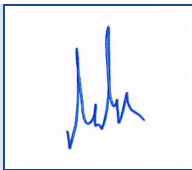
1.0 APPLICATION DESCRIPTION

Application and property details

Fast-Track project name:	Auckland Surf Park Community Stage 2
Fast-Track application number:	FTAA-2606-1246
Council reference number:	BUN60467823

2.0 Technical Specialist Memo – Urban Design

To:	Brooke Dales, Consultant Planner Warwick Pascoe – Principal Project Lead
From:	Mustafa Demiralp – Principal Urban Designer
Qualifications & Relevant Experience:	I hold a Bachelor of Urban Design and Landscape Architecture and a Master of Urban Design. I have over 17 years of experience in urban design across both the private and public sectors in New Zealand. I have prepared urban design assessments and technical advice for resource consent applications, plan changes, and fast-track applications, and have been involved in a wide range of projects, including structure planning, master planning, and medium to high-density residential developments. I am currently a Principal Urban Designer at Auckland Council, where I provide urban design advice on resource consent and private plan change applications, and contribute to hearings and assessment processes for large-scale residential, mixed-use, and subdivision developments.
Preparation in Accordance with the Code of Conduct:	I confirm that I have read the Environment Court Practice Note 2023 – Code of Conduct for Expert Witnesses and have complied with it in the preparation of this memorandum. I also agree to follow the Code when participating in any subsequent processes, such as expert conferencing directed by the Panel. I confirm that the opinions I have expressed are within my area of expertise and are my own, except where I have stated that I am relying on the work or evidence of others, which I have specified.

Signature:	
Date:	2.10.2026

3.0 Executive Summary

The proposal demonstrates a number of positive urban design attributes, including a coherent masterplanned structure centred on the Surf Park and Village Centre, a substantial open-space and landscape framework, a range of residential typologies, and a generally well-considered distribution of land uses and built-form intensity.

However, a number of urban design matters remain unresolved. In particular, concerns remain regarding the extent of reliance on private roads and JOALs within the North-Eastern Residential Precinct, associated pedestrian-access arrangements, future connectivity and integration with adjoining land, and the varying levels of design resolution and certainty across some precincts.

Further clarification has been sought on these matters. Subject to resolution of the identified issues and consideration of the applicant's response, the proposal has the potential to achieve a positive urban design outcome.

4.0 Documents Reviewed

I have reviewed the Assessment of Environmental Effects (AEE) prepared by Barker & Associates, together with the relevant application materials and appendices identified within those documents, insofar as they relate to my urban design assessment. The appendices most relevant to my assessment include:

- Appendix 9 - Masterplan
- Appendices 12-25 - Precinct Architectural Drawings
- Appendix 26 - Civil Drawings (Parts 1 and 2)
- Appendix 27 - Staged Scheme Plans
- Appendix 55 - Urban Design Assessment
- Appendices 60-61 - Proposed Conditions

5.0 Specialist Assessment

5.1 Positive Urban Design Attributes.

The proposal has a number of positive urban design attributes. At a masterplan level, it establishes a clear and comprehensive overall structure, with the Surf Park and Village Centre forming an identifiable focus

for activity and community use. The mix of residential, commercial, employment, accommodation and recreational activities provides a strong basis for a varied and identifiable mixed-use environment.

The proposal also provides a broad range of residential typologies, densities and neighbourhood conditions. This contributes positively to housing choice and helps differentiate the three residential precincts rather than establishing a single, repetitive subdivision pattern.

The distribution of height and density is generally well considered. Taller built form is concentrated around the Village Centre and Surf Park, including the hotel and four-storey apartment buildings, with a transition through three-storey walk-up apartments along the Spine Road to lower-scale one- and two-storey residential development. This creates a legible built-form hierarchy and places greater intensity around the principal activity areas.

The Village Centre is appropriately positioned as the principal mixed-use and civic focus of the development. The concentration of apartments, commercial activity, public spaces and active frontages around the Village Centre provides a strong basis for activity and a more animated public realm.

The Village Centre presents a positive approach to ground-floor activation and passive surveillance. Commercial and other active uses are concentrated around the principal public spaces and pedestrian routes, with building entrances and habitable uses helping to provide activity and overlooking of the public realm. This should contribute positively to CPTED outcomes, particularly around the Village Square, Village Green and key pedestrian connections.

