BEFORE THE AUCKLAND UNITARY PLAN INDEPENDENT HEARINGS PANEL

IN THE MATTER the Resource Management Act 1991 and the Local Government (Auckland Transitional Provisions) Act 2010 – Proposed Auckland Unitary Plan

AND

IN THE MATTER of a Submission on the Proposed Auckland Unitary Plan.

Submitter: 4931 North Shore Aero Club

Topic/No: 016&017 RUB North/West and RUB South

STATEMENT OF EVIDENCE OF

Kaaren Rosser

(PLANNING)

16 November 2015

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1. INTRODUCTION

1.1 My name is Kaaren Rosser and I am a Senior Planner at Haines Planning Ltd. I hold the qualification of Bachelor of Science, and a Post Graduate Diploma in Natural Resources, and a Certificate in Town Planning. My qualifications and experience are set out at **Annexure 1**.

1.2 I have read and agree to comply with the Environment Court's Code of Conduct for Expert Witnesses contained in the Court's Consolidated Practice Note. The evidence is within my scope of expertise except where I state otherwise. I have considered and referred to all material facts that I am aware of that might alter or detract from my expressed opinions.

1.3 I attended the area based meeting with Council staff on 21 October 2015 which outlined the position of Council with respect to the Dairy Flat Rural Urban Boundary (RUB) area, however I did not attend the Pre-Hearing meeting.

1.4 I have read the Pre-Hearing Meeting Report, Parties and Issues Report, and Section 32 report relevant to this topic.

1.5 I have read the evidence of David Paul (Council's planning witness, Topic 016 Area Specific - Dairy Flat), and note that he recommends that the RUB area be significantly increased from that in the notified version of the PAUP, to include the Postman Road area, and the area to the south of Bawden Road, referred to as Dairy Flat South Rub extension.

1.6 I have read the evidence of Robert Hillier providing a Geotechnical Overview, Chloe Trenouth providing a strategic overview, Ian Bayliss on the background to the Notified RUB, Dr Fairgray on Economics, and Peter Vari, Eryn Shields, and Trevor Watson on Planning –Sub-regional.

2. SUMMARY

2.1 The purpose of this evidence is to assist the Panel in forming a view on the Hearing Topic 016 RUB North of the Unitary Plan and is on behalf of the North Shore Aero Club (NSAC).

2.2 My colleague Cherie Lane, provided evidence under the Airport Topic and other related topics, outlining the airport's current operations and its business plan for the future. This evidence emphasised the importance of the airport as a regional facility.

2.3 NSAC established in 1963. The Club seeks to maintain a sustainable and viable airport operation that is of value to aviators and the public within the northern sector of Auckland. The NSAC submission therefore seeks to ensure that its current and future operations are provided for within the PAUP in a manner that recognises and supports its function and role as a regional airport facility, and as an important part of Auckland's infrastructure.

2.4 In response to the evidence of David Paul, NSAC maintains that the location of the RUB should be amended to provide a buffer around the airport, in accordance with **Annexure 2**. I do not agree that the structure planning process will address all the reverse sensitivity issues, or that such a reliance on the possible business land use as a mechanism for solving these issues is the best course of action. My evidence sets out the reasons for this conclusion.

2.5 It is welcomed, however, the inclusion of land in the Dairy Flat South area to the RUB. An area of this size and location, will better provide for a compact urban form that is sufficiently removed from the airport and the Redvale landfill.

2.6 Research shows that "allowing incompatible real-estate development around airports signals the first step toward closing the airport" (Esler, 2006). Esler also states that airports should be considered as a public gateway, a hub of commerce,

and your community's front door to the world, and also comments that airports also serve as lifelines, in an emergency. The evidence of Dave Park outlines the importance of the airport in the New Zealand context, and why the airport is a facility that needs recognition.

