

# 28, 30, 66 & 76 Crestview Rise, 170 Settlement Road Papakura

## Proposed Plan Change

### Landscape and Visual Effects Assessment

Prepared for Harbour View Heights Limited

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## Document Control

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*(Cover photograph: View from Crestview Rise looking towards the site)*

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## 1. Introduction

- 1.1. Reset Urban Design Limited ('Reset') has been engaged by Harbour View Heights Limited ('the applicant') to undertake a Landscape and Visual Effects Assessment ('LVA') for a Proposed Plan Change of a 3ha area of land at 28, 30 and 66 Crestview Rise, Papakura (otherwise referred to as 'The Site' in this report).
- 1.2. The Site is currently zoned 'Rural – Countryside Living Zone' within the Auckland Unitary District Plan (Operative in Part). This zone provides for rural lifestyle living in identified areas of rural land which are generally closer to urban Auckland. There is a diversity of topography, land quality and landscape character within the zone which results in a diversity of site sizes. The zone is the receiver area for transferable rural site subdivision from other zones.
- 1.3. The site also currently sits just outside the Rural Urban Boundary (RUB), a boundary that was previously established as the Metropolitan Urban Limit (Papakura District Council). Its purpose is to help achieve well-planned, efficient urban development; conservation of the countryside and its productive rural landscape; and, improve certainty about the sequenced provision of infrastructure to support growth and development in existing urban and greenfield areas.
- 1.4. The Proposed Plan Change proposes to rezone the Site to a 'Mixed Housing Urban' zone, taking into consideration the proposed PC78 intensification outcomes and the new MHU zoning of the surrounding suburb, as well as the suitability of the land for urban development.
- 1.5. This LVA report assesses the landscape and visual effects of the proposed MHU land use on the immediate and surrounding character of the environment, recognising that the potential for land use change from rural to urban is to be assessed on a site by site basis.
- 1.6. This assessment includes the following:
  - Briefly describes the Site and its landscape setting;
  - Analyses the Proposed Plan Change development outcomes;
  - Describes the nature of the Proposed Plan Change and the ways in which landscape attributes and visual amenity are provided for;
  - Sets out an assessment of the potential landscape and visual effects in respect of the Proposed Plan Change.

## 2. Methodology

- 2.1. The methodology follows the concepts and principles outlined in *Te Tangi a Te Manu – Aotearoa New Zealand Landscape Assessment Guidelines, Tuia Pito Ora New Zealand Institute of Landscape Architects, July 2022*. For the preparation of this Assessment of Landscape and Visual Effects the following steps were undertaken:
- Background desktop research and documentation of site location and context, including statutory context.
  - Site investigations and photographic recording (12<sup>th</sup> & 26<sup>th</sup> October 2023).
  - Identification and analysis of existing landscape and urban values including bio-physical values, cultural values, and visual amenity values where appropriate.
  - Identification of the visual catchment and viewing audience of the Site.
  - Review of the Proposal to assess the possible landscape and visual impacts.
  - Analysis of representative viewpoints looking at visual changes that are likely to occur as a result of the Proposal and assessing the overall sensitivity of viewpoints to visual change.
  - Consideration of measures to avoid, remedy, and mitigate potential adverse effects, and to promote positive effects.
- 2.2. In assessing the extent of effects, this report uses the seven-point scale recommended by Tuia Pito Ora/NZILA. The scale of effects rating ranges from very low, low, low-moderate, moderate, moderate-high, high, and very high. The effects ratings and definitions are provided within **Appendix 1**.
- 2.3. Viewpoints were selected to represent a range of views where the Site is visible. These locations were firstly selected based on a desktop study, followed by location visits to confirm suitability. The viewpoints provide a range of distances, from immediate to mid-ground, and cover a range of viewing orientations. Viewpoint locations have been plotted as accurately as possible from aerial imagery, and GPS (Refer **Appendix 2**).
- 2.4. Prior to conducting the assessment, a desktop study was completed which included a review of the relevant information relating to the landscape and visual aspects of the proposal. This information included:
- Auckland Unitary Plan (Operative in Part) (AUP (OP)).
  - Auckland Council GIS information (aerial imagery, contours, zoning)
  - Proposal Drawings including proposed zoning plan (prepared by Urban Form Design).
  - Ngaati Te Ata Waiohua CVA Report Sept 2023
  - Te Akitai CVA Report Sept 2023
  - Ecological Report (prepared by Bioresearchers, May 2023)
- 2.5. The desktop study was also undertaken to determine likely viewing audiences, landscape character types, prominent ridge lines/landforms and the planning context of the Site and surrounding area. This information collected was used to inform site visits to the Site, and the surrounding area, on the 12<sup>th</sup> and 26<sup>th</sup> October 2023.

### 3. The Site and Surrounding Environment

#### Location

- 3.1. The Site is located approximately 3.0km from the Papakura Town Centre. It is situated on the eastern side of urban Papakura at the foothills of Pukekiwiri.
- 3.2. Papakura is one of Auckland's least populous local board areas with a population of 69,300 that is forecast to increase to 95,000 by 2048. Papakura was Auckland's fastest growing local board area between 2016 and 2021.
- 3.3. Papakura spans across the inlets and foreshores of the Manukau Harbour, stretching from the Papakura Stream north of Takanini to Drury village in the south. It is largely suburban, but there are also fertile plains and rolling hills leading out to the nearby Hunua Ranges. Red Hill was a key viewpoint for local Māori and Pukekiwiri Paa provided a strategic wide outlook on the rohe (area).



Figure 1 Site Location

#### The Site

- 3.4. The Site comprises 3ha over three lots (Lot 123, 124 and 127). The Site slopes up from Crestview Rise at an RL of approx. 70.0m to its rear boundary at an RL of approx. 80.0 – 85.0m. The sloping landform is part of a wider volcanic landform of Pukekiwiri, comprising a series of ridges and gullies extending to the north and west.
- 3.5. The Site is irregular in shape but generally has a west-east layout and elevated northerly aspect. The Site is considered as comprising of two distinct development 'identity areas' – an eastern (Crestview Rise) and a western (Kotahitanga Street) development area. The eastern development area (comprising a northwest facing slope) is the more elevated and visually prominent portion of the Site. The western development area, comprising a west facing slope, backs onto an area of existing development and bush gully, and is relatively inconspicuous. The eastern portion of the Site will afford expansive views back across the wider isthmus.
- 3.6. The Site has been extensively modified to allow for development on adjacent sites along Crestview Rise. The Site was historically in pasture land and has remained that way as Papakura has developed over the last 20 years. There is no existing vegetation of value on the Site apart from the existing bush areas located in Lot 127 and Lot 124.



Figure 2 Site Extent

- 3.7. The built form character of the immediate area is typified by an early 2000's residential suburban development comprising of smaller lots, typically 200m<sup>2</sup>, two storey dwellings, smaller yards, 'simplified' architectural forms, limited garages, and relatively narrower streets.
- 3.8. Keri Vista Rise to the north of the Site, was developed over several years from 2000-2013. This developed occurred on a similarly elevated landform/lower ridgeline. The zoning under the then Auckland Council District Plan (Papakura Section) was *Urban Residential 3*. There was an area of zoning *Urban Residential 3 Ridgeline* which acknowledged the ridge landform, however the area has not been carried through to the current Auckland Unitary Plan, and there are no Ridgeline Protection overlays in this area.
- 3.9. Currently the Site is predominantly covered in gorse and weed species. There are no existing buildings located on the Site. To the south western portion of the Site the existing bush area is visible with vegetation raising above the contours. The Ecological Assessment of the existing bush area concluded that *overall, the vegetation and habitats are of low value*<sup>1</sup>. The regenerating broadleaved species scrub / forest was considered to be compositionally weedy, partly as a result of being a component of a narrow finger of regenerating vegetation with high edge exposure. *While the vegetation is generally young and weedy, it does benefit from connectivity to higher value vegetation to the east, including kauri, podocarp, broadleaved forest that represents a potential, much higher future state of this vegetation, with appropriate enhancement and management*<sup>2</sup>.
- 3.10. Along the elevated southern boundary of the Site are four dwellings. These dwellings are located at 182, 186, 188, & 190 Settlement Road. The dwellings sit within the Countryside Living Zone and are setback approximately 20+m from the southern property boundary of the Site.
- 3.11. The Site has not been identified as an Outstanding Natural Feature (ONF), Outstanding Natural Landscape (ONL), or as a Significant Amenity Landscape within the Unitary Plan. There are no Ridgeline Protection Overlays or viewshaft overlays. The Site does not have any Significant Ecological Area (SEA) overlays, however patches of SEA are located northwest of the Site along the Kaipara Rd ridgeline.

<sup>1</sup> Ecological Assessment of Forest adjoining 28, 30 and 66 Crestview Rise, BioResearchers 15 May 2023

<sup>2</sup> Ecological Assessment of Forest adjoining 28, 30 and 66 Crestview Rise, BioResearchers 15 May 2023

3.12. The Site is not considered to have 'rural' character or values. This is largely due to the Site's being north facing, and sloping towards the surrounding urban, built form, context. The Site does not demonstrate the following typical rural characteristics identified by AUP:

- *A predominantly working rural environment;*
- *Fewer buildings of an urban scale, nature and design, other than dwellings and their accessory buildings and buildings accessory to farming;*
- *A general absence of infrastructure which is of an urban type and scale;*
- *A sense of openness and spaciousness due to the lack of development and structures;*
- *Established and mature vegetation consisting of shelterbelts and stands of trees<sup>3</sup>.*

### Landform + Features

3.13. The Site is set within the context of a sloping landform with a ridge positioned south of the Site, in a east to west orientation. The Site slopes up from Crestview Rise at an RL of approx. 70.0m to its rear boundary at an RL of approx. 80.0 – 85.0m. The sloping landform is part of a wider volcanic landform of Pukekiwiriki, comprising a series of ridges and gullies extending north and west. The nature of the landscape and topography allows for views into and across The Site from predominantly northern and western aspects. The Site is not largely visible from the south due to the topography.