The landscape and open-space framework are another key strength. Stream Park, riparian corridors, neighbourhood parks and Village Centre public spaces provide a substantial green and open-space structure through the development. The Urban Design Assessment (Appendix 55) identifies approximately 5,000 m² of combined public/open space within the Village Centre, which contributes to the civic and communal role of this part of the development.

The open-space network also provides a useful hierarchy of spaces, ranging from the larger Stream Park and riparian corridors to neighbourhood parks and the more civic spaces within the Village Centre. This contributes positively to amenity and neighbourhood identity.

The neighbourhood parks also appear to be located within convenient walking distance of the residential areas. My approximate measurements indicate walking distances generally in the order of 360–500m, which broadly represents around a five-minute walk for many residents. This supports good day-to-day access to local open space and reinforces the role of the neighbourhood parks as an integral part of the residential structure.

At a broader movement-network level, the precincts are generally well connected with each other, with a clear active-mode structure linking the principal destinations. In particular, the Spine Road and associated pedestrian and cycle routes provide a legible movement spine through the development, supported by additional connections between residential neighbourhoods, open spaces and the Village Centre.

The inclusion of the Live/Work precinct, Village Centre and Data Centre also provides employment opportunities within the wider development and contributes to a more mixed-use community rather than a purely residential outcome.

The North-Western Residential Precinct is also supported by relatively detailed design controls, which provide a stronger framework for managing built form, passive surveillance and open-space interfaces as development progresses.

5.2 Precinct Overview

Surf Lagoon, Visitor Accommodation and Stream Park

The proposed surf lagoon, visitor accommodation and Stream Park development builds on the approved scheme and establishes a highly landscaped accommodation environment with functional visitor accommodation units. While the proposal incorporates a significant amount of car parking, this is acknowledged as a functional requirement of the surf lagoon activity. A generous landscaped edge is provided along Dairy Flat Highway, reducing to approximately 5m along the east-west Collector Road and to around 2m beyond the car park entrance. In addition, substantial internal landscaping is incorporated throughout the parking areas, helping to soften the visual dominance of the larger car park areas, break up expanses of hardstand, and improve overall visual amenity. The Stream Park further contributes to a landscaped setting and assists in integrating the development within the wider site. The hotel is logically located adjacent to the Village Centre, and its scale is moderated through substantial setbacks from external boundaries, recessed upper levels, and generally high-quality façade treatment. In this context, the hotel massing is considered compatible with the adjoining Village Centre environment. The remaining buildings are predominantly low-scale and help define the lagoon edge, while generous areas of open space surrounding the lagoon contribute to a spacious and attractive recreational setting.

Village Centre Precinct

The Village Centre provides a strong mixed-use focus, incorporating apartments, retail, food and beverage uses, a wellness centre and early childhood facilities, together with approximately 5,000m² of public open space. The commercial buildings generally frame the Village Green and Village Square well, with glazing, entrances, commercial frontages and apartment lobby spaces providing good activation and passive surveillance of the public realm. Service and loading areas appear to be located away from the principal public spaces. The architectural direction is also positive, with modulated building forms, varied roof forms and glazing contributing to a more articulated built form. The precinct provides a range of apartment types and is highly walkable, with the main outstanding matter relating to the detailed design and operation of shared-space, servicing and vehicle-access areas.

Southern Residential Precinct

The Southern Residential Precinct is generally well connected and predominantly served by road reserve, although some dwellings rely on JOAL access, including Lots 653–667 and 668–674 via a private access approximately 10m wide. The precinct comprises 81 dwellings but appears to rely on only two principal dwelling typologies, resulting in less housing and architectural variation than elsewhere in the development. Some visual testing against a Mixed Housing Urban-type framework has been provided,

including identification of HIRB infringements. However, the assessment does not clearly explain the potential implications of those infringements for matters such as sunlight access or residential amenity.

No detailed landscape plans are provided, and approximately 18 sites at the eastern end appear to extend within the riparian setback.

North-Western Residential Precinct

The North-Western Residential Precinct is generally considered to provide a positive urban design outcome. Most of the neighbourhood has direct road-reserve access, the street network is well connected, and a future connection opportunity is retained. The precinct also provides good dwelling variety and orientation. One private access lot, Lot 377, serves 16 units and is approximately 12m wide, including a dedicated 1.4m footpath. This may be sufficient in principle, although the arrangement does not appear to have been specifically assessed against the relevant E27/PPA framework. There are also some lots/buildings within the riparian setback, and no detailed individual-lot landscape strategy has been provided.