2.7 NSAC maintains that the most appropriate zoning surrounding the airport is a rural zoning (apart from the Aeropark, which maintains its specific rules through the Dairy Flat precinct). However, to achieve some certainty for the airport's future operations, it will work with all parties that are eventually included in the RUB to plan the appropriate zones, uses, and control mechanisms within the land of concern around the airport.

2.8 With this in mind, I propose a precinct for the eventual Dairy Flat RUB, for which there shall be an overall rule to provide a single structure plan for the area. This is to ensure that 'piecemeal' development by virtue of smaller private plan changes do not happen for the area, in order to create the compact urban form that is being sought in an integrated land use manner, while dealing with the reverse sensitivity issues of the airport, land fill and motorway. It will ensure the comprehensive planning of the entire Dairy Flat area.

It is apparent to NSAC that the Council will be put under extreme pressure by landowners and developers to bring land within the RUB 'on-stream' before the timeline proposed by the Future Urban Land Supply Strategy. This will undermine the Council aim of achieving quality urban intensification, integrated with the delivery of infrastructure.

3.0 RUB Policy Framework

3.1 I consider that the Council has not duly considered the importance of the regional infrastructure, including the airport, when determining the proposed RUB area. Chloe Trenouth in her evidence considered it appropriate to exclude areas from urban development to protect rural productive values, and significant environmental

values. She does not give any recognition or consideration to the importance of infrastructure, and where it is appropriate to exclude areas nearby from urban development due to reverse sensitivity issues.

3.2 Ms Trenouth refers to the RUB determination criteria (assuming those listed in the Section 32 report) for analysing the RUB locations, which in my opinion do not address this issue well. The Section 32 report's Planning Principles for RUB identification, barely mentions reverse sensitivity issues. I consider that the costs of losing the airport in this location, need to be given greater weight. To support this reasoning, the evidence provided by North Shore Aero Club outlines the benefits, and the resource, provided by the airport.

3.3 The Interim guidance on Best Practice Changes to the RUB, also states that a change to the RUB "avoids where possible: (b) conflicts between residents and infrastructure." The track changes for the Infrastructure topic provide policies and objectives that recognise the benefits of infrastructure and the adverse effects on infrastructure from subdivision, use and development of land. In my opinion, these provisions have not been accorded sufficient emphasis in determining the RUB location, due perhaps to the presumption that business land will be a suitable urban outcome. While this is true for some airports, further consideration should be given to North Shore Airport due to its significant use as a pilot training facility, and the safety of persons on the land in the event of an emergency. As the evidence of Mr Gillett demonstrates, sparsely populated land (best achieved by a rural zoning), allows these adverse effects on this significant infrastructure to be managed.

3.4 I am cognisant of the suitability of the land around the airport for urban development in terms of the other RUB determination criteria, and the pressure for Auckland Council to provide for housing. However, the Council's evidence for the extended RUB location does not give enough weight to the Interim Guidance or the effects on the infrastructure that will arise by enclosing North Shore Airport within a RUB.

These are aspects that could be expected to be further evaluated as required by Section 32AA of the Resource Management Act.

4.0 Regional Importance of North Shore Airport

4.1 The current business of the airport and its likely future business, has been previously outlined to the Panel. Further information provided in the evidence from Daryl Gillett, Joe Smith, and Dave Park, emphasise the context of the airport from a national and regional perspective. The airport has secured land to provide for the maintenance of their current operations, and to improve their current runways. This is in response to current, and expected future business demands.

4.2 What is not generally appreciated is that up to 80% of aircraft at a general aviation airport (such as North Shore Airport), are used for business purposes (FAA Report - Land Use Compatibility and Airports). Economically, a variety of business activities take place at the airport, and there are economic effects that are enabled by the connections and interactions created by the airport, but not necessarily directly associated with it. This will only continue in the future, provided appropriate land uses are facilitated around the airport. The evidence of Joe Smith provides more information with respect to this.

