TE TUPU NGĀTAHI
SUPPORTING GROWTH

North Route Protection Strategy

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Version 1.0

WAKA KOTAHI
NZ TRANSPORT AGENCY

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Disclaimer

This is a draft document for review by specified persons at Auckland Transport and the New Zealand Transport Agency. This draft will subsequently be updated following consideration of the comments from the persons at Auckland Transport and the New Zealand Transport Agency. This document is therefore still in a draft form and is subject to change. The document should not be disclosed in response to requests under the Official Information Act 1982 or Local Government Official Information and Meetings Act 1987 without seeking legal advice.

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Acronym/Term	Description
AT	Auckland Transport
AUP	Auckland Unitary Plan
DBC	Detailed Business Case
FTN	Frequent Transport Network
FULSS	Future Urban Land Supply Strategy 2017
FUZ	Future Urban Zone
ITA	Integrated Transport Assessment
MDRS	Medium Density Residential Standards
MoE	Ministry of Education
NoR	Notice of Requirement
PT	Public Transport
RPS	Route Protection Strategy
RTC	Rapid Transit Corridor
SEA	Significant Ecological Areas
SH1	State Highway 1
Waka Kotahi	Waka Kotahi NZ Transport Agency

1 Purpose of this report

The purpose of Te Tupu Ngātahi is to identify and protect the recommended transport networks to support Auckland's planned urban growth over the next 30 years. The North Detailed Business Case (DBC) identifies key elements of the recommended transport network in the North future urban area, which include areas of Future Urban Zone (FUZ) land in Silverdale, Ōrewa, Wainui and Dairy Flat.

The key objective of the Te Tupu Ngātahi programme is to secure 'route protection' for the recommended options. Route protection identifies and appropriately protects the land corridors necessary to enable the future construction, operation, and maintenance of the recommended network. This Route Protection Strategy (RPS) document considers the approach to 'route protection' including whether route protection is necessary, the recommended mechanism, requiring authority and relative priority within the North Projects.

2 Methodology

The North DBC team has developed a preliminary RPS for the North Recommended Network in accordance with the methodology set out in the Programme Wide Technical Guidance Note – Consenting Strategy issued to all business case teams in September and October 2018. The North Recommended Network is described within the main DBC document.

A copy of the Technical Guidance Note is attached to this appendix (Attachment 1) together with an annotated checklist of selection factors used in the Route Protection Strategy Workshops for the North Network held during May-June 2022. The checklist is included in Attachment 2.

The North RPS has also been informed by the Programme-wide Consenting Strategy (now Route Protection Strategy) framework document, described in greater detail in the Technical Guidance Note, which identifies and evaluates a full range of route protection mechanisms. This North RPS should be read in conjunction with the Programme-wide RPS.

At scoping stage for the North DBC, some projects within the North Recommended Network were proposed to be progressed as 'Type A' business case projects [1](which are projects that do not require or merit route protection) and were assumed to not progress to route protection. For completeness, these projects were considered as part of this RPS analysis, to retest in more detail whether route protection is warranted. As a result of that retesting process one additional project, New SH1 Crossing at Dairy Stream, is now recommended for route protection.

All components of the North Recommended Network that are proposed for route protection have been analysed in terms of the recommendation to route protect (or not), the proposed mechanism and an indication of route protection priority. The reasons for grouping components, and for assigning the relevant priority to the packages, are discussed in section 3 .

- [1] **Type A: DBC for option confirmation** – Focused on identifying intervention for areas where implementation is in the longer term (decade 2 or 3) and the approach to protecting these routes is to not route protect in the short term. The intent of this business case is to determine the recommended option so that this can be used for discussion with stakeholders and property owners if and when necessary. A subsequent investment case prior to implementation would be required.

3 Route Protection Considerations

Route protection considerations for each project in the North Recommended Network are outlined in the following sections.