North-Eastern Residential Precinct

The North-Eastern Residential Precinct provides a generally positive range of dwelling typologies and architectural variation. However, the precinct relies very heavily on private access, with approximately 24 of 178 dwellings having direct road-reserve access and around 154 dwellings, or approximately 87%, relying on JOALs. As a result, the JOAL network effectively forms the primary movement structure for much of the neighbourhood. There are also limited road-reserve connection opportunities toward adjoining land to the north. Other concerns include the use of boardwalks as part of the pedestrian access network, residual garage/parking spaces of less than 5m depth, and some unit typologies appear to have quite limited front-yard spaces, such as Type 3 and Type 4. These matters are discussed further under the detailed urban design concerns.

Live-Work Precinct

The Live-Work Precinct is positive in principle, with an appropriate mix of uses and a generally well-articulated built-form and roof-form approach. However, the entire precinct appears to rely on JOAL access rather than direct road-reserve frontage, although pedestrian paths appear to be provided on both sides of the principal JOAL. The corresponding road/JOAL section was not readily identifiable in the material reviewed. Building B3 is also located very close to the wastewater treatment plant.

Data Centre Precinct

The Data Centre Precinct is logically located away from the main residential areas and supports the employment function of the wider development, while remaining broadly consistent with the Stage 1 approval. The buildings adopt a simple form and modest height, are well set back from site boundaries, and use an industrial architectural language appropriate to their function. Generous landscape planting is proposed around much of the precinct, although the street frontage appears comparatively narrow and less landscaped. The southern mechanical plant area is also not clearly shown on the submitted elevations, leaving some uncertainty regarding its scale, visibility and integration with the street-facing built form.

5.3 Urban Design Concerns and Unresolved Matters

At a strategic level, the proposal represents a notable departure from the Silverdale West Dairy Flat Structure Plan, which anticipates much of the site and surrounding Future Urban zoned land primarily as light and heavy industrial activities. The proposal instead introduces a substantial residential community and a mixed-use local centre. While the application identifies benefits associated with a more mixed-use outcome and seeks to manage future land-use compatibility through separation and landscape buffering, this represents a materially different long-term land-use pattern from that anticipated by the Structure Plan.

The proposal includes approximately 5m-wide landscape buffers along parts of the residential boundaries adjoining land anticipated for future industrial development. The provision for a landscape buffer is a positive design response and should assist in softening the interface. However, there remains considerable uncertainty regarding the ultimate scale, intensity and built form of future development on adjoining land. In particular, if more intensive industrial activities establish immediately adjacent to residential areas, it is unclear whether a landscape buffer of this width would materially address the resulting visual and amenity interface. I understand the landscape specialist has raised related concerns regarding the effectiveness of these buffers, and I therefore defer to that assessment with respect to their adequacy.

Equally, the introduction of a substantial residential population may influence the longer-term development pattern of the wider area toward a greater mix of complementary land uses. In that context, maintaining opportunities for future integration and connectivity with adjoining land remains important, particularly given the uncertainty regarding how the wider Structure Plan area may ultimately develop.

The masterplan contains a number of physical and infrastructure constraints that influence opportunities for future connectivity. The future Rapid Transit Network corridor limits direct connections to the east, while parts of the southern edge are occupied by wastewater treatment. There may nevertheless be broader opportunities for future connections to adjoining land further south. Stream corridors, riparian margins and stormwater areas similarly influence opportunities along the western and north-western boundaries. Notwithstanding these constraints, some opportunities for future road, pedestrian and cycle connections remain available, including the retained connection toward Lascelles Drive and potential connections to adjoining land in other locations. In my view, opportunities for future integration do not appear to have been fully maximised across all parts of the development, particularly within the North-Eastern Residential Precinct, where the development pattern relies heavily on internal private access networks and provides relatively limited opportunities for onward connections. As the wider Structure Plan area urbanises over time, this may reduce network permeability and integration with adjoining neighbourhoods.

Public Road Structure, JOAL Reliance and Pedestrian Access

A key concern is the relatively limited extent of public road reserve within parts of the development and the resulting reliance on private roads and JOALs as the primary movement and address network. This is most apparent within the North-Eastern Residential Precinct and, to a lesser extent, the Live/Work Precinct. In these areas, the private access network is performing a function closer to that of a neighbourhood street network than a conventional secondary or rear-access arrangement.