4.3 It is undeniable that North Shore Airport is strategically placed to act as a regional hub for Auckland. Contemplated population growth will place pressure on the airport to provide for smaller regional domestic routes to service the public north of the CBD, from where it is inconvenient (or nearly impossible) to access Auckland Airport in a timely fashion. Considering that Whenuapai Airbase is to remain a Ministry of Defence base for the foreseeable future, and existing community opposition would never contemplate a fully commercial operation at that location, it is imperative that economic and land use tools align to allow for the required growth of North Shore Airport.

5.0 The RUB location and Safety

5.1 Daryl Gillett, the Chief Flying Instructor for North Shore Aero Club, has provided evidence which outlines the risks of operating an essential pilot training facility. His evidence provides a flight circuit diagram which I have attached at **Annexure 3.** The NSAC submission outlined where a 'no build' area needs to be located for emergency landings. It should be re-iterated that the CAA in its 'Guidance Material for land use at or near aerodromes' dated June 2008, recommends a runway protection zone which is restricted to land uses such as agriculture, golf courses, or similar uses that do not involve congregations of buildings or people.

5.2 In my view, removing the RUB from the area shown on **Annexure 2** would provide the most surety to the airport's future operations, and govern the land use choices of nearby land owners, and thereby the economic pressures to develop, while providing for residents safety. The buffer around the airport has been extended since the submission to the PAUP, to account for the evidence relating to flight circuit safety.

5.3 While it is unpalatable to contemplate, the loss of life is a difficult cost to judge when providing for the living environment of many. Mr Gillett's evidence points to 11 accidents within the circuit area since 1994, with suitable crash landing areas available to survive the accident. If a fatal accident eventuated with loss of life of people on the ground, it may be the death knell for an airport surrounded with urban uses.

6.0 The RUB location and Aircraft Noise

6.1 The impact of noise on the health and well-being of people has been well documented under previous topics. However I would like to draw the attention of the Panel to the outcome of the Expert Conference for the Airport Topic (Topic 045) consisting of noise experts which agreed that 'the intensification of population

density in aircraft noise areas should be avoided', and that 'rezoning from a Rural Zone to a Future Urban Zone should be avoided inside the 55 dB Ldn.'

6.2 Steven Peakall provided expert noise evidence for North Shore Aero Club on the Airport topic (Topic 045) and stated that noise insulation alone would not address noise issues for the following reasons:

- "This is contrary to the provisions of NZS 6805, particularly for noise exposure levels in excess of 65 dB Ldn, where avoidance/prohibition of such noise exposure is recommended
- I consider sound insulation to be the option of last resort, primarily because it does nothing for outdoor amenity, which is an important component of the New Zealand way of life and has no effect if people open their windows
- Reverse sensitivity issues would likely increase, as less stringent 'activity status' would allow more noise sensitive development to occur, thus exposing a larger number of people to higher noise levels. This would give rise to higher numbers of people being annoyed by aircraft noise and likely to complain about airport noise."

The evidence of Mr Peakall, and the agreement of the noise experts, in my opinion, concurs with the concept of rural zoned land around the airport providing the best means of controlling reverse sensitivity effects. I consider that even business zoned land will allow uses that may lead to complaints and the possible curtailment of airport operations.

7.0 Reverse Sensitivity Complaints

7.1 It should be noted that due to the flight training component of the airport, noise complaints in the past have not always arisen from properties within the noise contours. Properties within the flight circuit, particularly near the Blackbridge Road and Dairy Flat Highway intersection, have previously complained of airplane noise.

This issue reinforces the necessity of rural zoned land beneath the main flight circuit, as shown in **Annexure 2.**

7.2 In his evidence for Auckland International Airport for the 045 Airport Topic, Graham Matthews provides some detail on the cost of complaints to Auckland International Airport. He refers to the costs arising from district plan reviews, becoming involved in consent applications, the investigation and measurement of noise from complaints, and resourcing liaison groups, along with payment for acoustic treatment of some buildings.