3.14. In a wider context, the Pukekiwiriki foothills to the east provide a well-defined landscape and visual backdrop to the generally lower lying land of Papakura. The hills defining the skyline to the Papakura area rise to a high point of 250m, with the Hunua Ranges further in the distance.



Figure 3 Landform (google earth)

<sup>3</sup> Auckland Unitary Plan H19. Rural zones



## Cultural Values

- 3.15. Separate CVA's have been prepared by Mana Whenua which provide relevant details on the cultural values of the area.
- 3.16. Pukekiwiriki Paa, located to the south of the Site, is a taonga of cultural, historical, archaeological, and geological significance. Mana whenua are kaitiaki of Pukekiwiriki Paa. Mana whenua can trace their use of and connection to the paa back through their whakapapa. Pukekiwiriki Paa was one of the most strategically important locations in South Auckland. It was part of a much wider network, connected by ara hiikoi (traditional pathways) to the Hunua Ranges, Wairoa River, the Bombay Hills (Pukerewa) and the Waikato. The paa was also connected directly by tracks to other nearby villages, the food sources of the bush on the Papakura flats, and the kaimoana of the Manukau Harbour.
- 3.17. The traditional name for the Papakura District is Wharekawa. It has been the home for a number of Maori iwi and hapu, including Ngati Tamaoho, Ngati Akitai, Ngai Tai and Ngati Pou. The people of Wharekawa derived mana from their association with the Manukau Harbour and also from Hunua which supplied all their needs and is a great taonga for them.
- 3.18. The village of Papakura was established in the late 1840s by the early settler families of Cole, Willis and McLennan. Welsh settler George Cole purchased 220 acres in 1845 near the present centre of Papakura. Subdivision of the Papakura village reserve into town lots occurred in 1853 and the plan of the original subdivision closely resembles the present layout. In the 1890s Papakura did not present the appearance of a developed outpost of Auckland. A cluster of shacks spread from the old mill site in Coles Crescent to the Presbyterian Church, and from there a straggle of homes and commercial premises, separated by wide gaps, extended along Great South Road. The 1914 census recorded only 700 permanent residents of Papakura. Over time the area has been subject to Auckland's urban growth and development. Over recent years, Papakura has undergone significant residential development, and this is set to continue into the future.
- 3.19. Ngāti Te Ata will not support any Proposed Plan Change that adversely impacts upon Pukekoiwiriki (Pukekiwiriki Pā) sightlines and viewshafts nor adversely impacts upon the Otuwairoa, Waipokapū (Hays Stream) and Mangapū (Symonds Stream). The proposal to restore and enhance planting and extend the bush area over the brow of the ridge and protect in perpetuity is supported.
- 3.20. There are currently no sites of significance within the Site that are formally recognised and protected through planning provisions under the AUP.

## Land use, Zoning & Character

- 3.21. The Site sits among established, new residential and rural residential land uses. To the north of the Site sits a new residential development located along Crestview Rise, with lot sizes of approximately 200-300m<sup>2</sup>. Further north is the older residential area around Keri Vista Drive.
- 3.22. The east and south of the Site is surrounded by Rural – Countryside Living zone, with rural residential properties scattered among the rising hillslopes.
- 3.23. The Papakura Metropolitan Centre is located approx. 3.0km to the west of the Site. Higher density residential is provided for closer to the centre, radiating out towards the east. There are numerous reserves and open spaces in close proximity to the Site.
- 3.24. North and west of the Site the landscape is characterised by residential urban form sweeping down from the surrounding foothills to the Manukau Harbour in the far distance. New two storied duplex buildings characterise the immediate foreground, with older (typically single unit per lot), more established residential neighbourhoods extending beyond at lower levels.
- 3.25. South and east of the Site, the landscape is characterised by countryside living, including dwellings of varied architectural styles nestled in amongst a mixed exotic and native vegetative framework. Dwellings are predominantly located on or near ridgelines (correlating with accessible roading), taking

advantage of aspects and the outlooks afforded. These houses are visible and in places interrupt the horizon. However, the visual composition of these houses is fragmented by their varied topographical levels, their varied rooflines/pitches/colours and by the heavily vegetated setting.

- 3.26. The eastern portion of the Site is accessed via Crestview Rise, and the western portion of the Site being accessed via Kotahitanga Street off Crestview Rise. Crestview Rise connects to Settlement Road, a key arterial road and bus route connecting into central Papakura.
- 3.27. The varying housing character throughout the wider area reflects the transition in housing typologies over time in different areas and development cycles over the last twenty years.
- 3.28. Papakura District has, in general, a typical suburban landscape interspersed with a number of significant features. The distant Hunua Ranges and the low areas of the Takanini-Clevedon Valley constitute landscapes which provide interest and relief for the balance of the District. Within urban Papakura, localised areas, though less spectacular, still provide significant amenity qualities and open spaces.

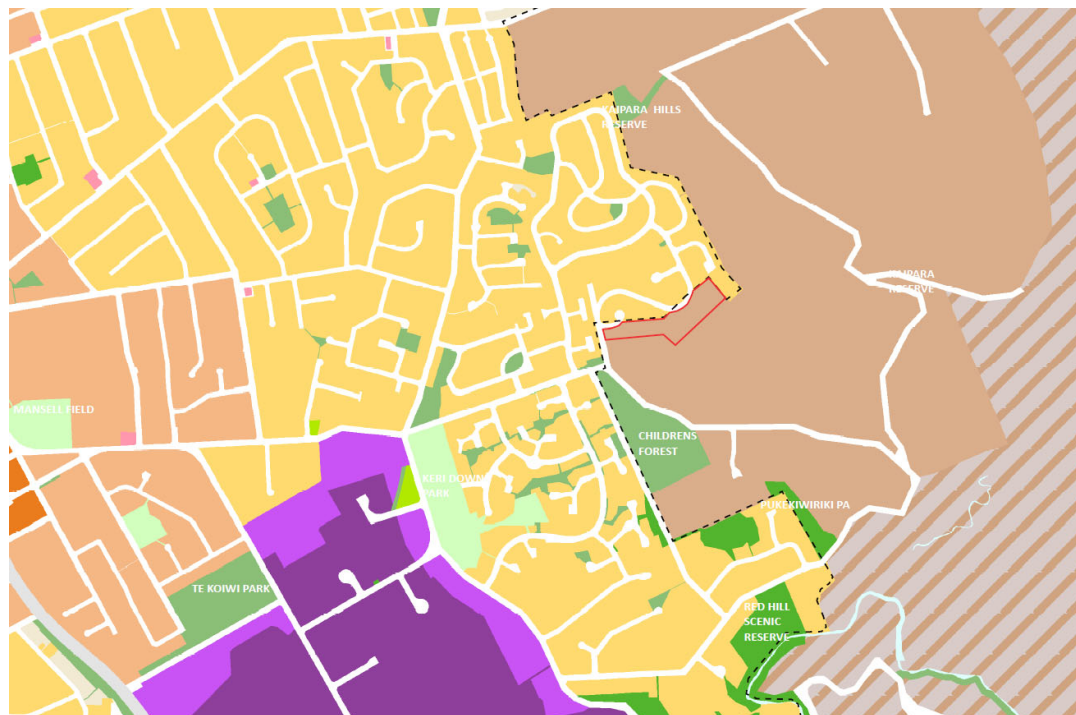


Figure 4 Zoning (Site outlined in red)

## 4. Statutory Context

4.1. The following is a summary of the relevant provisions that have informed this assessment, in terms of landscape and visual effect considerations. Relevant Documents include:

- Resource Management Act 1991(RMA)
- Auckland Council Unitary Plan (Operative in Part)

### Resource Management Act 1991 (RMA)

- 4.2. Part 2 of the RMA sets out the purpose and principles of the Act. Section 5 states that the purpose of the RMA is to promote the sustainable management of natural and physical resources.
- 4.3. Section 6 sets out the matters of importance that must be recognised and provided for in achieving the purpose of the RMA. The protection of outstanding natural features and outstanding natural landscapes from inappropriate subdivision, use and development is identified as a matter of national importance in section 6(b). There are no outstanding natural features or landscapes (ONF/L) within the Site, or in close proximity, with the closest being the Hunua Ranges, 12km to the east of the Site. The ONL is not affected in any way by the proposal.
- 4.4. Another matter of national importance is the preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins and the protection of them from inappropriate subdivision, use and development as identified in section 6(a). The Site is not located in the coastal environment and does not contain any wetlands, lakes or rivers.
- 4.5. Section 7 of the RMA outlines other matters such as cultural importance, use and development of resources, quality environments, and amenity values. Matters relating to quality environments and amenity values are relevant to this assessment and are to be taken into account. This is considered in this report in relation to potential effects on views and visual amenity.

### Auckland Council Unitary Plan (Operative in Part)

- 4.6. The Site is zoned Rural – Countryside Living Zone (“CLZ”) under the Auckland Unitary Plan (Operative in Part) (“AUP OP”). This zone also occurs to the immediate south and east of the Site. To the north and west of the Site, the zoning is Residential – Mixed Housing Suburban Zone (MHS). There is a small area of MHS immediately adjacent to the north eastern boundary of the Site, partially covering Watercare land consisting of an existing reservoir, pump station and associated structures at 279 Kaipara Road.
- 4.7. The extent of the CLZ is a flow over from the former Auckland Council District Plan (Papakura Section) zoning plans. The CLZ covers roughly 230 hectares in the eastern Papakura foothills.