Within the North-Eastern Residential Precinct, approximately 24 of the 178 dwellings appear to have direct frontage to a public road, with the remaining approximately 154 dwellings, or around 87% of the precinct,

relying on private roads/JOALs for primary access. This is a substantial proportion of the neighbourhood and means that the design quality and functionality of these private accessways is fundamental to the overall urban-design outcome.

The application is technically assessed under the Future Urban Zone and E39 Subdivision – Rural framework. However, the proposal is clearly urban in form, scale and intensity. Importantly, the applicant's own Urban Design Assessment acknowledges that E39 is not a particularly useful reference point for assessing the urban-design merits of the proposal and instead considers the E38 Subdivision – Urban provisions as a more relevant urban-design benchmark (Appendix 55 - Urban Design Assessment, pg. 18). This approach is considered appropriate from an urban-design perspective.

While E38 does not technically apply to the Future Urban Zone, it provides a useful urban-design benchmark for understanding the type of connected, walkable and legible street and access network generally expected of an urban neighbourhood of this scale. E38 also seeks sufficient road reserve to accommodate different transport modes, stormwater infrastructure, network utilities, lighting, street furniture and landscaping in a manner that avoids future safety and maintenance issues.

The scale of reliance on private access in the North-Eastern Precinct is materially different from the access arrangements typically contemplated within the E38 residential subdivision framework. E38 limits a single jointly owned access lot or right-of-way to no more than 10 rear sites and requires physically separated pedestrian access where an accessway serves six to ten rear sites. While these standards do not directly apply in the present Future Urban Zone context, they provide a useful indication of the scale at which private access arrangements are ordinarily expected to operate within Auckland's urban subdivision framework.

The typical North-Eastern Precinct private-road sections show a 1.4m wide pedestrian path along one side of the carriageway, within an overall corridor width of at least approximately 8.9m. The degree of separation from the carriageway varies between the typical sections, with some profiles providing a planted separation and others showing the path directly adjoining the carriageway.

The more significant concern is the one-sided nature of the pedestrian network across much of the precinct. This results in substantial groups of dwellings without a continuous pedestrian route on the same side as their front entrance. For example, Units 136–177 appear to rely on the footpath on the opposite side of the private road for their primary pedestrian access, requiring residents and visitors to cross the carriageway as part of their everyday route. Formal crossing points are provided, but the overall arrangement still results in a large number of dwellings being dependent on repeated carriageway crossings to access the pedestrian network.

In my view, this is less satisfactory than providing a more continuous pedestrian route directly serving the dwelling frontages, particularly given the scale of the precinct and the extent to which these private roads function as the principal neighbourhood movement and address network.

Where boardwalks form part of the primary pedestrian access to dwellings, their detailed design should ensure they function as safe, direct, legible and convenient everyday access routes, rather than reading or operating as secondary recreational paths.

In the North-Eastern Precinct, some garage forecourts are identified as "no parking" but appear to be just short of conventional parking-space depth. These spaces may nevertheless encourage informal parking or

vehicle standing, with the potential for vehicles to project into the carriageway or pedestrian route. This is particularly relevant in a constrained private-lane environment where pedestrian and vehicle functions are already closely integrated.

Overall, I consider the heavy reliance on private roads and JOALs within the North-Eastern Residential Precinct to be a significant urban-design concern. The issue is not simply whether the individual accessways can technically accommodate vehicles and pedestrians, but whether the overall network provides the legibility, pedestrian convenience, streetscape quality, public accessibility and long-term adaptability expected of a neighbourhood of this scale. The limited extent of public road reserve also reduces opportunities for future connections to adjoining land and therefore reinforces the broader concern regarding integration with the wider Structure Plan area.

Assessment Summary

Overall, the proposal demonstrates a number of positive urban design attributes, including a coherent masterplanned structure, a strong mixed-use focus centred on the Surf Park and Village Centre, a substantial open-space and landscape framework, and a diverse range of residential typologies. However, a number of urban design matters remain unresolved, particularly in relation to future connectivity and integration, reliance on private roads and JOALs within parts of the development, pedestrian-access arrangements, and the varying levels of design resolution and certainty provided across the precincts. These matters are discussed further below.