While the scale of Auckland Airport is considerably larger, it shows what the future may hold for North Shore Aero Club. Taking into consideration the current flight training emphasis of the airport, and its likely future commercial growth, the impact of 75,000 more people in the Dairy Flat area, a regional airport could expend considerable cost on complaints. For an airport of this size, the cost of complaints may become intolerable.

7.3 The evidence of Joe Smith (President and recent Club Manager) outlines the issues that the airport has had to confront in relation to the use of land for the 'Aeropark' (referred to in the PAUP as the Dairy Flat precinct). Even with a sound zoning framework in place, the intended outcomes are not always certain. Where 'aviation friendly' neighbours were anticipated under the special zoning, the subdivision thus far has resulted in a design that has caused operational issues for the airport.

7.4 In my opinion, it is good planning practice to zone the land appropriately at the outset, giving a reasonable certainty of expectations for land use for property owners, that will guide appropriate investment decisions. In this case, rural zoned land around the airport, outside the RUB, would be the best outcome for the operational needs of the airport.

8.0 Structure Planning

8.1 While the NSAC advocates a rural land zoning immediately around the airport, I appreciate that there is the possibility that the Future Urban zone may extend closer than is ideal. Given that the RUB proposed by the Council extends far wider than was notified, the NSAC is concerned that the structure plan process can, in reality, actually deliver on the assurances put forward by David Paul to address the reverse sensitivity issues. Therefore, I consider that the best way for all the issues in the area to be considered equitably is to ensure that one structure plan (as part of the current RUB planning process) carefully plans and provides for the development of the greenfield land in relation to the approved RUB area.

8.2 The proposed precinct provisions are attached at **Annexure 4** and require that land within the precinct is subject to one structure plan process. As mentioned in the summary, this will allow the right mix of zones, over an area of sufficient size and scale to apportion more suitable land uses around the airport. The structure plan will also be able to provide for reverse sensitivity issues near the Redvale landfill, and the motorway.

8.3 I also consider that the Council should investigate a sub-precinct which addresses some of the reverse sensitivity effects arising, similar to that proposed by NZDF at Whenuapai air base. The location of this sub-precinct would accord with the flight circuit location detailed at Annexure 3. The purpose of the sub-precinct would be to ensure that no-complaint covenants were established within the flight circuit area.

References

1. Why Your Community Needs its Airport – David Esler 2006 (aviationweek.com)
2. Land Use Compatibility and Airports, a Guide for Effective Land Use Planning – Federal Aviation Administration

