

**BEFORE THE DRURY QUARRY EXPANSION – SUTTON BLOCK  
[FTAA-2503-1037] EXPERT PANEL**

***In the matter of*** the Fast-track Approvals Act 2024

***And*** approvals sought under the Resource Management Act 1991, Wildlife Act 1953 and Heritage New Zealand Pouhere Taonga Act 2014

***Date of Decisions*** [11 December 2025]

***Date of Issue*** [11 December 2025]

**Record of Decisions of the Expert Panel under  
Section 87 of the Fast-track Approvals Act 2024**

**[DRAFT – 13 NOVEMBER 2025 - PURSUANT TO SECTIONS 70  
AND 72 OF THE FAST-TRACK APPROVALS ACT 2024]**

***DRAFT Decision 1:*** [Approvals relating to the Resource Management Act 1991 granted subject to conditions]

***DRAFT Decision 2:*** [Approval relating to the Wildlife Act 1953 granted subject to conditions]

***DRAFT Decision 3:*** [Approvals relating to the Heritage New Zealand Pouhere Taonga Act 2014 granted subject to conditions]

***Expert Panel:*** Catherine Somerville-Frost (Chair)  
Peter Kensington (Member)  
Dr Graham Ussher (Member)

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## **[DRAFT] DECISION MADE BY THE PANEL: DRURY QUARRY EXPANSION – SUTTON BLOCK**

### **PART A: EXECUTIVE SUMMARY**

- 1 This is an application by Stevenson Aggregates Limited (**SAL / Applicant**) for approvals to develop, in stages, an extension known as the 'Sutton Block expansion' to the existing Drury Quarry (**Project**).
- 2 Drury Quarry is New Zealand's largest aggregate quarry, established over 80 years ago and located south-east of Drury in South Auckland. Currently the quarry produces around 3.5m tonnes of aggregate per year and, based on current estimates, has around 20 more years of supply. The Sutton Block expansion would see a new quarry pit developed to the northeast of the existing pit, over five stages (**Sutton Block quarry**).
- 3 The Sutton Block expansion for the Drury Quarry has been foreshadowed in the relevant planning documents for some time, including having a Special Purpose Quarry Zoning over most of its areal extent since the Auckland Unitary Plan became operative in part nearly a decade ago.
- 4 The Sutton Block covers an area of approximately 108ha within the existing 515ha SAL landholdings at the Drury Quarry (**Site / Sutton Block**).<sup>1</sup> The Sutton Block quarry will have a maximum pit depth of around -60mRL, being developed in stages over an approximately 50-year period. The Sutton Block quarry is anticipated to be able to provide approximately 240m tonnes of aggregate for residential, business, infrastructure and road construction requirements. Importantly, the Sutton Block quarry will be serviced using established Drury Quarry infrastructure and facilities, including the existing Front of House (**FOH**).
- 5 The Project comprises applications under the Fast-track Approvals Act 2024 (**FTAA**) for:
  - (a) Resource consents for the construction and operation of the new Sutton Block quarry and its ancillary activities under section 42(4)(a) of the FTAA, which would otherwise have been applied for under the Resource Management Act 1991 (**RMA**);
  - (b) A wildlife approval under section 42(4)(h) of the FTAA, to authorise acts or omissions that would otherwise have been an offence under the Wildlife Act 1953 (**WA53**); and
  - (c) Archaeological authorities under sections 42(4)(i) and 42(9)(b) of the FTAA, being a general authority to modify or destroy archaeological sites and approval of person(s) to carry out activities under that authority, that would otherwise have been applied for under the Heritage New Zealand Pouhere Taonga Act 2014 (**HNZPTA**).

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<sup>1</sup> Approximately 108ha adjacent to the existing Drury Quarry (located southeast of Drury, Auckland) at 121 MacWhinney Drive and 1189 Ponga Road, Drury, and Ponga Road, Papakura.

- 6 Together, these form the **Application**. The resource consents, wildlife approval and archaeological authorities are jointly referred to as “**the approvals sought**”, where necessary.
- 7 The Application was included as a listed project in Schedule 2 of the FTAA, with the substantive application being lodged on 30 April 2025. The substantive application was comprised of a very large number of documents, including detailed descriptions of the Project and the approvals sought, assessments of the actual and potential effects on the environment including expert technical assessments and reports, records of engagement and consultation (including with iwi and the community), cultural values assessments, and assessment against the various requirements of the FTAA, RMA, WA53 and HNZPTA. The Panel commends the Applicant for the extremely high standard of this material.
- 8 On 13 August 2025 this expert panel was appointed to determine the Application (**Panel**). The Panel has visited the Site, and invited and received comments on the Application, including a response from SAL to those comments. Reports were received under section 51 of the FTAA from Heritage New Zealand Pouhere Taonga and the Department of Conservation. Further information requests were also made and responded to. Expert conferencing was held in relation to specific ecological and related groundwater matters of concern.
- 9 In evaluating the Application the Panel has carefully reviewed all of the information provided to us through the above channels. We have assessed the Application applying the relevant statutory criteria within the FTAA, and the statutory and regulatory material referenced in the FTAA (for example, through the linked provisions of the RMA, WA53 and HNZPTA) and grant the approvals sought.<sup>2</sup>
- 10 Our key reasons for granting the approvals can be summarised as follows:
- 10.1 The Panel has determined that, having considered all relevant matters, the Project meets the purpose of the FTAA. The Project secures the future supply of around 240m tonnes of quality aggregate, within the centre of demand for that aggregate, being the Auckland region, where there has historically been a shortfall between demand and supply.
- 10.2 Auckland is New Zealand’s powerhouse. Ensuring the availability of aggregate to support and enable the provision of infrastructure and growth in the region, particularly without the costs that would inevitably flow from out-of-region supply, is of significant regional, and likely national, benefit.
- 10.3 The Sutton Block quarry will be an expansion to a quarry that has been in operation for over 80 years. The development of the Sutton Block in particular has been provided for within the planning regime since before the Auckland Unitary Plan, giving a long period of notice of the Site’s intended use. Further, the Project benefits from the site-specific knowledge and experience gained from

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<sup>2</sup> Guided particularly by sections 3, 81 and 85, and Schedules 5 (for resource consents, and especially clause 17), 7 (for wildlife approvals, especially clause 5) and 8 (for archaeological authorities, especially clause 4) of the FTAA, and the referenced provisions of the RMA (including the subordinate planning hierarchy), WA53 and HNZPTA.

operation of the existing Drury Quarry, and many of the methods proposed for the development and operation of the Sutton Block quarry are 'tried and tested'.

- 10.4 The Panel accepts that quarrying is, inescapably, not without actual and potential adverse effects on the environment, including off-site effects. In the Panel's view the Applicant has undertaken a significant amount of work to ensure that those adverse effects are fully described and appropriately avoided, remedied and mitigated, or offset where avoidance is not possible. The Application was of a very high standard, responses to comments and the reports received have been detailed and careful, and all of the Panel's requests for further information have been comprehensively addressed.
- 10.5 Quarrying must also be located where the resource naturally occurs. There is more limited ability to move the activity to avoid all areas ordinarily deserving of avoidance, for example, areas of native vegetation, streams and wetlands. The Panel considers that the Applicant has steered the appropriate course in terms of the layout of the Sutton Block quarry in relation to the natural and physical resources within the Site and surrounds.
- 10.6 The Panel endorses in particular the steps that SAL has taken, following consultation and engagement with mana whenua, to protect the Kārearea Pa. This includes complete avoidance of its extent of place and the slopes below, and the proposed restoration and enhancement of areas that have an association with the Pa site and surrounds.
- 10.7 The Panel has taken additional steps to ensure that (a) the full extent of actual and potential effects on the environment were described and understood by us, and (b) conditions were imposed that ensure the outcomes promised will occur (particularly ecological outcomes), to the extent lawfully possible and without being unduly onerous. By way of further brief explanation:
  - (a) The Panel in particular sought additional information to understand the possible ecological effects on surface features arising from the potentially wide zone of influence from quarrying drawdown. The expert conferencing undertaken on this topic provided a great deal of assistance to and comfort for the Panel.
  - (b) The Panel is comfortable that the ecological 'net gain' and 'no net loss' outcomes described in the Application will be achieved, or at the very least, the outcomes will be commensurate with the loss of values, type, and extent within the Site. We are also satisfied that there are appropriate checks and balances to ensure outcome delivery. While we have given due scrutiny to which of the available ecological models or methodologies have been used for assessment, we have not been particularly concerned with whether the actions proposed are most accurately described as mitigation, offsetting, compensation or something else. In this decision we have applied – to the best of our knowledge – the current understanding of these terms.
  - (c) The ecological offsetting or compensation steps proposed are not experimental, and nor do they involve particularly large numbers of rare or threatened species, where more detailed conditions and assurance of process, outcome, deliverables and contingencies may have been

necessary. In the Panel's view, the ecological offsetting that has been proposed is (primarily) comprised of fairly standard planting and pest control, which is low risk and reasonably certain to achieve the planned outcomes.

- (d) Further, the reports and plans provided with the Application included detailed descriptions of the planning, management, actions and monitoring steps that are to be taken and the outcomes that are to be achieved. These documents are all referenced in the conditions (particularly the resource consent conditions, but also those relating to the wildlife approval).

- 10.8 Importantly, the Panel has sought to address the concerns raised by mana whenua. The Panel was grateful in this regard for the detailed information and direction afforded by the Cultural Values Assessments provided. This included a particular 'push' to the Panel to make sure that we placed appropriate focus on impacts to Te Taiao. We have taken that direction seriously and, as just noted above, have done that.
- 10.9 Mana whenua also emphasised the importance of an on-going relationship with SAL, including to enable the exercise of kaitiakitanga. The Applicant has given assurances that it too, understands the importance of those ongoing connections, and that it will take steps to continue engagement and build on its relationships with mana whenua, throughout the development and operation of the Sutton Block quarry. To the extent the Panel is able, through the conditions included on the grant of the approvals sought, we have sought to ensure this outcome.
- 10.10 The Panel is comfortable that the proposed conditions appropriately respond to the matters we are directed to address under the RMA, WA53 and HNZPTA, and that they conform to the requirements of the FTAA and the linked provisions.
- 10.11 No matters have been identified that would render the grant of the approvals sought inappropriate or unlawful in terms of the relevant statutory tests, including those applicable through the linked provisions.
- 11 The Panel therefore grants the approvals sought subject to the conditions in Appendices A, B and C. **Appendix A** contains the resource consent conditions, **Appendix B** the wildlife approval conditions, and the conditions for the archaeological authorities are contained in **Appendix C**.
- 12 This decision is made in accordance with section 87 of the FTAA, and covers all of the approvals sought under the Application. This decision document includes:
- 12.1 The Panel's decision – throughout, particularly Parts D (resource consents), E (wildlife approval) and F (archaeological authorities), and summarised in Part I;
- 12.2 The Panel's reasons for the decision – throughout Parts D to F;
- 12.3 The conditions imposed on the grant of the approvals sought – Part H and Appendices 1 to 3; and

12.4 A statement of the principal issues that were in contention and the Panel's main findings – Part G and Parts D to F.

## **PART B: OVERVIEW OF THE APPLICATION AND PROCEDURE**

### **APPLICATION**

#### **Applicant**

- 13 Stevenson Aggregates Limited / SAL is the Applicant, and the authorised person under section 42 of the FTAA for the Drury Quarry Expansion – Sutton Block project.

#### **Site and surrounds**

- 14 The Sutton Block is located to the north-east of the existing Drury Quarry, within the SAL landholdings. The existing Drury Quarry, Sutton Block Life of Quarry extent (or 'footprint') (**LOQ**), SAL landholdings, and the Auckland Unitary Plan: Operative in Part (**AUP:OP**) Special Purpose Quarry Zone (**SPQZ**) extent are shown on Figure 1, below:

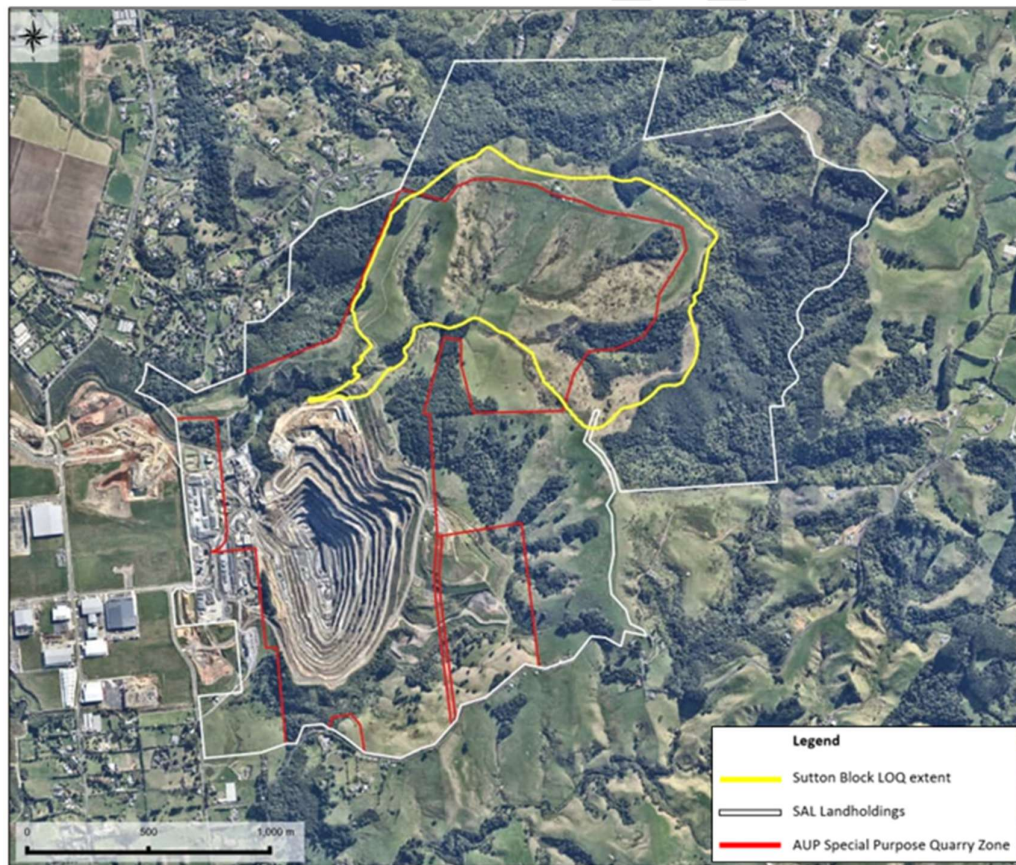


Figure 1: Adopted from Figure 1.1, page 3 of AEE.

- 15 The Applicant provided a detailed description of the Site and surrounds in its assessment of effects on the environment relevant to the application for resource consents. That assessment was entitled '*Application for Resource Consent and*

*Assessment of Environmental Effects'* by Tonkin + Taylor dated 31 March 2025 (**AEE**).<sup>3</sup> As the AEE is required to be comprehensive in relation to effects on the environment, including effects on wildlife and archaeological matters, the AEE has also been of assistance to the Panel in relation to the wildlife approval and archaeological authorities that were contemporaneously sought.

- 16 The Sutton Block consists of a broad valley, defined by a sequence of connected ridges and landform, and slopes towards its centre. The Sutton Block LOQ comprises approximately 108ha, and sits within SAL's 515ha landholding.
- 17 The Site is located approximately 5km south-east of Drury township, broadly framed by MacWhinney Road and Sonja Drive to the north, Peach Hill Road to the south and Fitzgerald Road to the west. Primary access is via Bill Stevenson Drive and Maketu Road, with State Highway 1 (**SH1**) access from the Ramarama interchange (approximately 2.5km away), or by using the northern section of Maketu Road, Drury Road, Great South Road and State Highway 22.
- 18 The existing main entrance on Bill Stevenson Drive, into the existing Drury Quarry FOH will be used to service the Sutton Block quarry. The FOH is located outside of the Site, a haul road connecting the FOH area to the Site will be established as part of the initial stages. The present FOH facilities, which are subject to existing resource consents, are proposed to service the Sutton Block pit, and no changes to the FOH are included as part of this Application.<sup>4</sup> Key parts of the FOH include:
- 18.1 The front gate and access road (Bill Stevenson Drive), transport office, administrative offices and laboratory;
  - 18.2 Mechanical workshop, weighbridge and truck wheel wash;
  - 18.3 Truck and carparking areas;
  - 18.4 Aggregate storage bins and stockpiles;
  - 18.5 Primary, additional and tertiary processing plants;
  - 18.6 Seal chip aggregate, Asphalt aggregate, Concrete, Asphalt and Perlite plants (some under construction at the time of the Application); and
  - 18.7 The lamella and filter press (quarry process water sediment removal devices), and associated sediment ponds.
- 19 The majority of the Site is reasonably hilly, and rolling in parts, pastoral land. It is currently mostly in pasture utilised for grazing, supported by two farm dwellings and

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<sup>3</sup> See section 3 of the AEE. The technical reports accompanying the AEE also summarised the Site and surrounds, in more detail, in relation to aspects relevant to each area of expertise.

<sup>4</sup> The Applicant confirmed, by way of memorandum to the Panel dated 25 August 2025, that the existing consent for the FOH (BUN60359817 granted 7 October 2020) does not contain any implied terms that would either limit the duration or the extent of aggregate resource such that the FOH consent cannot be utilised to process the aggregate resource from the Sutton Block (at paragraphs 6.6 to 6.8). There are also specific consents held for particular plant located within the FOH.

two sheds. The existing, operating, terraced Drury Quarry pit is located immediately to the south.

- 20 Although pasture forms the primary vegetation type, the gullies contain pockets of indigenous vegetation, as well as a series of linear wetlands and local streams which ultimately flow into the Hingaia Stream, to Drury Creek and into the Manukau Harbour.
- 21 The LOQ contains nine un-named streams (or stream systems), all being upper tributaries to the Hingaia Stream. Three stream reaches are permanent and the remainder intermittent. There are fourteen, mainly exotic, areas of wetland within, or in close proximity to, the LOQ. All of these wetlands are currently unfenced and subject to stock access. An artificially constructed pond (a dam pond) is located in the southwest corner (or 'pan-handle') of the LOQ, and is approximately 128m in length. This pond discharges via a culvert under the existing access road, before continuing as a stream.
- 22 The Site is located within the southwestern portion of the Hunua Ecological District. Four small areas of indigenous terrestrial vegetation have been identified within the LOQ, comprising broadleaf podocarp forest (7.33ha), kānuka scrub / forest (8.8ha), and a small section of naturally uncommon rock forest (0.65ha). Scattered across the Site are a total of 130 individual native relict trees found amongst pasture. Lastly, the Site also contains three small areas of exotic forest (plantation pine).
- 23 The pasture, vegetation, streams and wetlands support the expected fauna, including for example:
- 23.1 Macroinvertebrate diversity, as represented by the number of taxa present, of high variability, with the highest number of taxa recorded at Stream 4 (18 taxa) and the lowest at Stream 5 (14 taxa).
- 23.2 The presence of kōura, longfin eel and shortfin eel is noted (the latter via eDNA<sup>5</sup> only). Fish communities within the Sutton Block are naturally restricted due to the presence of a 20m waterfall downstream of Stream 4, which acts as an almost impassable barrier.
- 23.3 Invertebrate searches did not identify any 'Threatened' or 'At Risk' species.<sup>6</sup>
- 23.4 Copper skinks, classed as 'Regionally Declining', are the only native lizard species confirmed present within the Site. It is possible that additional lizard species are present, but poor habitat quality indicates limited capacity to support native lizards (geckos and skinks).
- 23.5 To detect the potential presence of Hochstetter's frogs three eDNA samples were collected in March 2024 at the lower reaches of the water catchment within the

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<sup>5</sup> Environmental DNA, eDNA is genetic material that is shed by organisms as they move in, through, and around their environment, and is obtained through environmental sampling.

<sup>6</sup> The Panel notes that these terms reference the New Zealand Threat Classification System, a national system used to assess the conservation status of species found in the wild in New Zealand. The system is administered by the Department of Conservation and complements the International Union for Conservation of Nature Red List system.

Sutton Block. No records of Hochstetter's (or other) frog species were identified.

- 23.6 One 'Threatened' or 'At Risk – Declining', bird species was confirmed as present within the Site, being a lone pipit. The Sutton Block is not expected to support any other 'Threatened' or 'At Risk' species but does support a range of common birds generally tolerant of degraded and highly modified environments. No wetland bird species were detected during bird surveys, with a single faint recording that was possibly an Australasian bittern ('Threatened – Nationally Critical') call noted during an initial survey, but not confirmed in follow-up recordings.
- 23.7 Four bat surveys were undertaken between 2020 and 2024, with one bat pass recorded in 2020 within the immediately surrounding environment on the SAL landholdings (but outside the LOQ). No other passes were detected. Despite this, long-tailed bats are a very high value species known to be highly mobile, and vegetation within the Site has the potential to support bat roost habitat.
- 24 The SAL landholding, including the Sutton Block, are inferred to be underlain by three major geological units, being Waipapa Group greywacke, Waikato Coal Measures and Bombay Basalts (volcanic basalt lava). These units are overlaid with overburden materials consisting of Pleistocene deposits. The inactive Drury Fault is located to the west of the Sutton Block and forms the western extent of the existing Drury Quarry operations. The Drury Fault is located outside of the LOQ extent (to the south) and is inferred to define the western limit of the practical recoverable aggregate resource.
- 25 The Site is located within an important cultural area – Kārearea, Te Maketū - an area of immense cultural, spiritual, traditional and historical significance. There are deep and enduring mana whenua connections with this land and environment, as eloquently described in the Cultural Values Assessments that the Panel has been provided.
- 26 This includes the Kārearea Pa and its surrounds, which is located to the south of the Sutton Block LOQ and is excluded from quarry development. As we note in more detail later in this decision report, Kārearea Pa is "*wāhi tapu of the highest order*".<sup>7</sup>
- 27 The Pa has been protected from development, to varying degrees, since the late 1940s, with more recent RMA protection under the AUP:OP extending the area reserved. While the quarry expansion area was originally proposed to cover the northern and western slopes of Kārearea Pa, this was amended after work between SAL and mana whenua. The agreement reached has seen the LOQ shift northwards away from the Pa, but as a result slightly out of the SPQZ. The Panel unreservedly considers this shift to have been appropriately made.
- 28 Kārearea Pa is also an archaeological site, R12/278 (Te Maketu – Burials, Stonework, Earthworks, Pā), as relevant to the HNZPTA. Other archaeological sites include:
- 28.1 R12/723 (Terraces, Stonework, Cultivations? (*sic*)); and

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<sup>7</sup> 'Ngāti Tamaoho Drury Quarry Expansion Cultural Values Assessment' by Ngāti Tamaoho Trust dated Mahuru 2024 at paragraph 6.2. Other iwi expressed similarly strong connections and concern for this area and site, and the Panel regrets only being able to select one example for this decision report.

- 28.2 R12/724 (Plants, Fence, Stonework, Earthworks). This site is now considered to originate post 1900, and accordingly is not protected by the HNZPTA.
- 29 Outside the Site, the areas to the north-west and north-east are predominately rural residential lifestyle blocks, with dwellings located along MacWhinney Drive located west / northwest of the Sutton Block. The nearest dwelling is located approximately 130m northwest of the LOQ. To the north, and at higher elevation, are the dwellings located along Sonja and Laurie Drives, with the nearest dwelling there approximately 715m distant from (and to the north of) the LOQ.
- 30 Land use to the west of the existing Drury Quarry is predominately industrial, with the Drury South Crossing business park located past the FOH. Beyond the Business and Industrial zone land to the west and north is more distant residential land. Drury township is approximately 5km to the southeast. Ramarama School is located on Ararimu Road, around 2.3km away by vehicle from the Site.
- 31 In terms of the AUP:OP, and more relevant to the resource consents sought, the Sutton Block LOQ and footprint is primarily located within the AUP:OP's SPQZ (approximately 78ha or 72%), while the remaining 30ha (28%) has Mixed Rural (and a tiny sliver of Rural Production) zoning. The land has been identified for quarry uses for some time now, being also zoned for quarry use under the previous Papakura District Plan.<sup>8</sup>
- 32 There are three relevant Significant Ecological Areas (**SEAs**) identified in the AUP:OP being:
- 32.1 SEA\_T\_5323, which surrounds the northern and eastern edges of the LOQ, with a portion within the LOQ. This primarily consists of kānuka forest and a small amount of broadleaf podocarp forest.
- 32.2 SEA\_T\_1177, located within the north-east corner of the LOQ. This primarily consists of broadleaf podocarp forest.
- 32.3 A third SEA is located within the immediately surrounding landscape, being SEA\_T\_5349, outside and to the south of the LOQ. This SEA contains the Kārearea Pa as well as rock forest on a volcanic boulder field with pūriri forest, taraire, tawa, podocarp forest and anthropogenic totara forest.
- 33 There is also an area identified as Outstanding Natural Landscape (**ONL**), located immediately to the north of the LOQ and the proposed northern bund. The Project does not extend into the ONL.
- 34 The Kārearea Pa (site R12/278) is a scheduled Category B site on the Historic Heritage Overlay (Schedule 14: ID 00693) in the AUP:OP. It has a defined Historic Heritage Extent of Place (693) and is also a Site of Significance to Mana Whenua (111). No works are proposed within the defined Extent of Place or within the Site of Significance to Mana Whenua.
- 35 Relevant AUP:OP overlays are shown on Figure 2 below:

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<sup>8</sup> A table outlining all of the applicable zoning and planning notations is included in Table 8.1 of the AEE.

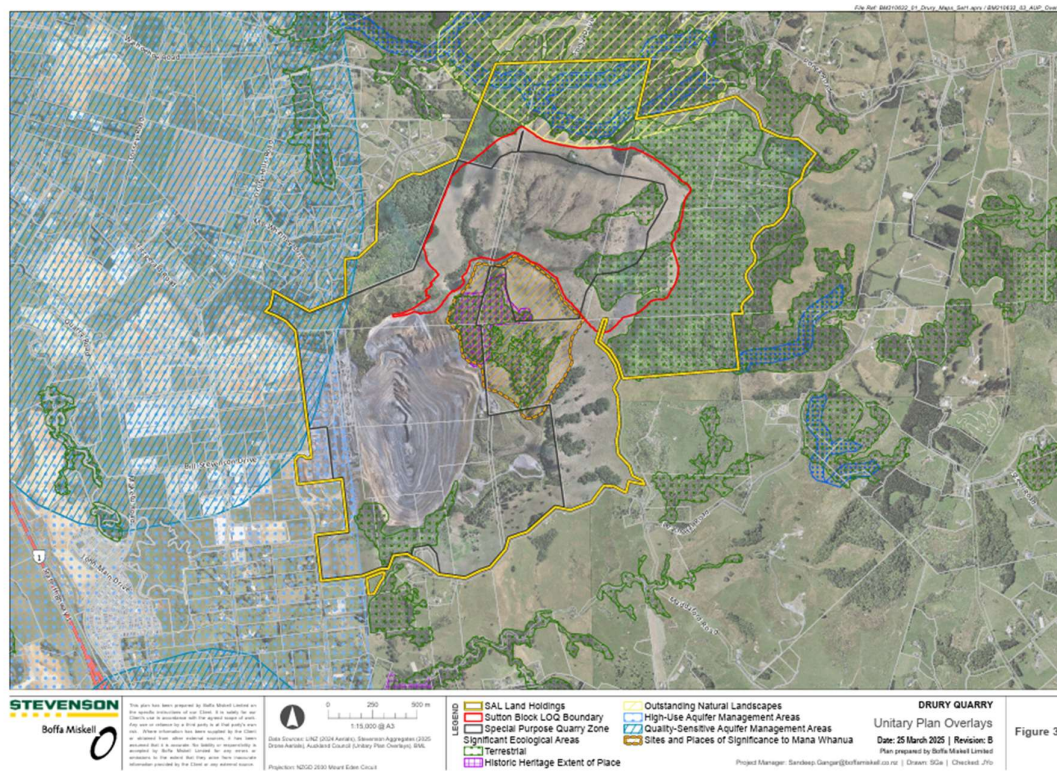


Figure 2: Adopted from Figure 3, AEE Drawings Set.

### Overview of the Application

- 36 As noted above, SAL seeks resource consents, a wildlife approval and archaeological authorities to enable development of the Sutton Block quarry.

#### Resource consents

- 37 The Sutton Block quarry, being an expansion to the existing Drury Quarry, will involve a staged development (expected to occur over five stages), across an area of approximately 108ha. The maximum pit depth is -60m RL, with a maximum vertical height of approximately 320m. The layout has been selected by SAL to maximise the extraction of both brown and blue greywacke rock while ensuring that the majority of the LOQ is located within the existing SPQZ. It also assists to reduce the extent of the loss of streams and wetlands outside the SPQZ, infringement on Kārearea Pa is avoided, and the ONL is avoided.
- 38 Unsurprisingly, the details to establishing and operating a quarry are reasonably complex. The AEE contains an overview of the Project and its proposed layout, the general construction sequence and programme, the mitigation and monitoring proposed, ecological offsets to be provided, and proposed conditions of consent. Many of the operational matters and construction strategies proposed, including important environmental mitigation measures to avoid, remedy and mitigate effects, draw on experience gained from the existing Drury Quarry, with enhancements as to be expected with the passage of time.
- 39 Staging for the development of the Project is also generally described in the Application, AEE and technical reports. The documents acknowledge that there may be

some fluidity to the stages described, and that the indicated time periods are subject to change (quarrying will inevitably be based on market demand). Five broad stages have been used for assessment purposes:

- 39.1 Stage 1 encompasses creation of the haul road to the Sutton Block and the associated stream diversion, establishment of sediment control devices, overburden removal, and establishment of the northern bund.
  - 39.2 Stage 2 and Stage 3 of work involve quarrying proper with the initial pit development, beginning with the removal of additional overburden material and the creation of stockpiles.
  - 39.3 Stages 2, 3 and 4 are 'operating quarry' stages, and predominantly see the progressive widening and some deepening of the pit.
  - 39.4 The final stage of work, Stage 5, reflects the footprint of the quarry pit (LOQ) over a 50-year period, and is predominantly when the pit will be progressively deepened.
- 40 The resource consents sought under the RMA are to authorise a range of necessary activities for the establishment and operation of the Project,<sup>9</sup> including for example:
- 40.1 Establishment works (including construction of the haul road connecting the existing FOH to the Sutton Block, overburden removal and bund establishment).
  - 40.2 Aggregate extraction and processing within the Sutton Block LOQ.
  - 40.3 Other ancillary activities (including earthworks, conveying, stockpiling and internal traffic movements).
  - 40.4 Operational drilling, blasting, stormwater, dust, erosion and sediment control management.
  - 40.5 Groundwater dewatering (to a maximum rate of 19,426m<sup>3</sup>/d during Stage 5) and augmentation of streams.
  - 40.6 Vegetation removal (loss of approximately 16.78ha of indigenous vegetation of moderate to high value and loss of approximately 5.25ha of negligible value).
  - 40.7 Reclamation of streams and wetlands, along with stream diversion, resulting in the loss of approximately 3,341 linear meters of permanent and intermittent stream reaches, as well as around 1.88ha of wetlands.
  - 40.8 A comprehensive mitigation and offset package, including revegetation, native forest enhancement through pest control, and restoration of stream and wetland habitat.

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<sup>9</sup> Section 8 of the AEE outlines the resource consent requirements, while Appendix D to this decision report outlines the resource consents required.

- 41 Matters relevant to the Panel's decision making on the resource consents are outlined in Part D of this decision report. Conditions relevant to the resource consents are included in Appendix A.

*Wildlife approval*

- 42 The wildlife approval aspect of the Application seeks authority under the WA53 to salvage and release particular native lizards (skinks and gecko), subject to compliance with a Lizard Management Plan, and to nominate authorised personnel for those activities. Absent the approval being in place, works undertaken to establish the Project could result in breaches of the WA53.

- 43 Matters relevant to the Panel's decision making on the wildlife approval are outlined in Part E of this decision report. Conditions relevant to the wildlife approval are included in Appendix B.

*Archaeological authorities*

- 44 The archaeological authorities aspect of the Application are an HNZPTA general authority sought in relation to potential archaeological sites (no known sites are proposed to be affected by the Project), and approval of a named person to carry out related archaeological work.

- 45 Matters relevant to the Panel's decision making on the archaeological authorities are outlined in Part F of this decision report. Conditions relevant to the archaeological authorities are included in Appendix C.

*Application documentation*

- 46 The Application was comprised of a number of documents:
- 46.1 An application document, which set out a description of the approvals sought for the Project and details regarding the authorised person, eligible activity, relevant information and pre-lodgement requirements (including for example in relation to engagement and consultation), and assessment against the FTAA's purpose.
  - 46.2 Various appendices were included with the application document, addressing such matters as the FTAA checklists, consultation requirements, section 30 written notice from Auckland Council, indicative construction sequence and programme details, and iwi and community engagement reports.
  - 46.3 Information to support the resource consent applications including an application form and the AEE.
  - 46.4 The AEE addressed the matters expected (and required) for such assessments under the RMA, including for example a full description of the Project and proposed activity and the existing environment, identification of the resource consents required, a description of the actual and potential effects of the Project, details on alternative methods for proposed discharges, a record of consultation undertaken and outcomes, and the required statutory assessment. Ten appendices were included, including the drawings set, Cultural Value Assessments, a draft Quarry Management Plan, and draft proposed conditions of consent.

- 46.5 Technical reports A through to V were also provided (and formed Volume 2 of the AEE), including:
- (a) A suite of documents relating to ecology, as well as a guide and overview to these documents, including an Ecological Impact Assessment and accompanying maps, an Ecological Management Plan, and numerous subservient reports (for example residual effects analyses and net gain delivery plans).
  - (b) An assessment of noise effects.
  - (c) A blast vibration and noise study.
  - (d) Air quality assessment.
  - (e) Landscape effects assessment.
  - (f) Groundwater and surface water effects assessment.
  - (g) Preliminary site investigation, detailed site investigation, soil characterisation investigation and Contaminated Site Management Plan and Remedial Action Plan.
  - (h) Geotechnical assessment.
  - (i) Erosion and sediment control assessment report.
  - (j) Economic impact assessment.
  - (k) Archaeological assessment.
  - (l) Integrated transportation assessment.
- 46.6 Detailed material was provided relating to consultation, including in relation to that undertaken by the Applicant with relevant Ministries and Auckland Council (section 30 FTAA), and overviews of community engagement. Importantly, mana whenua engagement was described and summarised in some detail, and Cultural Values Assessments were provided from five mana whenua entities.
- 46.7 Documents specifically addressing matters relevant to the Panel's assessment of the wildlife approval and archaeological authority applications, including draft conditions.

## **PROCEDURE**

- 47 The following matters of procedure are relevant for this decision report, noting that these are also described in the various Minutes issued by the Panel.

### **Appointment and Site visit**

- 48 The Panel was appointed on 13 August 2025 and undertook a site visit on 14 August 2025.

- 49 The Site visit included a tour by vehicle through the existing Drury Quarry FOH area and around the existing Drury Quarry pit, and then into and across the Sutton Block. The Panel also walked around the vicinity of the constructed pond / upper dam on Stream 4, where the haul road will be located, and near the outer extent of the fenced Kārearea Pa area in that location. We also walked along part of the top of the Sutton Block, from close to the existing farmhouse and sheds, and across to the northern-most SEA.
- 50 The Panel also visited the surrounding area, including MacWhinney Drive, Drury Hills Road, Waikura Road, Peach Hill Road, Ponga Road, Laurie Drive, Sonja Drive, Quarry Road and Fitzgerald Road. Visits were also made to the Drury South (Industrial) Precinct area, and through the State Highway 1 interchanges at Ararimu Road and at Great South Road.

### **Section 18 Report**

- 51 The Panel had the benefit of a detailed section 18 FTAA Report, '*Fast-track Approvals Act 2024 - Treaty settlements and other obligations (Section 18) report: Project Name: FTAA-2503-1037 Drury Quarry Expansion - Sutton Block*' prepared for the Panel Convener by the Ministry for the Environment and dated 18 June 2025 (**Section 18 Report**). The information provided included:
- 51.1 Identification of relevant iwi authorities, Treaty settlement entities, and other Māori groups with interests in the Project area; and
  - 51.2 The relevant principles and provisions in Treaty settlements and other arrangements.
- 52 The Section 18 Report confirmed the complex Treaty settlement landscape for Auckland, recording the seventeen relevant Māori groups for the Project and Site. The Panel has ensured that these entities were invited to comment through the section 53 FTAA process, which we outline further below.<sup>10</sup>
- 53 Treaty settlements relevant to the Project were recorded as being the Ngāi Tai ki Tāmaki Claims Settlement Act 2018, Ngāti Tamaoho Claims Settlement Act 2018; Ngā Mana Whenua o Tāmaki Makaurau Collective Redress Act 2014, Ngāti Paoa Deed of Settlement, and the Te Ākitai Waiohua Deed of Settlement.
- 54 The Ngāti Tamaoho Claims Settlement Act 2018 was referred to us, and includes a statutory acknowledgement over the Hingaia Stream and its tributaries, with the Site being located entirely within the Hingaia Stream catchment. The statutory acknowledgement requires consent authorities to provide a summary of any relevant applications to the holder of the statutory acknowledgement (Ngāti Tamaoho Settlement Trust), and the consent authority must have regard to the statutory acknowledgement when making notification decisions under the RMA.
- 55 The Section 18 Report noted that panels under the FTAA act as the consent authority, and that it was considered this obligation may be met through the section 53 process.
- 56 Clause 5 of Schedule 3 to the FTAA provides a direction to the Panel that we must comply with the arrangements in the legislation (here, the Ngāti Tamaoho Claims

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<sup>10</sup> See Minute 2 and Appendix 1 to that Minute.