6.0 Section 67 Information Gap

A number of matters were raised with the applicant during the review process. At the time of preparing this memorandum, responses had not been received, and the following matters therefore remain unresolved.

Varying Levels of Design Resolution and Future Design Control

The level of design resolution varies across the proposal. Some precincts are supported by relatively detailed controls or landscape material, while others rely more heavily on the masterplan, indicative building typologies and high-level architectural or public-realm information. Appendix 61 provides for subsequent certification of a range of detailed matters, but clarification was sought on which key urban design and spatial elements are fixed through the current consent, which remain subject to substantive further design development, and what design-control, certification or review mechanisms will ensure that the broader urban design outcomes relied upon in the current assessment are maintained through detailed design and implementation. Clarification was also requested on a precinct-by-precinct basis regarding the controls that will govern architectural, landscape, private street/JOAL and public-realm design.

Future Connectivity and Integration

Clarification was sought on where future road, pedestrian and cycle connections to adjoining land are possible, constrained or intentionally not proposed, including why road-reserve connections are not

extended further into the North-Eastern Residential and Live/Work precincts. A consolidated plan showing existing, proposed and safeguarded future connections was also requested.

North-Eastern Precinct JOALs and pedestrian access

Clarification was sought on whether the submitted JOAL sections represent the full range of private-lane conditions, the rationale for the extensive one-sided footpath arrangement, and how pedestrian safety and amenity are addressed where paths adjoin carriageways or parking, garage forecourts may encourage informal parking, and boardwalks form part of primary pedestrian access.

Village Centre shared spaces

Clarification was sought on the full extent of pedestrian-only, shared and vehicle-accessible areas within the Village Centre, together with representative sections and information on how servicing, loading and vehicle access will operate while maintaining pedestrian priority and public-realm quality.

Other design matters raised with the applicant

Further clarification was sought regarding the North-Western park-edge fencing treatment, the detailed integration of mechanical plant along the Data Centre street frontage, and the separation and landscape treatment between Building B3 and the wastewater treatment plant. These matters remain unresolved in the absence of a response, but in my view they do not constitute critical information gaps under section 67 and could reasonably be addressed through detailed design and/or appropriate consent conditions.

7.0 Recommendation

I recommend that the following matters be addressed through further clarification and design refinement:

North-Eastern Residential Precinct

The extent of reliance on private roads and JOALs is recommended to be reduced where practicable, with greater use of public road reserve and more continuous pedestrian access directly serving dwelling frontages. Where JOALs remain the principal access network, their design should provide a clear street hierarchy, safe and convenient pedestrian movement, appropriate separation from vehicle areas, effective waste-management arrangements, and should avoid informal parking or vehicle overhang compromising pedestrian routes.

Future connectivity

Opportunities for future road, pedestrian and cycle connections to adjoining land should be safeguarded where practicable, particularly from the North-Eastern Residential and Live-Work precincts, to support integration with the wider urban area as it develops.

Village Centre

Detailed design of the Village Centre shared spaces should prioritise pedestrian movement and public-realm quality, with servicing, loading and vehicle access arranged so that they do not undermine the intended pedestrian-focused character of the centre.

Open-space interfaces

Park and open-space boundaries should generally use lower and more visually permeable treatments where practicable to maintain passive surveillance, outlook and a positive relationship between adjoining dwellings and public open space.

Data Centre

Additional landscape depth and screening should be considered along the street frontage, particularly around the southern mechanical plant area, to ensure that plant and servicing elements do not dominate the public-facing edge.

Live-Work Precinct

The interface between Building B3 and the wastewater treatment plant should be strengthened through greater separation where practicable, including consideration of relocating parking or service areas toward the treatment plant to provide an additional buffer.

8.0 Proposed Conditions

I have reviewed the draft conditions in Appendix 61 from an urban design perspective. These include precinct-specific requirements for subsequent architectural and dwelling design details, lighting, waste management, landscape design and implementation, and are broadly consistent with the types of conditions ordinarily used to secure detailed design outcomes for development of this nature.

At this stage, I do not recommend additional urban design conditions. A number of the principal urban design matters identified in this assessment relate to broader questions of urban structure, connectivity, access arrangements and design certainty, rather than matters that can readily be addressed through additional conditions. Clarification sought from the applicant was not available at the time of preparing this memorandum and, in my view, it is preferable that these matters be considered through the section 67 process before determining whether any consequential amendments to the proposal or conditions are necessary.