Annexure 1

Qualifications, Expertise and Experience

QUALIFICATIONS AND EXPERIENCE: Kaaren Adriana Rosser

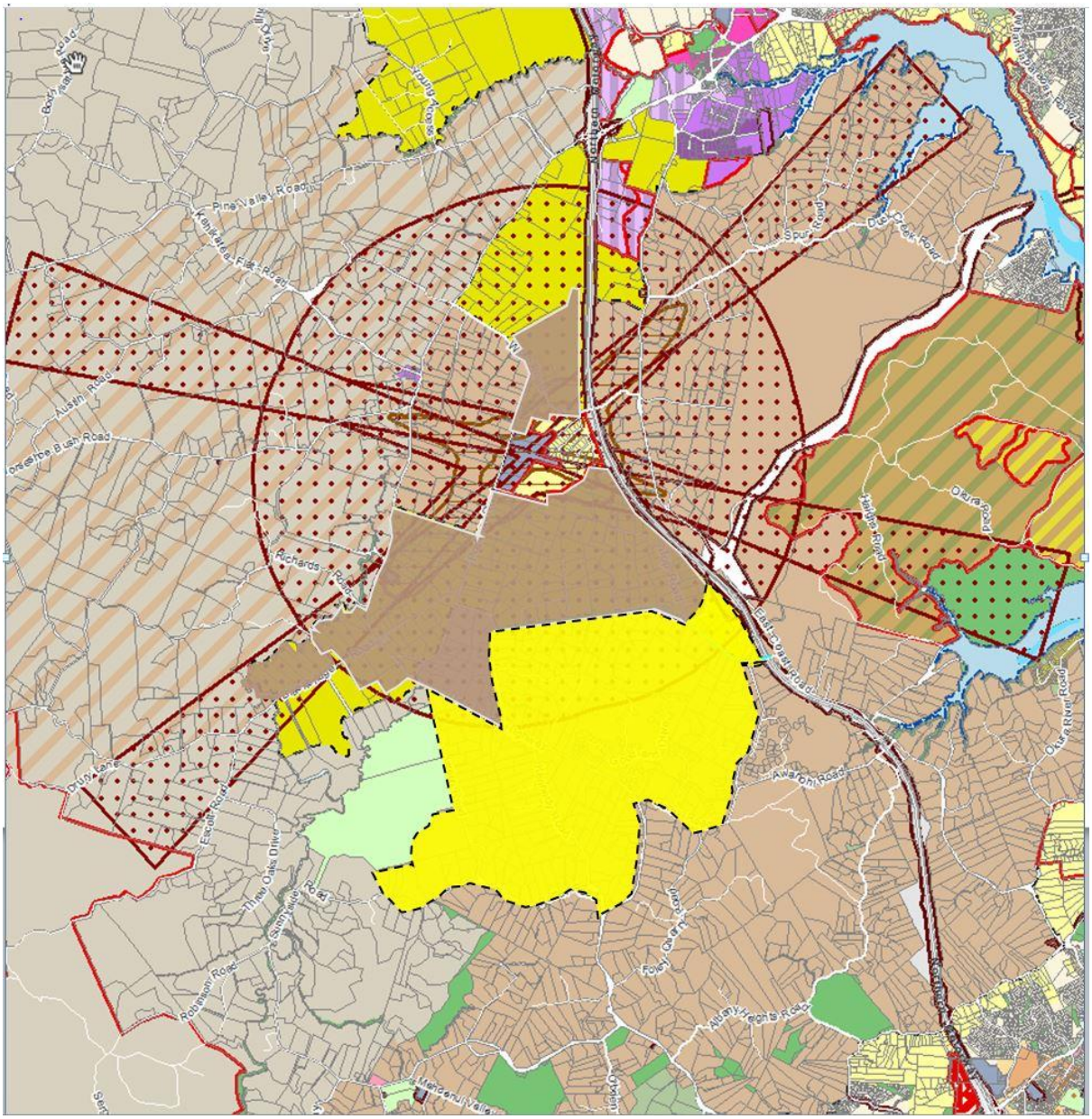
1. My full name is Kaaren Adriana Rosser. I am currently employed by Haines Planning Consultants Limited as a Senior Resource Planner. From 2007 until August 2015, I was employed as an Intermediate Planner in the Northern Resource Consents team at Auckland Council. Prior to this employment, my planning work experience included five years employed by North Shore City Council in Resource Management Planner and Senior Planner roles, and 18 months working for Oxford City and Wokingham District Council's (England).

2. I hold a Bachelor of Science from the University of Waikato majoring in Earth Sciences. I hold a Post-Graduate Diploma in Natural Resources from the University of Canterbury, and a Certificate of Proficiency in Planning at Auckland University.

3. My planning experience has involved the environmental assessment of land use applications in both urban and rural settings. My experience includes medium density residential developments, park, roading, and stormwater infrastructure consents. I also led the team advising customers of any planning issue within the North Shore area.