#### H19.7 Rural – Countryside Living Zone

**H19.7.1. Zone description:** *This zone provides for rural lifestyle living in identified areas of rural land which are generally closer to urban Auckland or rural and coastal towns. There is a diversity of topography, land quality and landscape character within the zone which results in a diversity of site sizes. The zone is the receiver area for transferable rural site subdivision from other zones.*

*This zone incorporates a range of rural lifestyle developments, characterised as low-density rural lifestyle dwellings on rural land. These rural lifestyle sites include scattered rural dwellings sites, farmlets and horticultural sites, bush dwelling sites and papakāinga.*

*Some parts of the zone reflect historical subdivision patterns, while other areas were established on rural land that did not have significant rural production values, and was often associated with steep topography and poor soils. Bush lots enabled the protection of indigenous vegetation cover as part of the subdivision process.*

#### H19.7.2 Objectives

- (1) *Land is used for rural lifestyle living as well as small-scale rural production*

*(2) The rural character, amenity values, water quality, ecological quality, historic heritage values and the efficient provision of infrastructure is maintained and enhanced in subdivision design and development.*

*(3) Development in the zone does not compromise the ability of adjacent zones to be effectively and efficiently used for appropriate activities.*

*(4) The type and nature of land-use activities provided for are restricted to those appropriate for the typically smaller site sizes.*

*(5) Subdivision, use and development is compatible with infrastructure and any existing infrastructure is protected from reverse sensitivity effects.*

- 4.8. One dwelling per site a permitted activity, plus one minor dwelling as a Restricted Discretionary activity. Two dwellings per site where the site is equal to or greater than 40ha and is less than 100ha is a discretionary activity. Two dwellings per site where the site is less than 40ha is non-complying. The building height limit in the CLZ is 9m. The building height is set to manage the bulk and scale of buildings to ensure they are in keeping with rural landscape, character and amenity.

## Chapter B Regional policy statement

### ***B2 Tāhuhu whakaruruhau ā-taone - Urban growth and form***

#### ***B2.2.2. Policies***

*(2) Ensure the location or any relocation of the Rural Urban Boundary identifies land suitable for urbanisation in locations that:*

- a) promote the achievement of a quality compact urban form - connecting to existing development and urban fabric;*
- b) enable the efficient supply of land for residential, commercial and industrial activities and social facilities; existing infrastructure in place, capacity and connections*
- c) integrate land use and transport supporting a range of transport modes;*
- d) support the efficient provision of infrastructure;*
- e) provide choices that meet the needs of people and communities for a range of housing types and working environments; and*
- f) follow the structure plan guidelines as set out in Appendix 1; while:*
  - g) protecting natural and physical resources that have been scheduled in the Unitary Plan in relation to natural heritage, Mana Whenua, natural resources, coastal environment, historic heritage and special character; no specific overlays, low exiting natural value*
  - h) protecting the Waitākere Ranges Heritage Area and its heritage features;*
  - i) ensuring that significant adverse effects from urban development on receiving waters in relation to natural resource and Mana Whenua values are avoided, remedied or mitigated;*
  - j) avoiding elite soils and avoiding where practicable prime soils which are significant for their ability to sustain food production; poor soils*
  - k) avoiding mineral resources that are commercially viable;*
  - l) avoiding areas with significant natural hazard risks and where practicable avoiding areas prone to natural hazards including coastal hazards and flooding; and*
  - m) aligning the Rural Urban Boundary with:*
    - a. strong natural boundaries such as the coastal edge, rivers, natural catchments or watersheds, and prominent ridgelines; or*



- *Protecting areas sensitive to environmental degradation and areas with unique features, such as native forest, volcanic cones, wildlife habitats and areas of cultural, historical and landscape significance.*
- *Avoiding developing in areas prone to soil instability, flooding or other phenomena which could represent a hazard to life or property<sup>4</sup>.*

4.12. These limits were predominantly defined to minimise the adverse effects of urban development on regionally significant resources, including: areas of high amenity value; natural heritage and cultural heritage features and areas; prime land; vulnerable ecosystems; areas where the quality of the environment is already degraded and requires improvement; areas prone to the impact of natural hazards such as flooding or land instability, and areas which if urbanised are likely to induce flooding or instability elsewhere.

### Plan Change 78: Intensification

- 4.13. This Proposed Plan Change responds to the government's National Policy Statement on Urban Development 2020 (amended in 2022) and requirements of the Resource Management Act. These mean the Council must:
- Enable more development in the city centre and at least six-storey buildings within walkable catchments from the edge of the City Centre, Metropolitan Centres and Rapid Transit Stops.
  - Enable development in and around neighbourhood, local and town centres.
  - Incorporate Medium Density Residential Standards (MDRS) that enable three storey housing in relevant residential zones in urban Auckland.
  - Implement qualifying matters to reduce the height and density of development required by the RMA to the extent necessary to accommodate a feature or value that means full intensification is not appropriate.
- 4.14. Through the use of MDRS, the Government requires Council to enable medium density housing across most of Auckland's residential suburbs. Three dwellings of up to three storeys, including terrace housing and low-rise apartments, are to be permitted on most residential properties unless a 'Qualifying Matter' applies.
- 4.15. Council is required to incorporate the MDRS into all relevant urban residential zones, which includes the Mixed Housing Urban (MHU) zone. The MHU zone already enables development of up to 3 dwellings without resource consent and already includes standards that are similar to MDRS. Council has proposed to apply the MHU zone more widely across Auckland, and in many locations the existing Mixed Housing Suburban (MHS) zone will be 'up-zoned' to MHU. Over time, the appearance of neighbourhoods and the urban form within this zone will change, with development typically up to three storeys in a variety of sizes and forms, including detached dwellings, terrace housing and low-rise apartments. PC78 sets a new baseline for a more intensive and higher urban & suburban environment across the city. It is therefore anticipated that the visibility of buildings of up to three storeys and on smaller sites, imbedded within a larger urban context, will be consistent with the outcomes anticipated by the PC78 intensification.
- 4.16. The majority of the residential area surrounding the Site and greater Papakura has been identified as MHU. This includes any existing residential areas on elevated topography or ridgelines close to the Site.
- 4.17. As The Site currently sits outside the RUB, there is no change to its underlying zoning. However, as the Proposed Plan Change involves changing the zoning from rural to residential, the implications and potential effects of the MHU zoning, will form the basis for analysis.

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<sup>4</sup> Auckland Regional Council, Auckland Regional Planning Scheme, 1988, p.35

<b>B2. Tāhuhu whakaruruhau ā-taone - Urban growth and form</b>	
<b>Objectives and Policies</b>	<b>Comment</b>
<p>(1) <i>A quality compact urban form that enables all of the following:</i></p> <p>(a) <i>a higher-quality urban environment;</i></p> <p>(b) <i>greater productivity and economic growth;</i></p> <p>(c) <i>better use of existing infrastructure and efficient provision of new infrastructure;</i></p> <p>(d) <i>improved and more effective public transport;</i></p> <p>(e) <i>greater social and cultural vitality;</i></p> <p>(f) <i>better maintenance of rural character and rural productivity; and</i></p> <p>(g) <i>reduced adverse environmental effects.</i></p>	<ul style="list-style-type: none"> <li>• The Proposed Plan Change provides for residential development which enables the continued growth of Papakura to cater for current demand and anticipated demand through the provision of a variety of housing type.</li> <li>• The Proposed Plan Change area is located in proximity to existing infrastructure and medium density (urban) residential development.</li> <li>• The proposed planting buffer and enhancement planting will create a better transition from rural to urban in this location.</li> </ul>
<p>(2) <i>Urban growth is primarily accommodated within the urban area 2016 (as identified in Appendix 1A).</i></p>	<p>The Proposed Plan Change and RUB realignment will result in a very marginal extension (2ha) of the urban area. Urban land use is considered more appropriate on the Proposed Plan Change site given the location and context.</p>
<p>(4) <i>Urbanisation is contained within the Rural Urban Boundary, towns, and rural and coastal towns and villages</i></p>	<ul style="list-style-type: none"> <li>• The Proposed Plan Change to rezone a small area of CLZ land to urban residential will only require a minor realignment of the RUB.</li> <li>• The realignment of the RUB and creation of a landscape buffer and enhanced bush area will create a defensible and both visual and physical boundary between urban and rural</li> <li>• The urbanisation of the small area of land, and creation of a landscape buffer will not undermine the integrity, character, attributes or values of the RUB and adjacent rural area.</li> <li>• the application site is already serviced by a considerable amount of network infrastructure</li> </ul>
<p><b>B2.2.2 Policies</b></p> <p><i>Development capacity and supply of land for urban development</i></p> <p>(2) <i>Ensure the location or any relocation of the Rural Urban Boundary identifies land suitable for urbanisation in locations <u>that contribute to a well-functioning urban environment and that:</u></i></p> <p>(a) <i>promote the achievement of a quality compact urban form</i></p> <p>(b) <i>enable the efficient supply of land for residential, commercial and industrial activities and social facilities;</i></p> <p>(c) <i>integrate land use and transport supporting a range of transport modes;</i></p> <p>(d) <i>support the efficient provision of infrastructure;</i></p> <p>(e) <i>provide choices that meet the needs of people and communities for a range of housing types and working environments;</i></p> <p>(ee) <i>support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and</i></p> <p>(f) <i>follow the structure plan guidelines as set out in Appendix 1;</i></p> <p>while:</p> <p>(m) <i>aligning the Rural Urban Boundary with:</i></p> <p style="padding-left: 40px;">(i) <i>strong natural boundaries such as the coastal edge, rivers, natural catchments or watersheds, and prominent ridgelines;</i></p> <p>(n) <i>Limits or avoids urbanisation where a “qualifying matter” justifies that limitation or avoidance of urbanisation.</i></p>	<p>The Proposal:</p> <ul style="list-style-type: none"> <li>• takes advantage of the size, orientation and features of the site located in an urban residential context, that is already supported by existing infrastructure</li> <li>• will result in an intensive residential development in an appropriate location</li> <li>• supports a quality compact urban form</li> <li>• integrates intensive residential development with existing infrastructure</li> <li>• ensures that Mana Whenua values are recognised and included</li> <li>• The proposal will not compromise any elite or prime soils that would otherwise be available for rural productive purposes</li> <li>• The RUB is proposed to be aligned with a strong natural vegetated boundary</li> </ul>
<b>B2.3 A Quality built environment</b>	
<p><b>B2.3.1 Objectives</b></p> <p>(1) <i>A well functioning urban environment with a quality-built environment where subdivision, use and development do all of the following:</i></p> <p>(a) <i>respond to the intrinsic qualities and physical characteristics of the site and area, including its setting;</i></p>	<p>The Proposal</p> <ul style="list-style-type: none"> <li>• Responds to the characteristics and values of the Site, including the surrounding dominant urban residential context, vegetated backdrop and rural interface.</li> </ul>