Settlement Act 2018), “as if [we] were a relevant decision maker (such as a local authority ...)”. We have had regard to the statutory acknowledgement in making our decisions under section 53, and the Ngāti Tamaoho Settlement Trust was accordingly invited to comment on the Application.<sup>11</sup>

- 57 Lastly, the Section 18 Report provided a reminder for the Panel that iwi and hapū are likely to have cultural associations with ancestral lands, water, sites, wāhi tapu, and other taonga beyond what is specifically identified in any Treaty settlement or other arrangements. Local tangata whenua and their representatives were noted as being “best placed to advise on such matters in the first instance”. The Panel agrees.

### **Iwi authorities**

- 58 It is helpful at this point to note also that SAL included, in its substantive application, the information required by clauses 5(1)(b), (1)(i) and (1)(j) of Schedule 5 to the FTAA. This included information for example relating to statutory areas under relevant Treaty settlement acts, information about any Treaty settlements that apply in the area covered by the Application, and any protected customary rights groups. The AEE recorded that the entire Site is:

58.1 Identified as a Ngāti Tamaoho Statutory Acknowledgement Area (OTS-129-22 and OTS-129-06) on the Auckland Council GeoMaps GIS Viewer; and

58.2 Identified as being within a Mana Whenua Area of Interest on the Auckland Council GeoMaps GIS Viewer as it is within Te Ākitai Waiohū rohe (as agreed between Te Ākitai Waiohū and the Crown in the Deed of Settlement).

- 59 Section 7(1)(a) of the FTAA requires all persons performing and exercising functions, powers and duties under it to “act in a manner that is consistent with - the obligations arising under existing Treaty settlements”. There is then section 7(2), which states that “subsection (1) does not apply to a court or a person exercising a judicial power or performing a judicial function or duty”. We find this to be potentially contradictory to later sections, such as 82(3) and 84(1), though we note that those sections only apply where there is a Treaty settlement that is ‘relevant’ to an approval. The Section 18 Report has provided the Panel with helpful direction on the relevant Treaty settlements for this Application.

- 60 As noted further below, the Panel directed the EPA to seek comment from the Minister for Māori Crown Relations: Te Arawhiti and the Minister for Māori Development under section 72 FTAA.

- 61 [Placeholder for response to comments received from the Ministers.]

### **Section 51 Reports**

*Department of Conservation – wildlife approval*

- 62 The Department of Conservation (**DOC**), on behalf of the Director-General of Conservation, provided the Panel Convener with the report requested by her under section 51 of the FTAA. That report was entitled ‘Fast-track Approvals Act wildlife

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<sup>11</sup> Ibid.

*approval report: Section 51(2)(c) wildlife approval report for FTAA-2503-1037 Drury Quarry Expansion – Sutton Block’ and dated 10 September 2025 (DOC s51 Report).*

- 63 The DOC s51 Report raised some issues regarding this aspect of the Application. Primarily (but not exclusively) these related to the contents of the Lizard Management Plan provided by the Applicant, and whether the Plan would provide appropriate protection to salvaged lizards. A query was also raised regarding the term sought. The Report did however recommend that approval be granted, subject to addressing the matters of concern.
- 64 The Applicant undertook further work and discussions with DOC, including in relation to the contents of the Lizard Management Plan and clarified the term sought. Ultimately the Panel was provided with an updated Plan (within an updated Ecological Management Plan, dated 17 July 2025) and draft proposed conditions for the wildlife approval that were agreed between the Applicant and DOC.<sup>12</sup>
- Heritage New Zealand – archaeological authorities*
- 65 Heritage New Zealand Pouhere Taonga (HNZPT) also provided the Panel Convener with the report requested by her under section 51 of the FTAA. That report was entitled ‘Section 51(2)(d) Fast-track Approvals Act 2014 Report Drury Quarry – Sutton Block Expansion [FTAA-2503-1037]’ and dated 10 September 2025 (HNZPT s51 Report).
- 66 The HNZPT s51 Report confirmed agreement with the documents provided by the Applicant, including importantly the Archaeological Assessment, Archaeological Management Plan and proposed conditions that had been provided by the Applicant. HNZPT recommended that the general archaeological authority be granted (subject to conditions), and that if granted, the named person be approved to carry out the archaeological work under the authority.
- 67 There was further correspondence between the Applicant and HNZPT in relation to the proposed conditions, with an agreed set of draft conditions ultimately provided to the Panel.<sup>13</sup>

#### **Invitations to comment**

- 68 The Panel invited comments on the Application by way of Minute 3 on 27 August 2025. All of the entities that had been identified in the Section 18 Report were invited to comment.
- 69 Further, the Panel included a larger than perhaps usual (under the FTAA process which does not contain the same notification provisions as the RMA) number of neighbouring properties and residences in our invitation.
- 70 This was because the AUP:OP, for the Drury Quarry and Sutton Block SPQZ, includes reverse sensitivity rules through a 500m buffer zone (Quarry Buffer Area Overlay).<sup>14</sup>

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<sup>12</sup> See the Applicant’s response to the Panel’s third request for information, memorandum dated 5 November 2025, paragraphs 2.24 – 2.25, and the set of draft conditions for the wildlife approval provided by the Applicant to the EPA dated 01 October 2025.

<sup>13</sup> Ibid, paragraphs 2.22 – 2.23, and the set of draft conditions for the archaeological authorities provided by the Applicant to the EPA dated 01 October 2025.

<sup>14</sup> See D27 Quarry Buffer Overlay, AUP:OP.

The intent of this overlay is to avoid reverse sensitivity effects on quarries that can result from subdivision, use and development in close proximity to them. Within this overlay there are for example restrictions on new dwellings (controlling matters such as their location and orientation, and noise attenuation and vibration mitigation for example). The Panel therefore invited comments from residences that were within the Quarry Buffer Area Overlay relevant to the Sutton Block.

71 Responses to the Panel's invitation were due on 24 September 2025. Comments were received on time from the following:

71.1 Auckland Council

71.2 Heritage New Zealand Pouhere Taonga

71.3 Department of Conservation

71.4 Auckland Conservation Board

71.5 Ministry for Culture and Heritage<sup>15</sup>

71.6 Minister for Arts Culture and Heritage<sup>16</sup>

71.7 Minister for Infrastructure

71.8 Minister for Resources

71.9 Minister for the Environment

71.10 Te Ākitai Waiohū Settlement Trust; and

71.11 Eight comments from individuals / owners and occupiers of land, who had been invited to comment by the Panel.

72 Three late comments, also from individuals / owners and occupiers of land, which were delayed by only a matter of days, were accepted by the Panel as recorded in Minute 5.

73 The Auckland Council comment was particularly detailed and comprised:

73.1 A memorandum of strategic and planning matters dated 24 September 2025, including a statutory planning assessment and a summary of assessment outcomes and proportionality conclusions. This memorandum was of great assistance to the Panel.

73.2 The memorandum provided a brief overview of the outcome of the overall Council assessment of the application, based on an objective assessment of the application material as of 24 September 2025. The summary also included analysis under section 85(3) FTAA, examining whether adverse impacts were

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<sup>15</sup> This comment deferred to HNZPT's statutory role and expertise.

<sup>16</sup> The correspondence received advised that the Minister had no comments.

sufficiently significant to be out of proportion to the Project's regional or national benefits.

- 73.3 The memorandum also recorded the status of discussions between the Applicant and Council, including in relation to requests for information (between the Council and Applicant)<sup>17</sup> and draft conditions.
- 73.4 Sixteen annexures were included, being Council memorandums that had been received and which had informed the overall statutory planning assessment. The annexures were in relation to Ecology (Freshwater and Terrestrial); Auckland Transport matters; Economics; Groundwater; Regional Earthworks and Streamworks; Heritage; Landscape and visual; Stormwater; Discharges to Air; matters relating to Parks; Noise and Vibration; Contaminated land matters; Regulatory Engineering; Planning; matters relating to Watercare; and Franklin Local Board comments.
- 74 The Panel would like to thank all participants who commented for their contributions.
- 75 The broad topics raised in the comments included:
- 75.1 Positive effects – support for the Project including the need for aggregate to undertake important planned infrastructure projects and to enable the development of residential, commercial and industrial activities;
- 75.2 Ecological effects, including in relation to freshwater (wetlands and streams, including impacts on these where outside the footprint, and the loss of both extent and values within the footprint) and terrestrial ecology (including the loss of native vegetation, such as rare rock forest typology, and habitat for indigenous flora and fauna, and the potential for impacts on areas of vegetation, including SEAs, outside of the SAL landholdings);
- 75.3 Effects on groundwater, including drawdown effects on ecological matters, other quarries and other groundwater users;
- 75.4 Landscape and visual effects, including effects on amenity and character, effects on public parks and effects on private views. Related matters included requests for screening through the use of vegetation and / or bunds;
- 75.5 Effects arising from earthworks, including the control of sediment discharges and works in streams;
- 75.6 Noise effects, from construction and quarrying (including blasting), and including concerns related to the hours of operation;
- 75.7 Vibration effects (from blasting), including requests to undertake pre-condition building surveys;

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<sup>17</sup> While these were described in places as 'section 67' questions and a section 67 'tracker table' was provided, in fact these did not arise under section 67 of the FTAA (i.e. they did not arise from Panel requests), but rather resulted from proactive work that had occurred between the Applicant and the Council before the Panel's appointment, and which continued post our appointment. That work significantly reduced the number and scope of issues remaining.

- 75.8 Air quality effects, particularly arising from dust (for example, deposition on structures and personal property), and including concerns regarding long-term health and wellbeing (for example, through potential inhalation of dust and from deposition on roofs used for drinking water collection);
- 75.9 Effects arising from works on contaminated, or potentially contaminated, land;
- 75.10 Quarry safety effects, including in relation to quarry engineering, slope stability and the like;
- 75.11 Effects on local roads, including for example increasing congestion and delay, and the potential for physical damage to roads and infrastructure caused by heavy vehicles associated with quarrying and the sale of aggregate and related products from the quarry;
- 75.12 Cultural effects, due to impacts on the whenua (land), awa (water) and ngāhere (forest) and including impacts on the significant Kārearea Pa;
- 75.13 Effects on heritage values and archaeological sites (known and potential), and the appropriateness of the NZHPTA archaeological authority process for addressing these;
- 75.14 Queries about the nature and scale of economic effects, including queries regarding the addition of a fifth stage of quarrying and increase in quarrying extent without apparent increased benefits;
- 75.15 The need for monitoring, reporting and enforcement; and
- 75.16 Effects on property values, including related requests to adopt a 'Property Value Protection Plan'.

#### **Applicant's response to comments**

- 76 On 1 October 2025 the Applicant provided responses to the comments received on the Application.
- 77 The Panel has considered the Applicant's responses, and, where appropriate, refers to these responses within Parts D to F of this decision report.

#### **Appointment of technical advisor**

- 78 On 30 September 2025 the Panel noted its intention to appoint Mr Jon Williamson as a technical adviser to provide the Panel with a peer review report on hydrogeology.<sup>18</sup>
- 79 This appointment was made under clause 10(3) of Schedule 3 of the FTAA. The Panel wished to obtain further expert advice in relation to the scale of potential hydrological effects arising from the groundwater take and drawdown, and how those might impact on surface water features (for example, wetlands and streams), other quarries, and other groundwater (bore) users.
- 80 Mr Williamson's formal appointment, and ability to undertake the necessary work, was delayed for a period of time. This was during suspension of the Application, when it

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<sup>18</sup> See Minute 5.

was understood that no work could be carried out, even procedural matters (such as issuing Minutes, commissioning of technical and special advisors, and provision of information to panels from the EPA).

81 Mr Williamson's report, entitled '*Fast Track Approvals Act (FTAA): Drury Quarry Expansion – Sutton Block. Hydrogeological Review*' dated 4 November 2025 was circulated to the participants by way of our Minute 9. Comments were sought on or before 11 November 2025.

82 [Placeholder to address Applicant's and Auckland Council's response. Receipt on 12 November 2025 of documents from the Applicant and Council is acknowledged, however these have yet to be reviewed by the Panel.]

#### **Appointment of special advisor**

83 On 22 October 2025 the Panel appointed Mr David McMahon as a special advisor, to provide the Panel with additional support if necessary for the drafting of documents, including parts of the decision and conditions. This appointment was made under clause 10(2) of Schedule 3 of the FTAA.

#### **Further information**

84 The Panel issued three requests for further information under section 67 of the FTAA, by way of Minutes 3, 4 and 7. These were requests directed to the Applicant, with the latter request including one item also for Auckland Council. Each of these were comprehensively responded to by the Applicant and Auckland Council. We refer to key aspects of the requests and responses, as necessary, in Parts D to F of this decision report.

#### **Conditions**

85 The Application included sets of draft conditions for the resource consents, wildlife approval and archaeological authorities. These conditions were periodically updated, appropriately, following discussions between the participants, as a result of comments under section 53 FTAA, and following further information requests from the Panel.

86 We have discussed above the steps taken in relation to the draft proposed conditions for the wildlife approval and archaeological authorities.

87 The Panel notes in particular the work undertaken between the Applicant and Auckland Council with regards to the draft proposed conditions for the resource consents. These parties were already working on the conditions prior to the Panel's appointment, and as a result the conditions were well-advanced.

88 Following the receipt of updated conditions from the Applicant dated 10 October 2025,<sup>19</sup> the Panel requested, by way of Minute 7, that the Applicant and Auckland Council prepare a table setting out any resource consent conditions that were not agreed between them. For each condition that was not agreed, the Panel sought that the particular text that each party sought be outlined with brief reasons / explanations provided. This was provided on 5 November 2025.

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<sup>19</sup> Provided to the Panel on 16 October 2025.

- 89 The Panel thanks the Applicant and Auckland Council for their proactive and collaborative work on conditions.
- 90 In accordance with section 70 of the FTAA the Panel reviewed and amended the three sets of proposed conditions (being for the resource consents, wildlife approval and archaeological authorities) and provided draft conditions to the Applicant and persons invited to comment on [13 November 2025]. Responses were required by [27 November 2025].
- 91 The Panel received responses on the draft conditions from:
- a. [insert]; and
  - b. [insert].

92 [Placeholder for Panel's response to any matters arising from comments on conditions process.]

93 [On 4 December 2025 the Applicant provided a response to the above comments on conditions.] [Placeholder for Panel's response to any subsequent comments received from the Applicant.]

94 The Panel has considered all comments received on the draft conditions as is required under section 70 FTAA and amended the conditions where appropriate. The Panel has addressed key comments on conditions throughout this decision report, particularly in Part H.

#### **Comments from the Minister for Māori Crown Relations: Te Arawhiti and Minister of Māori Development**

95 Under section 72 FTAA the Panel invited comment from the Ministers for Māori Crown Relations: Te Arawhiti and Māori Development on [13 November 2025].

96 [Placeholder for Panel's response to any comments received from the Ministers.]

#### **Hearing and expert conferencing**

97 The Panel has been mindful of the emphasis on time limited decision-making in the present process, the purpose of the FTAA in section 3, to facilitate the delivery of development projects with significant regional or national benefits, and the procedural principles in section 10 FTAA that require us to take all practicable steps to use timely, efficient, consistent, and cost effective processes that are proportionate to the Panel's functions, duties or powers.

##### *No need for a hearing*

98 The Panel has exercised its discretion not to require a hearing on any issue under section 56 FTAA.

99 Save in relation to the matters put to expert conferencing and which we describe below, the Panel considers that:

99.1 We were able to adequately consider all of the issues based on the information available including the Application, comments received, responses to comments

and the further information provided by the Applicant, Auckland Council, DOC, HNZPT, and invited persons.

- 99.2 The material issues involved were comprehensively addressed in the documentation provided to us, thereby resolving technical expert differences of opinion. Residual issues were sufficiently clear for the Panel to consider.

*Expert conferencing*

- 100 However, the Panel has also been cognisant that quarries and mining can, in particular, have significant impacts on the natural environment – on water, flora and fauna. We have taken seriously too the very strong direction given to us within the Cultural Values Assessments provided,<sup>20</sup> to carefully assess impacts on Te Taiao (the natural environment). These concerns were echoed in the comments received from Te Ākitai Waiohua Settlement Trust.
- 101 The Panel was therefore particularly concerned to ensure that we had a very clear understanding of the possible impacts on ecology (for example, potential impacts on surface water, such as wetlands and streams, arising from groundwater drawdown impacts), how achievement of the Stream Ecological Valuation enhancement values was to be monitored, and the 'package' proposed by the Applicant (for example, what was mitigation, offsetting and / or compensation, and whether it was important to 'label' these correctly).
- 102 The Panel indicated in Minute 5 that expert conferencing may be required, including in relation to ecological matters. In Minute 7 we directed that expert conferencing be held for ecology and related groundwater experts, with the Panel in attendance. Arrangements were made for this, in some haste, with all participants invited to have relevant experts attend. The Applicant and Auckland Council were also invited to have their legal and / or planning team members attend, in an observing role.
- 103 The Panel outlined, in Appendix One to Minute 7, the core agenda items on which we wished to obtain further information and / or clarity.
- 104 Expert conferencing was held on 31 October 2025, with the experts ultimately attending being:
- 104.1 Groundwater experts: Mr Jon Williamson (Panel technical advisor); Mr Parviz Namjou (for the Applicant); Mr Philip Kelsey (for Auckland Council); and
- 104.2 Ecologists: Ms Treff Barnett, Mr Chris Wedding and Ms Jennifer Shanks (for the Applicant); Mr Andrew Rossaak (for Auckland Council); and Dr Fleur Maseyk (for DOC).
- 105 While the expert conferencing was an iterative process, and reasonably informal, it did provide the Panel with a level of comfort on the issues that had been of concern. Several matters were able to be agreed, and these were recorded in notes that were made during conferencing. In particular, three summaries of agreed positions were

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<sup>20</sup> See Combined Cultural Values Assessments included as Appendix G to Consultation section of Application documents.

able to be collated. The Panel provided the experts with the opportunity to correct the notes, by way of Minute 8.

- 106 We discuss relevant outcomes from the expert conferencing in more detail in Part D of this decision report.

### **Meetings and Panel deliberations**

- 107 The Panel undertook key virtual meetings on 20 August, 19 and 29 September, 1, 10, 20, 22, 30 and 31 October, and 7 and 11 November 2025. These broadly responded to, or were associated with, our review of the Application material, the comments received and SAL's response to those, the section 51 reports, the further information request responses, and [the comments on conditions process].
- 108 Further Panel correspondence, deliberations and decision-making occurred via email and tele/video-conference following review, drafting and commenting on drafts of the proposed conditions and this decision report.

### **Timing of the Panel decision**

- 109 In accordance with the Panel Convener Minute dated 29 July 2025 the time frame for the Panel to issue its decision documents under sections 79 and 88 was 27 November 2025 (being a period of 45 working days).
- 110 The Application was briefly suspended, as recorded in Minute 6, for a period of ten working days. As described in Minute 7 processing resumed from (and including) 21 October 2025. As a result of this suspension the Panel's final decision must be issued by 11 December 2025.

## **PART C: LEGAL CONTEXT**

### **Referral to Panel**

- 111 SAL's substantive application was deemed complete on 21 May 2025, with the EPA confirming that the Application (lodged on 30 April 2025) complied with the requirements of section 46(2) of the FTAA. The EPA also confirmed, on 5 June 2025, the absence of any competing application or existing resource consent under section 47 of the FTAA. The Application was thereafter referred to the Panel Convener, who appointed this Panel from 13 August 2025.

### **Section 81 pathway and FTAA Schedules 5, 7 and 8**

- 112 Section 81 of the FTAA, and the FTAA schedules cross-referenced in that section, provide the Panel with a clear pathway for the task before us.
- 113 As decision-making under the FTAA is relatively new, and this Panel must be careful to apply the correct legal tests, we set out section 81 in some detail here. That section relevantly states:

#### **81 Decisions on approvals sought in substantive application**

- (1) A panel must, for each approval sought in a substantive application, decide whether to—
  - (a) grant the approval and set any conditions to be imposed on the approval; or
  - (b) decline the approval.
- (2) For the purpose of making the decision, the panel—

- (a) must consider the substantive application and any advice, report, comment, or other information received by the panel under section 51, 52, 53, 55, 58, 67, 68, 69, 70, 72, or 90:
  - (b) must apply the applicable clauses set out in subsection (3) (see those clauses in relation to the weight to be given to the purpose of this Act when making the decision):
  - (c) must comply with section 82, if applicable:
  - (d) must comply with section 83 in setting conditions:
  - (e) may impose conditions under section 84:
  - (f) may decline the approval only in accordance with section 85.
- (3) For the purposes of subsection (2)(b), the clauses are as follows:
- (a) for an approval described in section 42(4)(a) (resource consent), clauses 17 to 22 of Schedule 5:
  - ...
  - (i) for an approval described in section 42(4)(h) (wildlife approval), clauses 5 and 6 of Schedule 7:
  - (j) for an approval described in section 42(4)(i) (archaeological authority), clauses 4 and 5 of Schedule 8:
  - ...
- (4) When taking the purpose of this Act into account under a clause referred to in subsection (3), the panel must consider the extent of the project's regional or national benefits.
- ...

114 Section 81(2) directs this Panel to the matters that we must consider, apply and comply with, and what we may impose. It also notes the application of section 85, which we will come to later. Section 81(3) links the Panel to the relevant clauses of the FTAA schedules (for this Project, Schedules 5, 7 and 8). We outline the key parts of these schedule clauses at the start of the relevant sections of this decision report, being Parts D, E and F. For now, suffice to note that the schedule clauses provide three important directions to us:

114.1 First, they advise the Panel of the matters we must take into account. These are matters that we must directly consider, and give our genuine consideration to.<sup>21</sup>

114.2 Second, they advise the weight to be given to the purpose of the FTAA in our decision-making. The purpose of the FTAA is "*to facilitate the delivery of infrastructure and development projects with significant regional or national benefits*", per section 3. For each of the approvals sought in relation to this Project the FTAA's purpose is to be given the greatest weight.

114.3 Third, they set out the provisions of the RMA, WA53 and HNZPTA that are to be applied (as relevant to the approvals sought).

115 We understand the phrase "*take into account*" as requiring us to directly consider the matters so identified and to give them genuine consideration; rather than mere lip service, such as by listing them and setting them aside: *Royal Forest and Bird Protection Society of New Zealand Inc v New Zealand Transport Agency* [2024] NZSC 26.

116 The requirement to give the greatest weight to the purpose of the FTAA is 'legislatively directed weighting' similar (though not identical) to that seen under the Housing Accords and Special Housing Areas Act 2013 (specifically, section 34 of that Act). That weighting was helpfully addressed by the Court of Appeal in *Enterprise Miramar*

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<sup>21</sup> See for example *Royal Forest and Bird Protection Society of New Zealand Inc v New Zealand Transport Agency* [2024] NZSC 26.

*Peninsula Inc v Wellington City Council* [2018] NZCA 541.

117 The Panel notes, with gratitude, the decision of the Expert Panel for the Bledisloe North Wharf and Fergusson North Berth Extension and that Panel's summary as to the guidance provided in the *Enterprise Miramar* decision, adapted to apply to the FTAA.<sup>22</sup> We agree with the Panel's summation of the Court's guidance, as relevant to the FTAA. We have further adapted that guidance, to reflect that this decision report also includes our decision on archaeological authorities, as follows:

117.1 While the greatest weight is to be placed on the purpose of the FTAA, we must be careful not to rely solely on that purpose at the expense of due consideration of the other matters listed in (b) to (c) / (d): *Enterprise Miramar* [41].

117.2 The clauses require us to consider the matters listed in sub-clauses (a) to (c) / (d) on an individual basis, prior to standing back and conducting an overall weighting in accordance with the specified direction: *Enterprise Miramar* [52] – [53].

117.3 The purpose of the FTAA is not logically relevant to the assessments otherwise required under the RMA, WA53 or HNZPTA. For example, assessments of environmental effects (RMA), or matters relating to protected wildlife (WA53), or historical and archaeological value (HNZPTA). None of those matters become irrelevant, insignificant, or less than minor simply because of the purpose of the FTAA. What changes is the weight to be placed on them - they may be outweighed by the purpose of facilitating the delivery of infrastructure and development projects with significant regional or national benefit, or they may not: *Enterprise Miramar* [55].

### **Section 85 FTAA (when approvals must or may be declined)**

118 Section 85 of the FTAA sets out the limited circumstances when approvals must or may be declined.

119 Alongside the decision-making directions provided by section 81(2) and the weighted criteria in the relevant clauses of Schedules 5, 7 and 8, this section provides a key difference to *ordinary* decision-making under the RMA, WA53 and HNZPTA. It is worth setting out in full:

#### **85 When panel must or may decline approvals**

##### *When approval must be declined*

- (1) The panel must decline an approval if 1 or more of the following apply:
  - (a) the approval is for an ineligible activity;
  - (b) the panel considers that granting the approval would breach section 7: (c) to (h) *[not applicable]*
- (2) *[Not applicable]*

##### *Approval may be declined if adverse impacts out of proportion to regional or national benefits*

- (3) A panel may decline an approval if, in complying with section 81(2), the panel forms the view that—
  - (a) there are 1 or more adverse impacts in relation to the approval sought; and

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<sup>22</sup> See page 33 onward of the Record of Decisions of the Expert Panel under Section 87 of the Fast-track Approvals Act 2024, Bledisloe North Wharf and Fergusson North Berth Extension Expert Panel, dated 21 August 2025.

- (b) those adverse impacts are sufficiently significant to be out of proportion to the project's regional or national benefits that the panel has considered under section 81(4), even after taking into account—
  - (i) any conditions that the panel may set in relation to those adverse impacts; and
  - (ii) any conditions or modifications that the applicant may agree to or propose to avoid, remedy, mitigate, offset, or compensate for those adverse impacts.
- (4) To avoid doubt, a panel may not form the view that an adverse impact meets the threshold in subsection (3)(b) solely on the basis that the adverse impact is inconsistent with or contrary to a provision of a specified Act or any other document that a panel must take into account or otherwise consider in complying with section 81(2).
- (5) In subsections (3) and (4), **adverse impact** means any matter considered by the panel in complying with section 81(2) that weighs against granting the approval.

120 The Panel may therefore decline the approvals sought only (in the circumstances of this Project) if, in respect of the decision on each type of approval sought:

120.1 Having complied with section 81(2) of the FTAA;

120.2 We form the view that there are one or more adverse impacts in relation to the approval sought; and

120.3 Those adverse impacts are sufficiently significant to be out of proportion to the Project's regional or national benefits;

120.4 Even after taking into account any conditions that we may set in relation to those adverse impacts; and any conditions or modifications that the Applicant may agree to or propose to avoid, remedy, mitigate, offset, or compensate for those adverse impacts.

120.5 To avoid doubt, we may not form the view that an adverse impact meets the threshold (to be able to decline consent) solely on the basis that the adverse impact is inconsistent with or contrary to a provision of a specified Act or any other document that a panel must take into account or otherwise consider in complying with section 81(2).

121 The legal test that results from section 85 appears different to that developed over the years under the RMA, culminating with the *King Salmon* decision (*Environmental Defence Society v The New Zealand King Salmon Company Limited & Ors*). The *King Salmon* case was very clear and direct. The approach of adopting an overall broad judgement to environmental decision making under the RMA was unlawful.

122 Ultimately the Panel does not need to make further enquiries or assessment here – the section 85 'proportionality test' is not in play. The Application would in our view have 'passed the test' under the traditional RMA, WA53 and HNZPTA processes in the normal course of events. We therefore do not need to weigh, in a proportionality sense, any adverse impacts against the significant regional or likely national benefits of the Project. Given the very significant regional benefits – an aggregate quarry right on the doorstep (actually, closer) to the largest consumer and highest demand centre for that resource (Auckland) - the adverse effects on the environment would have needed to be significant indeed to overcome those benefits, or in other words, to un-balance the scales that otherwise tip towards grant.

- 123 To conclude, for the reasons outlined later in this decision report (particularly in Parts D, E and F), the Panel is satisfied that none of the circumstances in section 85 of the FTAA apply to the Application or the Project. Further, we would have granted the resource consents, wildlife approval and archaeological authorities sought even if section 85 were not in operation. In particular, and in case it is needed, we record that we have formed the view on the facts and evidence before us that, after taking account of the conditions that we have set, any adverse impacts are not sufficiently significant to be out of proportion to the Project's regional benefits.

### **Section 87 Content of panel decision documents**

- 124 Section 87 of the FTAA provides that we must prepare a decision document for each approval sought, and that decision document must state our decision, the reasons for the decision, include a statement of the principal issues that were in contention and include our main findings on those issues.

### **PART D: DECISION ON RESOURCE CONSENTS**

- 125 We have noted above the legal framework applying to our decision-making. In relation to the resource consents sought, in addition to section 81(2), we must also apply clauses 17 to 22 of Schedule 5.

- 126 Clause 17(1) of Schedule 5 is key, and provides:

For the purposes of section 81, when considering a consent application, including conditions in accordance with clauses 18 and 19, the panel must take into account, giving the greatest weight to paragraph (a),-

- (a) the purpose of this Act; and
- (b) the provisions of Parts 2, 3, 6, and 8 to 10 of the Resource Management Act 1991 that direct decision making on an application for a resource consent (but excluding section 104D of that Act); and
- (c) the relevant provisions of any other legislation that directs decision making under the Resource Management Act 1991.

- 127 In accordance with clause 17, the relevant matters we have taken into account comprise:

127.1 The purpose of the FTAA, being "*to facilitate the delivery of infrastructure and development projects with significant regional or national benefits.*" When assessing this criterion we must consider the extent of the projects' national or regional benefits. This criterion is to be individually assessed as part of a clause 17(1) assessment, and then, when conducting an overall assessment, is to be given the greatest weight.

127.2 Part 2 of the RMA, including section 5 (sustainable management purpose); section 6 (matters of national importance), and section 7 (other matters).

127.3 Part 3 of the RMA, and in particular section 9 (restrictions on use of land), section 13 (restrictions on certain uses of beds of rivers), section 14 (restrictions relating to water), section 15 (discharges of contaminants); section 16 (duty to avoid unreasonable noise); and section 17 (duty to avoid, remedy or mitigate adverse effects).

127.4 Part 6 of the RMA, and in particular section 88 and its link to Schedule 4 (information required in applications for resource consent), section 104 (consideration of applications), sections 105, 106A and 107 (matters relevant to

certain aspects of the Application including restrictions on grant); and sections 108 to 109 (relating to conditions of resource consents).

128 In respect of clause 17, we further record that:

128.1 Parts 8-10 of the RMA do not apply to the Application.

128.2 No other relevant provisions of any other legislation that directs decision making under the RMA have been drawn to our attention as being relevant to the Application.

### **SECTION 3 FTAA**

#### **Regional or national benefits of the project**

129 Section 3 of the FTAA states that the purpose of the Act is to facilitate the delivery of infrastructure and development projects with "*significant regional or national benefits*".

130 We note that, in making his decision to include the Project as a listed project (i.e. accepting the referral application), the Minister for Infrastructure has determined that the Project meets the criteria set out in section 22(1) of the FTAA, which includes as the first of two required limbs that "*the project is an infrastructure or development project that would have significant regional or national benefits*" (section 22(1)(a)). In assessing section 22(1)(a), the Minister was able to consider a range of matters, including whether the project:

130.1 will deliver significant economic benefits;

130.2 will support development of natural resources, including minerals; or

130.3 is consistent with local or regional planning documents;

and "*any other matters the Minister considers relevant*".

131 There is otherwise no specific definition of significant regional or national benefits in the context of listed projects.

132 Section 81(4) of the FTAA specifically requires the Panel to consider the extent of the Project's regional or national benefits.

133 The Panel addresses the regional and national benefits of the Project in more detail below under the heading 'Positive effects', but briefly note our finding that the Project clearly has significant regional, and likely national, benefits. These include:

133.1 Delivery of significant aggregate resource to provide critical support to the development (in particular) of housing and infrastructure, including significant planned development already 'in the pipeline', over the next 50 years;

133.2 Assisting to meet anticipated growing demand for aggregate, a critical resource for infrastructure and development;

133.3 The provision of aggregate within Auckland, the demand centre for aggregate, with a large and growing population and New Zealand's economic hub, saving on transport costs (with flow-on implications for affordability of aggregate) and

reducing transport-related effects on the environment;

133.4 Enabling and facilitating Auckland's economic growth, through efficient and sustainable access to aggregate, and by providing certainty of future supply of aggregate; and

133.5 Providing efficient resource use (compared to the need to obtain aggregate from a new quarry in the Auckland region) through utilisation of the existing Drury Quarry infrastructure, such as the established FOH, and at an experienced existing quarry that has accessible and good quality aggregate resource and which has already been successfully quarried for over 80 years.

#### **CONSENTS REQUIRED AND ACTIVITY STATUS**

134 The Panel has reviewed all the documentation and the further information provided by the Applicant and the participants and summarises the resource consents required at **Appendix D**.

135 The Panel agrees with the Applicant that, in terms of the AUP:OP, overall the application for resource consents is a non-complying activity. While the proposed works require consent as a non-complying activity overall under the AUP:OP, the Application is not subject to a section 104(D) RMA assessment (the gateway test) as provided under clause 17(1)(b) of Schedule 5 to the FTAA.

#### **EXISTING ENVIRONMENT**

136 The Panel adopts the description of the existing environment included as section 3 of the AEE.

#### **EFFECTS ON THE ENVIRONMENT**

137 Clause 5(4) of Schedule 5 to the FTAA requires a consent application to provide an assessment of an activity's effects on the environment covering the information in clauses 6 and 7. The AEE provided a full assessment of these matters, and participants who commented also raised a range of actual and potential effects.

138 The following categories of actual and potential effects on the environment, which we list in no particular order, have been identified as requiring the Panel's especially close attention and care, during our assessment of the Application. These effects relate to, or are involved in, the principal issues in contention that we address in Part G of this decision report:

138.1 Positive effects (regionally significant aggregate resources, economic benefits, ecological offset).

138.2 Ecological effects, including effects on:

- (a) Terrestrial ecology (particularly in relation to indigenous vegetation, and to native fauna); and
- (b) Freshwater ecology (loss of stream and wetland habitat, stream diversion, effects on freshwater fauna, sedimentation effects, effects on stream volumes and fish passage).

- 138.3 Noise effects, and effects from blasting (noise and vibration), including effects from construction activities.
- 138.4 Air quality (amenity effects / dust, health effects and potential cumulative effects).
- 138.5 Landscape and visual amenity effects, including natural character effects.
- 138.6 Effects on cultural values, including on wahi tapu and taonga sites, awa (water ways), puna (springs) and warepo (wetlands).
- 139 In this decision report we have elected not to address all of the categories of effects that have been relevant to our FTAA and RMA assessment in regards to the resource consents sought. Instead, in this Part D of the decision report we:
- 139.1 Discuss in some detail the key effects on the environment (listed above at paragraph 138); and
- 139.2 Discuss in briefer detail those effects requiring attention with regards to the conditions to be imposed to ensure that they are appropriately avoided, remedied and mitigated. (We list the effects that fall into this category below at paragraph 141).
- 140 Where this decision report does not address a particular effect on the environment, we record that the Panel has concurred with the conclusions of the AEE (if not for all of the *reasons* specified), and the accompanying technical reports including the draft conditions proposed by the Applicant and agreed with the Council (subject to occasional, and more minor, amendments from the Panel).
- 141 The effects addressed more briefly in this Part D are:
- 141.1 Archaeological effects (noting that similar matters are addressed in Part F of this decision report in relation to the archaeological authorities sought).
- 141.2 Groundwater effects (including effects on regional groundwater resources, neighbouring groundwater users, shallow groundwater, streams and freshwater habitats).
- 141.3 Geological effects (site suitability, slope stability).
- 141.4 Traffic and transportation effects.
- Positive effects**
- 142 Quarries are a necessary part of modern life. They provide the building blocks of our constructed environment – a secure and reliable supply of aggregate is critical to the economic and social well-being of Auckland’s people and communities.
- 143 Rock aggregate, such as that to be extracted from the Sutton Block quarry, is a product necessary for foundations and buildings, and a fundamental component of concrete. Importantly however, aggregate extraction can only take place where it is found naturally in situ. Quarrying’s locational needs are constrained to the physical presence of accessible resource.

144 The existing Drury Quarry is one of the major sources of aggregate within Auckland. It produces around 3.5m tonnes of aggregate per annum, meeting over a quarter of Auckland's current aggregate requirements. The greywacke resource at Drury Quarry is of high quality and, by comparison with other quarries, the resource at Drury is relatively well exposed with a comparatively low stripping and overburden ratio. The quarry is, and the Sutton Block quarry will also be, well located, being within Auckland and in close proximity to SH1.