Annexure 2

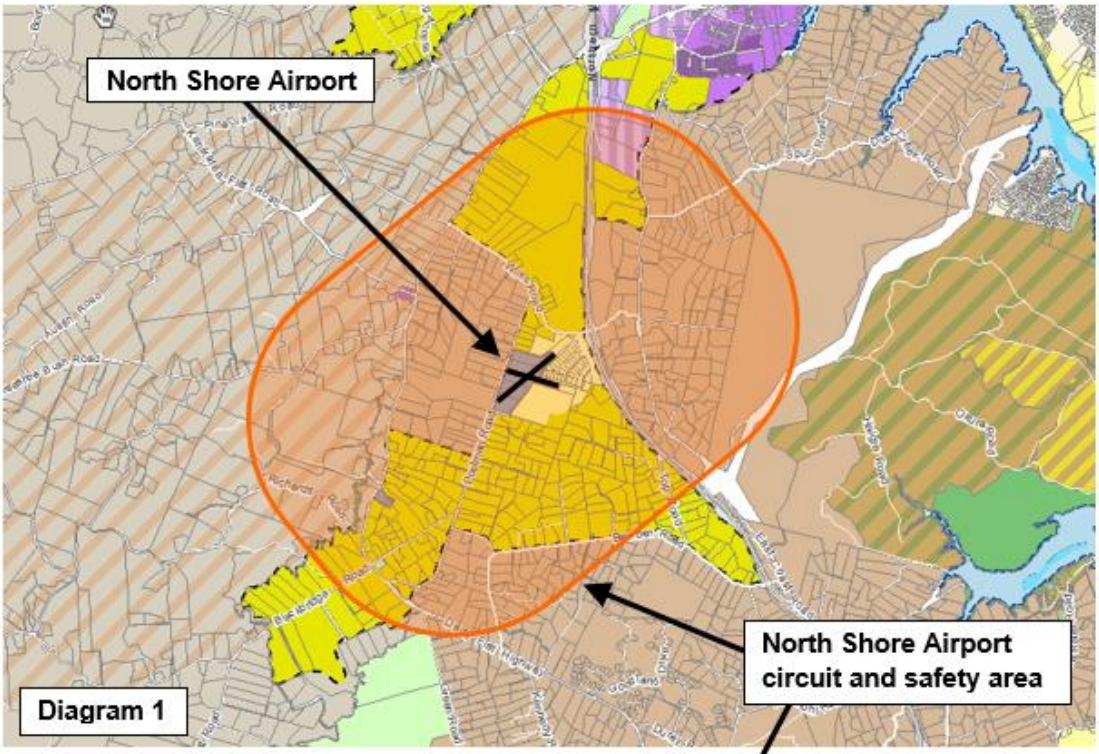
NSAC proposed RUB location

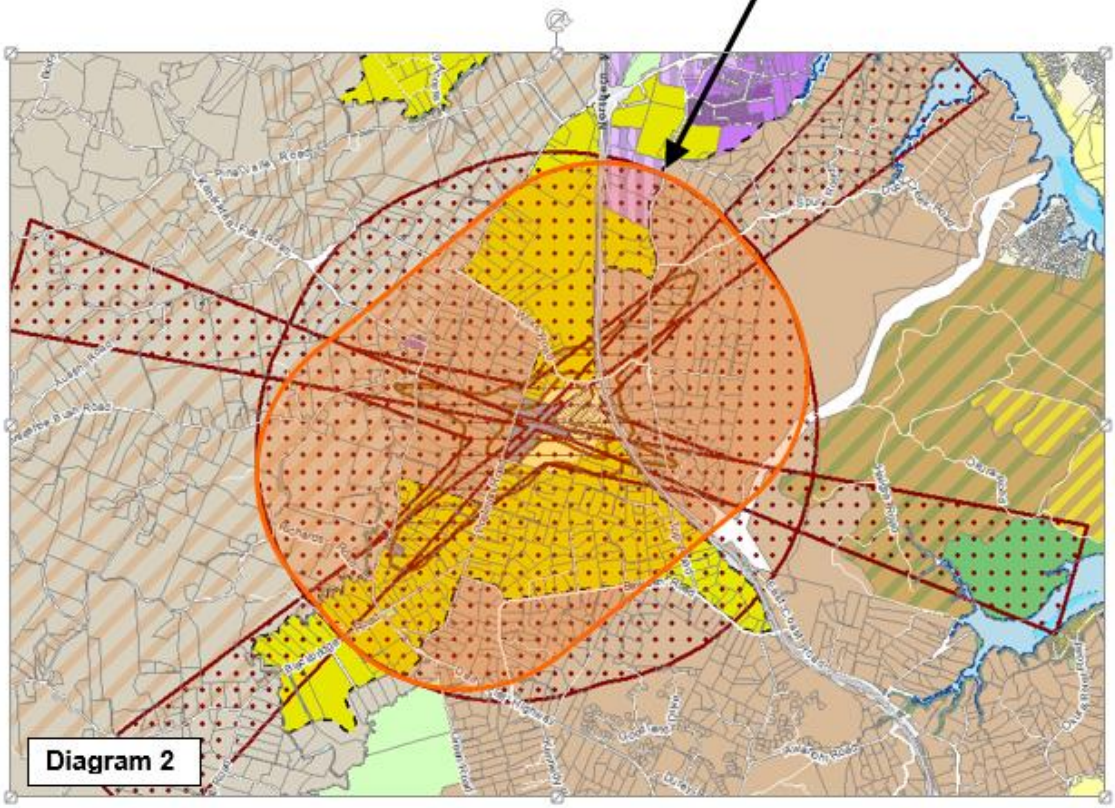


Proposed RUB location around North Shore Airport

Annexure 3

North Shore Airport Flight Circuit diagrams


North Shore Airport
North Shore Airport circuit and safety area
Diagram 1


Diagram 2

Annexure 4

Proposed Precinct provisions

Proposed provisions – new precinct (Dairy Flat RUB)

Precinct description

The purpose of this precinct is to manage the structure plan process for the urbanisation of land within the Dairy Flat Future Urban zone, or RUB. The area requires comprehensive planning via a single structure plan to account for reverse sensitivity issues on the North Shore Airport, the Redvale landfill, and the northern motorway, associated with urban development and intensification in the surrounding area. It will also enable full integration and sequencing with other infrastructure and achieve the best use of land.

Objectives

1. The planning and timing of development occurs in a manner that recognises the presence, ongoing operation and strategic importance of North Shore Airport and Redvale landfill.

2. The development of the Dairy Flat FUZ enables a quality compact urban form that avoids effects on significant infrastructure.

Policies

1. Urban development shall only occur following a single structure plan and plan change process for the whole of the Dairy Flat Future Urban zone.

Rules

The activities, controls and assessment criteria for the underlying zone apply in addition to the provisions below. Refer to planning maps for the location and extent of the precinct. The rules within this precinct apply