3.1 New Rapid Transit Corridor (Albany to Milldale) and Stations

This project involves the following components:

1. A new rapid transit corridor (RTC) between Albany and Milldale, via the Dairy Flat future urban area; this includes a separated walking and cycling path between Bawden Road and Dairy Flat Highway
2. Two new RT stations and associated facilities at:

- Milldale near SH1
- Pine Valley in the future urban zone next to Pine Valley Road.

Although other RTC stations are proposed to be part of the network in the long-term, the precise locations and form of those stations are yet to be determined and are not proposed to be route protected at this time (as explained further below).

The RTC and stations are discussed in turn below.

3.1.1 New Rapid Transit Corridor

A new RTC is proposed as a long-term public transport spine for the northern growth area between the Albany bus station just south of Ōteha Valley Road and the new development area of Milldale, via the Dairy Flat, Silverdale West and Pine Valley future urban areas. The corridor will provide for rapid transit. The corridor will provide for either a dedicated busway or light rail and will include a separated strategic waling and cycling path within the corridor for most of the length. The project is a strategic public transport project for the North network, which will improve travel choice and access to economic and social opportunities and facilitate sustainable growth of the future urban zone.

The selected alignment will require a significant amount of third party land through the future urban areas. The project has a relatively low timing urgency for implementation. It is anticipated to be needed to support future urban growth through the main growth area of Dairy Flat around 2048+. Depending on availability of funding, the project could be implemented prior to development or as development occurs in the area in a staged manner. At present, development pressure is relatively low alongside SH1 between Albany and Bawden Road and also low through the Dairy Flat FUZ. There are significant barriers to out of sequence development in Dairy Flat in terms of bulk infrastructure and high transport costs. Development pressure is higher in the more northern areas of the alignment which pass through the Dairy Flat – Silverdale West Industrial Structure Plan area and into Pine Valley and Milldale. Milldale is already live zoned and developing. Other than at the northern end, the selected alignment largely avoids the likely first Council led plan change area (~170ha) which corresponds to the Silverdale West Dairy Flat Industrial Area Structure Plan (April 2020), which covers 603ha – so pressure is considered medium not high. There is also the prospect of private plan changes as occurred in Drury, which also makes development pressure medium. The project team considers that route protection of the corridor would have a strong influence on shaping land use and

driving sustainable and high quality urban development outcomes, and there is a strong opportunity for protection of the corridor to drive land use form.

Despite the lack of timing urgency and development pressure through much of the alignment, **route protection of this project is recommended as a high priority** due to the strategic importance of the corridor for the whole North area in terms of transport and land use integration outcomes, the high amount of third party land required, and the strong influence the project and its route protection will have on these outcomes. A Notice of Requirement (NoR) by Waka Kotahi is recommended as the preferred mechanism due to the certainty and flexibility it provides.

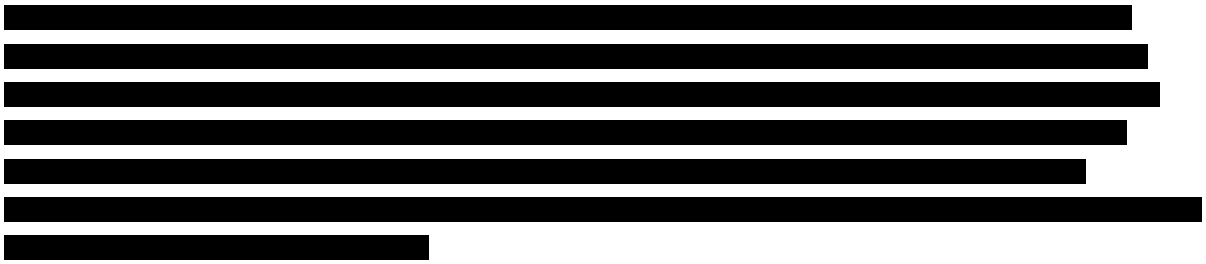
3.1.2 Rapid Transit stations

Assessment to date has indicated 5-6 potential RT stations along the corridor, comprising:

- Three stations in Dairy Flat, including one at/next to a future Dairy Flat town centre
- One to two stations in the Pine Valley FUZ – one of which (near Pine Valley Road) would allow for park and ride facilities and be a key frequent transit network (FTN) bus interchange; and one which would focus on more local access through active modes
- One terminus station at Milldale, which is live zoned and developing.