*AEE / specialist reports*

- 145 The AEE noted that, on average, each new house requires approximately 250t of aggregate, and construction of 1km of two-lane highway requires approximately 14,000t of construction aggregate. Large-scale projects, such as infrastructure and major residential, commercial and industrial development, will require access to significant volumes of aggregate (for example, the City Rail Link, Watercare's Central Interceptor tunnel, Auckland Airport's terminal and airfield upgrades and expansions, and the Penlink corridor).
- 146 The AEE also noted that it is estimated that the required infrastructure investment in Auckland is approximately \$20bn - \$30bn, with a number of existing large, funded infrastructure projects from a range of central and local government agencies (such as NZ Transport Agency Waka Kotahi, Ministry of Education, Watercare, Auckland Transport and Eke Panuku).<sup>23</sup> In addition to the funded projects, various other central and local government agencies have numerous ongoing and planned projects to improve the region. This, combined with the expected future growth, will likely increase the demand for aggregate within Auckland.
- 147 Aggregate plays a critical role in various construction and civil engineering applications. Some of the applications include concrete production, road construction and rail road ballast, building foundations, three waters construction (stormwater, wastewater and water supply), and in landscaping.
- 148 The Application and AEE were accompanied by an Economic Impact Assessment, prepared by m.e consulting and dated 20 February 2025, with an updated version later provided dated 23 October 2025 (**EcIA**).
- 149 Despite being New Zealand's largest city, and an economic hub (Auckland generates a disproportionate share of New Zealand's GDP, contributing 37% of the national economic value),<sup>24</sup> over the last decade Auckland has consistently produced a lower amount of aggregate on a per-capita basis, relative to the other regions. There is a local shortfall - local supply does not match demand (though nearly reaching parity in the most recent year, based on a one-off increase in Auckland production of 28%),<sup>25</sup> meaning aggregate is imported from other regions.<sup>26</sup> Based on anticipated population growth, aggregate demand in Auckland is projected to grow to 18.1m tonnes by 2048, equal to a 17.4% increase. While there are potential future quarries within Auckland,

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<sup>23</sup> Refer to EcIA, page 9.

<sup>24</sup> EcIA, page 7.

<sup>25</sup> EcIA, page 21.

<sup>26</sup> EcIA, page 10.

and some existing quarries have been expanded (or obtained or applied for consent to expand),<sup>27</sup> a shortfall is still predicted.

- 150 The scenarios outlined in the EcIA show demand exceeding (Auckland-based) supply, with the shortfall ranging from 4.26m to 4.6m tonnes in 2025, and predicted to grow to between 6.9m tonnes and 20.4m tonnes by 2048.<sup>28</sup> The Sutton Block quarry would be able to meet some of that shortfall, as it could produce at least the 3.5m tonnes per year currently produced by the existing Drury Quarry. The Panel notes that the difference between the 6.9m and 20.4m tonnes ranges from around twice the current Drury Quarry output to nearly six times that output. This highlights the sensitivity to high growth rates, and the need to ensure that there is sufficient, readily accessible, resource to satisfy actual growth requirements.
- 151 Aggregate is a high-volume, low value product, and is expensive to transport. For aggregate extraction to be economical, it needs to be located proximate to the areas within which it is required, and closest to the areas with the highest demand. Accordingly, with increase in demand predicted, the retention of existing aggregate extraction, and securing future supply, is important to ensure that there is sufficient supply to meet or facilitate regional growth, and to ensure the cost of aggregate remains appropriate.
- 152 The Minerals and Petroleum Resource Strategy for Aotearoa New Zealand: 2019-2029 has, as one of its action areas, securing an affordable supply of resources, such as aggregate, to meet New Zealand's future needs.
- 153 The economic costs and benefits, assessed in the EcIA, are associated with both direct effects, such as price increases, and indirect effects, including factors like emissions and social costs. These effects are predominantly influenced by changes in transportation related to the location of aggregate production. A key benefit of the Sutton Block quarry is not just its location next to the existing Drury Quarry pit (and ability to utilise the existing FOH infrastructure), but its location within Auckland. According to the cost and benefit analysis set out in the EcIA, aggregate extraction from the Sutton Block would save (compared to the alternatives used in the EcIA) around \$10.3m to \$24.5m per million tonnes of aggregate produced, based on transport, environmental and social costs.
- 154 The EcIA further noted:<sup>29</sup>

*"Expanding aggregate supply faces numerous additional challenges in the existing policy landscape. Some key issues are listed below.*

- *There is a large lead in time to procure the necessary equipment, either to replace machines or obtain new ones. For some equipment, this time can be between 12 and 24 months.*
- *The tight labour market and lack of workers with the requisite skills make finding new or replacement staff difficult.*

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<sup>27</sup> The EcIA recognised newly consented capacity at Brookby Quarry, and potentially Hunua and Flattop Quarries which are listed under the FTAA, which may see production rise in Auckland. Page 20.

<sup>28</sup> EcIA page 20.

<sup>29</sup> EcIA, page 11.

- *Energy grids are under strain and raising energy can be unfeasible in some scenarios.*

*These issues all add complexity to production. Moreover, they make it harder to respond to changes in demand, entrenching the supply shortfall in Auckland. "*

155 The EcIA concluded:<sup>30</sup>

*"... Given the importance of aggregate for Auckland's economy, Auckland's built future is effectively reliant upon maintaining sustainable sources of aggregate. Aggregate extracted from the Sutton Block expansion will form a key component of Auckland's sustainable supply.*

*The Sutton Block will allow Stevenson to provide a significant amount of high-quality aggregate for the Auckland market at sustainable prices. The volume enabled by the consent would be able to accommodate a significant proportion of Auckland's demand, providing aggregate across the long term for use in the construction of housing, roads, infrastructure, high rise buildings and factories and warehouses. The presence of the aggregate and the ability to utilise it sustainably contributes significantly to the economic wellbeing of Aucklanders. ...*

*The impact of aggregate extends significantly further than just the construction sector - economic growth is in part related to urban development and expansion, meaning that the ability to grow the economy is linked to the sustained availability of aggregate. Ensuring local aggregate companies can provide aggregate to market at a cost-effective price, helps ensure housing remains affordable, that businesses seek to expand within Auckland rather than relocate, and that large infrastructure projects are able to be delivered on time and to budget.*

*Therefore, based on the above analysis, the Sutton Block extension of the Drury Quarry will generate significant economic benefits for Auckland Region and New Zealand."*

156 The AEE noted a number of positive ecological effects, including:

156.1 Revegetation planting and forest enhancement (pest and weed control) proposed to mitigate and offset the removal of vegetation. Restoration and enhancement planting, including proposed pest control, will provide for positive terrestrial benefits through habitation creation, biodiversity gains, and enhancing connectivity to existing habitats surrounding the Sutton Block.

156.2 Proposed ecological enhancements at the Tuakau Site including stream enhancement with riparian planting and fencing, modification or removal of a floodgate to allow for fish passage, and wetland restoration, including creation of wetland habitat.

157 The proposed planting is anticipated to result in an overall 'net gain' in ecological values. The proposed wetland restoration will also have positive effects in the form of creating additional habitat and ecological connectivity to the Waikato River and its tributaries.

158 The AEE concluded that the Sutton Block expansion would result in a range of significant positive effects, including:<sup>31</sup>

158.1 Ensuring a consistent supply of high-quality aggregate for Auckland over the next 50 years, enabling and supporting Auckland's population growth and development.

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<sup>30</sup> EcIA, pages 31-32.

<sup>31</sup> AEE, section 9.2.4.

- 158.2 Economic benefits for Auckland region which will assist in enabling people and communities to provide for their economic and social well-being.
- 158.3 Environmental benefits associated with reduced transport distances in comparison to if the aggregate was sourced from outside the region.
- 158.4 Efficient use of existing ancillary infrastructure at the Drury Quarry and aggregate resources within a site that has been identified under the AUP:OP for mineral extraction.

*Comments received and Applicant's response*

- 159 A number of the comments received noted the positive effects of the Project, and the benefits that would accrue from it. This included:
- 159.1 Comments from the Minister Responsible for RMA Reform and Minister for Infrastructure, the Hon Chris Bishop. In addition to notes relating to three of the applicable National Policy Statements, the comments referenced the importance of infrastructure for growth and prosperity, and expressed broad support *"for projects that deliver positive outcomes for New Zealand, including the Drury Quarry Expansion – Sutton Block project."* The support given was *"a reflection of the Government's economic growth and infrastructure priorities"*.
- 159.2 Comments from the Minister for Resource, the Hon Shane Jones. These comments:
- (a) Referenced the release of the Government's Minerals Strategy, which emphasises the production of aggregate as strategically important, and New Zealand's Critical Mineral List which recognises aggregate as critical due to its high level of economic importance to New Zealand, and the regulatory constraints limiting new supply opportunities particularly close to the major demand centre in Auckland.
  - (b) Noted the importance of quarries being located near demand centres, and the *"common industry short-hand estimate"* that the cost of aggregate doubles after the first 30km it is transported.
  - (c) Noted also that the Government has a significant public infrastructure pipeline in the Auckland region, which requires a stable and affordable supply of aggregate. At 4.8m tonnes of aggregate able to be produced per year, the Sutton Block was considered to be able to contribute substantially to meeting growing demand for aggregate in the Auckland Region.
  - (d) Referencing the estimated \$29.4 - \$65.2m per year saved in transport, social, and environmental costs,<sup>32</sup> the comments noted that, even at the conservative end of this range, the savings would be of nationally significant benefit.

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<sup>32</sup> The Panel expressly notes that these figures have been changed / corrected in the EcIA released since the Minister's comments. The amended figures (shown with tracked figures) are *"Based on the above transport, environmental and social costs, extraction from the Sutton Block would save around \$29.4 10.3 million to \$65.2 24.5 million per million tonnes of aggregate produced. "*

- (e) In summary, it was considered that approval of the Drury Quarry Expansion – Sutton Block project would align with Government priorities for natural resources, and, if granted, the Project would be of significant regional and national benefit.

160 The Auckland Council comments included a 'Technical Specialist Memo - Economics' dated 19 September 2025. While concurring with many aspects of the EcIA, the memorandum did raise particular queries with the EcIA, for example relating to:

160.1 The assumptions made about demand for aggregate in Auckland;

160.2 The benefits of the Project being potentially overstated due to three factors: underlying demand estimates being likely overstated (as above); the choice of destination of aggregates not being representative of the market; and the alternative aggregate sources being solely from outside the Auckland region ignored potential Auckland-based sources; and

160.3 Some reasonably foreseeable costs arising from the Project that were not addressed in the EcIA, such as potential environmental costs from the operation of the quarry.

161 While agreeing the avoided costs are "*probably still large*", the author of the Technical Specialist Memo noted that these benefits must be balanced against the costs that the Project would impose, and that these costs had not been considered. It was considered "*difficult to come to any conclusion as to whether the Proposed Consent represents a net benefit from a welfare perspective. It is plausible that the Proposed Consent represents a significant regional benefit for Auckland as described in the FTAA, but again since the benefits have, in my opinion, been overstated and the costs have not been considered I find it difficult to conclude that the net present value of the Proposed Consent is large.*"

162 The Applicant responded to the Auckland Council comments on 1 October 2025. That response included a table prepared with input from the Applicant's expert economist, and responded in a detailed way to each of the concerns and issues raised in the Technical Specialist Memo. In the Panel's view the response fully addressed the economic impact matters that had been raised.

163 Two more minor matters should also be addressed:

163.1 In the process of responding to the Council's comments on the EcIA an error was identified and corrected by the Applicant. Subsequently, an amended EcIA was provided to the Panel.<sup>33</sup>

163.2 The Applicant's response included the stated view that "*[g]iven the proposed extension of the Drury Quarry is already a listed project under the FTAA 2024, there is not a need to prove regional or national significance of benefits. That*

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<sup>33</sup> This related to a model error that applied urban emissions costs to entire journeys (rather than an appropriate rural/urban split). Reapplying the urban/rural split in the model lowered the lifecycle benefits from \$2.5- \$5.4b to \$0.9b - \$2.0b (real, PV, 5%) for the Sutton Block programme. See footnote above.

*assessment occurred at the referral stage.*"<sup>34</sup> Respectfully, the Panel disagrees. The Panel also needs to be satisfied as to the presence of significant regional or national benefits. Helpfully, those benefits were not difficult to find in the context of this Project. Further, the Panel has been careful to ensure proper assessment of the costs (being, predominantly, the adverse effects on the environment arising from the development and operation of the Sutton Block pit), as outlined elsewhere in this part of our decision report.

*The Panel's findings on positive effects*

- 164 In light of all the information received and considered (including comments), the Panel concurs with the Applicant's statements and the EcIA regarding the positive effects of the Project, as we have summarised above. As we have noted above, the Panel finds that the Project will have significant regional, and likely national, benefits. There are no particular matters relating to positive effects requiring the imposition of conditions.<sup>35</sup>

**Ecological effects - terrestrial ecology**

*Context*

- 165 Quarries by their nature are placed where the resource is located. While some design flexibility is available, often the location of the sub-surface resource and the requirements for pit design and access constrain the ability to avoid surface features, including ecology.
- 166 The Sutton Block is located in an area that would have once been native forest and has, like many other parts of Auckland over many decades of native timber logging, scrub clearing and farming, been converted from a native-dominated forest system to an exotic pasture-dominated grassland system.
- 167 The Site supports predominately exotic pasture grassland, with surviving or regrown fragments of indigenous forest present that are similar to the extensive areas of remaining original or secondary regrowth native forest that still surround the Site. While most terrestrial ecology values in terms of rare plants, birds, lizards, frogs, invertebrates, and bats would have been considerably affected by this historic clearance and conversion to pasture, there are aspects of indigenous vegetation and wildlife that may have survived. These have formed the basis of the investigations by the Applicant.

*AEE*

- 168 The Applicant undertook extensive investigations of the terrestrial ecology of the Site over several years including forest classification, mapping, forest birds, wetland birds, invertebrates, and lizards. The Panel acknowledges the high quality of information collected from the site on terrestrial ecology values. We also note that the robustness of the investigations was not queried by other participants.

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<sup>34</sup> Page 17 of Table 1 Invited parties: Auckland Council, titled 'Table 1.3: 05 Economist comment received 25/09/25 summary and applicant response', included in the Applicant's response to comments dated 1 October 2025.

<sup>35</sup> Conditions to ensure delivery of the positive ecological outcomes ('net gain') are addressed elsewhere in this decision report.

169 The AEE was informed by five key technical reports regarding terrestrial ecology, addressing the expected (and required) matters, which were prepared to a high standard by relevant experts with the necessary technical expertise and experience:

169.1 '*Proposed Sutton Block, Drury Quarry: E2:9 Ecological Impact Assessment*' dated 28 March 2025 (**EIA**).

169.2 '*Proposed Sutton Block, Drury Quarry: E3:9 Ecological Management Plan*' dated 17 July 2025 (**EMP**).

169.3 '*Proposed Sutton Block, Drury Quarry: E4:9 Residual Effects Analysis Report: Terrestrial Ecology*' dated 11 February 2025 (**REAR-TE**).

169.4 '*Drury Quarry - Sutton Block: E6:9 Net Gain Delivery Plan: Planting Plan*' dated 19 March 2025 (**NGDP:PP**).

169.5 '*Drury Quarry - Sutton Block: E7:9 Net Gain Delivery Plan; Pest and Weed Control*' dated March 2025 (**NGDP:PWC**).

*Values and effects*

170 Key findings from the terrestrial ecology surveys were:

170.1 The presence of four areas of indigenous terrestrial vegetation, which belong to two main types: taraire, tawa podocarp forest and kānuka scrub/forest. Rock forest, which is a specialized variant of taraire, tawa podocarp forest was also mapped on the Site. Some forest within the Project is listed as SEA. All areas of native vegetation are heavily impacted by ongoing farming practices including herbicide spraying on the edges and stock access throughout;

170.2 The presence of small areas of exotic plantation forest (pines) and exotic scrub (gorse and other agricultural weeds);

170.3 The absence of species of invertebrate of conservation interest, and the absence of native frogs;

170.4 The presence of the native copper skink; other native skink or gecko species that are recorded from the local area surrounding the Sutton Block were not detected at the Site;

170.5 The presence of a wide suite of common, 'Not Threatened' native birds, as well as a range of exotic bird species. The 'At Risk' listed pipit was recorded from the Site;

170.6 The absence of native wetland birds of conservation concern including bittern, dabchick, fernbird, crane, or shag;

170.7 The absence of recorded bat activity within the Site, although a possible bat was recorded near to the existing Drury Quarry Pit (outside of the Site), and the use, on occasion, of the Site by bats was considered possible.

171 Potential or actual adverse effects arising from the Project on indigenous vegetation, indigenous wildlife or their habitats are noted in the EIA as being:

- 171.1 The removal of indigenous vegetation totalling 16.78 ha (of which 14.25ha is within an SEA overlay), including:
- (1) 0.65ha of rock forest;
  - (2) 7.33ha of taraire, tawa podocarp forest; and
  - (3) 8.8ha of kānuka scrub/forest.
- 171.2 The loss of solitary mature trees within pasture areas. These number 130 trees including individuals of kahikatea, pukatea, pūriri, taraire, totara, rewarewa, and rimu;
- 171.3 The loss of open pasture and scrub habitat for 'At Risk' pipit;
- 171.4 The loss of habitat, and potential injury or death of native copper skinks, and the possibility of up to four other species of native skink or gecko also being present within these habitats;
- 171.5 Indirect effects on native forest adjoining the Site caused by the removal of vegetation within the Site that will create a new edge that is open to the drying effects of sun and wind, and to invasive weed incursions.
- 172 In order to address adverse effects on terrestrial ecology values, the Applicant proposes to undertake a range of mitigation measures to salvage, relocate or minimise adverse effects on the ecology values of the Site. The Applicant will also undertake an extensive programme of revegetation planting across 62.38ha adjoining the Site that is currently in pasture grassland, and undertake animal and weed pest control within 108ha of existing indigenous forest located within land owned by SAL around the periphery of the Site.
- 173 The mitigation measures are laid out in the EMP and include (for terrestrial ecology):
- 173.1 The salvage and relocation of native lizards;
  - 173.2 Checks of the Site for native nesting birds prior to habitat clearance;
  - 173.3 Survey for bats prior to tree felling, and the installation of artificial bat roosts if bat roosts on the Site are discovered during vegetation clearance; and
  - 173.4 The management of edges created by newly cut borders of indigenous vegetation.
- 174 The EMP includes approaches and methods that are standard practice. Comments by DOC on the practices proposed by the Applicant for lizard salvage and relocation, in accordance with the wildlife approvals, are addressed in Part E of this decision report.
- 175 Planting to provide replacement for the solitary 130 trees on the Site that will be removed is proposed to be undertaken at a site under the control of SAL at Tuakau on the margins of the Waikato River, as well as on the proposed planting areas on the Site. The Tuakau location is proposed as the primary location for freshwater ecology enhancement works (see the Freshwater Ecology section of this decision report), and supports wet environments suited to replacement planting of pukatea, rimu and

kahikatea. Dryland tree species proposed as replacement plantings for solitary trees are proposed for the Sutton Block plantings.

- 176 In addition, revegetation planting was proposed at the Drury Creek Islands Recreation Reserve which is in the Drury Estuary approximately 6.5km to the northwest from the Site. The plantings proposed comprised components of offsetting for the loss of indigenous vegetation within the Site, and also for the loss of some species of solitary native trees at the Site. Subsequent to the Application being lodged, the Applicant advised the Panel<sup>36</sup> that the Drury Creek Islands Recreation Reserve was no longer available as an offset planting site, and that only the Tuakau location and the Sutton Block plantings and forest pest control areas would comprise the terrestrial ecology offset package.
- 177 The 62.38ha of planting proposed over pasture grassland adjoining the Site comprises the creation of indigenous forest types similar to those that will be removed from the Site. The pest animal control proposed within 108ha of existing forest surrounding the Site is also within similar forest types to those that will be removed.
- 178 The areas of planting, and requirements of the planting programmes including species, spacing, and post-planting management, and the area proposed for animal pest control within existing forest, form the basis of the biodiversity offset accounting models created for this Site. The Biodiversity Offsets Accounting Models (**BOAM**) account for biodiversity losses through the Site development, and gains through planting and enhancement works. The REAR-TE provides the background and analysis basis for the use of the BOAM offset models, and summarises the predicted outputs in terms of net-gain enhancements to biodiversity values over time from the offset actions.
- 179 Details of the offset planting and pest control programmes including staged timing, planting, pest control works, maintenance, monitoring, assessment against offset targets, and contingency responses should monitoring report under-performance, are contained within the NGDP:PP and the NGDP:PWC.
- 180 Between the mitigation works within the Site, and the ecological restoration and enhancement works proposed by the Applicant for revegetation planting adjoining the Site, pest control within existing forest adjoining the Site, and revegetation planting at the Tuakau location, the Applicant concludes that the extent and values associated with terrestrial ecology at the Site will be mitigated, or offset to a 'net-gain' state, over time.

*Site visit*

- 181 The Panel's Site visit looked at areas of the existing farm workings, pasture areas, and exotic and native vegetation. One Panel member walked through the two mature forest blocks in the eastern part of the site to view the state of the forest, regeneration, stock impacts, and overall vegetation community health. The Site visit enabled the Panel to appreciate the extent, location, and layout of the existing indigenous vegetation within the Site, and to view the proposed revegetation planting areas and pest control enhancement forest areas adjoining the Site.

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<sup>36</sup> Attachment F to further information supplied by the Applicant on 25 September 2025, being the memorandum from Bioresearches dated 14 August 2025, titled 'Hingaia (Drury) Island offset revegetation'.

182 The Tuakau location was not visited by the Panel; however, one of the Panel members has experience of the type of environment proposed by the Applicant through work on a nearby down river margin that is under similar management to the Tuakau location proposed for revegetation planting.

*Request for further information and Applicant's response*

183 Further information on terrestrial ecology was requested by the Panel in Minute 4.

184 The Applicant provided responses to the Minute 4 ecology requests on 1 October 2025.

*Comments received and Applicant's response*

185 A number of neighbouring residents were invited to comment, as we have discussed in Part B of this decision report. Those that provided comments raised a number of points relevant to this category of effects, including (without limitation):

185.1 The underlying assumptions applied to the use of the BOAM offset models;

185.2 A desire to keep the Drury Creek Islands Recreation Reserve (Ngā Motu o Hingaia) as an offset planting location for this Project;

185.3 Concern that there will be a reduced 'net gain' benefit for terrestrial ecology outcomes if the planting proposed at the Drury Creek Islands Recreation Reserve is not included in the offset package;

185.4 Concern over the potential for loss to native species including geckos and long-tailed bats; and

185.5 Insufficient mitigation and offsetting generally compared to the loss of values within the Site.

186 In addition, material was received from Auckland Council,<sup>37</sup> and comments from DOC,<sup>38</sup> with concerns raised on matters of terrestrial ecology regarding:

186.1 Why the rock forest had not been avoided;

186.2 Whether there would be a reduced 'net gain' benefit for terrestrial ecology outcomes if the planting proposed at the Drury Creek Islands Recreation Reserve was not included in the offset package;

186.3 The need for greater detail in the conditions in relation to objectives, information requirements and quantitative targets for management plans;

186.4 Parts of the offset being located distant from the Site;

186.5 The altered water table affecting the success of existing and offset native biodiversity vegetation surrounding the pit; and

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<sup>37</sup> This material was provided to the Panel as a result of discussions between the Applicant and Auckland Council, and was dated 25 August 2025. While described as section 67 information, it did not flow from any request by the Panel, but rather reflected proactive engagement between the Council and Applicant.

<sup>38</sup> Section 53 comments dated 24 September 2025.

186.6 The need for contingency conditions that address situations where monitoring of the offset areas reports under-performance compared to the anticipated ecological gains and enhancements.

*Expert conferencing*

187 After consideration of the information supplied by the Applicant and invited parties, and the correspondence and requests between Auckland Council and the Applicant, the Panel issued Minute 7 to convene conferencing between ecological and hydrogeological experts.

188 The topics of interest to the Panel were listed in Appendix 1 of Minute 7 and directed discussion of the nature and scope of indirect effects on ecology values (especially in relation to the potential for dewatering of soils and vegetation), the way in which the various parts of the effects management package relate to mitigation, offsetting or compensation, and whether a financial bond is required to guarantee the delivery of the ecological outcomes proposed by the Applicant.

189 The results of the conferencing are summarised in the conferencing notes,<sup>39</sup> and addressed these matters as follows:

189.1 The relevant experts agreed that terrestrial vegetation outside of the Site is not expected to experience adverse effects from quarry dewatering.

189.2 The experts could not agree on the parts of the ecological effects management package that are classified as mitigation, offset or compensation. The specific disagreement relates to aquatic ecology matters; that is discussed in the aquatic ecology section of this decision.

189.3 In relation to a financial bond to cover ecological works, the Applicant presented a case for not requiring a financial bond given the structure and long-term requirements of the consent conditions that provide assurance of delivery for the ecological works to a set standard, and over a long time period. This is accepted by the Panel.

*Key matters*

190 After consultation, information requests and expert conferencing, the Panel is satisfied that:

190.1 The proposed loss of rock forest within the Site is unavoidable given the design of the Sutton Block quarry LOQ and access to the pit, including the desire by the Applicant to avoid (in accordance with the views expressed strongly by mana whenua) impacts upon nearby culturally sensitive sites;

190.2 The assumptions underlying the BOAM models are robust;

190.3 While the Panel encourages the Applicant to pursue planting on the Drury Creek Islands Recreation Reserve, we are assured that there will still be a predicted

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<sup>39</sup> Stevenson Aggregates Ltd: Sutton Block expansion. Notes on ecology and groundwater expert conferencing dated 31 October 2025.

clear 'net gain' for terrestrial ecology if those plantings on the Drury Creek Islands Recreation Reserve do not eventuate;

190.4 The pre-clearance surveys required in the conditions and EMP will safeguard native lizards and bats and prevent harm to them; and

190.5 The type, location, and quantum of native revegetation planting and forest enhanced through pest animal control is sufficient to provide for a 'net gain' outcome that at least balances the loss of extent and values of indigenous vegetation and habitats for indigenous fauna.

#### *Conditions*

- 191 The overarching documents for the management of terrestrial ecology effects is the EMP (for mitigation within the Site), the REAR-TE (quantification of the offset and enhancements), and the NGDP:PP and NGDP:PWC (implementation of the offset programme). All of these documents are variously referred to in the consent conditions relating to terrestrial ecology.
- 192 The draft set of conditions submitted with the Application has been modified by the Applicant through additions, deletions and edits over the period from receiving interested parties comments and submissions, through to the Applicant's response to comments, and revisions made by the Applicant following expert conferencing.
- 193 With regard to terrestrial ecology, the key areas of change to the conditions proposed by the Applicant have been in relation to the proposed planting on the Drury Creek Islands Recreation Reserve, and the addition of more detailed requirements for targets, standards, reporting, monitoring frequency and duration and adaptive management responses for the revegetation planting and ecological enhancement works proposed as offset.
- 194 [Placeholder for any matters arising from comments on conditions process.]

#### *The Panel's findings on ecological effects – terrestrial ecology*

- 195 In light of all the information received and considered (including comments), the Panel is satisfied, and finds, that:
- 195.1 The Project's actual and potential adverse terrestrial ecology effects have been appropriately assessed; and
- 195.2 With the conditions imposed, any actual or potential adverse terrestrial ecology effects can be adequately addressed, will be acceptable, and do not preclude or count against a grant of consent.

### **Ecological effects - freshwater ecology**

#### *Context*

- 196 For a proposed new quarry or quarry expansion, the physical area occupied and the design constraints on pit geometry is such that interaction with aquatic features on the landscape is usually inevitable. Adverse effects may occur through directly interacting with wetlands and watercourses, or indirectly through modification of contributing catchments, surface flows, or groundwater.
- 197 The Sutton Block is located within the site of a volcanic vent which forms a natural depression, is surrounded by ridges on most sides, and is at the headwaters of the

Hingaia Stream. The catchment that forms the majority of the Site contributes overland flow and groundwater to the watercourses and their margins, as well as seeps, throughout parts of the catchment within which the Site is located.

- 198 Watercourses on the Site are sufficiently developed to support habitat for aquatic organisms, of which native freshwater fish and macroinvertebrate communities are a focus for assessing ecological effects. The assessment of these aquatic values and the potential adverse effects upon them, and upon the communities that live within them, was the focus of fulsome investigations by the Applicant.

*AEE / specialist reports*

- 199 The Applicant undertook extensive investigations of the aquatic ecology of the Site over several years, including watercourse classification, fish surveys, macroinvertebrate community surveys, and overall stream health assessment (using the SEV. Wetlands were assessed using the delineation protocols which form part of the technical guidance to the National Policy Statement for Freshwater Management.

- 200 The AEE was informed by five key technical reports regarding aquatic ecology, addressing the expected (and required) matters, which were prepared to a high standard by relevant experts with the necessary technical expertise and experience. These included the EIA and EMP discussed in the ecology section above, and:

200.1 *Drury Quarry - Sutton Block: E5:9 Residual Effects Analysis Report: Stream and Wetland Offset*; dated 26 March 2025 (**REAR-SW**).

200.2 *Drury Quarry - Sutton Block Extension: E8:9 Net Gain Delivery Plan: Wetland Planting*; dated 28 March 2025 (**NGDP:WP**).

200.3 *Drury Quarry - Sutton Block Extension: E9:9 Net Gain Delivery Plan; Riparian Planting*. dated 20 January 2025 (**NGDP:RP**).

*Values and effects*

- 201 Key findings from the aquatic ecology surveys were:

201.1 13 streams or stream reaches were recorded from the Site,<sup>40</sup> comprising four permanent streams, seven intermittent streams, and two streams that hold parts of both stream types. The quality of the streams range from very low through to moderate quality, depending upon stock access and pugging, and the degree of riparian cover (and how that influences instream health).

201.2 14 wetlands or discretely separate parts of wetlands were recorded from the Site. The quality of the wetlands ranges from low through to moderate. Most are associated with the margins of streams, are damaged by stock grazing and pugging, and are dominated by exotic plant communities.

201.3 With regard to native fish, only longfin eel and shortfin eel were caught from streams within the Site. The low diversity of fish species is attributed to the very long and steep natural waterfall that exists in the lower reach of Stream 4 between the Site and the existing Drury Quarry pit, which is the natural discharge for the Sutton Block catchment. Database records show that banded

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<sup>40</sup> E5:9 Residual Effects Analysis Report: Stream and Wetland Offset: Table 3.

kokopu and freshwater mussels have been found in the past within streams in the Sutton Block. The Panel assumes that these additional species are still present within the Site, despite not being recorded during the freshwater surveys for this Project (the Applicant did not offer an explanation for the absence of these species from the survey data despite the surveys undertaken by the Applicant appearing comprehensive).

- 202 Potential or actual adverse effects arising from the Project on freshwater systems, freshwater wildlife, or their habitats were noted in the EIA as being:
- 202.1 The progressive removal of streams and wetlands over the stages of the Project, with some reclamation not occurring until 30+ years after the commencement of the Project works.
- 202.2 Over the life of the quarry, the length of stream that will be removed (reclaimed), will be 2,902m of intermittent stream and 439m of permanent stream (in total 3,341m of stream).
- 202.3 The diversion of part of Stream 4 to provide for the haul road crossing culvert, and the reconstruction of part of Stream 4 in the location of the existing dam pond. The length of stream diversion will be 115m and stream reconstruction (creation once the existing dam pond is removed) will be 128m.<sup>41</sup>
- 202.4 Over the life of the Sutton Block quarry, the area of wetland that will be removed (reclaimed), will be 18,758m<sup>2</sup> (ca. 1.88ha).
- 202.5 The loss of the streams, flow paths and wetlands will result in actual and potential aquatic ecological effects of:
- (a) Loss or degradation of freshwater habitats;
  - (b) Diversion and alteration of freshwater habitats;
  - (c) Death and injury to freshwater fauna;
  - (d) Sedimentation; and
  - (e) Loss of freshwater volume and connectivity.
- 203 Not specifically addressed in the EIA were the potential for effects from sediment discharge to watercourses, or the potential indirect effects of groundwater drawdown and surface water diversion or catchment area change on streams and wetlands. Here, potential effects on streams and wetlands both adjoining the Site and downstream from the Site were of concern to the Panel. We return to this point later in this section.
- 204 In summary, in order to address adverse effects on aquatic ecology values, the Applicant proposed to undertake a range of mitigation measures to salvage, relocate or minimise adverse effects on the aquatic ecology values of the Site. The Applicant also proposed to undertake an extensive programme of revegetation planting across

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<sup>41</sup> As cited in E2:9 EIA section 4.2.2.

existing degraded streams at three locations, as well as extensive wetland creation and restoration works at on offsite location.

*Proposed mitigation measures*

- 205 The details of the proposed mitigation measures are laid out in the EMP and include (for aquatic ecology):
- 205.1 The recovery and relocation of native freshwater fauna, including fish, koura, and freshwater mussels (kākahi), if found);
- 205.2 The construction of culverts to be 'fish-friendly', where practicable; and
- 205.3 Undertaking riparian planting in the Sutton Block to mitigate the loss of freshwater volume via expected catchment reductions.
- 206 The latter of these measures will involve planting of riparian margins within the same catchment adjoining the southern side of the proposed Sutton Pit. Planting width will be 10m for minor tributaries and 20m for main tributaries. The Panel could not find a reference to the names or lengths of streams or wetlands proposed to be planted; however, the planting corresponds to the aquatic features along the southern edge of the LOQ and appears to include the margins of Streams 2, 3 and 4, and Wetlands 8, 3, 2b, and 2a south, and is therefore substantial in length and area.
- 207 In order to address residual adverse effects on aquatic values after mitigation, the Applicant proposes a programme of stream enhancement, and wetland creation and enhancement.
- 208 The programme includes the following parts<sup>42</sup>:
- 208.1 Riparian planting and protection to enhance existing degraded streams at Drury Quarry on SAL owned land, comprising Peach Hill Road Tributary 1 (148m stream length), Peach Hill Road Tributary 2 (164m stream length), Peach Hill Road Tributary 3 (290m stream length), and Davies Road stream (451m stream length). Together these comprise 1,053m linear meters of stream restoration and protection.
- 208.2 The creation of 148m of new stream within the middle reaches of Stream 4 adjoining Stage 1 and Stage 2 of the Pit, in place of the existing dam pond.
- 208.3 Riparian planting and protection to enhance existing degraded streams at a site under the control of SAL at Tuakau on the margins of the Waikato River. That site supports wetlands and streams that can be restored. The stream restoration includes riparian revegetation planting to enhance the Western Stream and the Tutaenui Stream at that site with a combined restoration length of 3,040m.
- 208.4 The re-creation of previous wetland and the enhancement of existing degraded wetland at the Tuakau site (adjoining/ linked to the stream restoration works) over an area of 40,700m<sup>2</sup> (4.07ha),<sup>43</sup> comprising 5,027m<sup>2</sup> of existing wetland

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<sup>42</sup> E5:9 Residual Effects Assessment Report: Stream and Wetland Loss.

<sup>43</sup> E8:9 Net Gain Delivery Plan: Wetland Planting. Page 3.

enhancement, 14,512m<sup>2</sup> of wetland re-creation within wet pasture,<sup>44</sup> and the conversion of the balance area, which supports non-wetland pasture areas, to wetland. This will be achieved through earthworking parts of the site and by lowering an existing bund<sup>45</sup> to create a more flood prone area.

- 209 Biodiversity offset modelling was applied by the Applicant to assess the contribution that the above list of stream enhancements (that is, excluding wetland offsetting, and excluding the creation of new stream at Stream 4) makes to the achievement of no-net-loss of stream values impacted by the Project. No-net-loss was assessed using the Stream Ecological Valuation (**SEV**) methodology, which is a standard tool applied in the Auckland region to account for stream impact site losses and restoration site gains. The application of the SEV method for this Site takes into account all of the assumptions usually applied in the model, including a predicted future state for impacted streams and discount multiplier to address time lags, uncertainty and risk in offset delivery.
- 210 The outputs of the SEV model are that no-net-loss of stream values removed within the Site will be addressed by the restoration of streams at Peach Hill Road and Davies Road, and by part of the streams proposed for restoration at Tuakau. Because the SEV model also requires a minimum restoration of stream length (c.f. only area), the result is that all of the 3,040m of stream length at Tuakau is required to be restored. Once this additional stream length is taken into account, the amount of stream bed that will be restored as a result of the stream offset programme will be 16,882m<sup>2</sup> compared to around 1,698m<sup>2</sup> of stream bed that will be reclaimed at the Site.
- 211 Overall, the Panel has summarised the aquatic effects management programme as resulting in the following relative to 'no-net-loss', 'net-loss' or 'net-gain'.
- 211.1 In regard to loss of stream length, the Project will result in the loss of 3,341 linear meters of stream, and the effects management programme will result in the creation of 128m of new stream. This constitutes a net-loss of stream length of 3,213m.<sup>46</sup>
- 211.2 In regard to loss of stream values, the minimum modelled stream enhancement (3,870m<sup>2</sup>) required to address loss of values associated with 3,341m of stream within the Site is exceeded by the area of stream bed enhancement proposed at the offset sites at Peach Hill, Davies Road and the Tuakau location (combined 16,882m<sup>2</sup>). This constitutes a considerable 'net-gain' for stream ecological values.

