Road. They supported the relocation of the roundabout to near the terminal, and particularly supported the retention of their current access which this relocation allowed for. Pacific Aerospace Ltd have provided their written approval to the proposal.

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<sup>7</sup> Owners of 8 Lochiel Road

<sup>8</sup> Owner of 35 Lochiel Road

<sup>9</sup> Owner of 37A Lochiel Road

<sup>10</sup> Owners of 37 Lochiel Road

<sup>11</sup> Owners of 60 Lochiel Road

## 16 Notification

The following section provides an assessment of the notification provisions for the Plan Change and the NoR.

### 16.1 Plan Change Notification Assessment

Plan Changes are subject to a notification process, as set out in Schedule 1 of the RMA. Clause 5A of Schedule 1, enables private plan changes to be subject to limited notification. The test for limited notification (as set out in Clause 5A(2)) is that the local authority may limited notify a private plan change but only if it is able to identify all the persons directly affected by the proposed change.

As the plan change is not a rezoning of land and only relates to changing access arrangements to the Southern and Central Precinct with consequential changes to the Airport Business Zone Structure Plan and rule framework, it is considered that the effects of the plan change are confined to those directly affected by the amended access locations. Directly affected includes those parties affected by either the new or old roundabout location and the new access into the Southern Precinct.

Table 16.1 below sets out the parties that are directly affected by the plan change and could be subject to limited notification. A reason why this party is considered to be affected is also included.

The changes sought have not impact on those further afield, than that identified, to warrant full public notification, or a more extensive limited notification process. In this respect, just because of property has access to Airport Road does not necessarily mean they are directly affected by the changes sought. A number of properties both north of the Lochiel Road access, adjacent to Mystery Creek Road and south of the Southern Precinct are as such not considered to be affected by the changes.

Table 16.1. Directly Affected Parties

Entity/Owner	Address	Legal Description	Reasoning	Written Approval Provided
John Roberts Investments Ltd	86 Airport Road	Lot 2 DP 493486 (719740)	Proximity to Southern Precinct access	Yes
Rostrevor Trustees Nine Ltd & JI Harrison (Numax)	106 and 108 Airport Road	Lot 1 DP 493486 and Lot 4 DPS 62961 (719739)		Yes
Interim Investments and Equities Ltd (Honey NZ)	196 Airport Road	Lot 1 DPS 71822 (SA57D/72)	Proximity to amended roundabout location	
Hamilton Pistol Club Inc	208/3 Airport Road	Lot 1 DP 478274 (664317)	Directly affected by new roundabout location	
NZ National Fieldays Society Inc	208/2 Airport Road	Lot 2 DP 478274 (664318)		
Hamilton Kart Club Incorporated	208/1 Airport Road	Leasehold title: Lot 10 DPS 61001 (30585)		
Shaw's Property Holdings Ltd	Airport Road	Lot 1 DP 460851 (605012)		Yes

Shaw's Property Holdings Ltd	56 Ossie James Drive	Lot 2 DP 460851 (605013)	Amendment long term access arrangement for Airport Road due to change in location of roundabout.	Yes
Tanbo Properties Ltd	76 Ossie James Drive	Lot 1 DP 502976 (754449)		
Evergreen Real Estate	96 Ossie James Drive	Lot 2 DP 509012 (775884)		
Carabe Ltd	106 Ossie James Drive	Lot 3 DP 509012 (775885)		
Titanium Park Ltd (or subsequent owners if settled prior to notification)	126, 128, 130, 133 and 142 Ossie James Drive	Lots 4-8 DP 521314		
NJ & TH Pocock	162 Ossie James Drive	Lot 9 DP 521314 (829634)		
Clearspan Property Assets Ltd, Kaipaki Promotions Ltd	284 Airport Road	Lot 2 DPS 88455 (467019) and (467020)	Land was required to give effect to the Lochiel Road roundabout location.	
MA & MC Clark	8 Lochiel Road	Lot 1 DPS 58426 (SA47D/43)	Landowner with access to Lochiel Road and as such would have obtained access to Airport Road via the Lochiel Road roundabout.	
DG & HRM Hayes (or Hayes Family Trust)	35 Lochiel Road	Lot 5 DPS 16200 (SA14B/258)		Yes
MR Joy & PL Annegarn	37 Lochiel Road	Lot 2 DP 403735 (424999)		
CJ & K Robertson	37A Lochiel Road	Lot 1 DP 403735 (424998)		Yes
Evans Bailey Trustees 2016 Ltd, JJ & RL Cook	60 Lochiel Road	Lot 1 DPS 71733 & Lot 1 DPS 88455 (SA69D/996)		
Riverside Golf Club Incorporated	72 Lochiel Road	Allot 408 Parish of Te Rapa, Part Lot 1-2 DP 17091, Lot 3 DP 29958 and Part Lot 2 DP 30356 (SA29D/975)		
Pacific Aerospace Ltd	333 Airport Road	Leasehold title: Lot 3 and 4 DPS 20786 and Lot 2-3 DPS 60919 (680004)	Retention of existing access to their site is proposed.	Yes

We note, that some of the above parties identified in Table 16.1 have already provided their approval to the application, as set out in section 15 of this report. As such, the effects on those parties can be disregarded and notice of the plan change does not need to be served on those parties.