<p>(b) reinforce the hierarchy of centres and corridors;</p> <p>(c) contribute to a diverse mix of choice and opportunity for people and communities;</p> <p>(d) maximise resource and infrastructure efficiency;</p> <p>(e) are capable of adapting to changing needs; and</p> <p>(f) <u>has improved resilience</u> to the effects of climate change</p>	
<b>RPS Appendix 1</b>	
<p><b>1.4. Matters to identify, investigate and address</b></p> <p><b>1.4.1. Urban growth</b></p> <p>(3) <i>The location, type and form of the urban edge, its appropriateness to the structure plan area and the surrounding area and how transitions between the area to be urbanised and other areas with different activities, building types and densities or levels of intensity are to be managed.</i></p>	<p>The Proposal provides an improved and defensible edge condition at the rural-urban boundary. The new proposed RUB follows the edge of the existing bush area and along the edge of the proposed 10m wide planted buffer. The southern boundary is considered an important and sensitive interface between the proposed urban and existing rural land uses. Planted buffers along urban/rural interfaces are a common technique employed for providing 'softer' transitions from urban to rural land uses.</p>
<p><b>1.4.2. Natural resources</b></p> <p>(1) <i>The protection, maintenance and enhancement of natural resources, particularly those that have been scheduled in the Unitary Plan in relation to Mana Whenua, natural resources, and the coastal environment.</i></p> <p>(2) <i>Demonstrate how proposed subdivision, use, and development will protect, maintain and enhance the values of the resources identified in 1.4.2(1) above.</i></p> <p>(3) <i>The integration of green networks (such as freshwater and coastal water systems, and ecological corridors) with open space and pedestrian and cycle networks, showing how they reflect the underlying natural character values and provide opportunities for environmental restoration and biodiversity.</i></p>	<p>The Proposal protects, regenerates and enhances the exiting bush area located on Site. The proposed realignment of the RUB at the upper boundary of future allotments will retain the proposed buffer vegetation within the Countryside Living Zone. The buffer strip will be consolidated into a single larger CLZ lot, ensuing greater protection will be afforded for vegetation management through a single property owner. A proposed weed and pest control plan and implementation of a planting restoration plan will further enhance the ecological and cultural value of the bush.</p>
<p><b>1.4.5. Urban development</b></p> <p>(1) <i>A desirable urban form at the neighbourhood scale including all of the following:</i></p> <p>(a) <i>a layout providing pedestrian connectivity with a network of streets and block sizes which allow for a choice of routes, particularly near centres and public transport facilities;</i></p> <p>(b) <i>provision of a diversity of site sizes within blocks to enhance housing choice, accommodate local small-scale community facilities and where appropriate enable a range of business activity and mixed use;</i></p> <p>(c) <i>provision of open spaces which are highly visible from streets and of a scale and quality to meet identified community needs;</i></p> <p>(d) <i>appropriate transitions within and at the edge of the structure plan area between different land use activities, intensities and densities; and</i></p> <p>(e) <i>the application of an integrated stormwater management approach within developments to reduce impacts on the environment while enhancing urban amenity.</i></p>	<p>The Proposal will provide a continuation of the exiting recent urban form along Crestview Rise. This urban interface is entirely appropriate and will integrate well into the existing environment. At the southern edge of the Site, a wide planted buffer zone will act as a distinctive transition between urban and rural, providing visual softening, a 'green' backdrop to the urban area and providing screening from the rural residences.</p>



## 5. The Proposal

- 5.1. The Applicant seeks to relocate the Rural Urban Boundary (RUB) and rezone a portion of the Site from Rural- Countryside Living to Residential - Mixed Housing Urban, in order to enable greater development of residential housing on the Site.
- 5.2. The Proposed Plan Change seeks to realign the RUB by approximately 25-80m to the south. The new proposed RUB follows the edge of the existing bush area and along the edge of the proposed 10m wide planted buffer. This would be in alignment with *Chapter B Regional policy statement, B2 Tāhuhu whakaruruhau ā-taone - Urban growth and form; m) aligning the Rural Urban Boundary with: strong natural boundaries.*
- 5.3. The Proposed Plan Change seeks to rezone approximately 2.0ha of land from CLZ to MHU. The rezoning will ultimately allow for more efficient residential development of the Site.
- 5.4. The overall development would enable:
  - Indicatively 60-95 residential dwellings – depending on which residential housing typology is employed (i.e duplex, triplex).
  - 2 JOAL's (jointly owned access lots).
  - Appropriate engineered stormwater management measures.
  - Restoration, enhancement and protection of the existing and proposed bush area.
  - Extensive landscape planting of a 10m wide vegetated boundary treatment.
    - The southern boundary is considered an important and sensitive interface between the proposed urban and existing rural land uses. Planted buffers along urban/rural interfaces are a common technique employed for providing 'softer' transitions from urban to rural land uses.
    - The landscape buffer, comprising a mix of indigenous trees and shrubs, will act as a planted transition zone. It will be a minimum of 10m in width to enable successful establishment and self-sufficiency of the native planting in the long term, as well as enough space for successional larger podocarp canopy trees to establish in areas. The landscape buffer will include taller indigenous tree species to ensure a stand of vegetation is prominent as the highest feature and backdrop of the Site.
    - The native planting within the landscape buffer would, over time, help to soften the visual relationship between development within the Site and the rural landscape adjacent it, providing a distinct separation between the differing zones. The landscape buffer, as an extension of the existing bush, will also notably enhance the Sites ecological value over time, along with its contribution to local linked habitats (by way of ecological corridors or ecological 'stepping stones').
    - In terms of maintenance and management of the existing and proposed bush areas, the proposed realignment of the RUB at the upper boundary of future allotments will retain the proposed buffer vegetation within the Countryside Living Zone. The buffer strip will be consolidated into a single larger CLZ lot, ensuing greater protection will be afforded for vegetation management through a single property owner.
- 5.5. A proposed development scheme would consist of the subdivision and development of two residential enclaves that integrate with the existing Crestview Rise subdivision. One is centred around Kotahitanga Street and the other abutting Crestview Rise accessed through a JOAL.
- 5.6. This assessment considers two scenarios as 'worst case' development schemes. The Applicants early concepts have indicated that their preferred development would typically consist of 2 storey duplex or townhouse dwellings, a continuation of the existing Crestview Rise development. However, for the purpose of this assessment the two scenario options will consider 3 storey triplex and infill developments as per the MDRS.

## 6. Effects Assessment

- 6.1. Landscape and visual impacts result from natural or induced change in the components, character or quality of landscape. When Plan Changes are proposed the inevitable consequence is a transition of the landscape to a new form of land use with its associated change in character and amenity values.
- 6.2. When assessing the potential effects arising from a Plan Change the assessment needs to consider the nature of the maximised potential future development enabled by the provisions of the Plan Change. In this case, what could be developed under the MDRS and MHU zoning.
- 6.3. A landscape effect is a consequence of changes in a landscape's physical attributes on that landscape's values. Change in itself is not an effect as landscapes change constantly. It is the implications of change on landscape values that is relevant. While an effect arises from changes to physical attributes, the consequences on landscape values relate to all a landscape's physical, associative, and perceptual dimensions. Landscape effects can be both adverse and positive.
- 6.4. Effects on landscape attributes take into consideration physical effects to the land resource and considers the susceptibility of the landscape to change. Landscape values relate to people's aesthetic perception of the biophysical environment, including considerations such as naturalness, vividness, coherence, memorability, and rarity. Landscape character is derived from a combination of landform, land cover and land use (including cultural elements) which gives an area its identity.
- 6.5. Visual effects relate to the amenity values of a landscape. Visual amenity is one component of what contributes to the amenity values of a place. Amenity value is defined as *'those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes'*<sup>5</sup>. Visual amenity effects are influenced by a number of factors including the nature of the proposal, the landscape absorption capability and the character of the Site and the surrounding area. Visual amenity effects are also dependent on distance between the viewer and the proposal, the complexity of the intervening landscape and the nature of the view.
- 6.6. Effects are considered against the existing and potential landscape values, and the outcomes sought in the statutory provisions. Such provisions often anticipate change and on achieving certain landscape values. Whether effects on landscape values are appropriate will therefore depend both on the nature and magnitude of effect on the existing landscape values and what the provisions anticipate.
- 6.7. The principal elements of the proposal that will give rise to landscape and visual effects are:
  - A change in landscape character from a 'rural' countryside living zone to a higher intensity residential development;
  - Potential loss in visual amenity;
  - Potential visual dominance effects.