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<sup>44</sup> As shown on the existing wetland habitat map for the Tuakau site provided with the Applicant's response to Minute 4 from the Panel, dated 1 October 2025.

<sup>45</sup> E8:9 Net Gain Delivery Plan: Wetland Planting. Section 1.2.1.

<sup>46</sup> The Panel notes that Applicant's legal position is that the loss of stream length can be addressed through the SEV methodology. We understand that this is based on a High Court ruling ([2024] NZHC 3794) that is currently being appealed. For this Project we have applied a lay interpretation of loss of physical length/ area of a feature compared to the loss of values within a feature. Our comments in this regard should not be construed as supporting or otherwise the Applicant's position on the SEV methodology in relation to replacement of stream extent, nor the results of the appeal against [2024] NZHC 3794.

211.3 In regard to loss of wetland extent (area), the removal of 1.88ha of wetland from the Site will be addressed by creating 3.57ha of new wetland within the Tuakau site. This represents a substantial 'net-gain' outcome.

211.4 In regard to loss of wetland values, the loss associated with reclaiming 1.88 ha of wetland at the Site will be addressed through the enhancement of 0.5 ha of wetland at the Tuakau site, and through the enhancement of the additional 3.57 ha of wetland that is also created at that site. The Applicant has applied a Biodiversity Compensation Model (**BCM**) to check that the intended wetland enhancements can deliver biodiversity enhancements over time that at least balance those removed at the Sutton Pit Site. The BCM analysis indicates that the area of wetland enhancement proposed together with the management regime (planting, stock exclusion, hydrological improvements, and weed and animal pest control) are likely to deliver a substantial net-gain outcome.

212 Details of the stream riparian and wetland planting and pest control programmes including staged timing, planting, pest control works, and maintenance and monitoring targets for planting and pest control, are contained within the REAR:SW, the NGDP:WP and the NGDP:RP. Targets for environmental quality are not provided in those plans, for example SEV targets for stream restoration or BCM targets for wetland restoration.

213 Between the mitigation works proposed within the Site, the ecological restoration and enhancement works proposed by the Applicant for riparian planting adjoining the Site and at the Tuakau site, and wetland creation and enhancement at the Tuakau site, the Applicant concludes that the positive ecological benefits will result in an overall 'net gain'.

*Site visit*

214 The Panel's Site visit looked at areas of the existing farm workings, pasture areas, and exotic and native vegetation. Stream 4 at the existing dam pond was observed carefully with Panel members traversing riparian margins downstream through existing planted areas. Streams and wetlands within the LOQ were observed from afar.

215 The Tuakau location was not visited by the Panel; however, one of the Panel members has experience of the type of environment proposed by the Applicant through work on a nearby down river margin that is under similar management to the Tuakau location proposed for revegetation planting.

*RFI and Applicant's response*

216 Further information on aquatic ecology was requested by the Panel in Minute 4.<sup>47</sup>

217 The Applicant provided responses to the Minute 4 ecology requests on 1 October 2025.

218 Taking into account the Applicant's responses, the Panel held concerns over two remaining matters:

218.1 The extent to which the proposed effects management package of stream and wetland restoration works provided a comprehensive balance to the loss of extent and values of streams and wetlands within the Site; and

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<sup>47</sup> Minute 4 issued by the Panel dated 17 September 2025.

218.2 The extent to which the potential for hydrological effects on watercourses and wetlands adjoining the LOQ, and up to 7.5km distant, had been effectively addressed in the ecology-related technical reports and responses supplied by the Applicant. This was an important issue to the Panel as it directly influenced the nature and magnitude of potential effects on aquatic values, and how any potential effects may be addressed through conditions and managed through plans.

*Comments received and Applicant's response*

219 A number of neighbouring residents were invited to comment, as we have discussed in Part B of this decision report. Those that provided comments raised a number of points relevant to this category of effects, including (without limitation):

219.1 The principal offset site for aquatic effects management is located at the Tuakau site which is distant from the Sutton Block and in a separate hydrological catchment;

219.2 A lack of clear targets for measuring the achievement of stream and wetland restoration; and

219.3 Dewatering within the Sutton Block quarry may dry out streams and wetlands in neighbouring properties and native forest areas.

220 In addition, comments were received from Auckland Council<sup>48</sup> and from the DOC,<sup>49</sup> with concerns raised on matters of aquatic ecology regarding:

220.1 The principal offset site for aquatic effects management is located at the Tuakau site which is distant from Sutton Block and in a separate hydrological catchment;

220.2 Flow augmentation is proposed for potentially affected streams from groundwater drawdown; however, there appears to be no response or contingency if augmentation fails to preserve aquatic values;

220.3 The need for greater detail in the conditions in relation to objectives, information requirements and quantitative targets for management plans; and

220.4 The need for contingency conditions that address situations where monitoring of the offset areas reports under-performance compared to the anticipated ecological gains and enhancements.

*Expert hydrology advisor*

221 The Panel considered that we lacked sufficient information regarding the potential for hydrology effects on watercourse and wetlands adjoining and distant from the Site. To address that gap, the Panel requested that the EPA appoint an independent expert hydrologist to assist the Panel.

222 As noted above, Mr Williamson was appointed, and reviewed the information provided in the Application as well as the further information responses from the Applicant and

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<sup>48</sup> Information provided to the Panel by Auckland Council dated 25 August 2025.

<sup>49</sup> Section 53 response dated 24 September 2025.

correspondence from Auckland Council to the Applicant on this matter. His report was provided and circulated to the participants for comments. [Placeholder to address Applicant's and Auckland Council's response. Receipt on 12 November 2025 of documents from the Applicant and Council is acknowledged, however these have yet to be reviewed by the Panel.]

- 223 Mr Williamson also attended the expert conferencing, with his report incorporating his opinions regarding the hydrology matters addressed at expert conferencing.

*Expert conferencing*

- 224 After consideration of the information supplied by the participants, the Panel issued Minute 7 to convene expert conferencing with the ecology and hydrology experts.
- 225 The topics of interest to the Panel were listed in Appendix 1 of Minute 7 and directed discussion of the nature and scope of indirect effects on ecology values (especially in relation to the potential for dewatering of streams and wetlands), the way in which the various parts of the effects management package relate to mitigation, offsetting or compensation, and whether a financial bond is required to guarantee the delivery of the ecological outcomes proposed by the Applicant.
- 226 The results of the conferencing are summarised in the conferencing notes,<sup>50</sup> and addressed these points, with regard to aquatic matters, as follows:
- 226.1 The relevant experts agreed that Wetland 2a – South (which is an early warning location for potential effects on Wetland 2b) immediately adjacent to the LOQ has potential for hydrological drawdown. This wetland is proposed to be monitored and augmented with water if monitoring indicates this is required;
- 226.2 The relevant experts agreed that there are no other potential drawdown impacts in the shallow groundwater / perched system that may affect other wetlands, or vegetation, because of hydraulic disconnection;
- 226.3 Streams will be subject to a separate augmentation and monitoring regime. The augmentation regime will also support any connected wetlands, if needed;
- 226.4 In terms of the deep groundwater system, there was uncertainty amongst the experts in terms of where the effects may manifest because of faulting and compartmentalisation of the groundwater flow within the greywacke. The experts considered that this uncertainty can be managed by including conditions that require gauging stations to measure baseflow trends, in conjunction with existing groundwater monitoring bores. Mr Williamson recommended that an additional groundwater monitoring bore be installed further to the west of the LOQ in order to provide assurance of the extent of potential groundwater drawdown, and as a trigger for assessing potential effects on aquatic systems; [Receipt on 12 November of documents from the Applicant and Council is acknowledged, however these have yet to be reviewed by the Panel.]

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<sup>50</sup> Stevenson Aggregates Ltd: Sutton Block expansion. Notes on ecology and groundwater expert conferencing dated 31 October 2025.

226.5 The Applicant agreed to propose a new condition to address the following with regard to monitoring of potential groundwater drawdown effects:

- (a) At the end of Stage 2 (linked to excavation depths within the pit), a report to Council will be provided. This will include:
  - (i) An assessment of bore locations east of the pit; and
  - (ii) If there are indications of drawdown effects and loss of stream flow, there will be an ecological baseline assessment on streams completed by a SQEP on relevant streams within the Zone of Influence of the Pit.
- (b) The condition will be supported by review conditions that clearly describe the steps that will be taken if groundwater drawdown effects on aquatic ecology values are confirmed.

[Receipt on 12 November of documents from the Applicant and Council (including amended conditions from the Applicant) is acknowledged, however these have yet to be reviewed by the Panel.]

226.6 There was detailed discussion amongst the Panel, Applicant team and associated experts regarding the Applicant's approach to addressing the loss of stream extent at the Site. While not wishing to report unduly on what occurred during conferencing, we think it fair to summarise the discussion as follows:

- (a) The Applicant stated that it regards the loss of stream and values to be addressed through improvements to the existing degraded streams that comprise its effects management package for stream loss (reclamation).
- (b) Other experts present for participants were of the opinion that loss of stream extent can only be addressed through the creation of new stream length, such as through daylighting piped streams, or re-meandering straightened streams.
- (c) Following on from this, the experts could not agree on the parts of the ecological effects management package proposed, and whether they were best (or most appropriately) classified as mitigation, offset or compensation.
- (d) To the best the Panel can determine, the specific disagreement relates to the extent to which parts of the aquatic ecology effects management package should or should not be classified as a biodiversity offset (as defined in the NPS-FM), or instead constitute ecological compensation (that is, not meeting the requirements of a biodiversity offset). This matter was not resolved.
- (e) The Applicant stated that if the Applicant's overall aquatic ecology effects management package is considered 'in the round', the issue of whether an aspect is classified as an offset or as compensation should become less important.

226.7 With regard to conditions, the experts could not agree on the level of detail that is appropriate to include in consent conditions. Some experts advocated for a greater level of detail in the conditions for information requirements, and quantitative targets and standards, while the Applicant's experts advocated for less detail in the conditions with details instead within the management plans referenced in, and required by, the conditions.

226.8 Following conferencing, a revised set of conditions was provided to the Panel by the Applicant dated 5 November 2025 [and a further set dated 11 November 2025 – yet to be reviewed by the Panel.].

*Key matters*

227 After consultation, information requests, and conferencing, the Panel is satisfied that:

227.1 The assessment of aquatic values within the Site is robust and can be relied upon;

227.2 Although there is a risk that groundwater drawdown may affect streams and/or wetlands near to or further away from the Site, the groundwater bore monitoring stations and regime proposed by the Applicant, [and the recommendations of Mr Williamson for an additional bore monitoring location], will provide adequate forewarning of potential effects on aquatic values;

227.3 The uncertainty over whether wetlands very close to the southern boundary of the LOQ will be subject to dewatering can be adequately addressed by wetland monitoring, and conditions that trigger contingency actions, if needed;

227.4 The location of the Tuakau site that provides offsets for most of the aquatic effects management is not a key matter for the Panel. Although locating offset sites within the same hydrological catchment would be ideal, there is a long track record of consent authorities approving offset sites as valid despite their being remote to the impact location. That approach appears appropriate and sensible to the Panel. For this Site, the Panel recognises that the Applicant has attempted to locate as much of the aquatic offset work within the Sutton Block catchment as it feasibly is able. The works proposed at the Tuakau site will have great benefits, albeit they are remote from the Sutton Block catchment;

227.5 There will be a net loss of stream extent arising from the Project. Although the Project will restore 148m of stream extent, it will result in a permanent loss of 3,213m of stream that will not be replaced following mitigation. The Panel regards this as a significant loss of stream extent as a result of the Project; however

227.6 When considering the proposed actions to address aquatic ecology effects within the Site, near to the Site, and at the Tuakau site - and in particular the additional ecological benefits that will accrue from the extensive wetland and stream restoration works proposed at that site - the Panel is satisfied that an overall benefit for aquatic ecology will result. That benefit is at least commensurate with the loss of stream and wetland values and extent within the Site.

*Conditions*

- 228 The overarching documents for the management of aquatic ecology effects are the EMP (for mitigation within the site), the NGDP:WP and NGDP:RP (implementation of the wetland and stream planting and enhancement programmes). These three documents are variously referred to in the consent conditions relating to aquatic ecology.
- 229 The draft set of conditions submitted by the Applicant with the Application has been modified by the Applicant through additions, deletions and edits over the period from receiving interested parties comments and submissions, through to the section 53 response from the Applicant, and further revisions made by the Applicant in response to expert conferencing.
- 230 With regard to aquatic ecology, the key areas of change to the conditions by the Applicant has been to add requirements for monitoring of potential groundwater drawdown effects to wetlands close to the LOQ.
- 231 In addition, the Applicant has added monitoring targets for stream restoration (SEV targets), and stated revegetation targets for riparian and wetland planting programmes.
- 232 Following receipt of the revised condition set from the Applicant following expert conferencing, the Panel has made a series of changes, in particular to:
- 232.1 Condition 121, to clarify the process of review of groundwater monitoring, and to provide clearer direction as to the steps that must be taken if drawdown effects are confirmed;
- 232.2 Condition 182, in order to direct that if the results of monitoring of stream-flow augmentation records values above the set threshold, that immediate steps must be taken, so that the ecological values of the receiving environment are protected; and
- 232.3 Conditions 191 and 199, so that there is certainty that groundwater used for stream augmentation will be of an appropriate quality, or else the consent holder shall discontinue dewatering activities in the Sutton Block quarry.
- 233 [Placeholder for any matters arising from comments on conditions process, including the 12 November documents received from the Applicant and Council.]

*The Panel's findings on ecological effects – aquatic ecology*

- 234 In light of all the information received and considered (including comments), the Panel is satisfied, and finds, that:
- 234.1 The Project's actual and potential adverse aquatic ecology effects have been appropriately assessed; and
- 234.2 With the conditions imposed, any actual or potential adverse aquatic ecology effects can be adequately addressed, will be acceptable, and do not preclude or count against a grant of consent.

**Amenity effects – noise, vibration and air quality**

- 235 Quarries are significant operations that inevitably raise concerns regarding actual and potential effects on amenity values, within which we include noise, vibration and air

quality effects. These effects can arise during construction of quarry projects, but also continue throughout their operation. While termed 'amenity effects' here, the Panel expressly recognises that effects in this category do have the potential for more significant effects than simply a reduction in amenity values, including for example effects on real and personal property and on human health and wellbeing.

236 Quarries are unlike many other forms of development in the sense that they are almost continually under construction throughout their operating life, with the pit expanding and deepening over time as aggregate is extracted. While there are some construction-proper activities that will occur for the establishment of the Sutton Block pit (for example, the creation of haul roads and the northern bund), most of the actual and potential effects in this 'amenity effects' category will continue, to varying degrees, for the life of the quarry.

237 Three additional factors also need to be recognised:

237.1 The existing Drury Quarry has already been in operation, at some level of intensity, for 80 years and the Sutton Block quarry may operate for a further 50 or so years. The need for appropriate management of off-site effects could not be starker.

237.2 Helpfully, the established nature of the existing Drury Quarry, and the methods that have been developed and refined over time to manage these effects, provide the Panel with a significant degree of comfort that they can be appropriately avoided, remedied and mitigated as required under the RMA.

237.3 There is the potential for cumulative effects to occur, for the period within which the existing Drury Quarry and the Sutton Block quarry are either (a) operating and being constructed at the same time, or (b) in operation together. Further, there are some parts of the receiving environment that 'overlap', or potentially overlap, i.e. there are receivers that may experience effects arising from both the Drury Quarry and the Sutton Block quarry.

*AEE / specialist reports*

238 The Application included detailed assessment of noise, vibration and air quality effects. Within the AEE this comprised a description of the existing environment,<sup>51</sup> details of the proposed design, construction and operation of the Sutton Block quarry,<sup>52</sup> and the effects on the environment and proposed mitigation.<sup>53</sup> Proposed conditions of consent were also included to address amenity effects.

239 The AEE was informed by three key technical reports, addressing the expected (and required) matters, which were prepared to a high standard by relevant experts with the necessary technical expertise and experience:

239.1 '*Drury Quarry – Sutton Block Assessment of Noise Effects*' by Marshall Day Acoustics dated 26 March 2025 (**ANE**);

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<sup>51</sup> See AEE sections 3.5.1, 3.5.5 and 3.4.4 in particular.

<sup>52</sup> See AEE sections 4 and 5.

<sup>53</sup> See in particular sections 6.2.1, 6.2.5, 6.2.6, 6.3, 9.4, 9.13 and 9.14 of the AEE.

239.2 'Stevenson Aggregates – Drury Quarry Expansion Blast Vibration and Noise Study' by Orica dated 13 December 2023 (**BVNS**); and

239.3 'Sutton Block – Air Quality Assessment' by Pattle Delamore Partners Limited dated March 2025 (**AQA**).

*Assessment of Noise Effects*

- 240 The ANE assessed the existing sound environment for the Sutton Block quarry and then created predicted (modelled) day-time and night-time noise levels based on expected activity over the five stages of quarrying and anticipated machinery types. Noise contour maps were created and used to assess effects on receivers. Overall the ANE concluded that:
- 240.1 Importantly, the day-time and night-time noise limits set out in the AUP:OP would be complied with at all receivers. The noise criteria for the Rural – Mixed Rural Zone and Special Purpose – Quarry Zone are set out in sections E25.6.3 and H28.6.2.1 of the AUP:OP respectively.<sup>54</sup>
- 240.2 The Sutton Block quarry would result in a noticeable change in daytime noise levels for some receivers in upper MacWhinney Drive, Peach Hill Road, Drury Hills Road and Davies Road, particularly in Stage 3. Worst-case Sutton Block quarry noise levels within notional boundaries could increase by up to 3 to 7dB for upper MacWhinney Drive properties. It is generally accepted that 3-4 decibels noise level change is "*just perceptible change*", while 5-8 decibels is "*appreciable to clearly noticeable change*". It was noted that these changes would occur slowly, over a long time period (30 years), and would therefore have less impact than an immediate change that occurred over days or weeks.
- 240.3 The existing ambient noise levels at MacWhinney Drive receivers were already elevated by current quarry and SH1 traffic noise, while receivers on Sonja Drive and Ponga Road tended to have lower existing noise levels because they are located more distant from the existing Drury Quarry.<sup>55</sup>
- 240.4 The character of noise received by the more remote receivers (Ponga Road and Sonja Drive) would change, however the contribution from any single quarry source would be low, and controlled by mobile plant that, for modelling purposes had been placed in worst-case locations (i.e. high on the benches). In reality this plant would move around the quarry and would often be further away and / or better shielded.
- 240.5 Natural screening by the existing terrain was relied on, and that screening needs to be retained as the pit develops. The northern bund would also provide useful shielding to dwellings north of the pit in Stages 1 to 4 but would be removed in Stage 5. This removal would not affect compliance.
- 240.6 Noise from construction, for example construction of the haul roads and the northern bund, will be able to comply with the construction noise provisions in section E25.6.27 of the AUP:OP.

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<sup>54</sup> See Table 2, page 10 of the ANE.

<sup>55</sup> See Appendices D and E of the ANE.

240.7 Overall, the noise effects of the Sutton Block quarry would be reasonable.

241 The ANE noted that operation would occur 24 hours per day, with activities scaled down as needed during night-time hours to comply with AUP:OP noise levels.

242 The AUP:OP noise limits were not considered (by the AQA author) to be needed as consent conditions, however the following conditions were recommended to ensure compliance with those rules, and to manage effects in accordance with the best practicable option:

242.1 The existing ground levels at RL215.3 and RL217.1 in the northwest corner, between coordinates 1776965 / 5890479 and 1777028 / 5890528, shall be maintained to provide pit edge (terrain) screening for 359 MacWhinney Drive. Refer to Drawing BM210632\_32 for the approximate location.

242.2 The consent holder shall establish two permanent noise monitoring sites around Sutton Block – one to the west (i.e. near upper MacWhinney Drive) and one to the north-east (i.e. near Sonja or Laurie Drive) of the proposed development.

242.3 The consent holder shall develop a Communication Plan which outlines how neighbours are informed of the activities and timing associated with Sutton Block development.

*Blast Vibration and Noise Study*

243 The BVNS was prepared by experts with a history of involvement (over 20 years) with blasting activities at the existing Drury Quarry, with blasting being a necessary quarrying activity that occurs one to two times per week on average. That average is expected to remain similar for the Sutton Block quarry.

244 Blasting can lead to effects from resulting vibration (for example, the potential for damage to structures) and 'air blast'. 'Air blast' refers to the shockwave of compressed air generated during detonation, which is a byproduct of the sudden release of energy, that travels through the air and is able to be felt and heard in the surrounding area.

245 This specialty area uses technology such as electronic detonators to mitigate vibration through timing manipulation and bespoke software programs (such as SHOTPlus™6), with managed loading practices to manipulate blasting in order to mitigate the effects arising.

246 The BVNS summarised the methodology used to develop a field vibration site law for future blasting that will be required for the Sutton Block quarry. This was based on current blast vibration recordings from the existing pit, with similar rock types and distance. The use of a site law for example enables a 95% confidence interval for predicting vibration, based on distance and the charge weight used.

247 With distance and explosive charge weights playing a key factor in determining vibration output from blasting, seed waveforms were noted to be capable of being used to accurately model (and therefore predict) blast vibrations. The site law and seed waveforms can be (and currently are for the existing Drury Quarry) applied to blast designs to minimise the effect of blasting at neighbouring properties, and to ensure compliance with blasting criteria standards, while at the same time ensuring productivity for the quarry operation.

- 248 The BVNS noted the importance of calibration. The model used should be calibrated over time, including as vibration changes due to blast location within the future Sutton Block quarry. Currently, for the existing Drury Quarry, the correlation between predicted and actual received vibration (at existing monitoring stations) closely aligns, with an average variance of around 6%. As the vibration predictions for blasting to date have consistently fallen well below levels considered uncomfortable for humans there has not been a need to implement absolute control of the maximum instantaneous charge (MIC).
- 249 The BVNS considered that the current pit's requirement to comply with the German Industrial Standard DIN 4150-3:1999 '*Structural Vibration – Part 3. Effects of Vibration on Structures*', which has been adopted into the AUP:OP (H28.6.2.2), should be achievable for the Sutton Block quarry. The German Standard was considered to be appropriate to assess potential structural effects from continuous vibration. However, it was considered less suitable for assessing potential amenity effects associated with blast-related activities.
- 250 Instead, Section J of the Australian Standard AS2187.2-2006 was stated to be comprehensive, containing limits for ground vibration and air overpressure levels for maintaining human comfort, together with limits for preventing cosmetic damage to structures. The BVNS author considered that the Australian Standard was the more acceptable to be adopted for the Sutton Block quarry, but assessed vibration and noise from blasting under both standards. Limits for both standards were noted to be similar, with a peak particle velocity (PPV) of 5mm/s being the prominent figure.
- 251 The BVNS estimated that vibration levels from the Sutton Block quarry would be similar to that experienced at 151 MacWhinney Drive (one of the closest residential neighbours from the northern extension of the current pit). With controlled blasting techniques, these were expected to be from 0.00mm/s to 3.5mm/s between 500m and 1000m distance. As blast distances reduce below 500m, significant intervention in the blast design phase was stated to be required to manipulate and control vibration.
- 252 The BVNS noted that blasting in the northern area of the current Drury Quarry pit has been as close as 160m or so to Kārearea Pa. While further noting that the area has historically never been monitored for vibration, blast damage was considered to be unlikely, with no visible ground cracking or damaged reported. Blasting for the Sutton Block quarry was stated to be likely to be at similar distances, explosive volumes and blast design. With blast vibration control measures in place, it was considered that 5mm/s could be achieved as a maximum level of vibration effect across this culturally important site.
- 253 A number of blast vibration and air blast mitigation techniques were noted as being available to minimise effects. The BVNS included recommendations that:
- 253.1 The consent conditions relating to blasting should use the Australian Standard rather than the German Standard.
- 253.2 Permanent blast monitoring stations should be established at the closest neighbouring properties and historic site. Calibrated vibration monitors should comply with the relevant blasting standards (AS2187.2:2006). A vibration monitoring and data management system should be used to measure blast induced vibration. Data from the instrumentation should be uploaded at each of the monitoring locations for analysis and modelling of future blasts.

253.3 While Kārearea Pa has not been monitored for vibration or noise from blasting in the past, more recent monitoring has been conducted. Monitoring on the boundary would give an indication of what ground vibration and noise has been received for the past 20 years of blasting. However, effects within the centre of the Site will differ based on natural barriers and a greater distance to the blast.

253.4 Seed holes should be completed once the Sutton Block quarry has reached the solid rock mass and before production blasting begins. The model used will need to be updated and calibrated to ensure that there are no unforeseen conditions such as geological strata (although this was considered unlikely based on core drilling samples and geological studies).

253.5 Vibration estimates should be run for each blast. The Monte Carlo vibration prediction tool in SHOTPlus™6 was considered to be an accurate form of vibration prediction. Simulations were stated to be able to be run to generate estimates, as well as a vibration prediction map to see where vibration generation is located. These should be used to predict the vibration at the given monitoring sites based on the blast design being used.

253.6 It was noted that, as the Sutton Block pit progresses vibration attenuation may change at different RL levels and locations within the pit. Data collection over time would help to update and calibrate the model to ensure accuracy. More seed holes could also be fired to keep waveforms updated in different rock types, or as activity moved to deeper locations within the pit. Further, a set of seed holes may be required during wet winter months as this may also have an impact on the vibration attenuation.

#### *Air Quality Assessment*

254 The AQA described the Site's topography and meteorology, existing air quality metrics and the complaints history for the existing Drury Quarry. Current and proposed activities were described (predominantly the activities relating to the removal of overburden, removal of rock and aggregate extraction, processing, loading and transportation), along with actual and potential emissions to air, noting that the nearest dwelling is located approximately 140m to the northwest of the proposed final pit extent for the Sutton Block.

255 The AQA included an assessment of the effects of emissions from activities at the Sutton Block quarry. This principally related to emissions of dust, cumulative effects (for example, arising from existing consented activities in addition to or at the same time as activities authorised through this process), and an assessment of possible health effects. Sensitive receptors were identified (for example, residential dwellings) and specifically assessed. The standard FIDOL factors were applied.

256 Dust was noted to be potentially generated from a number of activities, including:

256.1 Initial enabling works, including construction of the haul roads, vegetation removal, removal of overburden, construction of erosion and sediment controls and construction of bunds;

256.2 Material excavation and processing;

256.3 Operation of vehicles on the haul roads;

- 256.4 Conveyor belts;
- 256.5 Wind erosion of working areas;
- 256.6 Placement and contouring of overburden to form the northern bund; and
- 256.7 Rehabilitation of completed areas.
- 257 The AQA noted that actions undertaken by SAL would have a direct influence on all of the above activities to generate (or not) dust. Also relevant were the elevations between quarrying activities and receptors, and the presence of existing and proposed replacement vegetation screening which can reduce dust effects. The main risk for nuisance dust effects was stated to be likely to arise during (a) overburden stripping near the northwest boundary of the LOQ, and (b) the placement of overburden to form the northern bund near the SPQZ boundary. Once quarrying is below the surrounding ground level and the northern bund is formed, dust emissions should be contained within the Site.
- 258 Some of the generated dust was noted to fall into the category of PM<sub>10</sub> (and PM<sub>2.5</sub>). PM<sub>10</sub> is regulated under the Resource Management (National Environmental Standards for Air Quality) Regulations 2004 (**NESAQ**). The AQA explained that experience at other quarry sites is that PM<sub>10</sub> is generally not measurable above background levels within a few hundred metres of the processing plant. The AQA concluded that average concentrations would be below the NESAQ assessment criteria, and that human health impacts from the discharge of dust would likely be low because:
- 258.1 PM<sub>10</sub> and PM<sub>2.5</sub> are generally not significant components of the dust generated from quarrying activities, and therefore any dust generated is not generally in the inhalable fraction;
- 258.2 Given the low background PM<sub>10</sub> concentrations, with a small contribution from quarrying total cumulative concentrations would be maintained well below the NESAQ criteria; and
- 258.3 Suppression of dust also suppresses PM<sub>10</sub>.
- 259 Lastly in relation to possible health effects, respirable crystalline silica (a risk for the contracting of silicosis) can also be present in the dust generated by quarrying, with dust mitigation measures also mitigating these emissions. Conservative screening calculations were undertaken by the AQA authors, including review of monitoring commissioned by Environment Canterbury and relating to similar discharges to air, to assess whether there was any potential for effects. The AQA concluded that the potential for off-site effects relating to respirable crystalline silica was "very low".
- 260 Of note, additional AUP:OP provisions applied under the AUP:OP because quarrying will not all take place within the SPQZ. As the LOQ has been moved northwards (further away from the Kārearea Pa site), some of it now occurs within the Rural zone, and controlled activity consent is required. A 200m buffer zone requirement results, and has potential application to the use of mobile crushing plant.
- 261 The application of the AUP:OP's Quarry Buffer Area Overlay was also described, which surrounds the SPQZ, and imposes reverse sensitivity rules on subdivision, use and development in close proximity to the quarry and proposed quarry.

- 262 It was noted that the Site holds existing earthworks consents (R/LUC/2015/2419 and R/REG/2015/2420) to undertake land disturbance and earthworks activities at and around Drury Quarry over an area of 315ha, including across the majority of the LOQ. Additional earthworks activities outside the scope of those existing consents, which consent was noted to be sought for, include earthworks within the SEAs and streams, development of the northern bund and aggregate extraction from the Sutton Block. As well as these land disturbance and earthworks activities, the current Drury Quarry pit and FOH activities have an existing air discharge permit. The current Application was noted not to affect the overall extraction rate, the fixed processing plant, nor the stockpile areas within the existing quarry.
- 263 Mitigation measures are well understood for dust (described generally through sections 5.1 to 5.5 of the AQA), and are included as conditions of consent for the existing Drury Quarry, particularly within the existing Dust Management Plan (a copy of which was provided to the Panel). Dust monitoring was also described, including the provision of appropriate triggers within the Dust Management Plan. The AQA considered that these matters would be appropriate to apply to the Sutton Block quarry.
- 264 The AQA concluded that there is some potential for unmitigated air discharges to cause off-site effects, primarily at the end of MacWhinney Drive due to the height of the proposed works and less dense vegetation at this border of the Site. However, a number of mitigation measures, which SAL already utilises at the Site, if appropriately implemented, would most likely minimise dust emissions to within 50 to 100m of the source. The AQA further concluded that there is a low likelihood of off-site dust effects at nearby receptor locations for all stages of the Sutton Block quarrying operation. This was based on:
- 264.1 For the majority of the time, receptors being either too far away or located within areas where dust would not reach.
- 264.2 Based on meteorological data, receptors along MacWhinney Drive would only be downwind of the proposed works between 0.1 and 1.8 percent of the time. As dust emission rates could be quite varied, there is an even lower probability of high emission rates occurring at the same time as dust transporting wind speeds occurring in the required direction.
- 264.3 With a network of dust monitors in place, if dust emissions were to occur these would be detected early and the duration of any dust event would be minimal.
- 264.4 Based on the orientation of the existing Drury Quarry and the Sutton Block there are no receptors that would be located downwind from both locations at a distance that is likely to result in cumulative effects. The Kārearea Pa is an exception to this, as it could be affected by dust from both quarries, though not at the same time. This would result in a higher frequency of dust effects at this location.
- Request for further information and Applicant's response*
- 265 The Panel anticipated that effects in this category would be of key concern to neighbouring residents, and a critical area for assessment.
- 266 The Panel therefore requested further information to ensure that our understanding of the nature and scale of these effects was correct, to clarify possible inconsistencies in

the application documents, and to ensure that, should consent be granted, appropriate conditions were included.

- 267 We issued this request by way of our Minute 3. This included a number of queries relating to the contents of the ANE, BVNS and AQA, and to the Applicant's proposed conditions of consent.
- 268 Our requests were satisfactorily responded to by the Applicant on 8 and 26 September 2025, and a set of amended proposed conditions was provided by the Applicant (dated 10 October 2025).

*Comments received and Applicant's response*

- 269 Neighbouring residents were invited to comment, as we have discussed in Part B of this decision report. Those that provided comments raised a number of points relevant to this category of effects, including (without limitation):

- 269.1 Concerns about the level of effects already experienced from the existing Drury Quarry, arising from noise, vibration / blasting, and dust emissions (the latter particularly in summer). Descriptions were provided of the noise and vibration experienced from existing blasting activities, with homes and windows shaking and vibrating.
- 269.2 The need to require compliance with applicable standards and guidelines (and to have in place trigger levels and corrective actions) in relation to noise and blasting, and to ensure that permanent monitors are installed at representative locations.
- 269.3 Seeking limits on operating hours, and on weekend work. References included the presence of 'beeping' machinery through the night, with activity (and resultant effects) starting very early in the morning and continuing very late in the evening (close to midnight).
- 269.4 Suggestions were made, or amendments sought, regarding:
- (a) The need to offer independent pre-condition building surveys (photos/video and structural notes) for dwellings within an agreed radius prior to blasting, and to repeat these on request after significant blast events. Annual checks for vibration damage were also suggested.
  - (b) Twice yearly cleaning of roofs / gutters to be offered, to remove contaminants due to quarry operations, noting that water tanks were in use at that property (and would, the Panel assumes, be in place for many others).
  - (c) The upgrading of all windows and / or doors to double glazing to minimise noise inside residences due to the close proximity of work being carried out.
  - (d) The (in)sufficiency of the 200m buffer zone, and the northern bund being insufficient (with a need for that bund to extend towards the west). Further, to move the western boundary (LOQ), which is close to the properties for example at 337 and 369 MacWhinney Drive, to provide a wider buffer.

- (e) Adoption of a Dust Management Plan, for example requiring water carts/misting; wheel-wash; sealing of internal haul roads near boundaries; stockpile management; wind-triggered shut-down or relocation of dust-generating activities. Exceedance protocols were needed along with complaint response timelines.
- (f) Installation of PM monitors at the sensitive receptors / boundaries most exposed to prevailing winds, with data published in monthly summaries.

269.5 Concerns were also raised regarding chronic exposure to “*the pollution and small dust particulate matter*”, including long-term health and wellbeing.

270 The Auckland Council comments included technical, specialist, review of the ANE, BVNS and QA, including:

270.1 A ‘*Technical Specialist Memo – Noise and Vibration*’ dated 19 September 2025. This memo supported the Application overall, agreeing with the author of the ANE that compliance with the AUP:OP noise standards rendered the noise effects reasonable, and noted that the recommended conditions were appropriate. The BVNS was noted and the memo similarly found that noise and vibration effects could be managed to a reasonable level.

270.2 A ‘*Technical Specialist Memo – Air Quality*’ dated 17 September 2025. This memo noted that background monitoring shows very low levels of dust and a minimal number of complaints over the past five years, suggesting that current dust management practices are effective. The Project was noted to introduce potential air quality risks, and that sensitive receptors, including nearby residences and a culturally significant site, might be affected. Modelling was noted to indicate that acceptable health thresholds would be met, and cumulative impacts were expected to be minor. To address these risks, SAL was noted to have committed to implementing a comprehensive Dust Management Plan. The author considered the air discharge effects to be minor, and supported the Application subject to enforceable consent conditions. No edits were sought to the conditions of consent proposed by the Applicant.

*Site visit*

271 The Panel’s Site visit was a ‘snapshot’ of the quarrying activities only. In terms of our experience of the effects raised in comments, we did not experience anything close to a representative sample of what it would be like to live nearby the quarry. We visited neighbouring and nearby streets, and saw first-hand the proximity of some existing residences. We also saw the form of the intervening topography and how that would interact with the Sutton Block quarry, its LOQ and proposed Stages, as well as the existing vegetation and the location of proposed additional screening and bunds.

272 The quarrying operation appeared well-managed, with an orderly flow to the works being undertaken. The Site was well-laid out, signage was clear and directive, and plant and machinery all appeared, to the best of the Panel’s knowledge and experience, in good working order. There was a large truck wheel wash in operation, very little sediment deposited on local roads and no visible dust emissions at the time of our visit. Water trucks were also in operation, and stockpiles and earthworked areas appeared well controlled. The noise from the existing Drury Quarry, where quarrying was in progress, was noticeable while we were outdoors on the Site, but as a

background 'hum' rather than being particularly distinctive. Blasting was not required, nor undertaken, while we were on-site.

*Conditions*

273 Unsurprisingly, reasonably detailed conditions are proposed to manage noise, vibration and air quality effects arising from the establishment and operation of the Sutton Block quarry. These are based on, but (inevitably) updated and expanded from, the conditions currently in place for the existing Drury Quarry.

274 It is not possible to outline the conditions in detail here, but they may usefully be summarised as follows:

274.1 The overarching document for management of these effects is the Quarry Management Plan (**QMP**) (conditions 82-83). This sets out the practices and procedures to be adopted at the Site to ensure compliance with key operational requirements. The QMP must address management and monitoring of: construction noise and vibration, operational noise, and operational blast vibration and noise. A Draft QMP was provided with the Application (dated 28 March 2025), and an updated Draft QMP was later also provided to the Panel (dated 17 September 2025).