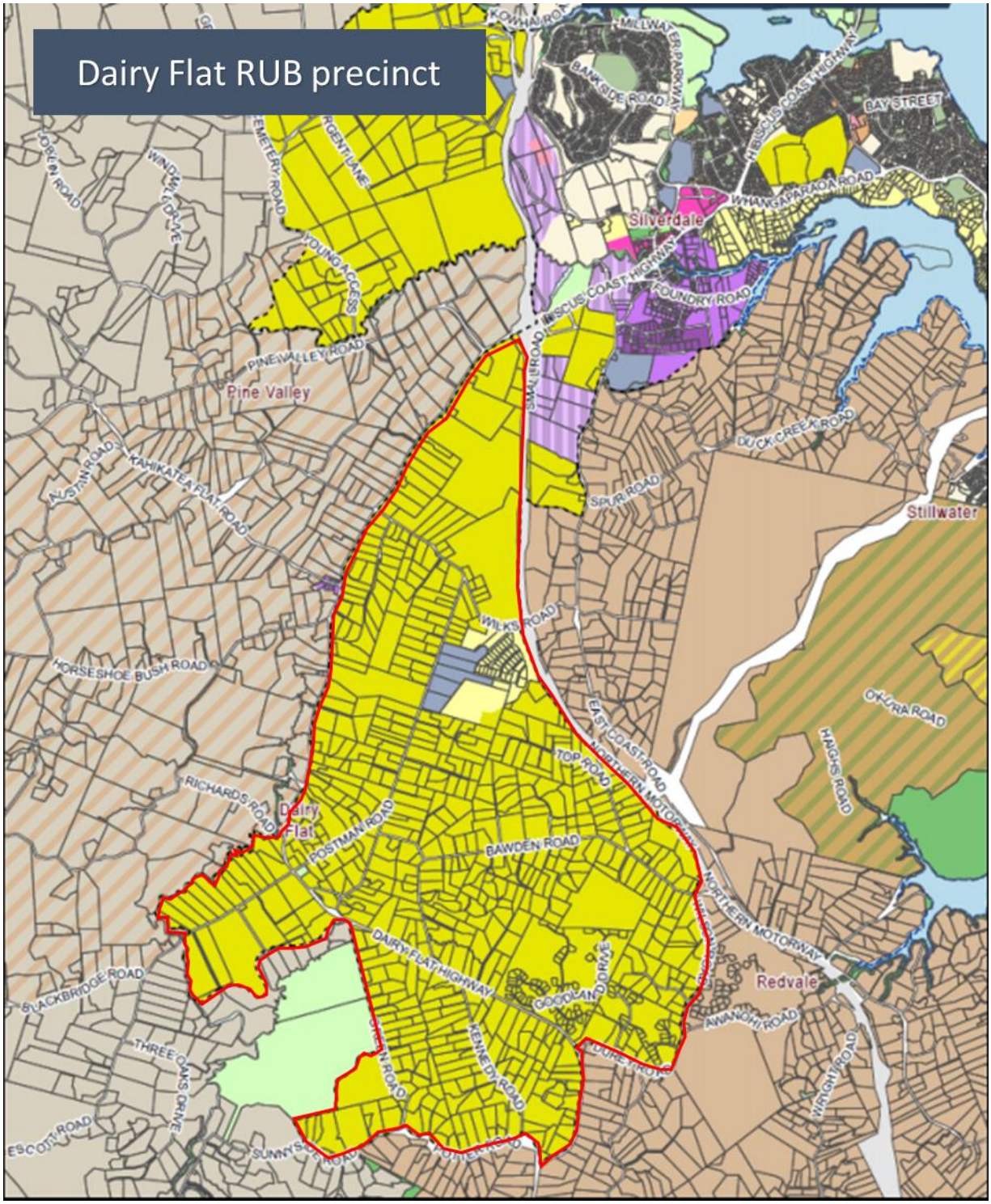
1. Activity table

The following table specifies the activity status of activities in the Dairy Flat RUB precinct.

Activity	Activity status
A structure plan, amendments to an approved structure plan, or replacement structure plan complying with clause 1.2 below.	P
A structure plan, amendments to an approved structure plan, or replacement structure plan not complying with clause 1.2 below.	NC

1.2 Structure Plans

A structure plan, amendments to an approved structure plan, or replacement structure plan must apply to the entire precinct.


Dairy Flat RUB precinct
Silverdale
Pine Valley
Dairy Flat
Redvale
Stillwater
BAYSIDE ROAD
BAY STREET
WHANGAPARAOA ROAD
FOUNDRY ROAD
PINE VALLEY ROAD
AUSTIN ROAD
KAHIKATEA FLAT ROAD
HORSESHOE BUSH ROAD
RICHARDS ROAD
POSTMAN ROAD
WILKS ROAD
SPUR ROAD
DUCK CREEK ROAD
EAST COAST ROAD
TOP ROAD
BAWDEN ROAD
DAIRY FLAT HIGHWAY
GOODLAND DRIVE
KENNEDY ROAD
OKURA ROAD
HAIGHS ROAD
AVIANOHI ROAD
WRIGHT ROAD
BLACKBRIDGE ROAD
THREE OAKS DRIVE
ESCOTT ROAD
SUNNYSIDE ROAD