## 16.2 Notice of Requirement Notification Assessment

Section 181(3) enables a requiring authority to alter a designation in a District Plan if:

- (a) The alteration –
  - (i) Involves no more than a minor change to the effects on the environment associated with the use of land or any water concerned; or
  - (ii) Involves only minor changes or adjustments to the boundaries of the designation or requirement; and

- (b) Written notice of the proposed alteration has been given to every owner or occupier of the land directly affected and those owners or occupiers agree with the alteration; and
- (c) Both the territorial authority and the requiring authority agree with the alteration.

The effects assessment confirms that the alteration proposed involves a no more than minor change, when viewed in the context of the roading environment as a whole. Clause 3(a)(i) of s181 is satisfied. WRAL Group have not been able to secure the written approval to date from all the owners directly affected by the application. The application thus needs to be assessed under s168 to s179 of the RMA and notified under s169.

Section 169(1) of the RMA states that the territory authority must within 10 working days decide whether to notify a consent (public or limited). Section 169(1) does not confirm the process to follow for making this determination, however we are guided by the tests set out in ss95A in 95F of the RMA to determine whether the scale of the effects of the proposal warrants public or limited notification.

The following provides this assessment.

The requiring authority is not requesting public notification of the NoR. Similarly, there are no special circumstances (i.e. unique or unusual) that would warrant public notification of the NoR.

Written approvals have also been provided from some of the parties directly affected by the NoR, such as WRAL, TPL, and Shaw's Property Holdings Ltd. The effects on these persons can be disregarded.

Written approval has not been provided by the Hamilton Pistol Club Inc, NZ National Fieldays Society Inc or the Hamilton Kart Club Incorporated. As these parties are directly affected by the NoR, due to either land take or alteration of an existing access arrangement to Airport Road, these parties are considered to be affected by the NoR. Limited notification to these parties is warranted.

### 16.3 Notification Conclusion

Based on the above assessment it is requested that Council limited notify the plan change application to the parties set out in Table 16.1.

To avoid confusion with the notification process, it is also requested that the NoR be notified to the same parties and concurrently with the plan change.

## 17 Conclusion

This report has outlined the proposed Plan Change and associated NoR for an updated Airport Business Zone Structure Plan contained within the Waipa District Plan.

The Plan Change and NoR has accounted for the issues identified by the WRAL Group in its review of Airport Operations and adjoining Business Park development by proposing a new main Airport roundabout that will act as a key gateway to the Airport and the wider Waikato region. Separation of the Southern Precinct from the Central Precinct will minimise conflict between terminal operations and heavy business park traffic in the south while also minimising transport infrastructure cost. Introducing land use controls via Non-Complying activity status will limit high traffic generating activities in the Southern Precinct so as to minimise traffic volumes for the new southern access and walking and cycling connectivity is retained within the precincts.

The options assessment identified that a Plan Change is considered to be the most efficient and effective method of implementing the changes to the Airport access strategy. The changes can be readily accounted for within the District Plan via an updated Structure Plan and supporting changes to text within discrete sections of the District Plan.

The assessment has shown that the proposed changes to rules contained within the District Plan give effect to existing objectives and policies of the District Plan or can be provided for with the new objective and policy for development in the Southern Precinct.

Associated with the updated access provisions for the Airport, and in particular the Central Precinct, an alteration to designation is sought to provide for the new Airport intersection. The assessment contained within the report shows that the proposed intersection is the most appropriate option and is reasonably necessary to achieve the objectives of the Requiring Authority.

An effects assessment has been undertaken for both the Plan Change and the NoR and it is considered that the effects associated with the proposed changes to the Structure Plan provisions and transport network are no more than minor and that there are positive effects resulting from the proposal. Positive effects as a result of amending the District Plan provisions include, increasing the operational efficiency of the Airport and the supporting business park; reducing the costs of roading infrastructure; providing for a dedicated access to the Southern Precinct; and creating a gateway entrance for the Airport.