274.2 Other management plans include the:

- (a) Construction Noise and Vibration Management Plan (conditions 25-26);
- (b) Blast Management Plan (conditions 47-48); and the
- (c) Dust Management Plan (conditions 41-42).

274.3 The Panel has included the requirement, in condition 13, that all management plans must be consistent with the material provided to the Panel through this FTAA process, including the documents listed within the table included in condition 1. They must also accord with the specific conditions of consent relevant to the subject matter of the management plan.

274.4 More specific conditions include:

- (a) Condition 107, which contains the operational noise condition, based on the AUP:OP noise limits. Operational blast vibration and noise levels are set out in conditions 114 to 116. Construction noise and vibration criteria are to be included in the Construction Noise and Vibration Management Plan and must be as per the AUP:OP rules E25.6.27 and E25.6.30.
- (b) Condition 109 requires the establishment of noise monitors as recommended in the ANE, with conditions 110 and 111 then providing the associated noise monitoring requirements. Vibration monitoring stations, and monitoring requirements, are outlined in condition 120. Monitoring and reporting requirements for the air discharges are included in conditions 165 to 167.
- (c) Condition 108, which requires the retention of particular existing ground levels as recommended in the ANE.

- (d) Conditions 117 to 119 reference the recommendations of the BVNS relating to completion of seed holes once the pit reaches the solid rock mass, and the updating and calibration of the blasting model. Condition 120 describes in more detail the blast monitoring stations and how the blasting model will be updated and calibrated to maintain accuracy, and how data collected from monitoring must be used for the analysis and modelling of future blasts, to ensure compliance with consent conditions.
- (e) Conditions 156 to 169 contain conditions specific to the air discharge permit:
  - (i) Conditions 156 to 160 are the limit conditions and include the requirement to adhere to the Dust Management Plan. These include specific limits on discharges that may for example cause "*noxious, dangerous, offensive or objectionable*" effects beyond the boundary of the Site. Further, there must be no hazardous air pollutant caused by discharges from the Site present at a concentration that causes, or is likely to cause, adverse effects to human health, ecosystems or property.
  - (ii) Condition 161 adopts the AQA's recommendation in relation to the 200m buffer for existing and future dwellings located at 359 MacWhinney Drive.
  - (iii) Conditions 162 to 164 provide further detail on the measures required in the Dust Management Plan, and further require that all practicable measures must be undertaken to minimise the discharge of dust beyond the boundary of the Site. A list of measures required, without limitation, is included.
  - (iv) Condition 167 requires that the Council must be notified as soon as practicable in the event of any significant discharge to air which results, or has the potential to result in, a breach of air quality conditions or adverse effects on the environment.

274.5 A Community Liaison Group is also to be established, as a vehicle to discuss matters relevant to the Site, including concerns and complaints and ways of alleviating them, and for the dissemination of information about the Project (conditions 8 to 10). A complaints register is also to be maintained (condition 11, and condition 168 in relation to the air discharge permit).

274.6 Conditions 84 to 86 contain the Annual Monitoring Report contents, which are to include all monitoring data, and records of noise and vibration measurements. The report must also include details of any complaints received and the responses to those, any reasons for non-compliance issues, and recommendations on alterations to any monitoring required. Additional reporting obligations for the air discharge permit are included in condition 161.

275 [Placeholder for any matters arising from comments on conditions process.]

*The Panel's findings on noise, vibration and air quality effects*

276 In light of all the information received and considered (including comments), the Panel is satisfied, and finds, that:

276.1 The Project's actual and potential adverse noise, vibration and air quality effects have been appropriately assessed; and

276.2 With the conditions imposed, any actual or potential adverse noise, vibration and air quality effects can be adequately addressed, will be acceptable, and do not preclude or count against a grant of consent.

**Landscape / visual / amenity and natural character effects**

277 The planning hierarchy contains numerous provisions for the consideration of landscape, natural character and visual effects matters, including within the AUP:OP, which primarily seek to maintain or enhance landscape character and visual amenity values within the rural environment. The preservation of the natural character of wetlands and rivers and their margins is a matter of national importance under the RMA, as is their protection from inappropriate subdivision, use, and development.

278 The Project will result in changes to the components, character and quality of existing landscape character and values, as a staged implementation, ultimately resulting in a new quarry pit, with such a change anticipated in this location by the identification on the Site of a spatial extent of Special Purpose – Quarry Zone under the AUP:OP.

*AEE / specialist reports*

279 Landscape, natural character and visual effects are addressed at Section 9.10 of the AEE by reference to an Assessment of Landscape Effects (**ALE**)<sup>56</sup> which has been prepared by appropriately qualified experts and following a methodology consistent with relevant guidelines.<sup>57</sup>

280 The written text of the ALE is supported by appendices, including graphic supplement maps, theoretical visibility analysis outputs for each stage of work, and representative public viewpoint photos (Appendix 3); as well as visual simulations from selected viewpoints (Appendix 4). Additional visual simulations to assist with an understanding of the Project from a public viewpoint on Sonja Drive were subsequently provided by the Applicant in August 2025 responding to Auckland Council's specialist landscape architect reviewer's recommendations.

*Landscape effects*

281 The ALE describes how the Project will change the existing primarily grazed pastoral farming character of the Site, to one with distinctive mineral extraction characteristics, noting that the Site is located adjacent to the existing Drury Quarry activity, within the anticipated context of the Special Purpose – Quarry Zone, albeit with areas extending beyond this anticipated spatial extent into the adjacent rural zoned land.

282 Within this context, the ALE assesses that the expansion of quarrying activities will have a moderate degree of adverse effects on existing landscape character and values, primarily given the proximity of the activity to the attributes and values of identified

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<sup>56</sup> Technical Report J, Volume 2 to the AEE.

<sup>57</sup> Te Tangi a te Manu: Aotearoa New Zealand Landscape Assessment Guidelines, Tuia Pito Ora New Zealand Institute of Landscape Architects, July 2022.

SEA, ONL and Kārearea Pa, being particularly sensitive features within the localised existing environment. While effectively avoiding these features spatially, the ALE confirms that there will be a substantial change in topographic characteristics of the Site, which, alongside the removal of existing indigenous vegetation within the Site, will contribute to these adverse effects on existing landscape character and values.

283 When taking into account the proposed on-site revegetation (as well as off-site mitigation) the ALE concludes that there will be a residual low to moderate degree of landscape effects, while acknowledging that the overall value of Kārearea Pa will be reduced when considering the changing landform context within which this feature is located. These changes to landform will be permanent, while retaining elevated ridgelines to the north and east of the Site, which will assist in visually containing the activities and being supplemented by the proposed northern earth bund and planting.

284 The Project also includes proposed revegetation and enhancement planting which will provide for positive landscape outcomes by connecting existing isolated patches of forest, restoring currently degraded habitats and provide for 13ha of continuous buffer vegetation between Kārearea Pa and the quarry pit within the Sutton Block.

*Natural character effects*

285 The ALE confirms that any existing streams or wetlands within the footprint of the proposed quarry will be removed, noting that there is a level of anticipation of this outcome given the spatial extent of the Special Purpose – Quarry Zone.

286 The ALE has assessed the existing natural character values of the mid to upper portions of Streams 1, 2 and 2b as being generally moderate to high, supporting elevated biophysical and experiential degrees of natural character.

287 The ALE subsequently finds that there is a potential for moderate to high adverse natural character effects as a result of this stream loss, but these effects reduce to low-moderate when taking into account the proposed ecological offsetting. Impacts on the natural character of other existing streams to remain on the Site and existing wetlands are assessed in the ALE as being very low when taking into account the proposed ecological offsetting.

*Visual effects*

288 The ALE outlines that the degree of adverse visual effects (being effects on landscape values as experienced by people within views towards the Site) will vary for differing viewing audiences, based on viewing locations, distances and the extent of available views towards the Site. The ALE also notes an anticipation of quarrying activity within the location of the Sutton Block given the SPQZ on the Site.

289 The proposed early implementation of mitigation planting on the Site, as part of the Project, along with the establishment of purposeful earth mounding and fast-growing exotic vegetation, will assist with reducing potential adverse visual effects over time.

290 Eight representative groups of viewing audiences have been assessed by the ALE, including people viewing the Site and Project from:

290.1 Properties on MacWhinney Drive (Group 1);

290.2 Fitzgerald Road, Fielding Road and Cossey Road (Group 2);

- 290.3 Business and Residential zoned land to the west and south-west of the Site (Group 3);
- 290.4 North-facing properties on Ararimu Road (Group 4);
- 290.5 Limited numbers of properties on Peach Hill Road (Group 5);
- 290.6 Properties on elevated parts of Pratts Road, Otto Road, Ararimu Road, Hiwinui Road, Fausett Road and Maxted Road (Group 6);
- 290.7 Within vehicles on the State Highway 1 motorway and residents and road users in the proximity of Great South Road west of the motorway (Group 7); and
- 290.8 Properties on Sonja Drive, Laurie Drive and Ponga Road to the north of the Site (Group 8).
- 291 It is the latter viewing audiences (Group 8) where the ALE anticipates there to be the greatest potential for adverse visual effects to arise, potentially up to a moderate to high degree, given proximity to the Site and likelihood of clear visibility from existing dwellings. The ALE does however anticipate that the proposed mitigation measures (earth mounding and establishment of fast-growing exotic vegetation), implemented at an early stage, will assist to reduce the scale of adverse visual effects for the identified viewing audiences. The ALE acknowledges that some visibility of quarry works during Stages 3-5 within elevated locations may continue to be visible for these people.
- Comments received and Applicant's response*
- 292 Specialist landscape architectural input was included with the comments received from Auckland Council, which concurred with the findings of the ALE in relation to actual and potential adverse effects on landscape, natural character and visual amenity values. No additional conditions, beyond those proposed by the Applicant (September 2025), were recommended by the Council's landscape architect to mitigate landscape effects.
- 293 Comments received from residents at 113 Sonja Drive raised potential issues relevant to adverse visual effects (amenity and outlook), suggesting that there should be some form of verification process in place to ensure the effectiveness of the proposed earth bund and planting which is to mitigate (screen) the activities from this location.
- 294 The comments received from residents at 1598, 1101 and 1616 Ponga Road raised similar concerns regarding the potential for adverse visual effects and in relation to the likely effectiveness of the proposed mitigation in the context of ensuring the maintenance of the area's character and amenity values.
- 295 A concern regarding the potential alteration to the landscape and visual character of the area, was raised by a resident at 21 MacWhinney Drive, within the context of the potential for negative impacts on the market value of nearby properties. The Panel notes that this is not a resource management issue that can be taken into account.
- 296 The Applicant responded to each of the above comments, reiterating the findings of the ALE, within the context of the Special Purpose – Quarry Zone anticipated outcomes.
- 297 In this response, the Applicant highlighted the importance of proposed conditions to mitigate actual and potential adverse landscape and visual effects, including the requirement for the Consent Holder to provide a Landscape and Visual Mitigation and

Management Plan (**LVMMP**) to the Council for certification. In addition, the Applicant highlighted reliance on compliance with the AUP:OP permitted lighting standards.

*Site visits*

- 298 The Panel undertook a full visit to the Drury Quarry and Sutton Block in August 2025, and a second visit was undertaken to the representative public viewpoints used in the ALE. This enabled the Panel to 'ground-truth' the visual simulations in-situ and, where no simulations were available, to assess the actual and potential effects for ourselves.
- 299 While the visual simulations were prepared to a very high standard, in accordance with best practice and from representative public viewpoints, the Panel is wary that these can never replace in-person viewing. The Panel found the visual simulations to fairly represent the views available, and they were of immense assistance in helping the Panel to mentally 'sit' the extent of the various quarry stages and on-site rehabilitation planting spatially into the landscape being viewed, and to appreciate the likely changes that will be experienced by viewers from various locations and distances over time.

*Conditions*

- 300 The ALE stated<sup>58</sup> that the Project has involved an iterative design process where findings from the assessment have provided input to the proposed mitigation strategy, including for planting on the Site and the proposed earth bund as a screening element. These items have been shown visually on Figure 17 (Proposed Landscape Mitigation) within Appendix 3 of the ALE. Based on the recommendations from the ALE, the AEE describes these proposed landscape and visual management measures as:<sup>59</sup>
- 300.1 Removal of existing remnant pine trees along the western extent of the Site, followed by establishment of a 15 m wide planting buffer, as a mix of faster growing exotic species, along with indigenous species.
- 300.2 Progressive formation of an earth bund within the northern portion of the Site during Stage 1 with a 5 m wide planting buffer between the northern toe of the bund and the adjacent ONL, as a mix of faster growing exotic species, along with indigenous species – with the bund to be removed at Stage 5, noting that the planting will have established by that time.
- 300.3 Establishing indigenous species of vegetation along the planned eastern ridge of the Site, beyond the future extent of the pit edge in this location.
- 300.4 Undertaking revegetation opportunities within the Site, including planting of indigenous species of vegetation around the lower flanks of Kārearea Pa to further support the legibility of the existing planting and hill feature and to link into the proposed enhancement planting to the east.
- 301 The above mitigation measures will be further developed and detailed through the certified LVMMP which is required by the conditions applicable to all resource consents (refer conditions 48-49) and which has an objective to ensure that the ongoing landscape mitigation avoids, remedies or mitigates the actual and potential adverse landscape and visual effects of the Project.

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<sup>58</sup> At section 2.2 on page 7.

<sup>59</sup> At section 6.5 on page 68.

302 [Placeholder for any matters arising from comments on conditions process.]

*The Panel's findings on landscape, natural character and visual effects*

303 In light of all the information received and considered (including comments), the Panel is satisfied, and finds that:

303.1 The Project's actual and potential effects on landscape (including rural character), natural character and visual amenity values have been appropriately assessed; and

303.2 With the conditions imposed, any actual or potential adverse effects of the Project on identified existing landscape (including rural character), natural character and visual amenity values can be adequately addressed, will be acceptable, and do not preclude or count against a grant of consent.

**Effects on cultural values**

304 As we have already noted, the Site is located within an important cultural area, Kārearea - Te Maketū. This is an area of tremendous cultural, spiritual, traditional and historical significance.

305 The Panel does not use those words lightly. In so doing, we are informed by five detailed Cultural Values Assessments (**CVAs**), that have been prepared with obvious care by Ngāti Tamaoho Trust, Ngāti Te Ata, Ngaati Whanaunga Incorporated Society, Ngāi Tai Ki Tāmaki and Te Ākitai Waiohū. As the best evidence in relation to cultural effects, we address the CVAs in more detail below.

306 The Panel understands from the CVAs that the Project will be undertaken within part of several cultural landscapes including Kārearea, Pou Hotiki, Ngārurunui, Te Hūnua, Ararimu and Te Maketū. The area is of great importance to mana whenua, as described in the CVAs, and has a long history and deep connections for them.

307 In relation to the Sutton Block (and surrounds), significant cultural sites and areas include Kārearea Pa (including its volcanic features, slopes and surrounding ridgelines), Hingaia Stream and its tributaries and wairepo (wetlands), Otuwairoa Stream and its tributaries and wairepo, Pou Hotiki hīrere (creek) and Te Maketu Historic Reserve (south of the site). These awa and wairepo were used for water, rongoā, food and medicine.

308 The Kārearea Pa, long with Te Maketū, was (and remains) an important Pa. Traditionally it provided protection and defence, as well as controlling the overland routes (ara hīkoi) north, south and east. Kārearea Pa contains stone structures built by tupuna to strengthen the Pa, protect special areas, and for gardening in the fertile areas. This is understood to be unique, as one of the only Pa in the Tāmaki region to have these features. The forest in this area was also known to provide significant paopao kōwhatu (stone working sites) for the making of tools and other important taonga. Trees grown here, such as Mataiwaka and Ngāhokowhitu, were considered taonga and were reserved and used for the making of the significant waka, whare and whakairo.

309 An illustrative quote (being but one example of the connection and strength of feeling held regarding this area and Pa site) stated:

*“It is important to highlight the Kārearea is a wāhi tapu of the highest order. It is a pou whenua, tūtohu whenua, tupuna maunga, and wāhi tohu. It also contains significant and large urupa, wāhi hahunga, tūāhu, wāhi pakanga, and wāhi tapu of other kinds. The spiritual and metaphysical importance of this site is immense.”<sup>60</sup>*

310 The Panel understands that the Kārearea Pa traditionally covered the entire hill within the Sutton Block, and was part of a cultural landscape that included wāhi tapu, wāhi tupuna, tūāhu, urupa, wāhi pakanga, papakāinga, whare, māra kai, mahinga kai, puna wai, pataka kai, mahinga waka, ngahere, rawa taiao, paopao kōwhatu, mahinga toi, rongoa and other sites of significance.

311 Understandably, mana whenua are strongly of the view that these special features, being the taonga of tupuna passed down for generations, must be preserved.

312 Not all of the information the Panel was provided is appropriate for inclusion in this decision report. We have read it, understand it, and have been guided by it in terms of the areas afforded particular attention throughout our decision-making. Some of the information provided is culturally sensitive, and in other places there are (potentially) differences of stated opinion on these matters between mana whenua.

*AEE / specialist reports*

313 With the above core elements identified by way of introduction, we move to the specialist reports, being the CVAs. Five assessments were provided to the Panel:

313.1 Ngāti Tamaoho Trust, Cultural Values Assessment dated September 2024;

313.2 Ngāti Te Ata, Cultural Values Assessment Report dated February 2025;

313.3 Ngaati Whanaunga Incorporated Society, Cultural Impact Assessment dated August 2024;

313.4 Pou Tāngata Ngāi Tai Ki Tāmaki Community Development Trust, Cultural Values Assessment dated March 2023 (with August 2024 and March 2025 updates);  
and

313.5 Te Ākitai Waiohua, Cultural Values Assessment dated 2024 (with a 2025 update).

314 It is regrettably not possible, in the confines of this decision report, to fairly summarise (or even begin to summarise) the very detailed material provided in the CVAs. Much time and effort has clearly been given to reviewing and assessing the (likely voluminous) information from the Applicant, collating and describing the cultural connections, whakapapa and genealogy, and history with the Site and surrounds, then considering responses to the technical material including effects on the environment and proposed conditions.

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<sup>60</sup> ‘Ngāti Tamaoho Drury Quarry Expansion Cultural Values Assessment’ by Ngāti Tamaoho Trust dated Mahuru 2024 at paragraph 6.2. Other iwi expressed similarly strong connections and concern for this area and site, and the Panel regrets only being able to select one example for this decision report.

- 315 As a result of that mahi, the Panel has been given clear direction on the matters which we must carefully assess as an important part of our response to the identified cultural effects.
- 316 The Panel notes also comments made in the CVAs regarding the timing and resourcing issues faced by mana whenua in responding, generally, to the numerous FTAA projects occurring within their rohe, and more specifically, to the time pressures faced in the context of this fast-tracked Project. The limited timeframes for engagement, and involvement only at specific points of the fast-track process, were noted, along with what was seen as limited protection of cultural interests beyond Treaty settlement property and customary land interests. We take those comments on board. In light of these comments, the Panel is all the more grateful for the CVAs before us, and the assistance they have provided.

*Ngāti Tamaoho Trust Cultural Values Assessment*

- 317 The Ngāti Tamaoho Trust CVA canvassed the following matters:

- 317.1 Cultural Landscapes (Te Maketu);
- 317.2 Awa (Waterways), Puna (Springs) & Wairepo (Wetlands);
- 317.3 Wāhi Tapu & Urupā;
- 317.4 I Riro Atu te Whenua – Land Alienation;
- 317.5 Te Taiao – Natural Environment;
- 317.6 Kaitiakitanga;
- 317.7 Wai – Water;
- 317.8 Mahi Toitū – Sustainable Development;
- 317.9 Wai-ā-Rangi – Stormwater Treatment of Contaminants;
- 317.10 Groundwater Recharge;
- 317.11 Ngā Rākau Taketake – Native Trees and Plants; and
- 317.12 Ngā Takiwā – Landscapes.

- 318 The CVA highlighted that the proposed Sutton Block quarry expansion lies within highly significant ancestral lands of Ngāti Tamaoho, encompassing numerous wāhi tupuna, wāhi tapu, urupā, and other cultural sites of deep historical and spiritual importance. Ngāti Tamaoho emphasised the importance of recognising their enduring rights as guaranteed under Te Tiriti o Waitangi and the Ngāti Tamaoho Settlement Act.
- 319 Ngāti Tamaoho noted that, following extensive discussions over 18 months, the Applicant had agreed to adjust the proposed pit area to avoid direct impact on key cultural sites, including those surrounding Kārearea Pa. Ngāti Tamaoho agreed in principle to the Project, provided the agreed conditions (identified within the CVA) and commitments were fully upheld.

*Ngāti Te Ata Cultural Values Assessment Report*

320 The Ngāti Te Ata CVA addressed effects of particular concern under the following key headings:

320.1 Cultural values for mana whenua;

320.2 Te kaitiakitanga o te Taiao;

320.3 Statutory assessment; and

320.4 Cultural landscape and cultural resources.

321 Tables of identified issues, with mana whenua recommendations and aspirations, were included. The concerns raised by the CVA included potential conflicts between the Project and Ngāti Te Ata's cultural, spiritual, and environmental values associated with Drury, Ōpaheke, the pā maunga, and the Manukau Harbour catchment. Key issues included the risk of degrading wāhi taonga and mahinga kai areas; compromising important viewshafts, landscapes, and natural features; and diminishing the integrity of culturally significant landforms and waterways.

322 Ngāti Te Ata recommended that a Cultural Management Plan be established as a consent condition to formalise collaboration between the Applicant and iwi to ensure Māori values are upheld throughout the quarry expansion. This Plan should enable iwi to exercise rangatiratanga and kaitiakitanga over ancestral taonga, ensure tikanga Māori is integrated into all stages of planning and development of the Sutton Block quarry, and promote the enhancement and restoration of natural and cultural landscapes around Drury and Ōpaheke.

323 The recommendations included in the CVA emphasised achieving best-practice environmental and cultural outcomes beyond minimum regulatory standards, supporting iwi wellbeing, providing access to customary resources, and the restoration of significant sites through ongoing partnership with industry and government.

*Ngaati Whanaunga Incorporated Society Cultural Impact Assessment*

324 The CVA of Ngaati Whanaunga Incorporated Society included coverage of the following matters:

324.1 Statutory Context;

324.2 Existing Cultural Values (regarding places of historic and cultural interest, natural and physical resources (mana and mauri), sites of historic or cultural interest, waahi tapu and resource values); and an

324.3 Assessment of Cultural Effects.

325 The key issues raised were summarised as relating to:

325.1 Erosion and sediment control;

325.2 Potential effects on archaeological sites (including the likelihood for proposed works to uncover previously unrecorded sites);

325.3 Vegetation removal;

325.4 Wetland removal;

325.5 Vegetation clearance along the edges of streams and wetlands; and

325.6 Stream diversion and reclamation.

326 Overall, the CVA described that Ngāti Whanaunga’s cultural values associated with the Site, covering mauri, wāhi tapu, kōrero tūturu, rawa tūturu, and hiahia tūturu, ranged from low / medium to medium / high significance, indicating a moderate to strong cultural connection. The value of Whakaaronui o te Wā (cultural understanding and perspective) was assessed as high (positive), reflecting constructive engagement (with SAL) and recognition of Ngāti Whanaunga’s values within the Project. An extensive list of proposed consent conditions were included, should the Application be granted.

*Pou Tānga Ngāi Tai Ki Tāmaki Community Development Trust Cultural Values Assessment*

327 The CVA for Ngāi Tai Ki Tāmaki addressed cultural values and cultural impacts, including in respect of the following topics:

327.1 Places of Historic and Cultural Interest;

327.2 Natural and Physical Resources (Mana and Mauri); and

327.3 Sites of Historic or Cultural Interest.

328 Cultural effects identified (during the construction and / or operational phases) included:

328.1 Vegetation removal;

328.2 Loss and diversion of surface waterbodies;

328.3 Effects if erosion and sediment was not controlled;

328.4 Dust generation and associated effects on surface waterbodies;

328.5 Potential effects on archaeological sites (including the likelihood for proposed works to uncover previously unrecorded sites);

328.6 Loss and provision of food resources for native fauna;

328.7 Loss of ecological connectivity;

328.8 Changes attributed to dust, vibration, and hydrological changes, especially to the sensitive rock forest ecosystem at Kārearea (Ballard’s cone); and

328.9 The potential discovery of kōiwi (human remains), taonga māori, or archaeological features. This remained the largest concern for Ngāi Tai.

329 An updated addendum to the CVA provided in March 2025 acknowledged that the Project would provide significant long-term benefits. However, it also identified that the Project presents notable environmental and cultural effects, including stream and wetland reclamation, removal of nearly 10ha of indigenous vegetation (partly within an

SEA), potential groundwater and water quality impacts, and cultural effects associated with nearby wāhi tupuna and Kārearea Pa.

*Te Ākitai Waiohua Cultural Values Assessment*

330 The CVA of Te Ākitai Waiohua addressed cultural effects under two key headings:

330.1 Principles of the environment, and kaitiakitanga; and

330.2 Historic events and connection, including spiritual and cultural associations.

331 In addendums to the CVA Te Ākitai Waiohua identified several positive effects from the Application, but also potentially significant environmental impacts, including:

331.1 Stream and wetland reclamation;

331.2 Vegetation removal (including within an SEA);

331.3 Groundwater diversion and potential effects on water quality and flow in downstream environments;

331.4 Sediment and earthwork impacts on streams and aquatic ecosystems;

331.5 Potential adverse effects on cultural values and sites of significance to mana whenua;

331.6 Blasting and vibration effects on Kārearea (Ballards Cone), a culturally significant site; and

331.7 Uncertainty regarding long-term rehabilitation and landscape outcomes after quarry closure.

332 Whilst Te Ākitai Waiohua opposed quarrying in principle due to its significant cultural effects (with acknowledged measures taken to protect Kārearea Pa), a number of important recommendations were made.

333 The recommendations included establishing cultural induction and monitoring protocols, developing rehabilitation and closure plans in partnership with iwi, avoiding stream and wetland reclamation and indigenous vegetation removal wherever possible, and applying best-practice mitigation and offsetting where effects could not be avoided. Te Ākitai Waiohua also sought enhanced erosion, sediment, and water management, along with iwi involvement in ecological restoration and long-term monitoring, to protect Te Taiao and uphold cultural values.

*Application and AEE*

334 SAL for its part acknowledged in the Application that a number of groups have tangata whenua interests over the area of the Site, and stated that SAL has engaged with representatives of various mana whenua groups for a number of years. Engagement regarding potential use of the Sutton Block extended back to 2007, and was noted to have continued since.

335 The Panel understands consultation principally involved Ngāti Tamaoho; Ngāti Te Ata Waiohua; Te Ākitai Waiohua; Ngāi Tai ki Tāmaki; and Ngāti Whanaunga. The Applicant

summarised their view of the results of consultation as being identification of the following concerns:<sup>61</sup>

- 335.1 The location of the proposed quarry pit being too close to the north-eastern flank of the Kārearea Pa / Ballard Cone. We address the Applicant's response to this concern below.
- 335.2 Similarly, the haul road was considered too close to the western flank of Kārearea Pa / Ballard Cone. Investigations were made as to whether the haul road could instead be located further to the east, but this was not (by mutual agreement) ultimately pursued. The original route (per the Application) was preferred as the more culturally acceptable choice.
- 335.3 Effects on streams and wetlands, particularly the loss of streams and wetlands in the pit extension (LOQ). An increased area of wetland and streams to be retained and enhanced was therefore proposed in this Application.
- 335.4 Vibration effects from the trucks potentially impacting taonga within the Kārearea Pa / Ballard Cone. The Application as a result included the proposal for an electric conveyor belt to transport rock from the Sutton Block to the processing plant to alleviate vibration concerns, and a vibration monitoring station was proposed for the northern side of Kārearea Pa / Ballard Cone.<sup>62</sup>
- 335.5 The location of mitigation proposed being outside of the Project catchment. In response, the Applicant had considered a range of locations for off-site mitigation including, Camp Adair, 35 Te Tree Way, and Te Maketu Reserve. The Applicant proceeded with the Tuakau farm site as an off-site compensation site due to the loss of streams and wetlands on-site.
- 336 The Applicant has noted that it has been seeking to work closely with Ngāti Tamaoho, Ngaati Te Ata Waiohua, Te Ākitai Waiohua, Ngāi Tai ki Tamaki and Ngāti Whanaunga with the intention of building a partnership with them. Further, in recognising the role of tangata whenua as kaitiaki with specialist historical knowledge of the area, feedback received through the engagement process has directly influenced the design of the Sutton Block.
- 337 Specifically, this has involved the proposed Sutton Block pit being moved further north from Kārearea Pa, creating a 13ha buffer between the LOQ extent and the AUP:OP overlay. SAL also supported the inclusion of a Site of Significance to Mana Whenua overlay scheduled over Kārearea Pa as part of Plan Change 102 to the AUP:OP, in recognition of the importance of this feature to tangata whenua. The Project avoids the Site of Significance to Mana Whenua overlay area, noting that this has resulted in a portion of the Site that is zoned SPQZ becoming unable to be utilised for the quarry activities anticipated by that zone, and the LOQ being now based partly on land zoned instead for Rural uses.

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<sup>61</sup> See summary at 10.5.1 – 10.5.6 of the AEE.

<sup>62</sup> It is not clear to the Panel what has occurred with regards to this monitoring station. It does not appear to have followed through into the Applicant's proposed conditions of consent. We address this point later in this section of the decision report.

338 The effects on cultural values (as understood by the Applicant) are assessed in Section 9.11 of the AEE, but the overall level of effect is, appropriately, left to be determined by tangata whenua. Broadly, the Applicant notes, further to avoidance of all scheduled wāhi tapu and taonga sites within the Project area, that:

338.1 The Project will result in residual terrestrial and freshwater effects, which could not be avoided, mitigated or remedied. However, these effects are addressed through a comprehensive ecological offset package which is designed to achieve a 'net gain' in ecological values overall.

338.2 In terms of enhancement, revegetation planting is also proposed as part of the on-site terrestrial offset. Specifically, part of this planting is proposed within the pasture area of the Site of Significance – Kārearea Pa. This planting will provide enhanced ecological connectivity across the site, by connecting to existing areas of vegetation including the two SEAs.

338.3 A Cultural Management Plan is proposed to be prepared in collaboration with tangata whenua to ensure cultural effects associated with works in proximity to these sites are adequately addressed throughout the life of the Project. Engagement with mana whenua will be on-going.

*Comments received and Applicant's response*

339 Comments were received from Te Ākitai Waiohua Settlement Trust. The comments noted the CVA already provided, and the two addendum CVAs responding to the original four-stage expansion proposal, and the five-stage proposal that currently comprises the Application. The comments noted that the main interests of Te Ākitai Waiohua were:

339.1 The recognition and acknowledgment of Te Ākitai Waiohua and its history in Tāmaki Makaurau (Auckland);

339.2 The opportunity for Te Ākitai Waiohua to exercise its role as Kaitiaki in Tāmaki Makaurau; and

339.3 The ability for Te Ākitai Waiohua to protect and preserve its interests, resources and taonga in Tāmaki Makaurau.

340 The proposed activity of quarrying was noted to have significant adverse cultural effects because the impacts on the whenua, awa and ngāhere cannot be avoided, remedied or fully mitigated. However, the comments also acknowledged the measures undertaken to avoid impacts on Kārearea Pa, which were supported. The comments provided queried the economic assessment, which noted the same cost savings or economic benefits from both the 4 stage and 5 stage proposals, but higher environmental costs (stream, wetland and vegetation loss in particular) from the five stage proposal.

341 Te Ākitai Waiohua supported conditions that seek to recognise cultural values including providing for:

341.1 Preparation of a Cultural Management Plan;

341.2 Development of cultural monitoring procedures;

- 341.3 Mana whenua taking and using native trees felled;
- 341.4 The ability to comment on draft management plans;
- 341.5 Copies of annual freshwater monitoring data being provided to mana whenua upon request;
- 341.6 Use of Ngā Motu o Hingaia (Drury Creek Islands) as a potential offsite mitigation site; and
- 341.7 Access to Kārearea Pa subject to health and safety requirements.
- 342 Concerns were raised in relation to some of the draft proposed conditions, including the scope and contents of the Cultural Management Plan condition, the appropriateness of the conditions relating to archaeological discoveries, reductions in planting area and delivery of a 'net gain' outcome, increased stream loss and the proposed mitigation (including that mitigation being located outside of the Site's catchment), the absence of appropriate targets in the conditions in respect of some matters, the need for groundwater inflow limits, and the absence of clear closure and rehabilitation outcomes.
- 343 Ultimately an ongoing commitment from SAL was sought, to engage with Te Ākitai Waiohūa to ensure that the Sutton Block expansion respects and reflects the cultural values and aspirations of mana whenua.
- 344 The Applicant responded to the comments from Te Ākitai Waiohūa in a tabulated response dated 1 October 2025. This included proposed amendments to the draft conditions for the resource consent, and a fresh set of proposed conditions incorporating these changes was provided on 10 October 2025.
- 345 The Panel also requested further information from the Applicant, including in Minute 3 requests in relation to:
- 345.1 How the standards referred to in the Blasting Noise and Vibration Report might provide controls that would give appropriate protection to the physical attributes of the Kārearea Pa site (particularly the stone works – stone alignments and heaps, facing remnants, stone rows and low walls, rectangular terraces, etc).
- 345.2 Whether or not the project archaeologist had been asked for advice in relation to the possibility of vibration / air blast effects on the stone works present at the Pa site arising from blasting, and what controls would be appropriate given that site does not contain physical (modern) buildings but holds significant cultural importance.
- 346 These were responded to by the Applicant on 22 September 2025. The response noted that there is currently no recognised or agreed numerical standard considered appropriate for managing potential vibration effects on stone structures of archaeological or cultural significance.
- 347 Further, the Kārearea Pa was noted to be a highly tapu site, which means that actively entering the site or establishing monitoring equipment "*is not straight forward*". Inspections undertaken in 1989 and 2002 had identified that substantial modifications and damage had already occurred to the Pa features as a result of historic farming

practices, earthworks, and fossicking, before SAL fenced the site and carried out enhancement planting.

- 348 It was also noted that the Pa directly adjoins the existing Drury Quarry, which has operated for more than 80 years. The information provided in the Blasting Report was stated to represent the extent of vibration monitoring at the Pa site obtained to date, and that no additional monitoring results are available. The Applicant proposed that a Blast Management Plan be prepared and referenced in the conditions. This Plan would set out how blasting will take place at the Site and would be able to specifically include any relevant considerations that may be required in proximity to the Pa site to manage effects. This would also be a matter that will be the subject of ongoing consultation with mana whenua.

*Conditions*

- 349 The Panel has viewed all of the conditions relating to the management of effects on the natural environment (land, air, water, flora and fauna) as being related to matters of concern raised in the CVAs and comments received, and therefore connected to cultural effects. We have given these matters additional attention because of their stated importance and relevance to mana whenua. Those conditions are addressed elsewhere in this Part D.
- 350 The conditions that perhaps more specifically respond to the cultural effects identified for us in the CVAs and comments include:
- 350.1 The Cultural Management Plan requirement in condition 7(a), which is to set out the preferred engagement and partnership protocols for mana whenua going forward.
- 350.2 The requirement in conditions 7(b) to (f), also reflecting conditions sought in the CVAs and comments, to:
- (a) Engage with mana whenua in relation to the development of cultural monitoring procedures to be undertaken at works commencement, and specify steps to be taken in the event of any accidental discovery of taonga or koiwi;
  - (b) Provide the opportunity for mana whenua to take and use any native trees felled as part of the Project;
  - (c) Provide the opportunity for mana whenua to comment on draft management plans prior to the submission of those plans for certification;
  - (d) Provide copies of the annual freshwater monitoring data to mana whenua upon request; and to
  - (e) Provide the opportunity for access to Kārearea Pa subject to health and safety requirements across the Site.
- 350.3 Condition 13, which requires that all management and monitoring plans must summarise the comments received from mana whenua as required by the relevant management or monitoring plan condition, along with a summary of where comments have been incorporated, and where not incorporated, the reasons why.