### Landscape Effects

#### Physical Effects

- 6.8. The Site is predominately a vacant slope with gorse weed cover and of a generally low landscape value. The area of existing bush is proposed to be retained and protected. The proposed residential development will retain the area of existing bush on the Site and extend this along the southern boundary with a 10m wide planted revegetation buffer. Although this area of existing bush is currently of low ecological value, the proposed weed and pest control and implementation of a restoration plan could, over time, greatly improve the overall value of this vegetation.

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<sup>5</sup> RMA: Part 1 Interpretation and application

- 6.9. The proposed residential development will result in modification of the Site's existing contours. Earthworks and retaining across the Site to establish the JOAL's and future building platforms will alter the nature of the topography, in a similar manner to the existing developments along Crestview Rise. The entirety of the Site will ultimately undergo some level of modification as a result of preparing the land for residential development.
- 6.10. It is anticipated that the earthworks required to achieve suitable gradients for the JOALs and housing platforms will work with the existing contours and topography in order to minimise cut/fill requirements, ensure access gradients are achieved, and balance the amount of retaining required.
- 6.11. The most elevated portion of the Site, along the southern boundary of Lots 123 & 124, will remain with minimal land modification. The 10m wide revegetation buffer will prevent development on the upper slope of the Site in perpetuity. The planted buffer is beneficial in several ways: it will provide a softer transition from urban to rural land uses; it will provide vegetated screening to the development when being viewed from the south; when established, the planting will provide a vegetated backdrop to the development; the planting will provide additional ecological benefits for fauna and flora.

#### Character Effects

- 6.12. Landscape character is the distinct and recognisable pattern of elements that occurs consistently in a particular landscape. It reflects combinations of landform, vegetation, land use and features of human settlement. It creates the unique sense of place defining different areas of the landscape.
- 6.13. The conversion of 2.0ha of land from a rural (CSL) land use to urban (MHU) will lead to a small change in the character of the Site. Currently CSL allows for a single dwelling per lot of up to 9m in height versus MHU allowing buildings of up to 11m +1m and of a greater density.
- 6.14. The existing character of the Site however is considered to be more 'urban' than 'rural'. When considering the elements that make up the character: The Site is an elevated sloping site, largely cleared with weed cover and pocket of existing bush. The Site is also orientated towards the immediate adjacent medium density housing, which wraps around the same contour level and low ridge landform.
- 6.15. From all surrounding areas, the Site is viewed as a 'gap' in the urban fabric and not a representation of the rural countryside. The change in character would therefore not be from a predominately open rural landscape to an urban landscape, but to a continuation of the existing urban landscape character. The sensitivity of the Site to the land use change being proposed is low given it is not identified as an ONL or ONF, does not contain any special landscape features and vegetation when compared to the wider context, and sits within an existing urban environment. The Site borders the urban extent of the Crestview Rise development to the north and is considered a logical extension to that existing residential development. Land to the south of the Site will continue to have a rural CSL zoning (lifestyle residential), with minimal character impact due to the Site's topography being lower than this adjacent land.
- 6.16. As part of the proposal, the southern boundary of the Site will include a 10m planting buffer (visually a continuation of the existing bush area) to provide a substantial transition from residential to rural land use along the RUB. The planted buffer will provide a softer transition from urban to rural land uses, providing a visible and distinctive delineation between land use zones. It will provide vegetated screening to the development when being viewed from the south and when established, the planting will provide a vegetated backdrop to the development when viewed from the north and west.
- 6.17. The Site is a logical extension for residential growth in this part of Papakura based on its proximity to existing urban development, infrastructure, road network, topography, and the efficient use of land. The proposed residential development will create low adverse landscape effects. Over time, the proposed development will integrate into the existing Crestview Rise urban fabric and be read as a legible extension of the urban area. The existing bush and 10m wide revegetation planting will ensure a legible and physical buffer/transition between urban and rural character is established at this interface.
- 6.18. In terms of landscape effects (physical and character), these are considered to be **low** given the quality of the existing site and vegetation; the size, proportions, and orientation of the site; the existing site contours; the existing immediate surrounding context; the enhancement of existing bush and proposed revegetation buffer zone.

### Visual Effects

- 6.19. Visual impacts result from natural or induced change in the components, character or quality of landscape. The visual effects generated as a result can be perceived as:
- Positive (beneficial), contributing to the visual character and quality of the environment.
  - Negative (adverse), detracting from existing character and quality of environment; or
  - Neutral (benign), with essentially no effect on existing character or quality of environment.
- 6.20. The degree to which visual effects are generated depend on a number of factors, including:
- The degree to which the outcomes of the Proposed Plan Change contrasts, or is consistent, with the qualities of the surrounding landscape.
  - The way in which the Proposed Plan Change area is observed and experienced, determined by the observer's position relative to the area and its extent.
  - The distance and context within which the proposal is viewed / experienced.
  - The area or extent of visual catchment.
  - The number of viewers, their location and situation - static, or moving.
  - The backdrop and context within which the area is viewed.
  - The expected future character of the locality.
  - The quality of the resultant landscape, its aesthetic values and contribution to the wider landscape character to the area.
- 6.21. A change in view/visibility of a proposal does not in and of itself constitute an adverse effect.
- 6.22. Visual presence is a quantitative measure relating to how noticeable or visually dominant the proposal is within a particular view. This is based on a number of aspects beyond simply scale in relation to distance. Some of these include the extent of the view, as well as its complexity and the degree of movement experienced i.e. within a busy street scene. The backdrop against which the development is presented and its relationship with other focal points or prominent features within the view is also considered. Visual presence is a measure of the relative visual dominance of the proposal within the available vista and can be expressed as the following:
- Discernible
  - Noticeable
  - Prominent
  - Dominant
- 6.23. When assessing the potential effects arising from a Proposed Plan Change, the assessment needs to consider the nature of maximised potential future development enabled by the provisions of the Proposed Plan Change. The visual simulations illustrate the greatest extent of height / density as could be allowed by the proposed re-zoning.

### Viewing Catchment

- 6.24. The visual catchment is the physical area that would be exposed to the visual changes associated with the Proposed Plan Change
- 6.25. The Site enjoys a locally elevated position on a lower ridgeline backdrop to Papakura. The catchment surrounding the Site is urbanised with typical suburban residential development predominantly orientated to the north and east of the Site. The form of development is reflective of a variety of housing typologies relative to age, and with an evolving contemporary aesthetic in areas of newer development (typically in the northern and western areas of Papakura).
- 6.26. Close views of the Proposal will come from the existing residential properties and streets around Keri Vista Rise and Crestview Rise. The properties located at 182, 186, 188 and 190 Settlement Road will also have close views of the upper area of the Proposal, although their view is expansive and includes the Manukau Harbour to the west and the Redoubt Road ridgeline / Totara Park as horizon to the north
- 6.27. Intermediate views of the Proposal will come from the surrounding streets, open spaces and residential properties to the north and west, with predominantly partial or obstructed views.
- 6.28. Distant views of the Proposal will come from the surrounding streets, open spaces and residential properties to the north-west, with predominantly partial or obstructed views.
- 6.29. An initial desktop study of the Site and its surrounding area was undertaken to identify relevant key viewpoints, and two physical site visits were undertaken to confirm or alter viewpoints where necessary. Eleven viewpoint locations were selected, to fairly represent available views of the Proposal, photographic viewpoints are included in **Appendix 2**.

### Viewing Audience

- 6.30. The viewing audience that will likely be exposed to views towards the Proposal will therefore comprise of:
- Users and visitors to the recreation precinct around Mansell Field and students of Papakura High School; residential dwellings facing east in this area;
  - Users and visitors to the recreation precinct around Bruce Pullman Park; residential dwellings facing south-east in this area;
  - People accessing streets and residential properties in the surrounding suburban streets including Heathdale Cres, Sheehan Ave and Valentine St users and residential dwellings facing east in this area; Users and visitors to Rollerson Park and residential dwellings facing east in this area. It is noted that in many viewing locations in this wider catchment, the Site will not be able to be seen due to the intervening landform / angle of view / or houses and vegetation that screen the Site from view.
  - People accessing the immediate suburban streets including Crestview Rise;
  - People in elevated residential properties to the immediate south, primarily, 182, 186, 188 and 190 Settlement Road.

### Visual Simulations

- 6.31. Visual Simulations for certain viewpoints have been prepared by Urban Form Design. The visual simulations show theoretical development proposals for the Site based on the current zoning and proposed MHU zoning. Images are presented in the following order:
- Existing view
  - Visual Simulation: Countyside Living (Indicative Proposal)

- Visual Simulation: Mixed Housing Urban (Indicative Proposal - Triple Attached 3 Storey)
  - Visual Simulation: Mixed Housing Urban (Indicative Proposal - Infill 3 Storey)
- 6.32. Visual Simulation Countyside Living (Indicative Proposal): Urban Form Design have prepared a theoretical development proposal for the Site based on the existing CLZ. This illustrates potential development of large single dwellings up to 9m in height. The buildings are located near the top of the Site in order to maximise their private views. This Indicative Proposal acts as a baseline for permitted development on the Site.
- 6.33. Visual Simulation: Mixed Housing Urban (Indicative Proposal - Triple Attached 3 Storey): Urban Form Design have prepared a theoretical development proposal for the Site based on the proposed MHU zoning. The proposal includes triple attached, three storey, buildings arranged around a central JOAL, with buildings fronting Crestview Rise. This Indicative Proposal acts as a 'worst-case' scenario for development on the Site with regards to potential massing and height. This option provides an approximate yield of 81 dwellings.
- 6.34. Visual Simulation: Mixed Housing Urban (Indicative Proposal - Infill 3 Storey): Urban Form Design have prepared a theoretical development proposal for the Site based on the proposed MHU zoning. The proposal includes infill, three storey, buildings arranged around a series of 'finger' JOALs. This Indicative Proposal acts as a 'worst-case' scenario for development on the Site with regards to potential massing and height. This option provides an approximate yield of 89 dwellings.