- 350.4 The accidental discovery protocol condition, condition 92. Despite concerns raised by mana whenua in respect of this condition, we have left it as proposed by the Applicant and agreed with the Council. The condition is reasonably standard, and importantly (to address some mana whenua concerns) it does not authorise any physical actions in respect of archaeological sites that may be discovered accidentally. It reflects the current legal obligation to comply with the AUP:OP, and the operation of the HNZPTA cannot be overridden in any event. The condition is noted to be subject to any specific protocols agreed with mana whenua, which enables further work to be done on how this eventuality might be managed (subject to the legal requirements otherwise arising). We accept that such protocols would be of benefit to mana whenua, and we encourage further work in relation to them.
- 350.5 The requirement that the Blast Management Plan include details of any mitigation and management measures that may be required when blasting in proximity to Kārearea Pa site (condition 48(d)).
- 350.6 The Panel has expanded condition 48(d) to include further detail, so that the Blast Management Plan must also include:
- (a) Evidence of consultation with mana whenua regarding whether or not pre- and post- blasting condition surveys of the features present are culturally appropriate and / or considered necessary by mana whenua, and if so, to outline the process proposed for these surveys. The Panel accepts that mana whenua may consider that access for this purpose is inappropriate, but that is for mana whenua to decide.
  - (b) If such surveys are acceptable to mana whenua, the Plan is to include advice from a SQEP (being an archaeologist with particular experience relating to stone structures) regarding whether or not any particular mitigation or management measures are necessary to protect the features of the Pa site from potential damage as a result of blasting.
- 350.7 The Panel has also added a requirement relating to the establishment of a blast monitoring station for the Pa site, within condition 120. The Panel appreciates that this may be culturally sensitive, and that there may be a need to obtain further expert advice around whether this would provide additional information that would assist in managing potential effects on the Pa site. The added text we have included is "*[a] blast monitoring station shall also be located in the vicinity of the Kaarearea Paa, if (i) agreed to by mana whenua (and then in a location determined in consultation with mana whenua), and (ii) considered necessary by a SQEP (being an archaeologist with particular experience relating to stone structures) to assist with protecting the features of the Paa site from potential damage as a result of blasting. "*
- 350.8 While blasting may have been undertaken in close proximity to the Pa site for 80 years or more, there is always the opportunity to improve practices, gain further understanding, and to better address cultural values and concerns. Technology, archaeological methods and practices, and blasting modelling and technology, can also all change over time. The Panel noted, with potential concern, comments that the Pa site does not contain buildings that may be affected by blasting, and trust that this was not intended to convey the view that stone structures were any less deserving of protection. In the Panel's view they likely

warrant more, though we accept that this is difficult to ensure if access is not possible.

350.9 We accept that the obligations we have imposed may require significant further consultation efforts with mana whenua, and the possible need for that to include advice from a SQEP with particular archaeological expertise. However, we consider that the values expressed and communicated to us via the CVAs and comments warrant this higher level of effort. The Kārearea Pa is “*wāhi tapu of the highest order*”.

350.10 Lastly, we note Te Ākitai Waiohūa’s request that Ngā Motu o Hingaia (Drury Creek Islands) be used as a potential offsite mitigation site. The Sutton Block Application proposed a biodiversity offset of 4.4 ha of kanuka forest revegetation to be undertaken at Ngā Motu o Hingaia. For reasons that have been explained to the Panel,<sup>63</sup> this is not able to be achieved, because landowner approval is not available. Condition 122 requires that the consent holder undertake this offset work if landowner approval is obtained. The Panel has added an obligation that SAL use reasonable endeavours to obtain landowner approval, for at least one year after the commencement of the consents. This is in the hope that further time is all that is needed (without tying the consent holder to any longer period), and on the understanding that SAL was intending to continue working to obtain landowner approval in any event.

351 [Placeholder for any matters arising from comments on conditions process.]

*The Panel’s findings on cultural effects*

352 In light of all the information received and considered (including comments), the Panel is satisfied, and finds that:

352.1 The Project’s actual and potential cultural effects have been appropriately assessed; and

352.2 With the conditions imposed, cultural effects are adequately addressed, and do not preclude or count against a grant of consent.

**The Panel’s findings on other effects on the environment**

353 The remaining effects on the environment, which are discussed below, have been appropriately assessed by the Applicant and, with the conditions imposed, can be adequately addressed, will be acceptable, and do not preclude or count against a grant of consent. [Placeholder for any matters arising from comments on conditions process.]

**Archaeological effects**

354 The AEE included an assessment entitled ‘*Drury Quarry Extension, Sutton Project, Drury, Auckland: Archaeological Assessment*’ prepared by Clough & Associates Limited and dated March 2025 (**Archaeological Assessment**). The Archaeological Assessment sought to establish whether the proposed works are likely to impact on

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<sup>63</sup> See memorandum from Bioreserches dated 14 August 2025 entitled ‘*Hingaia (Drury) Island Offset Revegetation*’.

archaeological or other historic heritage values. We have outlined this in more detail in Part F of this decision report, but for RMA purposes note the following:

354.1 The Archaeological Assessment involved comprehensive background research and multiple site inspections. Field inspections were conducted on 17 December 2021, 20 April 2022, 20 September 2023, and 27 November 2024. These involved visual examination of the ground surface for evidence of Māori or European occupation, inspection of exposed soils for signs of earlier modification, and subsurface testing using a probe and spade to identify any buried deposits or archaeological features. The field inspections focused on landscape features such as spurs, ridgelines, and creek banks, with sites photographed and GPS-located where relevant.

354.2 The three recorded archaeological sites were identified as:

- (a) R12/278 – Kārearea Pa (Te Maketu): A significant and extensive Māori habitation site featuring burials, stonework, earthworks, and pā features. We have discussed the Pa in more detail earlier in this decision report. In this context we note that it is recognised by archaeologists as an extensive and significant Māori habitation site and burial area located on Ballard’s Cone, an eroded volcanic cone on the Hunua Fault. It is noted to comprise many stone alignments and heaps, some with facing remnants, stone rows and low walls which delineate terraces and embanked platforms and numerous earthworks. Although no defensive structures have been identified archaeologically, the top platform and some of the surrounding terraces take advantage of steep rocky bluffs and the topography affords natural protection.
- (b) R12/723 – Terraces, Stonework, Cultivations: A site of possible Māori origin located near the southwestern extent of the proposed expansion area but outside the direct impact zone.
- (c) R12/724 – Plants, Fence, Stonework, Earthworks: Located within the proposed expansion area, this site is likely a 20th-century farming feature or domestic occupation site with limited historical value.

354.3 No additional unrecorded archaeological or other historic heritage sites were identified, either by background research, or by previous and recent archaeological field inspection on the proposed quarry expansion area within the Sutton Block.

354.4 The Archaeological Assessment concluded that the Project would have no direct effects on any known significant archaeological sites as the quarry design has avoided the sensitive areas associated with R12/278 (Kārearea Pa) and R12/723.

354.5 The proposed haul road widening will affect the historical and landscape connection between sites R12/278 and R12/723. These effects would be partially offset by avoiding direct impact on the known archaeological features of, and the scheduled Extent of Place for, R12/278 (Kārearea Pa).

354.6 The only recorded archaeological site directly affected, R12/724, which the report sets out as having low archaeological and historical value, likely relates to 20th-century farming activity.

354.7 Recommendations for resource consent conditions and further recommended work included:

- (a) That SAL continue to manage and protect Kārearea Pa (R12/278 and R12/723) through measures such as pest control, vegetation management, and fencing, and that future quarry rehabilitation helps restore the area's heritage and landscape values.
- (b) That an archaeological authority be sought under the HHNZPTA for the Stage 1 earthworks to avoid potential delays if archaeological material is discovered.

355 The Applicant also provided the related '*Archaeological Management Plan: Drury Quarry Extension, Sutton Project, Drury, Auckland*' prepared by Clough & Associates and dated March 2025 (**Archaeological Management Plan**), which provided a full list of site management requirements and potential consent conditions relating to:

355.1 Pre-start requirements;

355.2 The earthworks and post-earthworks phases;

355.3 Procedures if archaeological sites are exposed when the archaeologist is not present; and

355.4 Protocols relating to koiwi tangata and taonga.

356 The conditions set out in Part H of this decision report reflect the above material. This includes condition 91, which requires protection of the recorded archaeological sites and compliance with the Archaeological Management Plan, and condition 92, which relates to protocols in the event of accidental discovery.

### **Groundwater effects**

357 Groundwater effects are always relevant to quarrying activities given the need for de-watering. We have addressed earlier in this decision report our concern to make sure that the effects of drawdown on ecological matters was fully understood and addressed, given the stated potential that the drawdown zone of influence could extend 4.4km to 7.5km. We address some remaining matters in this section.

358 The AEE included the report entitled '*Groundwater and Surface Water Effects Assessment Report*' by PDP dated March 2025 (**Groundwater Report**). The Groundwater Report involved a combination of desktop and fieldwork investigations which used existing geological and hydrogeological data and field permeability tests, groundwater level monitoring, groundwater and surface water sampling (for chemical analysis) and stream flow gauging. The Report also drew on extensive groundwater, stream flow, and groundwater inflow data collected since 2011 from monitoring at nearby quarries, including Hunua Pit, Symonds Hill Pit, and the existing Drury Quarry.

- 359 The Groundwater Report found that the Sutton Block quarry is expected to result in a maximum groundwater inflow of approximately 19,426 m<sup>3</sup>/day at full development for Stage 5, with a predicted zone of influence extending 4.4km to 7.5km.
- 360 The presence of the Hunua Fault, which passes through the proposed extension, will be progressively removed as excavation deepens. The Groundwater Report acknowledged that although there is currently a notable groundwater head difference across the fault, its removal is not expected to cause uncontrolled groundwater flow changes, as the fault outside the quarry will remain largely intact. In terms of mitigating any potential effects in changes of groundwater flow, the Report stated that the quarry sump will intercept westward groundwater flow, and groundwater levels on the eastern side are expected to gradually lower as dewatering progresses.
- 361 The Groundwater Report concluded that the existing farm wells within the zone of influence are deeper than the predicted groundwater drawdowns and are therefore unlikely to experience reduced yields. However, if any adverse effects occur due to the quarry development, the implementation of mitigation measures, such as bore deepening or pump lowering could be set matters addressed through consent conditions which were also outlined in the Report.
- 362 These matters are addressed in conditions 43 to 44 (Groundwater Monitoring Plan), and in the specific conditions applying to the groundwater permit including limits on the take and use of groundwater and groundwater levels (conditions 171 to 176). The conditions include monitoring bores, and trigger levels are set out in Appendix 1 to the consents. The Applicant and Council had proposed that these trigger levels sit outside of the consent, and instead be included in the Groundwater Management Plan. However, the Panel's preference is that these remain in the conditions. Lastly, reduction in regional groundwater levels are restricted to the steps, and technical review requirements, set out in conditions 177 to 179.
- 363 While Mr Williamson's report, entitled '*Fast Track Approvals Act (FTAA): Drury Quarry Expansion – Sutton Block. Hydrogeological Review*' dated 4 November 2025 (**Hydrogeological Review**) was sought primarily to address the Panel's concerns regarding ecology it also addressed matters relating to groundwater more broadly including:
- 363.1 The specific discharge methodology (in PDP's Groundwater Report) estimates the area of influence to be less than that estimated by the well discharge method that PDP had employed, hence signalling that the PDP analysis is conservative.
- 363.2 Pit inflow employed within the PDP modelling were acceptable noting: (a) greywacke hydraulic conductivity over a much larger area (much of which is unaffected by faulting) is unlikely to be as high as 10-6m/s; (b) the quarry development is staged and occurs over decades, which enables monitoring to progressively capture any changes that are expected to only slowly manifest; and (c) the proposed adaptive management conditions and monitoring will appropriately address the inherent uncertainty in pit inflow estimation and drawdown.
- 363.3 The monitoring conditions proposed to address other groundwater users were considered sensible.

- 363.4 A concern shared with the Council's groundwater expert Mr Kelsey (and discussed at expert conferencing), is that currently the eastern most greywacke monitoring piezometer is only 1.9km from the Drury Quarry, yet the estimated zone of influence is just over 4km. Hence, this piezometer was considered to be likely already affected by quarry dewatering. The Hydrogeological Review therefore proposed an alternative piezometer location within the headwaters of the Mangawheau Catchment, as shown on Figure 3 to the Report. This was to be subject to site specific details such as an appropriate reserve for drilling rig access, and was located just outside the area currently considered affected by the existing Drury Quarry. The Panel has amended the conditions to address this recommendation. [Placeholder to address Applicant's and Auckland Council's response. Receipt on 12 November 2025 of documents from the Applicant and Council is acknowledged, however these have yet to be reviewed by the Panel.]
- 363.5 Impermeable clay bunds were suggested, installed to separate the pit highwall from potentially indirectly affected wetlands (Wetlands 2A north and 2B) or streams (Stream 2). This was also discussed at expert conferencing.
- 363.6 Amendments were proposed to conditions 182 and 191 (now conditions 187 and 196). [Placeholder to address Applicant's and Auckland Council's response. Receipt on 12 November 2025 of documents from the Applicant and Council is acknowledged, however these have yet to be reviewed by the Panel.]
- 363.7 The conclusion that, overall, subject to satisfactory discussion on conditions 187 and 196, Mr Williamson was satisfied that the analysis undertaken, coupled with the conditions of consent, would appropriately manage groundwater and surface water related effects of the Project.
- 364 The Hydrogeological Review was circulated to the participants by way of our Minute 9. Comments were sought on or before 11 November 2025.
- 365 [Placeholder to address Applicant's and Auckland Council's response. Receipt on 12 November 2025 of documents from the Applicant and Council is acknowledged, however these have yet to be reviewed by the Panel.]
- 366 Lastly, the Panel requested further information in relation to the potential for overlap between an existing Drury Quarry groundwater permit (WAT60277068-C), and the groundwater permit that the Panel was granting, under Minute 7.
- 367 The Applicant responded on 5 November 2025, confirming that the groundwater volumes covered by the existing consent (which had recently been amended via a granted section 127 application) were included within this Sutton Block Application. The predicted groundwater drawdown area (zone of influence) for the Sutton Block also covers the area affected by the local fracture zone near bore SG6, which is east of the Hunua Fault. In other words, the volumes are not additional as the volumes form part of the total quantities sought under this Application.
- 368 The Applicant described, to the Panel's satisfaction and in some detail, how the two groundwater permits will be linked, through the proposed consent conditions for this Project (which included further amendments to this end, in the set provided and dated 5 November 2025). Conditions 43(l), 44, 86 and 173-174 were referenced in

particular, along with the conditions that relate to stream flow monitoring, maintenance and augmentation, for ecological purposes.

### **Geological effects**

- 369 Geological effects (e.g. site suitability, slope stability, seismic risk) were addressed in the detailed technical report accompanying the AEE entitled '*Geotechnical Assessment Sutton Block Extension Drury Quarry, Drury*' prepared by Riley Consultants Limited and dated 14 January 2025 (**Geotech Assessment**).
- 370 The Geotech Assessment was undertaken to evaluate both the short-term and long-term slope stability of the final Sutton Block quarry shell (which the Panel understands had been designed and proposed by Terra Mining Consultants Limited). It included analysis of geological units expected to be encountered across the full quarry depth, specifically the Waipapa Group Greywacke, Waikato Coal Measures (**WCM**), overburden, and surficial volcanic ash deposits.
- 371 A combination of desktop review and field investigations had been undertaken. This included reviewing existing geological and geotechnical data for the Site and surrounding area, conducting new geological and geotechnical mapping of exposures north and south of the Project, and drilling five new cored machine boreholes. The new boreholes complemented previous investigations that had been undertaken (five boreholes in 2000, five in 2005 and three in 2022). Groundwater levels were also measured in the machine boreholes to inform stability assessments.
- 372 The three new bore holes can be summarised as follows:
- 372.1 Borehole DH101 was drilled westward to intercept the inferred Hunua Fault, confirming its presence through fractured greywacke, fault zones, and hydrothermal alteration indicating past groundwater flow.
- 372.2 Borehole DH102 was drilled in the central portion of the Site about 20m east of the inferred fault trace, and confirmed the presence of the eastern branch of the Hunua Fault through intersected gouge and crush zones consistent with the geological model.
- 372.3 Borehole DH103 was drilled at the southern extent of the proposed pit on Ballard's Cone, and confirmed a thick sequence of volcanic and WCM mudstone overlying fractured greywacke with evidence of hydrothermal alteration at depth.
- 373 It was concluded that the Sutton Block quarry is geotechnically feasible, with stable conditions expected for the greywacke and manageable stability risks for the WCM through adaptive, observation-based management, and continued monitoring during quarry development. Provided detailed design and monitoring are completed, the proposed Sutton Block quarry could be developed within the identified quarry shell extent. The key recommendations were:
- 373.1 The need to undertake detailed geotechnical design to confirm the stability of quarry slopes, particularly within the WCM overburden and volcanic materials.
- 373.2 That trial quarry slopes (batters) should be constructed and tested within the WCM to determine appropriate and stable slope angles.

373.3 That construction monitoring, involving continuous geotechnical observation and assessment, occur during excavation to identify any weak, fractured, or faulted zones and that designs be adjusted as needed.

373.4 That there be adaptive refinement of the design as a result of any findings from the trial batters and monitoring, to ensure ongoing stability and safety.

374 The Panel's Minute 3 provided comments on the draft proposed conditions and the Geotech Assessment recommendations and included a request for further information. The Applicant satisfactorily responded to these on 22 September 2025, and provided an even-dated amended set of conditions. The relevant Geotech Assessment recommendations are now found within conditions relating to the Slope Stability Management Plan, set out in conditions 45 and 46.

***Traffic and transportation effects***

375 An Integrated Transportation Assessment was provided with the AEE, entitled '*Stevenson Aggregates Limited Proposed Sutton Block Expansion*' prepared by Don McKenzie Consulting and dated March 2025 (**ITA**). The ITA covered the following expected matters:

375.1 A description of the Site and its surrounding traffic environment;

375.2 The proposed form of access and egress serving the proposed Sutton Block, and Site vehicle circulation design;

375.3 The nature and expected volumes of vehicular traffic likely to be generated by the Project, and;

375.4 Compliance with the AUP:OP and its associated standards and requirements.

376 With respect to the existing local transport environment the ITA set out that the wider Drury South area which surrounds Drury Quarry to the west is undergoing substantial redevelopment and growth of the urban area. This includes the supporting transport infrastructure as part of development within the Drury South Precinct (**DSP**), as set out in Chapter I410 of the AUP:OP. The ITA explained that the Site is located immediately to the east of and connects directly into the DSP's transport network, which represents a key element of and impetus for the newly constructed Drury Quarry access road (previously via Quarry Road and now via Bill Stevenson Drive), to provide enhanced and dedicated access to the various activities that occur within the broader Drury Quarry site including the proposed Sutton Block.

377 The ITA set out that the current quarrying activity generates a total of up to 800 truck movements on a busy day, and typically 600-700 on an average day. The projected demand for material to be delivered by Drury Quarry was noted to continue to increase over coming years, and could potentially result in an increase to 1,200 and 1,400 truck movements per day generated by the quarrying and ancillary activities.

378 In addition to quarry-generated traffic, there are several FOH activities that also generate traffic, including:

378.1 Concrete Plant – approximately 110 truck movements per day (and subject to a specific consent for that Plant which limits truck movements generated there to 110 per day);

378.2 Asphalt Plant – between 88-634 truck movements per day depending on the tonnage produced;

378.3 Perlite Plant - approximately 40 truck movements per week; and

378.4 Thorburn Fill Operation – between 200-600 truck movements per day.

379 The ITA noted that, over the next several years, the Applicant expects that the natural increase in demand for aggregate and associated materials could result in the number of quarrying-related truck movements rising to at least 2,000 truck movements per day.

380 The ITA confirmed that the primary transport route serving quarrying and related activity has available future capacity (after some consideration is made of future growth in traffic movements within the DSP) to accommodate up to an additional 8,000 truck movements per day from the Drury Quarry.

381 In terms of the overall operation and effectiveness of the road environment under ordinary, day-to-day operation, there was stated to be no known significant road safety issues affecting, or likely to be affected by, the Sutton Block quarry. The ITA also considered that the current high roading provision serving the Site indicates that there would be little if any change in road safety patterns in the surrounding network as a result of the Project.

382 Overall, the ITA concluded that the traffic engineering aspects of the Project are appropriate for the intended use (i.e. that would be associated with the extension of quarrying activity) and are not expected to result in any operational or safety issues. It did not identify any adverse transportation effects which required additional mitigation.

383 Two matters require further discussion. First, the Panel's concern regarding the absence of any 'cap' on traffic movements relating to the Sutton Block quarry under the proposed resource consent conditions, and secondly the Council's comments relating to effects on roading pavement from heavy vehicle use.

*Traffic movements cap*

384 In Minute 3 the Panel asked "[w]hat, if anything, limits the number of traffic movements into and out of the existing quarry and FOH?". We queried whether reliance was placed instead on internal capacity constraints and processing factors within the quarry (and existing FOH).

385 The Applicant provided its response dated 22 September 2025, and advised as follows:

385.1 There are no current conditions in the existing land use consent for the Drury Quarry or the FOH consents or existing air discharge permit, that impose a numeric cap on daily vehicle movements. (And none were provided in the Applicant's proposed conditions of consent).

385.2 The effective limitations on truck movements are instead governed primarily by internal operational constraints within the quarry and FOH. These include:

- (a) Extraction and processing capacity;

- (b) Loading logistics;
- (c) Yard management and circulation; and
- (d) Market demand – which can vary significantly depending on regional construction activity and seasonality.

385.3 As such, the current level of truck activity (typically 600–700 truck movements per day (tmpd), up to 800 on busy days), reflects a balance between demand and these internal operational constraints. The Applicant advised that there is no history of overloading the FOH or causing adverse network effects due to unconstrained truck volumes.

385.4 It was noted that the ITA had presented a range of traffic volumes (expressed as tmpd) to reflect different future scenarios: 600–700 representing current typical volumes; 1,200–1,400 being an anticipated increase as market demand grows; at least 2,000 being a conservative planning maximum tested in the SIDRA modelling for capacity analysis; and up to an additional 8,000 being a theoretical maximum referenced in the context of the Drury South Industrial Precinct full development scenario, encompassing all potential land uses, not just the quarry.

385.5 For the Sutton Block specifically, there is no defined cap on traffic movements imposed by the proposed conditions of consent, but the upper end of approximately 2,000 one-way truck movements per day (equivalent to ~1,000 truck round trips) had been used as a potential high estimate for assessing network performance and intersection capacity in the ITA.

385.6 The 2,000 figure was considered to be a practical upper bound, based on matters such as the physical throughput capacity of the quarry and FOH, the ability to manage internal safety and circulation, the demonstrated capacity of the local road network and signalised intersections, and (importantly in the Panel's view) the need to retain operational flexibility to meet large-scale infrastructure contracts when required.

385.7 It was noted further that key environmental effects were managed through other conditions (e.g., noise, dust, hours of operation), and that the surrounding road network was intentionally designed and constructed to account for the Drury Quarry operations, with sufficient capacity to accommodate significant truck volumes.

386 On the basis of the above, the Panel is reasonably comfortable with the absence of a cap on traffic movements in the conditions, though note that we would have required a 2,000 (one-way heavy vehicle movements) per day limit had the matter been proceeding purely as an RMA application, effectively in a 'belts and braces' sense. Here, in the FTAA context, we need to reflect that the Project is one with significant regional benefits, and that a condition limiting truck movements (with potential consequences if a major infrastructure project required a higher number for a period), may be unduly onerous in the FTAA context.

*Council concerns regarding heavy vehicle pavement effects*

387 The Council comments included a '*Technical Specialist Memo – Traffic Engineering*' dated 22 September 2025 (prepared by a Principal Development Planner at Auckland

Transport), which raised concerns regarding effects on public pavement structure. Specifically, it was noted that there was no limit placed on truck trips, making it difficult to predict pavement wear, asset life, and to plan future road maintenance effectively. Heavy vehicle traffic was noted to have potential adverse safety effects on existing roads and the surrounding transport network (however, the Panel notes that no specific examples were identified).

388 High volumes of heavy commercial vehicles were noted to also impact asset life and future road maintenance issues (including higher maintenance costs, disruption to road users, lifecycle reduction, and challenges for asset management).<sup>64</sup> The request was made for a Pavement Impact Assessment (**PIA**) of the road between Quarry and the Ramarama Interchange (Maketu Road – Bill Stevenson Drive).

389 Further, in the Council’s response to Minute 7, which requested that the Applicant and Auckland Council prepare a table setting out any resource consent conditions that were not agreed between them, the Council’s response<sup>65</sup> included requests that:

389.1 There be a condition requiring provision of a PIA along the intended quarry truck routes.

389.2 The PIA should be required to confirm that the existing road infrastructure can accommodate the anticipated truck volumes and have no detrimental effects on the life of the road structure. This should include analysis for both southbound and northbound vehicle movements:

- (a) Southbound vehicles: Bill Stevenson Drive → Maketu Road → Ramarama Interchange; and
- (b) Northbound vehicles: Bill Stevenson Drive → Maketu Road → Quarry Road.

390 The Panel is aware that the Applicant has responded to this issue on more than one occasion (noting repeated requests from Auckland Transport for a PIA), including in its response to comments dated 1 October 2025 and in the table provided on 5 November 2025 in response to our Minute 7.

391 The Applicant’s position on this matter can be summarised as follows:

391.1 The use of roads in Auckland is expressly a permitted activity under the AUP:OP (refer E26.2.3.2, (A67)). Accordingly, SAL is not seeking resource consent to use the road.

391.2 The legal position has been confirmed in *Norsho Bulc Limited v Auckland Council* [2017] NZEnvC 109, at [95], including express discussion on the nature of roads as essential (and the oldest form of) public infrastructure, and the ability of

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<sup>64</sup> The Technical Memo referred here to “Assessment Management Challenges”, which we understand to be a typographical error only.

<sup>65</sup> See collated table of Auckland Council and Applicant response to request for advice as to conditions agreed and not agreed, provided to the Panel on 5 November 2025.

Auckland Transport to manage effects on roads under other legislation, at [96] - [104].

391.3 The Applicant expressly relies on this authority and notes that Auckland Transport has not provided the Applicant with any contrary legal authority to the above proposition.

391.4 The Applicant was not responsible for designing or constructing the roads the Council primarily considered affected, however it noted the following:

- (a) Fulton Hogan Limited (a company related to SAL) was responsible for constructing one of the sections of road in Drury South (the section closest to the Ramarama Interchange). Through discussions with Fulton Hogan representatives, the Applicant confirmed that the road was (sensibly in the Panel's view) designed and constructed in a manner that expressly recognised both the existence of Drury Quarry, and the long-term industrial use of the area.
- (b) Maketu Road is an arterial road, vested in Auckland Transport as an asset (which vesting would have required Auckland Transport comfort as to the design and construction of the road).
- (c) The Applicant had requested that Auckland Transport provide it with relevant engineering drawings for Maketu Road / Bill Stevenson Drive. It appears that these roads may have been designed and constructed in accordance with a thinner asphalt surfacing than the typical NZTA standards, and the Applicant considers that this would have been at the direction of Auckland Transport. The Applicant further understands that, if the non-conforming surface specification does need to be corrected in the future, it is a reasonably straightforward process.
- (d) The Applicant does not agree that a PIA condition is necessary or appropriate.
- (e) Further, while the effects on intersection performance were assessed by the Applicant (as a matter of completeness) that does not confer any jurisdiction on the Panel to impose express conditions on the use of the roads (such as a limit on truck numbers or any requirement to undertake pavement upgrades, either now or in the future).
- (f) The maintenance of Bill Stevenson Drive and Maketu Road is the legal responsibility of Auckland Transport, and that entity has a number of regulatory tools and funding mechanisms to ensure that the road, leading from a SPQZ to SH1 and that is in an Industrial Zone, is of a suitable standard to serve those zones. Further, there is no suggestion that any safety concerns exist and there is ample time, in the Applicant's view, for Auckland Transport to take the necessary steps to comply with its statutory obligations.

392 The Panel agrees that a condition relating to a PIA is not reasonable or appropriate. We cannot do otherwise, given the permitted activity status, and the clear direction of the Court in *Norsho Bulc*. Further, it would be unduly onerous in the context of section 83 of the FTAA.

393 Further, Drury Quarry has been in this location for over 80 years, with the Sutton Block zoned for quarrying (including as SPQZ under the AUP:OP) since the prior District Plan. It is surrounded by Industrial Zoning, and in close proximity to SH1. The Panel notes that the position would potentially have been different had there been an identified safety issue, or a specific identified issue with a particular asset (for example, a defective bridge or intersection). Those circumstances do not presently apply.

#### **STATUTORY DOCUMENTS**

394 An assessment of the relevant statutory plans has been included within the AEE, as is required by Schedule 5, clause 5(1)(h). The AEE addressed the relevant statutory documents and identified relevant provisions under section 104(1)(b) of the RMA, which we note is a similar listing to that under clause 5(1)(h) of Schedule 5.<sup>66</sup>

395 The Panel has reviewed and considered the assessment provided by the Applicant and the relevant comments provided by the Council. Rather than repeat all of that, this section addresses the documents of particular relevance to the Application (particularly relevant provisions) and the comments received. We outline the key matters in the following sections (as well as adding further considerations and assessment).

396 The Panel also relies on our conclusions on effects and the conditions we have decided to impose in support of the conclusions reached on relevant planning provisions.

#### **Schedule 5, clause 5(1)(h) / RMA section 104(1)(b)**

397 Schedule 5, clause 5(1)(h) and Section 104(1) of the RMA outline the principal matters which the Panel must, subject to Part 2 of the RMA, have regard to when considering an application for resource consent. This includes any relevant provisions of:

- (i) *a national environmental standard*
- (ii) *other regulations made under the RMA*
- (iii) *a national policy statement*
- (iv) *a New Zealand coastal policy statement*
- (v) *a regional policy statement or proposed regional policy statement*
- (vi) *a plan or proposed plan*
- (vii) *a planning document recognised by a relevant iwi authority and lodged with a local authority.*

#### *National Environmental Standards*

#### *Resource Management (National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health) Regulations 2011 (NES-CS)*

398 The AEE<sup>67</sup> outlines that the NES-CS applies to assessing and managing the actual or potential adverse effects of contaminants in soil on human health from five activities, including soil disturbance. It seeks to ensure that land affected by contaminated soil is appropriately identified and assessed before it is developed. If necessary, affected land will need to be remediated or the contaminants will need to be contained.

399 Based on technical PSI reporting to identify actual or potential sources of ground contamination within the site, the AEE confirms that certain HAIL activities have more

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<sup>66</sup> AEE at section 11.1.4 and within Appendix H.

<sup>67</sup> AEE at section 11.1.5.1

than likely taken place within discrete locations, where resource consent is required as a controlled activity under NES-CS Regulation 9(1) and 9(3) for proposed soil disturbance and change in land use; but that large areas of the site are non-HAIL and therefore exempt from further requirements of the NES-CS under Regulation 5(7).

- 400 The Panel has considered the AEE where the Applicant has stated that the actual and potential adverse effects on the environment and human health can be appropriately managed via conditions, such that they will be less than minor. The Panel concludes that the Project will not generate adverse contaminated land effects or be at odds with the intent and purpose of the NESCS.

*Resource Management (National Environmental Standards for Freshwater) Regulations 2020 (NES-F)*

- 401 The AEE<sup>68</sup> outlines that the NES-F is relevant as several natural inland wetlands have been identified within and in proximity to the site and the Project involves reclamation of streams. Quarrying activity is proposed within, or within 100 m setback, of natural inland wetlands and within the beds of streams. Accordingly, the Applicant is seeking resource consent as a discretionary activity under Regulations 45A(1)-(4) and 57 of the NES-F.
- 402 The Panel notes that, in accordance with Regulation 45A(6) of the NES-F, a resource consent must not be granted unless the consent authority is satisfied that the quarrying activity will provide significant national or regional benefits; that there is a functional need for the quarrying activity in that location and that the effects management hierarchy has been applied.
- 403 The Panel agrees that the proposed quarrying activity at Drury will provide significant regional benefits and is important for the growth and maintenance of the region, both in regard to housing, business and infrastructure. We also agree that there is a clear functional need for the quarrying to occur in the location of the Sutton Block as that is where the aggregate resource is located in situ. This is supported by the Sutton Block area being zoned specifically for this purpose through the AUP.
- 404 The Panel also agrees with the Applicant's approach, being to work through the mitigation hierarchy with avoidance and mitigation as the first priorities, such as to avoid a section of stream in the south of the site adjoining Kaarearea Paa, for example.

*Resource Management (National Environmental Standards for Air Quality) Regulations 2004 (NES-AQ)*

- 405 The AEE<sup>69</sup> outlines that the NES-AQ sets out the ambient air quality standards for a number of contaminants for the protection of human health. Based on a technical air quality assessment, which concludes that total cumulative concentrations of PM<sub>10</sub> will be maintained well below the NES-AQ criteria (given the low background PM<sub>10</sub> concentrations in the surrounding environment, with the small contribution to PM<sub>10</sub> from quarry activities); along with the implementation of a Dust Management Plan, as required by the conditions of consent, all fugitive and point sources for discharges of contaminants to air will be appropriately managed. The Panel agrees with the Applicant that the NES-AQ does not cause any issues for granting of the air discharge

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<sup>68</sup> AEE at section 11.1.5.2.

<sup>69</sup> AEE at section 11.1.5.3.

permit for the proposed quarrying activities.

*Other regulations made under the RMA*

- 406 The AEE<sup>70</sup> considers that the Resource Management (Measurement and Reporting of Water Takes) Regulations 2010 is of relevance to the application because the Project seeks a water take permit, which will exceed a rate of 5 litres/second. Based on technical reporting and the conditions that have been proposed by the Applicant relating to the measuring and reporting of water use, the Applicant concludes, and we agree, that the Project is in accordance with these regulations.

*National Policy Statements*

*National Policy Statement for Highly Productive Land 2022 (NPS-HPL)*

- 407 The AEE<sup>71</sup> sets out that the NPS-HPL provides direction to protect highly productive land from inappropriate subdivision, land use and development under the RMA. The NPS-HPL is limited to land that meets the transitional definition of 'highly productive land', being land zoned as rural or rural production and classified as Land Use Capability (LUC) 1 - 3. The northern portions of the Sutton Block are zoned Rural – Mixed Rural in the AUP. However, the land is classified as LUC 6 as mapped by the New Zealand Land Resource Inventory (NZLRI). Accordingly, the Applicant concludes that the NPS-HPL does not apply, and no further assessment is required. We agree with this finding.

*National Policy Statement for Freshwater Management 2020 (NPS-FM)*

- 408 The AEE<sup>72</sup> discusses the NPS-FM which provides direction on how local authorities should manage freshwater (including groundwater) under the RMA.<sup>73</sup> This discussion sets out that the central concept of the NPS-FM is 'Te Mana o te Wai' which:

*"is a concept that refers to the fundamental importance of water and recognises that protecting the health of freshwater protects the health and well-being of the wider environment. It protects the mauri of the wai. Te Mana o te Wai is about restoring and preserving the balance between the water, the wider environment, and the community."*

- 409 The objective of the NPS-FM is to ensure that natural and physical resources are managed in a way that prioritises the:<sup>74</sup>

409.1 Health and well-being of water bodies and freshwater ecosystems;

409.2 Health needs of people (such as drinking water); and

409.3 Ability of people and communities to provide for their social, economic, and cultural well-being, now and in the future.

- 410 This objective reflects the hierarchy of obligations in Te Mana o te Wai.<sup>75</sup>

- 411 The Resource Management (Freshwater and Other Matters) Amendment Act was

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<sup>70</sup> AEE at section 11.1.5.3.

<sup>71</sup> AEE at section 11.1.6.1.

<sup>72</sup> AEE at section 11.1.6.2.

<sup>73</sup> NPS-FM clause 1.5.

<sup>74</sup> NPSFM clause 2.1.

<sup>75</sup> NPSFM clause 1.3.

passed in October 2024 which amends sections 92, 104 and Schedule 4 of the RMA to remove the requirement to consider the hierarchy of obligations contained in clauses 1.3(5) and 2.1 of the NPS-FM from applications for resource consents and decisions.

- 412 The Applicant has provided a detailed assessment of the Project against the relevant provisions of the NPS-FM<sup>76</sup> and concludes that it is consistent with these provisions and consistent with overall policy direction of the NPS-FM's. We agree.

*National Policy Statement for Indigenous Biodiversity 2023 (NPS-IB)*

- 413 The objective of the NPS-IB is:

- (a) to maintain indigenous biodiversity across Aotearoa New Zealand so that there is at least no overall loss in indigenous biodiversity after the commencement date; and
- (b) to achieve this:
  - (i) through recognising the mana of tangata whenua as kaitiaki of indigenous biodiversity; and
  - (ii) by recognising people and communities, including landowners, as stewards of indigenous biodiversity; and
  - (iii) by protecting and restoring indigenous biodiversity as necessary to achieve the overall maintenance of indigenous biodiversity; and
  - (iv) while providing for the social, economic, and cultural wellbeing of people and communities now and in the future.

- 414 The AEE<sup>77</sup> outlines that the NPS-IB provides increased clarity and direction to territorial authorities on their roles and responsibilities for identifying, protecting and maintaining indigenous biodiversity under the RMA. Clause 3.10 of the NPS-IB specifies how adverse effects on Significant Natural Areas are to be managed for subdivisions, use and development. It also specifies a list of exceptions under clause 3.11, including for aggregate extraction.

- 415 Within the context of this exception, the Applicant has provided a detailed assessment of the Project against the relevant provisions of the NPS-IB,<sup>78</sup> noting that quarrying activities are likely to result in some adverse effects or loss of biodiversity due to their locational requirements and functional need to occur in the location of aggregate. The Application recognises that impacts will occur on SEAs (the Auckland equivalent of SNAs nationally), but that the constraints imposed by the NPS-IB on undertaking these impacts is lessened through the exceptions provided by clause 3.11. In addition, for the Drury Quarry, the existing FOH facilities that will be used to process the aggregate from the Project within the Sutton Block area, are of relevance.

- 416 Based on this analysis, the Applicant concludes, and we agree, that the Project is consistent with all relevant provisions and overall policy direction of the NPS-IB.

*New Zealand Coastal Policy Statement (NZCPS)*

- 417 Consideration of the NZCPS is not required for this application as the site is not located within the coastal environment and none of the provisions are of relevance.

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<sup>76</sup> AEE within Table 11.1 at pages 143-146.

<sup>77</sup> AEE at section 11.1.6.3.

<sup>78</sup> AEE within Table 11.2 at pages 147-150.

*Regional Policy Statement or Proposed Regional Policy Statement*  
*AUP:OP – Chapters B1- B11 Regional Policy Statement (RPS) component*

418 The AEE<sup>79</sup> outlines the relevant AUP:OP RPS provisions and provides a detailed analysis of the regional planning framework. It notes that the relevant AUP:OP RPS objectives and policies are concerned with managing effects, but also with supporting and enabling regionally significant infrastructure to operate efficiently to support the population, with the following themes of the AUP:OP RPS having particular relevance:

418.1 Urban growth and form – Auckland’s growing population increases demand for housing, employment, business, infrastructure, social facilities and services. Growth needs to be provided for, including the provision and use of infrastructure in a way that is efficient, effective and timely.

418.2 Infrastructure, transport and energy – the quality of the environment and the well-being of people and communities are affected by the management of and investment in infrastructure.

418.3 Natural heritage – outstanding natural features and landscapes are identified and protected, ancestral relationships of Tangata Whenua and their culture and traditions with the landscapes are recognised and provided for.

418.4 Natural resources – the combination of urban growth and past practices have placed pressure on land and water resources, including habitats and biodiversity, reduced air quality and increased demand for mineral resources.

418.5 Issues of significance to Tangata Whenua– recognising Treaty of Waitangi, protecting Tangata Whenua culture and landscapes and recognising the interests, values and customary rights.

419 We agree with the Applicant’s identification and analysis of the AUP:OP RPS provisions.

*Plan or Proposed Plan*  
*AUP:OP – Regional and District Plan components*

420 Immediately following and as part of the consideration of the AUP:OP RPS provisions, the AEE also identifies and considers the relevant regional and district plan provisions of the AUP:OP, including those relating to:

420.1 Special Purpose - Quarry Zone – Quarry zone character and adverse effects.

420.2 Infrastructure – Enabling infrastructure.

420.3 Mana Whenua – Sites and Places of Significance to Mana Whenua Overlay.

420.4 Natural Resources – Stormwater management; Indigenous biodiversity; Freshwater systems; Air quality; and Vegetation.

420.5 Rural Environment – Rural character and amenity; and Land disturbance.

420.6 Environmental Risk – Natural hazards and flooding.

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<sup>79</sup> AEE at section 11.1.7.1 and at Appendix H.

421 The Panel agrees with the Applicant and the Council that, when assessed against the AUP:OP, the Project is consistent with the regional and district policy direction.

422 We agree with the AEE<sup>80</sup> that, when interpreting the relevant objectives and policies holistically and within context:

*"For the Project, the provisions of the AUP and RPS which anticipate and enable quarrying and mineral extraction need to be considered alongside protections provided to freshwater systems, indigenous biodiversity and cultural heritage and values in the AUP, as well as the NPS-FM and NPSIB.*

*Read together, the provisions of these documents recognise the significance of mineral extraction activities, and the highly-constrained nature of their locations (i.e. the minerals are where they are), while requiring that effects on environmental values are either minimised, or where impact cannot be minimised, which is more likely, offset through other measures. The purpose of the offset measures being to avoid harm to the relevant values overall. The Project has achieved this requirement through a comprehensive package of mitigation measures, which ensure that the underlying values protected by the 'protective policies' are not materially harmed (and indeed, are generally enhanced)."*

423 We also agree with the AEE<sup>81</sup> that:

*"As with any large-scale project that has been carefully designed, the Sutton Block aligns well with the majority of regional and district plan objectives and policies contained in the AUP. Most notably, the majority of the proposal is located within the SPQZ, which specifically provides for mineral extraction and compatible activities to occur. In addition, there is direction to safeguard areas, (such as those contained within the SPQZ), containing regionally significant extractable deposits to enable the benefits of the resource to be realised. This direction acknowledges the functional need for quarrying to occur in areas of identified resource, including the Sutton Block as that is where the aggregate resource is located in situ. For this reason alone, the proposed Sutton Block proposal finds direct support in the policy direction of the AUP set down for mineral extraction activities and is anticipated to occur within the works area.*

*The Project layout has been modified through the design process to avoid natural and cultural features where possible, such as the upper catchment and streams located within the north-eastern corner within SEA\_T\_5323 and Kaarearea Paa. The avoidance of Kaarearea Paa meant that a portion of the site zoned as SPQZ, is unable to be utilised for the quarry activities anticipated by the zone and additional resource has been identified outside the SPQZ adjoining the zone to enable the full resource to be realised. Despite the avoidance of natural and cultural features through design, the Project will result in modification of the environment, including terrestrial and freshwater systems. As a result, there are several AUP provisions that the proposal is less aligned with such as indigenous biodiversity and freshwater systems when read in isolation. However, when considered in the context of broader mineral extraction directives of the AUP and the recognition of their potential to result in loss of natural areas the proposal remains consistent.*

*Where adverse effects cannot be avoided, then they have been remedied, mitigated or offset. Specifically, residual adverse effects on freshwater and terrestrial ecology are proposed to be offset through a comprehensive ecological package designed to achieve a Net Gain.*

*Overall, the development of the Sutton Block will enable the use of an existing regionally important aggregate resource, which will directly support the growth of Auckland. The proposal has sought to work through the mitigation hierarchy with avoidance and mitigation the first priorities, supplemented by an ecological compensation and enhancement package to manage residual effects."*

424 Overall, we find that the Project is consistent with the relevant national, regional and district statutory planning frameworks.

### **RMA section 104(1)(c) RMA**

425 Section 104(1)(c) of the RMA requires the Panel to have regard to any other relevant

<sup>80</sup> AEE at section 11.1.4.1 on pages 139-140.

<sup>81</sup> AEE at section 11.2.

matter. For this Application, these include:

425.1 Ngāti Tamaoho Statutory Acknowledgement. Ngāti Tamaoho have a statutory acknowledgment across the site and it is located within their rohe. The Hingaia and Otūwairoa Streams and their tributaries remain water bodies of major cultural, spiritual and historic significance to the iwi. The statutory acknowledgment is part of the Ngāti Tamaoho Deed of Settlement with the Crown dated 30 April 2017.

425.2 Te Ākitai Waiohua Deed of Settlement. The rohe of Te Ākitai Waiohua is identified in the Auckland Council Geomaps database and is based on the Area of Interest agreed between Te Ākitai Waiohua and the Crown in the Deed of Settlement (initialled on 23 December 2020, signed 12 November 2021). The Sutton Block site is located within the area of interest identified in the Deed of Settlement.

425.3 The Auckland Plan 2050. The Auckland Plan is a spatial plan that sets the direction for how Auckland will grow and develop over the next 30 years. The plan was last updated in 2018. The plan includes a number of outcomes and within these outcomes are directions and focus areas. While there are no directly relevant outcomes for quarrying, there are several focus areas, including directions which support development of homes and places, opportunities and prosperity for Auckland's residents and ensuring Auckland's infrastructure is future proofed. The provision of high-quality aggregate resource for the region is an important component in supporting the outcomes sought by the Auckland Plan.

426 The Application outlines the relevant aspects of these documents to the Project.<sup>82</sup>

427 The Applicant notes that they have directly engaged with Ngāti Tamaoho and Te Ākitai Waiohua during the Project's development, with the intention of ensuring that all relevant obligations are adhered to, and has stated that it remains committed to engaging with these iwi groups throughout the implementation of the Project. Development of the Sutton Block will enable the use of an existing regionally important aggregate resource, which is consistent with the Auckland Plan 2050's key outcomes to support growth.<sup>83</sup>

## **OTHER MATTERS**

### **RMA sections 105 and 107 – application for discharge permits**

428 Section 105 of the RMA provides that if an application is for a discharge permit to do something that would contravene section 15 of the RMA<sup>84</sup>, the consent authority must, in addition to the matters in section 104(1), have regard to:

- (a) *The nature of the discharge and the sensitivity of the receiving environment to adverse effects;*
- (b) *The applicant's reasons for the proposed choice; and*
- (c) *Any possible alternative methods of discharge, including discharge into any other receiving*

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<sup>82</sup> AEE at section 11.1.8.

<sup>83</sup> AEE at section 11.1.8.3.

<sup>84</sup> Discharge of contaminants into the environment.

*environment.*

- 429 Under section 107 of the RMA, the Panel would not (if it was making its decision under the RMA, and not the FTAA) be able to grant a discharge permit to authorise the discharge of a contaminant or water into water if after reasonable mixing, the water discharged is likely to give rise to all or any of the following effects in the receiving water:
- (a) The production of any conscious oil or grease films, scums or foams, or floatable;
  - (b) Any conspicuous change in the colour or visual clarity;
  - (c) Any emission of objectionable odour;
  - (d) The rendering of fresh water unsuitable for consumption by farm animals; and
  - (e) Any significant effects on aquatic life.
- 430 The Applicant is seeking discharge permits for the diversion and discharge of stormwater, diversion and discharge of groundwater and discharges to air. As described in the AEE, detailed consideration has been given to methods for addressing potential adverse effects of these discharges. For the reasons outlined in the AEE<sup>85</sup>, the proposed discharge permits are consistent with section 105 of the RMA and the discharges will not give rise to any of the effects outlined in section 107.

#### **Part 2 of the RMA**

- 431 The AEE<sup>86</sup> has provided an assessment of the Project against the relevant matters under Part 2 of the RMA, which sets out the purpose and principles of the Act, with the purpose to promote the sustainable management of natural and physical resources.
- 432 The Applicant and the Council have assessed that the Application and Project are consistent with the overall purpose of the Act and with the relevant section 6 (matters of national importance), section 7 (other matters) and section 8 (Treaty of Waitangi). We agree with this assessment and the reasons for reaching these conclusions.

#### **PART E: DECISION ON WILDLIFE APPROVAL**

- 433 For our decision-making in relation to the wildlife approval sought, in addition to section 81(2), we must also apply clauses 5 and 6 of Schedule 7. Clause 5 of Schedule 7 provides:

For the purposes of section 81, when considering an application for a wildlife approval, including conditions under clause 6, the panel must take into account, giving the greatest weight to paragraph (a),-

- (a) the purpose of this Act; and
- (b) the purpose of the Wildlife Act 1953 and the effects of the project on the protected wildlife that is to be covered by the approval; and
- (c) information and requirements relating to the protected wildlife that is to be covered by the approval (including, as the case may be, in the New Zealand Threat Classification System or any relevant international conservation agreement).

#### **Application**

- 434 The Applicant's wildlife approval application is specifically for the capture and relocation of native lizards known to be present on the Site (copper skink *Oligosoma aeneum*),

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<sup>85</sup> AEE at Sections 11.4.1-3

<sup>86</sup> AEE at Section 11.3.

and other potentially present native lizard species, from the proposed quarry footprint to an adjacent area (with methods described in the EMP). The adjacent area, being part of SAL's landholdings, will be subject to habitat enhancement, pest management and restoration planting (as detailed in the Ecological Management Plan (**EMP**) submitted with the application, including the Lizard Management Plan (**LMP**) comprising section 5.0 of the EMP).<sup>87</sup>

- 435 The application noted, for the avoidance of doubt, that the approval did not relate to non-lizard fauna.<sup>88</sup>
- 436 Lizards confirmed present at the Site include copper skink, *Oligosoma aeneum*, with the following species predicted to be in the area (i.e. not recorded from survey) - ornate skink, *Oligosoma ornatum*; striped skink, *Oligosoma striatum*; forest gecko, *Mokopirirakau granulatus*; Pacific gecko, *Dactylocnemis pacificus*; and elegant gecko, *Naultinus elegans*.
- 437 It was described in the application that native lizards are likely to be killed or injured during vegetation removal prior to quarrying, because they would be unable to move out of habitats as those were cleared (through Stages 1 and 2). Mortality and injury was sought to be avoided through capture and relocation prior to and during vegetation removal, to be as detailed in the LMP.
- 438 Best practice standards for managing lizards were noted to be published in the DOC Lizard Technical Advisory Group document, '*Guidelines for producing management plans for New Zealand Lizards*'. The recommended content of that document was stated to have been applied when developing the application's supporting documents (particularly the LMP). Detailed methods of capture and handling of lizards by experienced ecologists / herpetologists were contained within the LMP section of the EMP, including pre-works systematic searches and trapping, and works-assisted destructive searches, with release site enhancement and monitoring.
- 439 A reasonable volume of information was included with the wildlife approval application,<sup>89</sup> much of it also relevant to the RMA assessment of the applications for resource consent. The application also addressed, in a tabulated way, the information required under clause 2 of Schedule 7 to the FTAA.

### **DOC s51 Report**

- 440 The DOC s51 Report assessed the application against the matters set out in clause 5 of Schedule 7 to the FTAA. It noted the purpose of the WA53 as being "to protect wildlife",<sup>90</sup> and that DOC considered the proposed salvage methodology to be "appropriate and recognised as best practice for sites with sparse lizard populations".<sup>91</sup> Further, the personnel proposed to undertake activities under the wildlife approval were assessed to be suitably qualified and experienced, with the LMP identifying that

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<sup>87</sup> The EMP (containing the LMP as section 5.0) submitted with the application was dated 17 January 2025.

<sup>88</sup> Memorandum '*Wildlife Approval Information Requirements*' prepared by Chris Wedding, Bioreserches dated 26 March 2025.

<sup>89</sup> Referenced in Tables 1 and 2 of the above footnoted Memorandum.

<sup>90</sup> DOC s51 Report section 6.6.1.

<sup>91</sup> Ibid, section 6.6.5.

all lizard capture and handling would be carried out by a DOC-authorized herpetologist, supported by qualified ecological staff where appropriate.<sup>92</sup> Relevant international agreements were also outlined, along with a discussion of consultation with iwi entities (Ngāti Paoa and Te Ākitai Waiohū).

- 441 Te Ākitai Waiohū's response to DOC opposed in principle the proposed activity of quarrying as it will have significant adverse cultural effects that cannot be avoided or fully mitigated. Te Ākitai Waiohū was particularly concerned about the removal of indigenous vegetation and habitats in the SEAs, particularly in relation to Stage 5. The amount of SEA vegetation affected by the Project highlighted a significant impact on the cultural landscape and values of Te Ākitai Waiohū, where adverse effects cannot be avoided, remedied or mitigated and require offsetting. Te Ākitai Waiohū sought that various wider ecological matters be addressed, including in relation to plantings, restoration and enhancement, and in relation to the proper provision of a Closure and Rehabilitation Management Plan.
- 442 The DOC s51 Report also outlined a number of concerns, including:
- 442.1 The need for the Panel to be provided with updated documents (being the amended EMP and LMP). DOC considered that the information provided in the original EMP was not sufficient to satisfy the requirements of the wildlife approval under the FTAA.
- 442.2 Overall, while DOC believed the proposed management to be appropriate for some species of lizard, implementation of the LMP was considered to provide minimal protection to salvaged lizards. It was stated to be unclear whether the replanted habitat would allow the lizard species to recolonise and persist.
- 442.3 To improve protection for lizards upon release, DOC recommended changes to the staging of the proposed eco-stacks (piles of small, stacked logs and brush or rocks, intended to provide supplementary refuge for lizards), as well as increasing pest control to include mouse control.
- 442.4 Subject to the recommended changes, DOC considered that the revised LMP was only appropriate for four of the six species that approval was sought for. If approved, DOC recommended it be limited to those four species - being copper skink, ornate skink, elegant gecko, and forest gecko.
- 442.5 Concerns with the draft proposed conditions, with suggested revisions included as Appendix A.
- 442.6 A concern that the LMP section of the EMP did not include all of the relevant information about lizards, with some information relevant to the wildlife approval sought sitting in the wider EMP and not the LMP, and some information about release site enhancement sitting in the document entitled '*Net Gain Delivery: Pest and Weed Control E7:9*'.
- 442.7 Further, there was a concern that conditions requiring Auckland Council's certification of the LMP rendered DOC's role in relation to future amendments

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<sup>92</sup> Ibid, section 6.6.8.

unclear. DOC stated that it was crucial for DOC to maintain a regulatory role in assessing and approving any changes to the LMP.

- 442.8 A key concern for DOC was the proposed term of the approval. While the application did not specify a term for the wildlife approval, DOC inferred a 50 year duration based on the Project's lifespan, and the proposed staging in the LMP. DOC preferred a 10-year term to ensure the LMP and methodology remained 'up to date' with best practice. DOC did however also propose conditions that would provide for the protection of wildlife should the Panel accept a 50 year term.
- 443 Overall, DOC considered it would be appropriate to grant the wildlife approval subject to the recommendations below being implemented:
- 443.1 The inclusion of conditions as set out in Appendix A to the DOC s51 Report;
- 443.2 The approval requiring the LMP to be followed (as amended to respond to DOC's recommendations);
- 443.3 The approval being limited to copper skink, ornate skink, elegant gecko, and forest gecko; with additional mitigation required for any approval for Pacific gecko and striped skink;
- 443.4 The term of any wildlife approval being limited to 10 years, but if the Panel is of a mind to grant an approval for 50 years then a review and re-certification condition should be imposed; and
- 443.5 The LMP being amended to:
- (a) Require mouse control as part of pest control measures;
  - (b) Increase the number of eco-stacks currently proposed by the Applicant in the submitted LMP; and to
  - (c) Require the staging of eco-stacks by constructing them on the release site several months earlier than originally proposed by the Applicant.
- 444 The Applicant responded to the DOC s51 Report by way of memorandum dated 1 October 2025. The Applicant also provided an updated EMP, which included an updated LMP, and which had been provided to DOC.
- 445 DOC had inferred that a 50-year duration period was sought for the wildlife approval. However, the Applicant confirmed that it does not seek a 50-year duration, and instead seeks a 15 year period to align with the indicative Stages 1 and 2 for the Project. On this basis, the Applicant provided a review condition at Year 10 to ensure the LMP still achieves its objectives.
- 446 Conditions were also subject to further discussion between DOC and the Applicant, with the Applicant understanding, based on an email exchange dated 29 September 2025, that agreement as to proposed draft conditions had been reached.

### **Comments from invited persons**

447 While comments from invited persons addressed ecological matters generally, we did not generally consider any of the comments to be particularly relevant (in the sense of pointing towards a need to decline the approval sought) to the matters outlined in clause 5 of Schedule 7 to the FTAA, or under the linked WA53 provisions. One exception to this was the comment from Te Ākitai Waiohū Settlement Trust, which we have had regard to, along with their response to a request from DOC, as outlined in the DOC s51 Report.

### **Panel decision on wildlife approval**

448 The Panel has determined to grant the wildlife approval sought. The Panel is satisfied that we have proper and sufficient information to determine the application for a wildlife approval.

449 In terms of clause 5(a) of Schedule 7 to the FTAA, the Panel notes our earlier findings in relation to the purpose of the FTAA.

450 The Panel generally agrees with the findings and recommendations of the DOC s51 Report in relation to the matters outlined in clauses 5(b) and (c) of Schedule 7. In particular, the Panel:

450.1 Is satisfied that the term of the approval, at 15 years, is appropriate.

450.2 Notes that amendments that may subsequently be made to the EMP and LMP through the RMA resource consents process, for example following Auckland Council certification, will not (and could not, lawfully) 'flow through' to this wildlife approval. SAL will need to comply with the wildlife approval, the annexed LMP and the referenced parts of the dated EMP identified in the approval, unless amendments to those documents are made and agreed through the processes provided under the wildlife approval or the WA53. While the 'double-up' is unfortunate, in the sense that the EMP and / or LMP for RMA / resource consent purposes may not, over time, match the those for WA53 / wildlife approval purposes, it is unavoidable given the scope of the RMA and WA53.

450.3 Is satisfied that appropriate conditions have been agreed between DOC and the Applicant, noting the restrictions imposed on us by section 83 and clause 6 of Schedule 7 to the FTAA, with changes by the Panel to:

- (a) Clarify who is granting the approval, and under what legislation, and who may exercise the approval. This includes amending references to when an approval may be revoked, as provided for under the FTAA.
- (b) Provide a reference to clauses 7(1)(a) and (b) of the FTAA, which describe how a wildlife approval granted under the FTAA is to be treated post-grant (see condition 1.3 in Schedule 2).
- (c) Make it clearer that the methodology is to be that contained in the 17 July 2025 EMP and LMP, and to attach the LMP (which is section 5.0 of the EMP) to the wildlife approval as Schedule 4.
- (d) Delete repeated conditions.

- (e) Fix minor issues in Schedule 3, including:
  - (i) Updating condition 1 to match earlier amendments intended to clarify which parts of the EMP are of relevance to the wildlife approval activity.
  - (ii) Renumbering the sub-clauses of condition 13, and amending the reporting requirements so that reports are provided at the end of any calendar year within which lizard salvage has been undertaken, rather than needing to wait 20 years or more for reporting. A similar amendment is made to condition 14, so that completed Amphibian and Reptile Distribution System cards are also filed in a timely manner.
- (f) Delete the special conditions in Schedule 3 relating to required review of the LMP, for the following reasons:
  - (i) With a term of 15 years we do not see a clear justification for requiring a review to update the LMP at year 10 – simply for the remaining 5 years. This seems unduly onerous, and not necessary to address any FTAA or WA53 matter.
  - (ii) Accordingly, while the review conditions may have been agreed as between the Applicant and DOC, we consider that including those conditions would be a breach of section 83 of the FTAA. We understand the genesis of the review provision may have been in the context of a potential 50 year term, in which circumstances the review would have served a clear, and important, purpose to make sure that best practice was being applied.
  - (iii) Clause 7 of Schedule 7 to the FTAA makes it very clear that, once granted, the wildlife approval is to be treated as any other approval granted under the WA53, including rights to apply to vary or replace the approval.
- (g) [Placeholder for response to comments on draft wildlife approval conditions.]

## **PART F: DECISION ON ARCHAEOLOGICAL AUTHORITIES**

- 451 For our decision-making on the archaeological authorities sought, in addition to section 81(2), we must also apply clauses 4 and 5 of Schedule 8. Clause 4(1) of Schedule 8 provides:

For the purposes of section 81, when considering an application for an archaeological authority, including conditions in accordance with clause 5, the panel must take into account, giving the greatest weight to paragraph (a),-

- (a) the purpose of this Act; and
- (b) the matters set out in section 59(1)(a) of the HNZPT Act; and
- (c) the matters set out in section 47(1)(a)(ii) and (5) of the HNZPT Act; and
- (d) a relevant statement of general policy confirmed or adopted under the HNZPT Act.

### **Application**

- 452 The Application included the following completed standard HNZPT forms:

- 452.1 Form A, an application for a general authority under section 44(a) of the HNZPTA.<sup>93</sup>
- 452.2 Form E, an application for approval of a person (Kim Tatton) to undertake an activity under an archaeological authority, pursuant to section 45 of the HNZPTA.
- 453 Section 42(4)(i) of the FTAA enables an applicant to include an application for a section 44(a) HNZPTA archaeological authority, but only where there are accompanying applications for RMA resource consents or designations (see section 42(9)(a) FTAA). Those circumstances are met.
- 454 Further, section 42(9)(b) of the FTAA provides that an applicant may include an application for approval of a nominated person to undertake activities under the archaeological authority, through clause 7 of Schedule 8 to the FTAA. Clause 7 includes important limitations on such approvals, including that the Panel must seek and have regard to a recommendation from HNZPT as to whether to approve the application (clauses 7(3) – (5)). The HNZPT s51 Report addressed the required matters for the Panel, and recommended that the Panel approve the application for the nominated person, if the archaeological authority was granted. These requirements are therefore also met.
- 455 In terms of the substantive assessment, SAL's Form A referred to the accompanying assessment entitled '*Drury Quarry Extension, Sutton Project, Drury, Auckland: Archaeological Assessment*' prepared by Clough & Associates Limited and dated March 2025 (**Archaeological Assessment**). The Archaeological Assessment addressed the matters required under clause 2 of Schedule 8 to the FTAA, including:
- 455.1 Provided a brief historical background to the Māori and early European settlement of the Te Maketu and Drury area, to provide context to the recorded archaeology of the area.
- 455.2 Outlined the seven recorded archaeological sites within the Quarry Zone and Buffer Area, and more specifically the following three recorded sites that were considered to be located within, or in close proximity to, the proposed LOQ:
- (a) R12/278 (Kārearea Pa, Te Maketu – Burials, Stonework, Earthworks, Pā), an extensive and significant Māori habitation site located immediately to the south of the proposed quarry expansion area. We have outlined the importance and relevance of the Kārearea Pa in earlier sections of this decision report. The Panel understands that this site holds immense spiritual, cultural, traditional and historical significance.
  - (b) R12/723 (Terraces, Stonework, Cultivations? (*sic*)). This site was first recorded in 1989 and described as "*Pits/ Stonework/Terrace*", located along a ridge with basalt rock outcrops and boulder scree. Later inspections in 2002, 2006 and 2018 provided further information about this site, highlighting its likely historic and landscape association with the

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<sup>93</sup> By selecting "a general authority" under section 1.4 of Form A, the Applicant indicated the application was for an authority under section 44(a) of the HNZPTA, rather than section 44(b) (the latter being applications for works that will have only a minor effect on an archaeological site's values).

Kārearea Pa site, and providing more detail on its likely extent and layout.<sup>94</sup>

- (c) R12/724 (Plants, Fence, Stonework, Earthworks). Originally recorded in 1989, it was suggested at that time that this site may have been the location of an 1860s farmstead. However, subsequent research has led to the understanding that it more likely relates to temporary occupation in the 1920s. While of some historic interest this site was considered to post-date 1900 and therefore is not within the definition of an archaeological site within the HNZPTA.

455.3 Described the archaeological surveys and assessments that have been carried out over the existing Quarry Zone and immediate Peach Hill / Maketu environs, (since the 1980s), and more recent archaeological survey and assessment work relating to the Sutton Block:

- (a) The Sutton Block and majority of the Project area was previously surveyed (in 2006), when the area was first proposed for quarry expansion and a proposed (RMA) plan change.
- (b) Most recently, archaeological field surveys of the proposed quarry expansion areas have been carried out in 2021, 2022, 2023 and 2024, including, in 2021 and 2022, representatives from Ngāti Tamaoho Trust.

455.4 Confirmed that no additional unrecorded archaeological features were identified outside the scheduled extent of R12/278 and / or within the proposed quarry expansion area, concluding:<sup>95</sup>

*"No additional unrecorded archaeological or other historic heritage sites were identified either by background research or by previous and recent archaeological field inspection on the proposed quarry expansion area within the Sutton Block."*

455.5 Described the archaeological value and significance of the archaeological sites, and the effects of the Project on those:

- (a) The southern extent of the proposed quarry expansion area has been designed to exclude all known in situ archaeological remains and the entire scheduled Extent of Place (relevant in terms of the RMA and AUP:OP) of R12/278 Kārearea Pa.
- (b) The proposed quarry extension area has also been designed to avoid the known extent of R12/723 and any as yet undetermined archaeological features on the northern slope of the ridgeline to the property boundary.
- (c) The widening of the existing farm track to form the proposed access road to the quarry expansion area, which routes between sites R12/278 and R12/723, was considered to compromise the historic and landscape association between the two sites and the context of R12/278 within the wider archaeological landscape. However, the avoidance of any impact on known archaeological features and the scheduled Extent of Place of

<sup>94</sup> See the annotated aerial photograph included as Figure 19 to the Archaeological Assessment.

<sup>95</sup> Archaeological Assessment, page 33.

R12/278, and the ongoing future recognition, protection and management (pest control, vegetation management, fencing) of Kārearea Pa (R12/278 and R12/723) was considered to provide some compensation for the effects of the proposed quarry expansion as relevant to the Archaeological Assessment.

- (d) The findings of the Archaeological Assessment were summarised as having established that *“the proposed Drury Quarry expansion will have no direct effect on any known archaeological sites. The proposed resulting quarry pit has been designed to avoid the extents of all recorded archaeological sites in close proximity – R12/278 (Kaarearea Pa, Te Maketu – Burials, Stonework, Earthworks, Pā) which is scheduled on the AUP OP, and R12/723 (Terraces, Stonework, Cultivations?).”*<sup>96</sup>

455.6 Advised, appropriately in the Panel’s view, that:

- (a) *“This is an assessment of effects on archaeological values and does not include an assessment of effects on Māori cultural values. Such assessments should only be made by the tangata whenua. Māori cultural concerns may encompass a wider range of values than those associated with archaeological sites.”*<sup>97</sup>
- (b) *“It should be noted that archaeological survey techniques (based on visual inspection and minor sub-surface testing) cannot necessarily identify all sub-surface archaeological features, or detect wāhi tapu and other sites of traditional significance to Māori, especially where these have no physical remains.”*<sup>98</sup>

455.7 Provided recommendations relevant to the subject matter of the Assessment. While the Archaeological Assessment was also prepared to address RMA AEE requirements, it included matters identified under the HNZPTA. Recommendations were made in accordance with the statutory requirements of both the RMA and the HNZPTA. Relevant to the HNZPTA this included:<sup>99</sup>

*“While no known archaeological sites will be affected by the proposed works, it is considered possible that unrecorded subsurface archaeological sites may be exposed during development given the archaeological landscape associated with R12/278 and R12/723 in the south-western extent of the proposed quarry expansion area.*

*To avoid any delays should unidentified subsurface features be exposed by the proposed works, it is recommended that an Authority under sec 44(a) of the HNZPTA is applied for in respect to the Stage 1 (infrastructure establishment) earthworks as a precaution. This should be obtained before any earthworks are carried out. The conditions of the Authority are likely to include archaeological monitoring of preliminary earthworks, and procedures for recording any archaeological evidence before it is modified or destroyed. This approach would have the advantage of allowing any archaeology uncovered during the development of the property to be dealt with immediately, avoiding delays while an Authority is applied for and processed.”*

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<sup>96</sup> Archaeological Assessment, page 46.

<sup>97</sup> Archaeological Assessment, page 39.

<sup>98</sup> Archaeological Assessment, page 40.

<sup>99</sup> Archaeological Assessment, page 45, see also page 47.

- 456 Form A also included the Archaeological Management Plan, which contained the expected matters, including details of its purpose, the Project Archaeologist and Archaeological Team, and applicant / authority holder details and responsibilities.
- 457 Importantly, the Archaeological Management Plan relates only to Stage 1 of work (Years 1-3), and an earthworks area of approximately 11ha (around 916,000m<sup>3</sup>), as shown on Figure 3 (page 5). Monitoring of preliminary excavations (topsoil stripping) is required for Stage 1 works in close proximity to R12/278 and R12/723 and must be carried out by a qualified archaeologist.<sup>100</sup> Monitoring is to continue until natural deposits are reached, or until it becomes clear that the area has been modified to the point where no archaeology would be expected. If in situ archaeological deposits or features are identified during monitoring further steps are outlined.
- 458 While it is not expressly stated on Form A, the Panel understands that the authority sought is to relate only to Stage 1 works, as described in the Archaeological Management Plan, and given the proposed expiry date of five (5) years from commencement.<sup>101</sup>
- 459 Site management matters were also described in the Archaeological Management Plan, including pre-start requirements, earthworks phase requirements, procedures for circumstances where a site may be exposed while the archaeologist is not present, and important protocols relating to Kōiwi Tangata (human remains) and Taonga (Māori artefacts). Related stand-down periods and procedures, including importantly the involvement of iwi, were also described.
- 460 Lastly, and importantly, Form A referenced the consultation that had been undertaken, since October 2021, by the Applicant, as recorded in the application material. That material is detailed and extensive, including the Applicant's overview of iwi engagement (Appendix F to the Application), and the Cultural Values Assessments and related correspondence included in Appendix G. Engagement with Ngāti Tamaoho; Ngāti Te Ata Waiohū; Te Akitai Waiohū; Ngāi Tai Ki Tamaki; and Ngāti Whanaunga was referenced by the Applicant. While much detail is obviously lost by attempting to summarise the material provided, if we had to draw out key themes relevant to the HNZPTA, the Panel would adopt the Applicant's summary of the "*more key matters*" as concerns:<sup>102</sup>

460.1 That the proposed quarry pit is too close to Kārearea Pa;

460.2 That the proposed haul road is too close to Kārearea Pa; and

460.3 Regarding vibration effects on Kārearea Pa.

### **HNZPT s51 Report**

- 461 The HNZPT s51 Report:

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<sup>100</sup> Archaeological Management Plan, page 6

<sup>101</sup> See draft proposed conditions from the Applicant, dated 01 October 2025.

<sup>102</sup> Page 1, Overview of Tangata Whenua Engagement Part 1, prepared by Jo Young and dated 26 March 2025.

- 461.1 Advised that HNZPT agreed (*inter alia*) with the conclusions of the Archaeological Assessment, the proposed mitigation measures included in the Archaeological Management Plan, and the Applicant's assessment of the matters listed in clause 4 of Schedule 8 to the FTAA;
- 461.2 Recorded in particular that HNZPT had reviewed the proposed mitigation measures included in the Archaeological Management Plan and agreed that they would mitigate the identified adverse effects on the archaeological values of potential unrecorded sites within the subject land;
- 461.3 Noted, in terms of clause 4(1)(b) of Schedule 8 to the FTAA, that the granting of an archaeological authority would be consistent with the matters set out in section 59 (1)(a) of the HNZPTA;
- 461.4 Noted, in terms of clause 4(1)(c) of Schedule 8, that sections 47(1)(a)(ii) and (5) of the HNZPTA only apply to applications made pursuant to section 44(b) of the HNZPTA. The application is not made under section 44(b), so the matters in clause 4(1)(c) are not relevant;
- 461.5 Identified, in terms of clause 4(1)(d) of Schedule 8, that the relevant Statement of General Policy is that entitled '*The Administration of the Archaeological Provisions under the Heritage New Zealand Pouhere Taonga Act 2014*' dated 29 October 2015. The granting of an archaeological authority, with appropriate conditions, was considered to be consistent with the objectives and policies set out in that Statement of General Policy;
- 461.6 Recorded that HNZPT had reviewed the support information provided with the application for a person nominated to undertake an activity under the authority against the requirements of clause 7 of Schedule 8 to the FTAA, and considered that the nominated person met the following requirements:
- (a) Has sufficient skill and competency, is fully capable of ensuring that the proposed activity is carried out to the satisfaction of HNZPT, and has access to appropriate institutional and professional support and resources; and
  - (b) In the case of a site of interest to Māori, (i) has the requisite competencies for recognising and respecting Māori values; and (ii) has access to appropriate cultural support.
- 461.7 Recorded that the HNZPT agreed with the conditions proposed by the Applicant and considered that they would contribute to mitigation of the adverse effects on archaeological values. The text of conditions proposed were included for the Panel.
- 461.8 Contained recommendations that:
- (a) An archaeological authority be granted by the Panel, subject to conditions, under the FTAA and, if granted, that
  - (b) The Panel approve the application for Kim Tatton as the approved person to carry out the archaeological work under the authority.

462 The Applicant responded to the HNZPT s51 Report by way of memorandum dated 1 October 2025, confirming that the conditions proposed were largely as agreed between HNZPT and the Applicant earlier, with a few minor changes that were also agreed.

#### **Comments from invited persons**

463 The comments received from invited persons did address heritage and archaeological matters relevant under the HNZPTA and clause 4(1) of Schedule 8 to the FTAA. Key from the Panel's perspective were comments from Te Ākitai Waiohua Settlement Trust and Auckland Council.

464 Te Ākitai Waiohua Settlement Trust's comment recorded that the proposed activity of quarrying on the Sutton Block would have significant adverse cultural effects because impacts on the whenua (in particular) cannot be avoided, remedied or fully mitigated. They noted that, similar to many sites of significance in Tāmaki Makaurau, sections of Kārearea Pa or Pou Hotiki have been heavily modified over time, leaving remnants of a former hilltop settlement that still contains urupa (burial grounds) and koiwi (human remains). As a cultural landscape, Kārearea Pa was noted to be one of a number of settlements that make up Te Maketū, all of which served slightly different purposes in the same region.

465 Te Ākitai Waiohua Settlement Trust acknowledged the measures undertaken to avoid impacts on Kārearea Pa, which were supported. However, they also recorded that, given the significance and historical occupation of Kārearea Pa, further discoveries were likely, and that the Trust did not support reliance on the NZHPTA authority process.

466 In the Trust's view, and the Panel concurs, recording information on archaeological discoveries does not mitigate adverse effects on cultural values caused by the destruction of archaeological sites. Conditions relevant to, and included with, any resource consents granted were considered important to address this gap – for example relating to consultation (including around preparation of the Ecological Management Plan and sub-plans), preparation of a Cultural Management Plan, and the observance of tikanga. We address those matters in Part D and Appendix A of this decision report.

467 The Trust acknowledged that the archaeological authority was only sought for Stage 1, (which was understood to be 0-3 years). The duration of the archaeological authority was consequently expected to reflect the timeframe for Stage 1. Future stages were noted to possibly also require authority prior to works commencing, and Te Ākitai Waiohua requested that any archaeological information gathered during previous stages be shared with Te Ākitai Waiohua prior to applying for future stages.