### Views from the Wider Context / Long Range

- 6.35. Views from the wider context generally originate from the northern and western areas of Papakura in relation to the Site. In many viewing locations in this wider catchment, the Site (and Indicative Proposals) will not be able to be seen fully due to the intervening landform, angle of view, and or houses and vegetation that screen the Site from view.
- 6.36. Representative viewpoint, **VP1**, is taken from Bruce Pullman Park, looking in a south easterly direction at a distance of approximately 3.6km from the Site. The Site sits in the mid-ground of the elevated topography and would form a logical extension of the existing urban form located along the adjacent developed ridgeline. The Site sits significantly lower than the surrounding hills and distant Red Hills ridgeline, which defines the horizon. The surrounding vegetated hills form the horizon line for this expansive view, defining the rural-urban extent, with the 'urban' component generally kept to the lower levels of topography. The residential dwellings at 186, 188 & 190 Settlement Road are discernible above the Site, with the higher Kaipara Road ridgeline and Pukekiwiriki Paa site visible beyond. The adverse visual effects from VP1 are assessed as **very low**.
- 6.37. Representative viewpoint, **VP2**, is taken from Mansell Field, looking in an easterly direction at a distance of approximately 2.3km from the Site. Again, the Site sits in the mid-ground of the elevated topography and would form a logical extension of the existing urban form located along the adjacent developed ridgeline (Keri Vista Rise). The Kaipara Road ridgeline bush area behind/above Keri Vista Rise is evident and wraps around behind the Site at an elevated topography. A three-level white building located on 353 Kaipara Road is visible above the Site. The Site sits significantly lower than the surrounding vegetated hills and ridgelines which define the horizon. The residential dwellings at 186, 188 & 190 Settlement Road are visible from the location between the surrounding vegetation.
- 6.38. The Visual Simulations *Mixed Housing Urban (Indicative Proposal - Triple Attached 3 Storey & Infill 3 Storey)* show that the Indicative Proposals are visible in this view, but at a considerable distance and as part of a broad scene with a complex composition of view and intervening elements. The Site sits low below the dominant ridgeline behind. The Proposals read as a continuation of the urban form of Crestview Rise and Keri Vista Rise and integrate into the surrounding landscape context. There is no visual degradation of the receiving environment aesthetic coherence, character, or sense of place. An adverse effect on visual amenity will be of a **very low** degree.
- 6.39. Representative viewpoint, **VP3**, is taken from the Pukekiwiriki Paa site, located on Red Hill Road, looking in a north westerly direction at a distance of approximately 800m from the site. The Paa is on an elevated topography at an approx. height of RL 130m. Views from the Paa are expansive and

encompass the Manukau Harbour around to the Redoubt Road ridgeline. The Site is partially visible through the existing trees. Residential dwellings at 188 & 190 Settlement Road are visible, as are dwellings in the Crestview Rise development, Keri Vista Rise, and the wider suburban fabric of Papakura, Takanini, and Karaka. It is likely that the roofs of dwellings on the Site would be visible from this location. However, given the vastness of the view and existing composition (suburban Papakura, Takanini, and Karaka), development on the Site is likely to be very difficult to distinguish from the existing surrounding built form. There would be very low discernible change to this view and no effect on the key features that make up the view. An adverse effect on visual amenity will be of a **very low** degree.

#### 6.40. Summary - Views from the Wider Context / Long Range Summary:

- Distant views would read the Site as a continuation of the existing elevated urban form around the Keri Vista Rise residential area. It is a continuation of the urban form of the surrounding suburban context, completing the 'bowl' of housing around the elevated land form.
- While the Site is in an elevated position, and therefore visible, it is located significantly lower than the surrounding hills and ridgelines which define the greater rural area.
- The Site, and proposed development, is considered visible, but not prominent or unexpected, given the surrounding urban residential context. When seen, the proposal will be consistent in style and land use to the Keri Vista Rise subdivision and Crestview Rise development.
- While not shown in the visual simulations, the proposed 10m wide re-vegetation buffer to the southern boundary of the Site would sit higher on the landform and provide a visible 'vegetated' buffer between urban and rural land use.
- There are no additional height or development restrictions on adjacent elevated areas of residential zoning, ie Keri Vista Rise.
- As evident in the visual simulation images, a medium intensity residential development on the Site would not appear out of place or unexpected. Residential development would be in keeping with the 'urban' character of the surrounding context.
- The relocation of RUB and zoning change would not diminish, from distant views, the values and objectives of the RUB from a visual perspective.

6.41. Based on the above summary, the adverse visual effects from distant views is assessed as **very low**.

#### Views from the Immediate Vicinity / Mid Range

6.42. Views from the immediate vicinity generally originate from the northern and western areas of Papakura within a 1.5km distance to the Site. Most of the viewpoint locations are suburban in context, and views of the Site are typically afforded from open spaces, road corridors, and from between houses and vegetation.

6.43. Representative viewpoint, **VP4**, is taken from 35 Dominion Rd, looking in a southerly direction at a distance of approximately 950m from the Site. From this location the Site is not immediately visible, as residential buildings in the foreground obscure views to the Site. It is noted that the Keri Vista Rise subdivision forms a prominent 'built' context horizon to the left of the image, with pockets of trees punctuating the horizon line. The vegetated distant hills are visible and would not be impacted by the Proposal. The adverse visual effects is assessed as **very low**.

6.44. Representative viewpoint, **VP5**, is taken from 27 Heathdale Crescent, looking in an easterly direction at a distance of approximately 780m from the Site. From this location the Site is visible in the centre of the image. Typically suburban character makes up the foreground of this photo. The midground contains Keri Vista Rise subdivision to the left of the image, the Site to the centre, and existing bush gully to the right of the image. Vegetation and trees backing on to the Kaipara Rd ridgeline forms the horizon sitting above the existing suburban context and the Site. The residential dwellings at 186, 188 & 190 Settlement Road are visible above the Site, with a vegetated backdrop. The Site sits in the mid-ground

of the elevated topography and would form a logical extension of the existing urban form located along the adjacent developed ridgeline (Keri Vista Rise). The Site sits lower than the vegetated Kaipara Rd ridgeline, which defines the horizon, and will be integrated into the surrounding suburban context.

- 6.45. The Visual Simulations *Mixed Housing Urban (Indicative Proposal - Triple Attached 3 Storey and Infill 3 Storey)* show that the Indicative Proposals are visible in this view and form a continuation of the surrounding residential area. The Proposals sit below the vegetated ridgeline/horizon line behind. The Proposals read as a continuation of Crestview Rise and would integrate into the surrounding landscape context. There is no visual degradation of the receiving environment aesthetic coherence, character, or sense of place. An adverse effect on visual amenity will be of a **low** degree.
- 6.46. Representative viewpoint, **VP6**, is taken from Rollerson Park, looking in an easterly direction at a distance of approximately 1300m from the Site. From this location the Site is visible in the centre of the image between existing residential dwellings. From this location the Site sits significantly lower than the surrounding hills and ridgelines that define the horizon. Residential development on the Site would form a logical extension of the existing urban form located along the adjacent developed ridgeline (Keri Vista Rise). An adverse effect on visual amenity will be of a **low** degree.
- 6.47. Representative viewpoint, **VP7**, is taken from the corner of Sheehan Ave and Valentine Street, looking in an easterly direction at a distance of approximately 1000m from the Site. From this location the Site is visible in the centre of the image above existing residential dwellings on Crestview Rise. From this location the Site sits significantly lower than the hills and ridgelines (Kaipara Rd ridgeline) behind the Site that define the horizon. Residential development on the Site would form a logical extension of the existing urban form located along the adjacent developed ridgeline (Keri Vista Rise). The residential dwellings at 186, 188 & 190 Settlement Road are visible above the Site, with a vegetated backdrop.
- 6.48. The Visual Simulations *Mixed Housing Urban (Indicative Proposal - Triple Attached 3 Storey and Infill 3 Storey)* show that the Indicative Proposals are visible in this view and form a continuation of the surrounding residential area. The Proposals sit below the vegetated ridgeline/horizon line behind. The Proposals read as a continuation of Crestview Rise and integrate into the surrounding landscape context. There is no visual degradation of the receiving environment aesthetic coherence, character, or sense of place. An adverse effect on visual amenity will be of a **low** degree.
- 6.49. Representative viewpoint, **VP8**, is taken from 103 Settlement Road, looking in a north easterly direction at a distance of approximately 1300m from the Site. From this location the Site is visible in the centre of the image with the existing residential dwellings on Crestview Rise visible to the centre-left of the image. From this location the Site sits lower than the Kaipara Rd ridgeline behind the Site that defines the horizon. Residential development on the Site would form a logical extension of the existing urban form located along the adjacent developed ridgeline (Keri Vista Rise).
- 6.50. The Visual Simulations *Mixed Housing Urban (Indicative Proposal - Triple Attached 3 Storey and Infill 3 Storey)* show that the Indicative Proposals are visible in this view and form a continuation of the surrounding residential area. The Proposals sit below the vegetated ridgeline/horizon line behind along Kaipara Road. The Proposals read as a continuation of Crestview Rise and integrate into the surrounding landscape context. There is no visual degradation of the receiving environment aesthetic coherence, character, or sense of place. An adverse effect on visual amenity will be of a low degree.
- 6.51. Representative viewpoint, **VP9**, is taken from 139 Settlement Road, looking in a northerly direction at a distance of approximately 400m from the Site. From this location, the top of slope of the Site is visible in the centre of the image with the existing residential dwellings on Crestview Rise above this. Additional built form would integrate into the existing suburban context of the Crestview Rise dwellings, with only the top level or rooflines visible from any proposed development on the Site, due to the sloping topography. The adverse visual effects are assessed as **low**.
- 6.52. **Summary - Views from the Immediate Vicinity / Mid Range:**
- Views from the immediate vicinity would read the Site as a continuation of the existing elevated urban form around the Keri Vista Rise residential area and existing Crestview Rise development. It is a logical continuation of the urban form of the surrounding suburban context.
  - Most of the viewpoint locations are suburban residential in context, and limited views of the Site are typically afforded from open spaces, road corridors, and from between houses and vegetation.



- The existing Keri Vista Rise subdivision and Crestview Rise development form prominent areas of elevated urban character in the immediate context.
- The Site sits in the mid-ground of the elevated topography and would form a logical extension of the existing urban form located along the adjacent developed ridgeline.
- The Site sits significantly lower than the hills and ridgelines (Kaipara Rd ridgeline) behind the Site that define the horizon.
- The rural visual character of the hills, ridgelines and horizon would not be affected by the Proposal.
- The Site, and proposed development, is considered visible, but not prominent or unexpected, given the surrounding urban residential context. When seen, the proposal will be consistent in style and land use to the Keri Vista Rise Subdivision. When the Site is viewed from southerly locations, the vegetation will provide screening along the Sites highest contours.
- While not shown in the visual simulations, the proposed 10m wide re-vegetation buffer to the southern boundary of the Site would sit higher on the landform and provide a visible 'vegetated' buffer between urban and rural land use.
- Residential development on the Site would not appear out of place or unexpected and would be in keeping with 'urban' character of the surrounding context.
- The relocation of RUB and zoning change would not diminish, from distant views, the values and objectives of the RUB from a visual perspective.

6.53. Based on the above summary, the adverse visual effects from immediate views is assessed as **low**.

### Views from Close Proximity and Adjoining Properties / Close Range

- 6.54. Views from close proximity and adjoining properties generally originate from Crestview Rise and properties located on Settlement Road directly adjacent to the Site.
- 6.55. Representative viewpoint, **VP10**, is taken from 8 Crestview Rise, looking in a southerly direction at a distance of approximately 180m from the Site. From this location the Site is visible in the centre of the image. This view is residential in context, with recently completed medium density housing along the street. Above the Site, properties located on Margan Place (approx. 720m away) are visible on an elevated spur (approx. RL110). Pukekiwiriki Paa site is adjacent to this and is surrounded by existing vegetation. This vegetated ridgeline forms the horizon and indicates the rural area. Given the context of this view, some form of residential development on the Site would not appear out of place or unexpected. It would read as a continuation of the urban context and built form expected along the street. It is considered that rural zoning, and the associate controls, would be 'out of place' in this context.
- 6.56. The Visual Simulation *Mixed Housing Urban (Indicative Proposal - Triple Attached 3 Storey and Infill 3 Storey)* show that the Indicative Proposals read as a continuation of the medium density urban form that already exists along Crestview Rise. Although not a protected or locally significant view, views to Pukekiwiriki Paa and the vegetated ridgeline along Red Hill Road are maintained. This type of composition of view in an urban environment would not be unexpected or out of place and is in keeping with the outcome desired for a compact urban form and the objectives of intensification for PC78. The adverse visual effects from this view are assessed as **low**.
- 6.57. The properties that will have the greatest potential to be adversely affected by the Proposed Plan Change and associated development are 182, 186, 188 & 190 Settlement Road. These properties are located directly adjacent to the Site on the southern boundary. Most of the properties have views orientated to the north and west over greater Papakura and the surrounding region. The dwellings are set back from the property boundary and will have a further buffer zone of proposed native bush planting of 10m wide.

- 6.58. Representative viewpoint, **VP11**, is taken from 190 Settlement Road, looking in a north westerly direction at a distance of approximately 20m from the Site. From this location the private residences are afforded expansive and extensive views over the wider Papakura region. Each property has a varied orientation and physical setback from the Site.
- 6.59. This assessment acknowledges that private residents at home that appreciate a particular view are also particularly sensitive to change. This is the case for 190 and 188 Settlement Road.
- 6.60. As previously noted, the visibility of some change in the landscape is not an adverse effect in itself. A new element only brings an adverse effect on visual amenity if it discords with, or degrades, the visual amenity that would otherwise be experienced.
- 6.61. Visual Simulation *Countyside Living (Indicative Proposal)* shows the permitted baseline Rural – Countryside Living Zone provisions which allows for a residential building of up to 9m in height as indicated in the visual simulation. Here the visual change is likely to be associated with a moderate adverse effect on visual amenity values, due to the reduction in expanse of view and introduction of a building in the immediate foreground. Partial views across Papakura to the Manukau Harbour, and north to the Redoubt Road ridgeline are retained
- 6.62. For the immediately adjoining properties, the existing outlook would change significantly from an open uninterrupted vista into a more restricted view with built form in the foreground. Although this would constitute a noticeable change to the existing view and a loss of the current 'openness' afforded to the views north and west, it is not the type of change which is unexpected within the planning context of the area.
- 6.63. Visual Simulation *Mixed Housing Urban (Indicative Proposal - Triple Attached 3 Storey and Infill 3 Storey)* allowed under the proposed zoning (MHU) show the second and third levels of the proposed buildings being clearly visible. The built form steps down the Site following the existing topography. Partial views across Papakura to the Manukau Harbour are retained, with distant views north afforded through the gaps between buildings. Over time, the proposed mitigation planting buffer will likely screen the lower portion of the buildings from view.
- 6.64. While it is assessed that the change from the existing view to the Countryside Living proposal would result in a moderate degree of adverse effect on the visual amenity, large single buildings (up to 9m in height) and one minor dwelling (up to 65m<sup>2</sup>) are anticipated under the zoning and therefore are not out of place. There are also no restrictions around private property planting, which could realistically see taller trees and shrubs planted around the buildings.
- 6.65. The degree in increase of effect between the Countryside Living proposal and the MHU proposal (triple attached 3 storey) is considered to be low. The MHU proposal constitutes only a relatively small component of change in the wider view when viewed beside each other. The MHU proposal shows the buildings sitting lower on the horizon; the building mass is broken down with gaps between buildings allowing for views through; and the buildings step with the land contour.
- 6.66. The adverse visual effects resulting from the MHU proposal would be moderate at worst initially, however over time the additional mitigation planting along the boundary will likely screen the lower portion of buildings from view and the buildings themselves would be integrated into the overall view.
- 6.67. Consultation with Mr Graham of 190 Settlement Road indicated that his primary concerns were retaining his outlook and the "character of countryside living environment". These concerns were two fold; for him as a resident, plus the potential resale value of his property.
- 6.68. As shown in the theoretical development proposal for the Site based on the existing Countryside Living zoning, there is no surety that the view(s) from these properties would remain 'untouched' and that it is reasonable to expect some level of complying development on the Site would be visible. The Site has historically never had any buildings or significant vegetation located on it, leading to a false sense of 'openness' for the neighbouring properties. Indeed, just as properties at 188 and 182 Settlement Rd are highly visible to 190 Settlement Road, so too could any potentially complying development on the Site. Therefore, built form upon the upper slopes of the Site can be considered an expectant visual outcome when viewed in the context of the zoning, site properties (i.e elevated views) and the surrounding residential dwellings.

6.69. While private views are not protected under planning legislation, consideration is given to residential visual amenity effects with regards to visual dominance and privacy. The dwelling at 190 Settlement Road is the closest building to the Site on the southern boundary. This dwelling is set back from the easement boundary by approx. 17.0m. When including the additional 10.0m width for the vegetation buffer, and the 1.0m rear yard allowance, there is an approx. 28.0m minimum setback from building to building.

6.70. Given the extent of proposed setback, compliance with HiRB controls and privacy controls, the proposed buffer vegetation strip of mixed heights and the stepped building heights in relation to the Site contour, it is considered that any visual dominance effects would be successfully mitigated and overall the effects will be **low**.

**6.71. Summary - Views from Close Proximity and Adjoining Properties / Close Range:**

- Views from the immediate vicinity would read the Site, and residential development, as a continuation of the existing elevated urban form around the Keri Vista Rise residential area and existing Crestview Rise development. Intensification of such urban areas is anticipated and expected.
- The proposed height and massing (as shown in VP10 | 8 Crestview Rise Visual Simulation: Mixed Housing Urban) would be consistent with the MHU zone's provision that anticipate new development to be in keeping with the neighbourhood's planned suburban built character of predominantly three storey buildings.
- Visibility of the vegetated ridgeline of Pukekiwiriki Paa and Margan Place is retained.
- For the adjacent private properties on Settlement Road, any development on the upper slopes of the Site, whether Countryside Living or MHU, would result in a moderate degree of adverse effect on the visual amenity due to the level and magnitude of change to their existing view.
- While not shown in the visual simulations, the proposed 10m wide re-vegetation buffer to the southern boundary of the Site would sit higher on the landform and provide a visible 'vegetated' buffer between urban and rural land use. The planting will also provide screening of the Site along the southern boundary and visually connect to the existing bush.
- The difference in level of effect between the Indicative Proposals for each zone is considered to be low.

6.72. Based on the above summary, the adverse visual effects from close views around Crestview are assessed as **low**. Adverse visual effects from the adjacent private properties on Settlement Road are assessed as **low-moderate**.