468 The comments from Auckland Council included a Technical Specialist Memo from a Principal Heritage Advisor. The memorandum concurred with the Clough & Associates conclusions that the proposed Drury Quarry expansion would have no direct effect on known archaeological sites, and noted the caution expressed that it is possible that subsurface remains may be exposed during development. The author also agreed with, and supported, the Clough & Associates assessment of the potential risk to previously unidentified archaeological/historic heritage features within the project area and that it was appropriate to secure an HNZPTA authority prior to earthworks.

### **Panel decision on archaeological authorities**

- 469 The Panel has determined to grant the archaeological authorities sought.
- 470 The Panel is satisfied that we have proper and sufficient information to determine the application for archaeological authorities.
- 471 In terms of clause 4(1)(a) of Schedule 8 to the FTAA, the Panel notes our earlier findings in relation to the purpose of the FTAA.
- 472 The Panel agrees with the findings and recommendations of the HNZPT s51 Report in relation to the matters outlined in clauses 4(1)(b) and (d) of Schedule 8. In particular, the Panel is satisfied that:
- 472.1 Appropriate surveys and investigations have been undertaken across the Project Site to assess whether there are any further archaeological sites capable of discovery before works disturbing the surface of the ground commence.
- 472.2 Steps have been taken to avoid the known, recorded, sites R12/278 and R12/723. The Panel understands that this was particularly in response to concerns raised during consultation with Ngāti Tamaoho and Ngaati Te Ata Waiohua in 2023, following which SAL redesigned the LOQ extent to avoid all scheduled wāhi tapu and taonga sites within the Project area. The LOQ footprint has been moved further north, away from Kārearea Pa, creating a 13ha buffer between the edge of the LOQ extent and the Historic Heritage Overlay extent associated with the Pa.
- 472.3 The Archaeological Management Plan, and approved person, can ensure that, should new archaeological sites be discovered, appropriate response processes are in place. In particular, proper processes, and provision for tikanga, are described in the event of discovery of Koiwi Tangata and Taonga.
- 472.4 The conditions proposed require compliance with the Archaeological Management Plan, and the approved person is suitable to fulfil the roles and responsibilities outlined therein.
- 473 The Panel is content that the conditions included on the archaeological authorities comply with the FTAA requirements, including in particular clause 5 of Schedule 8 to the FTAA. [Placeholder for response to comments on draft conditions for the archaeological authorities.]

### **PART G: PRINCIPAL ISSUES IN CONTENTION**

- 474 The FTAA directs the Panel to identify and include in this decision report a statement of the principal issues in contention for each approval sought (section 87(2)), and our main findings on those principal issues.

#### **Resource consents**

- 475 For the resource consents, the requirement to identify 'principal issues in contention' rather elevates, unfairly in the Panel's view, the nature of the key matters and issues that the Panel has spent the majority of its time on. For a Project of the scale proposed, and a quarry at that, the Panel was impressed with the work that had been done to address and limit such issues well before the Application was lodged, and with the quality of the AEE and information that we were provided with.

- 476 The matters that more Panel time was spent considering were unavoidably complex and required expert technical input - a quarry involves numerous and complicated actual and potential effects on the environment and requires a careful suite of conditions in response. If we had to identify principal issues in contention (and we do), we would list them as follows, in no particular order:
- 476.1 Whether actual and potential ecological effects were fully and accurately described: Ensuring that the ecological effects had been appropriately described (including in particular effects that may arise on surface water features and associated habitat from the groundwater levels being affected by drawdown);
- 476.2 Assuring achievement of ecological offsets and / or compensation: Ensuring that delivery of the anticipated offsets and /or compensation (through on site and off site works) was 'locked in' to the extent possible, given the scale, location and duration of those activities;
- 476.3 Appropriate response to the CVAs: Responding appropriately to the matters raised in the CVAs relating to cultural effects. This included:
- (a) The Panel considering itself directed by the CVAs to ensure (and as a way of addressing cultural effects) that effects on Te Taiao, and the related required conditions of consent, were given a higher level of scrutiny than perhaps might have otherwise been appropriate or acceptable under the FTAA.
  - (b) Ensuring that the development of the Sutton Block avoided, to the extent possible, effects on Kārearea Pa.
- 476.4 How off-site effects would be addressed, particularly for neighbours: Ensuring that effects that can persist beyond the boundary of the Site, for example, noise, vibration and dust, and landscape / visual effects, were appropriately managed, particularly given the concerns raised in comments from neighbouring property owners relating to potential adverse effects on the amenity values of these persons.
- 477 Our main findings on the above matters are included in Part D of this decision report and are not repeated here.

#### **Wildlife approval**

- 478 For the wildlife approval, the issue we have identified above is even more stark. There is an assumption in the FTAA that there will, in respect of all approvals sought, be some principal issue(s) in contention. What though, is to be done if there are not?
- 479 Other than some initial expert disagreement regarding the appropriate contents of the Lizard Management Plan (subsequently resolved), a query or misunderstanding as to the term sought, and some reasonably minor edits to the conditions, there were no real issues in contention, let alone 'principal issues' in contention.
- 480 It would not in the Panel's view be appropriate to invent something, simply to meet the statutory requirement, so we do not.
- 481 The Panel's assessment of the issues raised, and the issues we have assessed, in relation to the wildlife approval, and our findings, are set out in Part E of this decision report.

#### **Archaeological authorities**

- 482 The same is true for the archaeological authorities, to an even greater degree. The issues that arose, and which the Panel has addressed, could not fairly be termed principal issues in contention.

- 483 Some of the issues that arose were for example outside the scope of the matters we were directed to consider under the FTAA and HNZPTA, for example, mana whenua concerns as to whether archaeological authorities generally are an appropriate vehicle or tool to address cultural effects associated with archaeology. While we have addressed those carefully in the context of the resource consents, they could not fairly be elevated to 'principal issues in contention' for the archaeological authorities.
- 484 We describe the issues raised, and the issues we have assessed, in relation to the archaeological authorities, and our findings, in Part F of this decision report.

## **PART H: CONDITIONS**

### **FTAA requirements for conditions**

- 485 Section 81 provides that the Panel must set any conditions to be imposed on the approval. The statutory requirements are determined by what approvals are being sought:

#### *Resource consent conditions*

- 485.1 For resource consents, clause 18 of Schedule 5 applies, in addition to the well-established requirements under the RMA.
- 485.2 The underlying purpose of the conditions of a resource consent is to manage environmental effects by setting outcomes, requirements or limits to that activity, and how they are to be achieved.<sup>103</sup>
- 485.3 Further, resource consent conditions must:<sup>104</sup> be for a resource management purpose, not an ulterior one; fairly and reasonably relate to the development authorised by the resource consent or designation; and not be so unreasonable that a reasonable decision-maker, duly appreciating their statutory duties could not have approved it. The conditions must also be certain and enforceable.<sup>105</sup>
- 485.4 A resource consent condition must also not delegate the making of any consenting or other arbitrary decision to any person, but may authorise a person to certify that a condition of consent has been met or complied with or otherwise settle a detail of that condition.<sup>106</sup> Such authorisation is subject to the following:
- a. The basis for any exercise of a power of certification must be clearly set out with the parameters for certification expressly stated in the relevant conditions.
  - b. This power of certification does not authorise the making of any waiver or departure from a policy statement or plan except as expressly authorised under the RMA (section 84 RMA).
  - c. The power of certification does not authorise any change or cancellation of a condition except as expressly authorised under the RMA (section 127 RMA).

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<sup>103</sup> *Summerset Village (Lower Hutt) Ltd v Hutt City Council* [2020] MZEnvC 31 at [156].

<sup>104</sup> *Newbury District Council v Secretary of State for the Environment* [1980] 1 All ER 731 (HL), at 739.

<sup>105</sup> *Bitumix Ltd v Mt Wellington Borough Council* [1979] 2 NZLR 57.

<sup>106</sup> *Turner v Allison* (1970) 4 NZTPA 104.

*Wildlife approval*

485.5 For the grant of a wildlife approval clause 6 of Schedule 7 applies.

*Archaeological authorities*

485.6 For the grant of the archaeological authorities clause 5 of Schedule 8 applies.

486 Lastly, section 83 of the FTAA must also be complied with in relation to all conditions set by the Panel. It provides:

**83 Conditions must be no more onerous than necessary**

When exercising a discretion to set a condition under this Act, the panel must not set a condition that is more onerous than necessary to address the reason for which it is set in accordance with the provision of this Act that confers the discretion.

**Project conditions**

487 [This section is particularly in draft form, and subject to the Panel's receipt of comments on the draft conditions.]

*Wildlife approval and archaeological authorities*

488 The conditions for the wildlife approval and archaeological authorities, set out in Appendices B and C to this decision report, were subject to a reasonably high level of agreement between the relevant participants, and have been amended in only a minor way by the Panel. We have discussed, in Parts E and F of this decision, the nature of any substantive changes made by the Panel.

489 The Panel has satisfied itself that the conditions do not offend section 83 of the FTAA, and that they are in accordance with clause 6 of Schedule 7 (for the wildlife approval) and clause 5 of Schedule 8 (for the archaeological authorities).

490 [Placeholder for response to comments on draft conditions, if any, and where not responded to in Parts E and F above. The matters remaining in dispute, and our decision on those matters, is set out in the table below:]

<b>Condition</b>	<b>Issue in dispute</b>	<b>Panel determination</b>
[Wildlife approval conditions – list any]		
[Archaeological authority conditions – list any]		

*Resource consent conditions*

491 The conditions for the resource consents, set out in Appendix A to this decision report, have been addressed in the sections above relating to each category of effects on the environment, including in particular the key changes the Panel has made and the reasons for these. [The Panel notes that the draft conditions also contain comment boxes, addressing some particular matters on which comment is sought.]

*Use of management plans in resource consents*

492 The Sutton Block quarry will be developed in stages over a 50-year period. While the regional consents will expire in 35 years, the landuse consents will not. There are, unavoidably, some matters of detail which are not currently known, and which will only be revealed and developed over time. This includes (as but examples):

492.1 Detailed design of the haul road, and how provision will be made for fish passage;

492.2 Where all of the noise, vibration and dust monitors would best be located (though some specific locations are identified in the conditions), and how many will be required;

492.3 What geotechnical responses might ultimately be necessary, and appropriate, to address slope stability, which will only be known once the substrate and geology is revealed;

492.4 How planned restoration and offset planting, including pest control, will establish and grow (or not grow as expected / hoped), and what might be needed to ensure delivery of the modelled 'net gain' outcomes.

493 As with many modern consents reliance has necessarily been placed on the preparation of, and requirement to implement, various management plans (around 19, or more if all of the ecological plans are included – see Table 1 in condition 14). The Panel has carefully considered whether or not the management plan conditions are appropriate, and in particular whether there is any potential that they might have the effect of unlawfully delegating our substantive decision-making.

494 In the context of this Project we do not consider that they equate to unlawful delegation. Where there have been matters of particular importance for the management plans we have explicitly referenced these in the relevant management plan conditions (or, the linked conditions on that topic). Many of the details for the management plans are standard, or have already been provided within the Application material or other information provided to the Panel through this fast-track process.

495 Further, we have required that the management plans be in accordance with all of the information provided to us, with appropriate direction as to what is to occur where there are inconsistencies. Should there be any discrepancy between the submitted material and the relevant management plan condition(s), the requirements of the condition(s) are to prevail.

496 [Placeholder for response to comments on conditions, and where not responded to in sections within Part D above. The matters remaining in dispute, and our decision on those matters, is set out in the table below:]

Condition	Issue in dispute	Panel determination

497 [Placeholder for conclusion on resource consent conditions.]

498 To the extent the conditions may contain minor errors, the Panel notes it has powers under section 89 of the FTAA to make minor corrections.

**PART I: OVERALL ASSESSMENT AND SUMMARY OF DECISION**

499 With reference to all of the information provided to the Panel and the evidence before us, and having assessed the approvals sought against the required provisions of the FTAA and linked provisions of the RMA, WA53 and HNZPTA, the Panel has determined to grant the approvals sought.

500 [The grant of the approvals sought is subject to the sets of conditions attached as Appendices A (resource consent conditions), B (wildlife approval conditions) and C (conditions for the archaeological authorities).]

501 The key reasons for the grant of the approvals sought, without repeating the reasons given in our Part A Executive Summary at paragraph 10, are:

501.1 Overall, and as recorded in Parts D, E, F and G of this decision report, the Panel is satisfied that the matters set out in section 81 of the FTAA have been addressed appropriately.

501.2 The Panel is also satisfied that the requirements of Schedules 5, 7 and 8 to the FTAA have been met.

501.3 The purpose of the FTAA is achieved by this decision.

501.4 The approvals sought include conditions that appropriately address the necessary matters raised in the linked provisions of the RMA, WA53 and HNZPTA.

501.5 No matters have been identified that would render the grant of the approvals sought inappropriate or unlawful in terms of the relevant statutory tests, including those applicable through the linked provisions.

501.6 As recorded in Part C of this decision report the Panel may decline the approvals sought only in the limited circumstances set out in section 85 of the FTAA. Those circumstances do not apply on the facts and evidence before us.

502 [As required by section 99 of the FTAA the persons listed in that section are entitled to appeal and must commence any appeals within the 20-working day period from the day this decision is published under section 88(3).]

[Dated 11 December 2025]

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Catherine Somerville-Frost  
(Chair)

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Peter Kensington (Member)

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Dr Graham Ussher (Member)

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**APPENDIX A: CONDITIONS OF RESOURCE CONSENTS**

**APPENDIX B: WILDLIFE APPROVAL AND CONDITIONS**

**APPENDIX C: ARCHAEOLOGICAL AUTHORITIES AND CONDITIONS**

DRAFT

## APPENDIX D: RESOURCE CONSENTS REQUIRED

- 1 The application requires resource consents under sections 9, 13, 14 and 15 of the RMA with respect to the provisions of the AUP:OP, the NES-CS and the NES-F.
- 2 Land-use consents are sought in perpetuity and a term of 35 years (consent duration) is sought for all other resource consents, with the default lapse period of five years.
- 3 As a bundled application, because the quarry and associated activities will operate as one integrated site, and all components of the quarry operations that require resource consent are interconnected, overall assessment is required as a **non-complying activity**.<sup>107</sup>
- 4 The proposed ecological mitigation and offset package includes measures proposed outside the site, within the applicant's wider landholdings and at 86 Friedlander Road, Tuakau (Lot 4 Deposited Plan 21399) are permitted activities under the relevant planning provisions.
- 5 The Auckland Council reference numbers for each of the resource consents, within the overall reference number **BUN60449474**, and the reasons for the consents, are as follows:

### LUC60449475 (section 9(2) and (3) land use consent)

Under the AUP:OP for Regional Earthworks (E11):

Land disturbance - Regional		
Rule reference / description	Activity status	Comment / details
E11.4.1 (A8) – Earthworks Greater than 2,500 m2 where the land has a slope equal to or greater than 10 degrees	Restricted discretionary	There are valley systems within the Site that have a slope of equal to or greater than 10 degrees. Given the scale of land disturbance proposed, the threshold of 2,500m2 of land disturbance will be exceeded within these areas.
E11.4.1 (A9) – Earthworks greater than 2,500 m2 within the Sediment Control Protection Area	Restricted discretionary	The Sutton Block expansion requires excavations which exceed 108 ha in area, the majority of which is located within the SPQZ. Earthworks within the SPQR, that are not subject to overlays, are consented by existing resource consents. Outside of the Quarry Zone, within the Rural Zoning, approximately 30 ha of earthworks is proposed to construct the LOQ footprint and Northern Bund. Given the number of streams and wetlands located within the Sutton Block (including outside of the SPQZ), land disturbance within the Sediment Control Protection Area is

<sup>107</sup> However, as set out under schedule 5 of the FTAA, at clause 17(1)(b), the Application is not subject to a section 104(d) RMA assessment.

		proposed.
E11.4.3 (A28) – Land disturbance in the SEA not otherwise listed – Greater than 5 m <sup>2</sup>	Restricted discretionary	Outside of the SPQZ, earthworks will encroach into SEA_T_5323 at the east of the proposed Sutton Block LOQ extent. Earthworks will occur in the SEA across an area of approximately 14 ha and up to a maximum depth of - 60 RL m.
E11.4.3 (A30) - Land disturbance in the SEA not otherwise listed – Greater than 5 m <sup>3</sup>	Restricted discretionary	

Under the AUP:OP for Vegetation Management (E15)

<b>Vegetation management and biodiversity</b>		
Rule reference / description	Activity status	Comment / details
E15.4.1 (A10) – Vegetation alteration or removal, including cumulative removal on a site over a 10-year period, of greater than 250 m <sup>2</sup> of indigenous vegetation that: (a) is contiguous vegetation on a site or sites existing on 30 September 2013; and (b) is outside the rural urban boundary	Restricted discretionary	The site is outside of the Rural Urban Boundary. Approximately 16.78 ha of indigenous vegetation is proposed to be removed, comprised of 8.8 ha regenerating Kānuka Forest; 7.33 ha Broadleaf Podocarp Forest; and 0.65 ha Rock Forest. While not all contiguous, and over a 50-year period (LOQ), it is anticipated that the area of vegetation cleared will exceed 250 m <sup>2</sup> for each 10-year period.
E15.4.1 (A17) – Vegetation alteration or removal within 10 m of rural streams in the Rural – Rural Production Zone and Rural – Mixed Rural Zone	Restricted discretionary	Vegetation clearance is required along the edges of streams and wetlands across the project footprint. Most of the removal is proposed within the SPQZ. However, 30 ha of the Sutton Block LOQ extent is proposed to encroach into the Rural – Mixed Rural Zone and Rural – Rural Production Zone, requiring vegetation removal adjacent to Stream 9.
E15.4.1 (A18) – Vegetation alteration or removal within 20 m of a natural wetland, in the bed of a river or stream (permanent or intermittent), or lake	Restricted discretionary	
E15.4.2 (A43) – Any vegetation alteration or removal not otherwise provided for	Discretionary	The proposed vegetation works includes clearance of approximately 14.25 ha from within SEA overlays (SEA_T_5323 and SEA_T_1177) both inside and outside of the SPQZ. Vegetation clearance within SEAs for the purpose of mineral extraction has not been otherwise provided for in the rules.
E15.4.2 (A44) – Any vegetation alteration or removal within a Quarry Zone	Restricted discretionary	The total amount of vegetation to be removed from within SEAs is approximately 14.25 ha. Approximately 7.58 ha of this is removal will be from within the SPQZ.

Under the AUP:OP for Natural Hazards and Flooding (E36)

<b>Natural hazards and flooding</b>		
Rule reference / description	Activity status	Comment / details
E36.4.1 (A41) – Diverting the entry or exit point, piping or reducing the capacity of any part of an overland flow path	Restricted discretionary	A number of overland flow paths are identified within the proposed LOQ footprint. These will be diverted or filled as the LOQ footprint expands.
H19.8.1 (A60) – Mineral extraction activities within H19.8.1 the Rural – Mixed Rural Zone and Rural – Rural Production Zone	Discretionary	As the Sutton Block footprint expands to LOQ, haul roads and access roads are considered to be infrastructure but are not otherwise provided for in the rules. Both will cross and divert numerous overland flow paths.

Under the AUP:OP for Land use activities in the Rural zones (H19)

<b>Rural zones</b>		
Rule reference / description	Activity status	Comment / details
H19.8.1 (A60) – Mineral extraction activities in the Rural – Mixed Rural Zone	Discretionary	The proposed Northern Bund (until Stage 5) and approximately 30 ha (28%) of the LOQ footprint is located within the Rural – Mixed Rural Zone, including a small encroachment into the Rural – Rural Production Zone at Lot 1 DP 21743.
H19.8.1 (A60) – Mineral extraction activities in the Rural – Rural Production Zone	Discretionary	

Under the AUP:OP for Land use activities in the Special Purpose - Quarry Zone (H28)

<b>Special Purpose - Quarry Zone</b>		
Rule reference / description	Activity status	Comment / details
H28.4.1 (A7) – Mineral extraction activities within Special Purpose – Quarry Zone	Controlled	The Sutton Block expansion involves the establishment of mineral extraction activities within the SPQZ.
H28.4.1 (A14) Land disturbance – District, greater than 2500 m <sup>2</sup>	Controlled	The Sutton Block expansion involves land disturbance across approximately 78 hectares within the SPQZ (as detailed in Technical Report R, Volume 2 of the AEE). To access the underlying rock, excavation of overburden material will be required before extraction activities can commence. Overburden removal will occur progressively and in stages to minimise the extent of exposed areas.
H28.4.1 (A15) Land disturbance – District, greater than 2500 m <sup>3</sup>	Controlled	
H28.4.2 (A16) Land disturbance – Regional, greater than 10,000 m <sup>2</sup> where land has a slope less than 10 degrees and is outside the Sediment Control Protection Area	Controlled	There are extents within the SPQZ that have a slope of less than 10 degrees and are outside the Sediment Control Protection Area of the site's streams and wetlands. Given the scale of land disturbance proposed, the threshold of 10,000 m <sup>2</sup> of land disturbance may be exceeded in these areas.
H28.4.2 (A17) Land disturbance – Regional,	Controlled	There are valley systems within the SPQZ that have a slope of equal to or

greater than 2,500 m <sup>2</sup> where the land has a slope equal to or greater than 10 degrees		greater than 10 degrees. Given the scale of land disturbance proposed, the threshold of 2,500 m <sup>2</sup> of land disturbance will be exceeded within these areas.
H28.4.1 (A18) – Land disturbance Greater than 2,500 m <sup>2</sup> within the Sediment Control Protection Area	Controlled	A number of streams and wetlands are located within the LOQ footprint, with earthworks occurring within the Sediment Control Protection Area of those streams and wetlands.

Under the NES-CS for Contamination (Regulation 9)

Rule reference / description	Activity status	Comment / details
Regulation 9 (1) - Removing or replacing fuel storage system, sampling soil, or disturbing soil	Controlled	Small discrete areas of the Sutton Block LOQ footprint contain concentrations of heavy metals in excess of background criteria which does not comply with Regulation 5(9) of the NES-CS. Earthworks for quarrying activities are proposed in these areas.
Regulation 9 (3) - Subdividing or changing use		

Under the NES:F for:

- Vegetation clearance (Regulation 45A(1)); and
- Earthworks (Regulation 45A(2) and (3)).<sup>108</sup>

Rule reference / description	Activity status	Comment / details
Regulation 45A (1) - Vegetation clearance within, or within a 10 m setback from, a natural inland wetland is a discretionary activity if it is for the purpose of quarrying activities.	Discretionary	Quarrying activities, as defined in the National Planning Standards 2019, are proposed within the Sutton Block. There are a number of natural wetlands within the Sutton Block. Vegetation clearance and earthworks are proposed within a number of natural wetlands in order to establish quarrying activities within the Sutton Block. Over the LOQ, the proposed earthworks will result in the complete, or partial, drainage of a number of natural wetlands. Additionally, the take, use and diversion of groundwater and diversion of streams are proposed throughout the stages of the LOQ, resulting in changes to the hydrological function of the wetlands.
Regulation 45A (2) - Earthworks or land disturbance within, or within a 10 m setback from, a natural inland wetland is a discretionary activity if it is for the purpose of quarrying activities.		
Regulation 45A (3) - Earthworks or land disturbance outside a 10 m, but within a 100 m, setback from a natural inland wetland is a discretionary activity if it:  (a) is for the purpose of quarrying activities; and  (b) results, or is likely to		

<sup>108</sup> Noting that the NES- F Regulation 45A explicitly provides for quarrying activities.

result, in the complete or partial drainage of all or part of the wetland.		
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### LUS60449476 (section 13 stream works consent)

Under the AUP:OP for Stream works (E3)

<b>Activities in, on, under or over the bed of lakes, rivers, streams (including intermittent streams) and wetlands</b>		
Rule reference / description	Activity status	Comment / details
E3.4.1 (A19) – Diversion of a river or stream to a new course and associated disturbance and sediment discharge (outside overlays)	Discretionary	A number of streams both outside and within SEA overlays, are proposed to be reclaimed and their flows subsequently diverted.
E3.4.1 (A19) – Diversion of a river or stream to a new course and associated disturbance and sediment discharge (within overlays)	Non-complying	
E3.4.1 (A20) – Diversion of a river or stream associated with mineral extraction activities within the H28 Special Purpose - Quarry Zone	Restricted discretionary	A number of streams within the SPQZ are proposed to be reclaimed and their flows subsequently diverted.
E3.4.1 (A33) - Culverts or fords more than 30 m in length when measured parallel to the direction of water flow (outside overlays)	Discretionary	A culvert is proposed as part of Stage 1 of the LOQ to enable access to the Sutton Block. The proposed culvert is located outside overlays. Detailed design of the proposed culvert has not yet been undertaken and therefore the exact length is not yet known.  Noting that consent is also required under the NES-F for culverts not complying with the relevant conditions outside SEA overlay as a Discretionary Activity under Regulation 70 (1).
E3.4.1 (A49) – New reclamation or drainage, including filling over a piped stream	Non-complying	Approximately 3,341 linear metres of intermittent / permanent stream is proposed to be reclaimed.

Under the NES:F for Reclamation of streams (Regulation 57(1))

Rule reference / description	Activity status	Comment / details
Regulation 57 (1) - Reclamation of the bed of any river is a discretionary activity.	Discretionary	The reclamation of the bed of several rivers is proposed for the purpose of constructing the Sutton Block expansion. Aggregate is a natural material that is determined by geology and can therefore only be sourced from where it is naturally found in situ. Given aggregate is located in the

		Sutton Block, it is considered that there is a functional need for the proposed reclamation in order to be able to extract the aggregate from this particular location.
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Under the NES:F for Placement, use and alteration of culverts (Regulation 71(1))

Rule reference / description	Activity status	Comment / details
Regulation 71 (1) - The placement, use, alteration, extension, or reconstruction of a culvert in, on, over, or under the bed of a river is a discretionary activity if it does not comply with any of the conditions in regulation 70(2).	Discretionary	The placement, use, and alteration of culverts is proposed. Regulation 70 states that this activity is permitted if it complies with the conditions outlined in Regulation 70(2). It is proposed that the culvert will be designed for fish passage of climbing capable species (i.e., eels and banded kōkopu) due to the existing waterfall downstream of the Sutton Block works extent currently forming a natural barrier to fish passage accessing the upper catchment. Additionally, the ESCP indicates that the culverts will not be directly parallel to the slope of the bed of the stream. The specifications of the culvert will not be confirmed until detailed design phase and therefore, it is assumed that the permitted standards cannot be met.

#### **WAT60449477 (section 14 water permit)**

Under the AUP:OP for Take of water (E7)

<b>Take and use of groundwater</b>		
Rule reference / description	Activity status	Comment / details
E7.4.1 (A26) – Take and use of groundwater not meeting the permitted activity or restricted discretionary activity standards or not otherwise listed	Discretionary	A maximum groundwater take diversion of 19,426 m <sup>3</sup> per day is proposed at Stage 5 of the LOQ,

Under the NES:F for Take of water (Regulation 45A(4))<sup>109</sup>

Rule reference / description	Activity status	Comment / details
<p>Regulation 45A (4) - The taking, use, damming, or diversion of water within, or within a 100 m setback from, a natural inland wetland is a discretionary activity if:</p> <p>(a) the activity is for the purpose of quarrying activities; and</p> <p>(b) there is a hydrological connection between the taking, use, damming, or diversion and the wetland; and</p> <p>(c) the taking, use, damming, or diversion will change, or is likely to change, the water level range or hydrological function of the wetland.</p>		

#### **WAT60449478 (section 14 water permit)**

Under the AUP:OP for Diversion of water (E7)

<b>Diversion of groundwater</b>		
Rule reference / description	Activity status	Comment / details
E7.4.1 (A28) – The diversion of groundwater caused by any excavation, (including trench) or tunnel that does not meet the permitted activity standards or not otherwise listed	Restricted discretionary	The Sutton Block expansion will require excavations which exceed 108 ha in area and more than - 60 RL m below the natural ground level, and therefore the permitted activity standards are exceeded. Consent is sought for the diversion of groundwater associated with the proposed excavations.

<sup>109</sup> Noting that the NES- F Regulation 45A explicitly provides for quarrying activities.

Under the NES:F for Diversion of water (Regulation 45A(4)) <sup>110</sup>

Rule reference / description	Activity status	Comment / details
<p>Regulation 45A (4) - The taking, use, damming, or diversion of water within, or within a 100 m setback from, a natural inland wetland is a discretionary activity if:</p> <p>(a) the activity is for the purpose of quarrying activities; and</p> <p>(b) there is a hydrological connection between the taking, use, damming, or diversion and the wetland; and</p> <p>(c) the taking, use, damming, or diversion will change, or is likely to change, the water level range or hydrological function of the wetland.</p>		

#### **WAT60449479 (section 14 water permit)**

Under the AUP:OP for Damming of water (E7):

<b>Damming water</b>		
Rule reference / description	Activity status	Comment / details
E7.4.1 (A35) – Dams not otherwise listed or not meeting the permitted activity standards or controlled activity standards	Discretionary	In order to complete the construction of the access road, temporary damming of Stream 4 is required as described in Stage 2C of the ESCP.

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<sup>110</sup> Ibid, footnote 109.

Under the NES:F for Damming of water (Regulation 45A(4))<sup>111</sup>

Rule reference / description	Activity status	Comment / details
<p>Regulation 45A (4) - The taking, use, damming, or diversion of water within, or within a 100 m setback from, a natural inland wetland is a discretionary activity if:</p> <p>(a) the activity is for the purpose of quarrying activities; and</p> <p>(b) there is a hydrological connection between the taking, use, damming, or diversion and the wetland; and</p> <p>(c) the taking, use, damming, or diversion will change, or is likely to change, the water level range or hydrological function of the wetland.</p>		

#### **DIS60449510 (section 15 discharge permit)**

Under the AUP:OP for Diversion and discharge of stormwater (E8)

<b>Diversion and discharge of stormwater runoff from impervious areas onto or into land or into water or to the coastal marine area pursuant to sections 14 and 15 of the Resource Management Act 1991</b>		
Rule reference / description	Activity status	Comment / details
E8.4.1 (A10) – All other diversion and discharge of stormwater runoff from impervious areas not otherwise provided for	Discretionary	All stormwater within the Sutton Block catchment will be diverted and discharged into the Sutton Block pit. This includes the diversion and discharge of stormwater across the proposed access and haul roads (impervious areas).

#### **DIS60449511 (section 15 discharge permit)**

Under the AUP:OP for Discharge to Air (E14)

<b>Air quality</b>		
Rule reference / description	Activity status	Comment / details
E14.4.1 (A91) - Mineral extraction activities at a rate exceeding 200 tonnes/ hour from any one quarrying process within the Low air	Controlled	The Sutton Block expansion involves the establishment of mineral extraction activities within the SPQZ, including associated generation of dust emissions.

<sup>111</sup> Ibid, footnote 109.

quality – dust and odour area (Quarry)		
E14.4.1 (A91) - Mineral extraction activities at a rate exceeding 200 tonnes/ hour from any one quarrying process within the Medium air quality - dust and odour rural area (Rural)	Discretionary	Approximately 30 ha (28%) of the LOQ footprint is located within the Rural Zoning.

### Existing resource consents

As outlined below, the Applicant currently holds a range of resource consents relating to the operation of the existing quarry and these form part of the existing environment. Some of these existing consents will be relied upon as part of the operation of the Project.

<b>Consent number(s)</b>	<b>Consent type(s)</b>	<b>Expiry date(s)</b>
BUN60409108 (LUC60409170 and DIS60409109)	Consents to replace the existing discharge to air permit (R/REG/2013/5151/1) and for mining extraction activities within the SPQZ.	16 February 2058
BUN60359817 (LUC60359819 and DIS60359818)	Consents to relocate and reorganise Quarry FOH including processing equipment and aggregate storage facilities, parking, materials laboratory, weighbridge, wheel wash, stormwater treatment and various quarry administrative functions. Also authorises the diversion and discharge of stormwater from the FOH area, including water discharged to NT1 stream.	7 October 2055 Lapse date of 7 October 2025
BUN60325729 (LUC60325732, LUC60325732-A and LUS60325733)	Consents to expand existing quarry pit including vegetation and stream removal.	N/A Lapse date of 12 December 2023
24722	Consent to divert the McWhinney watercourse	30 April 2036
26543	Consent to divert surface water in 15 m of an unnamed tributary of the Hingaia Stream through a culvert	30 April 2036
25584	Consent to divert surface water in 330 m of an unnamed tributary of the Peach Hill stream through a constructed stabilised channel.	31 December 2036
9062	Consent to construct an internal haulage road, landscaping earth bund and a new access road to Ramarama Road. Consent was also sought to upgrade the existing access road to serve the block plant.	N/A

<b>Consent number(s)</b>	<b>Consent type(s)</b>	<b>Expiry date(s)</b>
ARC permits 36799, 37315 and 37146	21.4 ha of earthworks associated with existing (retrospective) and proposed overburden stockpiling on the Thorburn Site, and isolated overburden stockpiling elsewhere around the quarry, and surface water diversion and reclamation associated with diversion of 1237 m of Peach Hill stream.	30 January 2045
40317	Consent to take groundwater – authorises the taking and use of groundwater for the purposes of dewatering a quarry and for general site use, dust suppression and stream augmentation purposes. Authorises up to 3700 cubic metres of groundwater to be taken daily. Annual limit (1 June – 31 May) should not exceed 1,350,500 cubic metres.	29 October 2044
ARC permits 15071, 15072, 15073, 15074, 15075 and 15076.	<p>Consent to dam surface water for quarrying operations, specifically:</p> <p>15071: A 4 m high dam catchment 105 ha (top dam);</p> <p>15073: a 2 m high dam catchment 125 ha (bottom dam); and</p> <p>15075: a 1.5 m high dam catchment 125 ha (bottom weir).</p> <p>And consent to take surface water from:</p> <p>Waitangi, Mauku (the two western most streams), Waiuku, Ruakohua and Taihiki;</p> <p>Whangamaire and Whangapouri (the two spring fed streams); and</p> <p>Ngakoroa, Hingaia (the two eastern most streams), Glassons Creek, Drury Creek and Waihoihoi.</p>	<p>31 May 2027 (15071, 15073, 15075)</p> <p>31 May 2025 (15072, 15074)</p>
LU 9565 (as varied by LU 9985)	Consent to create an overburden disposal area including removal of protected vegetation and realignment of a stream at 475 Quarry Road.	N/A Lapse date of 3 June 2015
R/REG/2014/4143	Consent to divert and discharge stormwater from a metallised hard stand area of 4,200 m <sup>2</sup> proposed for aggregate storage.	1 November 2049
R/LUC/2015/2419 and R/REG/2015/2420	Consent to replace sediment control resource consent 13241 to undertake earthworks and land disturbance at the Drury Quarry over an area of 315 hectares and to construct a stormwater pond in the Industrial Zone.	14 August 2045

<b>Consent number(s)</b>	<b>Consent type(s)</b>	<b>Expiry date(s)</b>
R/REG/2015/2514, R/REG/2015/2508 and R/LUC/2015/2513	The placement of managed fill at the existing Thorburn Site and for the placement of approximately 210,000 m <sup>2</sup> of managed fill and clean fill over an area of 3.03 hectares to form the Noise Bund along the northern boundary of the property.	30 January 2045
BUN60078206  (R/LUC/2016/5186, R/REG/2016/5188 and R/REG/2016/5229)	Consent to establish and operate a batching plant producing ready-mix concrete, including the use of land for a new high risk industrial or trade activity, storage and use of hazardous substances, discharge of contaminants from a new industrial or trade activity, and discharge to air for the manufacture of concrete.	25 January 2037
BUN60400412  (LUC60400414, DIS60400413 and DIS60400961)	Consent to construct and operate an asphalt plant on site, including the use of land for an existing high risk industrial or trade activity, storage and use of hazardous substances, discharge of contaminants from a new industrial or trade activity and from combustion activities, and discharge to air for the manufacture of asphalt paving mix.	10 January 2048 (DIS60400413)  10 January 2058 (DIS60400961)
BUN60415900  (LUC60415901, DIS60415902 and DIS60415935)	Consent to construct and operate a perlite processing plant on site, including the use of land for a new high risk industrial trade activity, storage of LPG (hazardous substance), discharge of contaminants from a new ITA, and discharge to air for the processing of perlite.	8 August 2038
LUC60425853	Consent to remove approximately 5,589 m <sup>2</sup> of indigenous vegetation from within the Drury Quarry to enable the extension of the existing quarry pit and quarrying of the western façade, including undertaking compensation revegetation across an area of 4.22 ha and enhancement planting across 0.56 ha.	N/A  Lapse date of 26 March 2029
LUC60325732-A and LUS60325733-A	Consent to change the location of offset (terrestrial and freshwater) planting to elsewhere on the SAL wider landholdings associated with the Northern Pit Extension.	03 April 2025
WAT60277068-C	Variation to conditions to revise daily and annual dewatering quantities, change bore location and trigger values for Drury Quarry. Specifically, to increase the daily consented dewatering rate from 3,700 m <sup>3</sup> /d to 5,750 m <sup>3</sup> /d (including storage) and the annual dewatering rate from 1,350,000 to 2,098,750 m <sup>3</sup> /year, change the authorised drawdown trigger level for monitoring bore SG6, and update the accompanying Monitoring Plan.	