## 7. Conclusion

- 7.1. This report and assessment of effects was carried out with reference to the Proposed Plan Change at 28, 30, 66, 76 Crestview Rise and 170 Settlement Road, Papakura. The effects of the Proposal were assessed in relation to two interrelated assessment categories; Landscape Effects (attributes, value, and character); and Visual Amenity.
- 7.2. Retention of existing vegetation in the gully area, the long-term enhancement of vegetation in this part of the Site, and the creation of a 10m wide revegetation planting buffer, will help to establish and support a key landscape feature on the Site - providing improved habitat, ecology, an rural-urban buffer and visual amenity for residents. Proposed conservation measures will notably enhance the ecological value of the Site over time along with its contribution to local linked habitats. As such landscape effects are considered to be **low**.
- 7.3. Given the nature of the Site, particularly its location, context, visibility, ability to integrate development and associated vegetation, the Proposal is considered to generate no more than **low** adverse visual effect. It is also considered that this will reduce to a very low effect as future development 'grows in' and becomes a familiar undiscernible component of the urban environment. The proposed landscape buffer planting and enhanced existing bush area will grow and mature and further contribute to the visual amenity when viewing the Site.
- 7.4. A key consideration for varying the zoning of the Site and relocating the RUB is whether the proposed zoning is the most appropriate way to achieve the purpose of the RMA. A key component of that consideration is assessing whether the form of land use makes best practicable use of the land, whilst avoiding adverse landscape and visual effects on land beyond the Site, minimising visual dominance effects and whether the proposal would deliver on the opportunity for quality compact urban form and optimisation of growth within the RUB.

### Rural Urban Boundary Relocation

- 7.5. The current RUB follows the former Papakura District Plan MUL urban boundary. It is reflective of historical subdivision patterns in the area and is not aligned with strong natural boundaries or other elements. The Site has no significant production value or high value soils. There is no significant vegetation on the Site, apart from the area of bush proposed to be protected (which is currently of a low ecological value)
- 7.6. The proposed RUB follows the existing and proposed bush area in a logical manner. This comprises a feature that makes a rational, defensible boundary for the location of the RUB boundary.
- 7.7. The proposed RUB is in alignment with the policies of the Regional policy statement (*B2 Tāhuhu whakaruruhau ā-taone - Urban growth and form*)
  - *promote the achievement of a quality compact urban form;*
  - *enable the efficient supply of land for residential, commercial and industrial activities and social facilities;*
  - *support the efficient provision of infrastructure;*
  - *avoiding elite soils and avoiding where practicable prime soils which are significant for their ability to sustain food production;*
  - *providing a strong natural and logical boundary.*

### Zoning

- 7.8. Rezoning this Site from Rural to Residential is considered appropriate in this location as it will fit into the existing landscape/residential context of the area, is adjacent to similar type of development, and will have limited adverse landscape and visual effects on the surrounding area.

- 7.9. Due to the Sites proximity, and orientation, to existing residential development and infrastructure it is considered optimal for urbanisation and appropriate for MHU zoning. Any residential development on the Site would be physically and visually connected with the Crestview Rise and Keri Vista Rise residential areas. These areas, and the majority of Papakura is zoned for MHU, which signals that over time, the appearance of neighbourhoods within this zone will change, with development typically up to three storeys in a variety of sizes and forms, including detached dwellings, terrace housing and low-rise apartments.
- 7.10. The MDRS apply to most properties in residential zones that are not subject to a 'qualifying matter', or exemption to limit building heights and density in some areas The presumption of the MDRS changes is that the provisions should apply unless there is a specific and valid reason for them not to.
- 7.11. Plan Change 78 Intensification allows for Qualifying Matters in precincts as "*Any other matter that makes higher density development inappropriate in an area, including: Local landscape values, urban design and/or built form, coastal character, traffic management, local views and/or amenity, special character and/or character buildings*"
- 7.12. It is considered that there are no Qualifying Matters with regards to limiting height on the Site from a landscape and visual effects perspective.
- 7.13. The MHU zoning contains relevant standards with regards to building height to ensure any proposed development is suitable.
- H5.6.4. Building height - Purpose:** *to manage the height of buildings to*
- *achieve the planned urban built character of predominantly three storeys;*
  - *minimise visual dominance effects;*
  - *maintain a reasonable standard of residential amenity for adjoining sites;*
  - *and provide some flexibility to enable variety in roof forms.*
- 7.14. When considered collectively, it is concluded that the Proposed Plan Change will create a level of change that the Site can accommodate without significantly diminishing the landscape attributes, values and character.
- 7.15. It is considered that as the level of sensitivity of the Site to visual change is generally low, the mitigation measures of the Proposal are effective at reducing impacts and the overall adverse effects of the proposal on the landscape and visual amenity are considered to be an acceptable change within the surrounding environment.
- 7.16. Combining both the landscape and visual effects of the development it is concluded that the overall effects will be **low**.
- 7.17. It is therefore considered that the Proposed Plan Change is appropriate in terms of its landscape, natural character and amenity effects.

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## APPENDIX 1: ASSESSMENT METHODOLOGY

The landscape and visual effects assessment is used to identify and assess the likely significance of potential effects a development has on the landscape, as well as assesses the impact on visual amenity for the affected neighbours and general public. While adverse effects are generally the focus of these reports, positive effects are also worth considering. The RMA notes that particular regard is required for the maintenance and enhancement of amenity values and quality of the environment<sup>6</sup>.

This assessment considers the effects in terms of two interrelated assessment categories:

- Landscape Effects – The assessment of landscape effects is concerned with the change to the physical landscape that may alter its value or character.
- Visual Amenity - The assessment of visual effects is concerned with the effects of change and development on the views available to people and their visual amenity<sup>7</sup>.

In addition, the Proposal has been assessed in terms of cumulative effects of the Proposal combined with existing developments, in accordance with the Resource Management Act 1991. Consideration of the future development within the site has been considered when assessing the impacts of the Proposal.

### Landscape Effects (Attributes, Values + Character)

Landscape effects are based on potential effects to the physical landscape, which may change its value or character.

Effects on landscape attributes take into consideration physical effects to the land resource and considers the susceptibility of the landscape to change. Landscape values relate to people's aesthetic perception of the biophysical environment, including considerations such as naturalness, vividness, coherence, memorability, and rarity. Landscape character is derived from a combination of landform, land cover and land use (including cultural elements) which gives an area its identity.

The susceptibility to change takes into account the attributes of the receiving environment and the characteristics of the proposed development, while considering the ability of the landscape to accommodate the change without adverse effects.

The assessment of effects on the landscape attributes, value and character of the Site has considered the likely nature and scale of change to the landscape, waterways and vegetation and any landscape features, as well as the zoning of the land and its associated anticipated level of development.

### Visual Amenity Effects

Visual effects are changes to specific views which may change the visual amenity experienced by people. Definition of amenity values, as noted within the RMA: *"means those natural or physical qualities and characteristics of an area that contribute to people's appreciation of its pleasantness, aesthetic coherence, and cultural and recreational attributes"*.<sup>8</sup>

The assessment of effects on visual amenity considers the magnitude of change which will result from views of a proposed development, taking into account the size or scale of the effects, the geographical extent of views and the duration of the visual change. Other contributing factors include existing value of the view, sensitivity of the view to change, size of the viewing audience, proximity to Site, and type of view or outlook. This may distinguish between temporary and permanent effects where relevant.

<sup>6</sup> Section 7(c) and 7(f) - Resource Management Act 1991

<sup>7</sup> Information requirements for the assessment of Landscape and Visual Effects (Auckland Council, Sept 2017)

<sup>8</sup> Section 2(1) - Resource Management Act 1991

**Determining the Overall Level of Effects**

In assessing the extent of effects, this report uses the seven-point scale recommended by the NZILA Te Tangi a te Manu Aotearoa New Zealand Landscape Assessment Guidelines 2022. The scale of effects is: Very Low; Low; Low-moderate; Moderate; Moderate-High; High; Very High



Very Low Effect	No appreciable change to the visual character of the landscape, its landscape values and/or amenity values. Little or no loss of or modification to key elements/ features/ characteristics of the baseline, i.e. approximating a 'no change' situation.
Low Effect	Limited change to the visual character of the landscape, with a low level of effect in relation to landscape values and/or amenity values. No material loss of or modification to key elements / features / characteristics. i.e. modification or change is not uncharacteristic and absorbed within the receiving landscape.
Low-Moderate Effect	Evident visual change to the visual character of the landscape with a low to moderate level of effect in relation to landscape values and/or amenity values. Minor loss of or modification to one or more key elements / features / characteristics, i.e. new elements are not prominent or uncharacteristic within the receiving landscape.
Moderate Effect	Appreciable change to the visual character of the landscape with a moderate level of effect in relation to landscape values and/or amenity values. Partial loss of or modification to key elements / features / characteristics of the baseline, i.e. new elements may be prominent but not necessarily uncharacteristic within the receiving landscape.
Moderate-High Effect	Marked change to the visual character of the landscape with a moderate to high level of effect in relation to landscape values and/or amenity values. Modifications of several key elements / features / characteristics of the baseline, i.e. the pre-development landscape character remains evident but materially changed.
High Effect	Significant change to the visual character of the landscape with a high level of effect in relation to landscape values and/or amenity values. Major modification or loss of most key elements / features / characteristics, i.e. little of the pre-development landscape character remains.
Very High Effect	Fundamental change to the visual character of the landscape with a very high level of effect in relation to landscape values and/or amenity values. The proposal causes significant adverse effects that cannot be avoided, remedied or mitigated. Total loss of key elements / features / characteristics, i.e. amounts to a complete change of landscape character

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## APPENDIX 2: GRAPHIC SUPPLEMENT