Note: The RTC is assumed to connect to the existing Albany bus station just south of Ōteha Valley Road on the western side of SH1. Any upgrade to that station (or any new RT station) to allow for light rail is assumed to be part of the Additional Waitematā Harbour Connections project and is out of scope of the North Projects.

Although the RT station platforms would be able to fit within the identified RT corridor, the stations will also require land for station buildings and interchange with the bus network (including the FTN at Dairy Flat town centre station and the more northern Pine Valley Station). The more northern Pine Valley station is also identified as a park and ride facility. Some third party land will be required for these stations with multiple landowners (other than Milldale Station which has a single landowner). Timing urgency is generally low (other than the more northern stations) as per the RTC itself and development pressure is also generally low – as land for Milldale Station has been currently set aside by Fulton Hogan and there is no known development pressure at the other station locations. Route protection of the stations would however have a strong influence on driving outcomes of sustainable urban growth and mode shift to public transport and active modes.



The two northernmost stations at Milldale and Pine Valley are the most certain in terms of location. The Milldale site has been set aside by Fulton Hogan, and the Pine Valley site needs to be close to Pine Valley Road as an important FTN interchange and the position is governed by a number of constraints. It also requires the most land due to its proposed park and ride function.

The team has analysed two main options for route protection of the stations as summarised in the table below.

Table 1: Route protection options for RT stations

Options	Pros	Cons
Option 1: Protect all 5-6 stations	More control over delivery of outcomes Potential opportunity to buy land around stations early	Uncertainty around land use and surrounding transport network Uncertainty around mode could change thinking on stations Land value around stations likely to increase
Option 2: Protect 2 stations at northern end (Milldale and Pine Valley) where development pressure is greater. Do not protect remaining 4 stations	Approvals for stations may be easier once land use pattern and transport network are more certain. More options to capture value from RTC Reduced property liability Land use planning has more flexibility in future Potential to work with Eke Panuku or Kāinga Ora (under Urban Development Act 2020) to develop land around stations at a later date.	Protection will need to be done at a later date and so ideal locations could be compromised. [redacted]

Option 2 is recommended, with **route protection of the Milldale and northern Pine Valley stations as a high priority, and no route protection of the other stations**, with value capture opportunities to be further investigated and progressed (and future route protection following structure planning).

The recommended approach to protect the two northern stations only, helps to address some of the key risks identified for the RTC corridor, namely land use uncertainty and timing uncertainty. The recommended approach is considered to strike the best balance between ensuring the project outcomes are achieved, and maintaining flexibility for the future for land use, timing, mode and opportunity for value capture.

Route protection is also recommended as a high priority for any associated road access connections needed to these stations. In terms of a mechanism, NoRs with WK (or AT) as the requiring authority are recommended for the stations.

3.2 SH1 improvements

The SH1 improvements grouping of projects includes the following projects:

- SH1 widening (3-laning) between Lonely Track Bridge and Silverdale interchange (intended for interim bus shoulder lanes and managed lanes in the longer term once the RT is implemented)
- New Walking and Cycling path along SH1 (Albany to Grand Drive, Ōrewa)
- Silverdale interchange upgrade
- New Wilks Road interchange (southfacing ramps only)
- Upgrade to Redvale interchange (upgrading the proposed Ō Mahurangi Penlink interchange to add northfacing ramps).
- Connection from the active mode corridor at Silverdale to Highgate Parkway (the Silverdale to Highgate Active Mode connection)

- Wainui interchange active modes upgrade.

3.2.1 SH1 Widening (3-laning)

The widening of SH1 proposed for this project is intended to be used for bus shoulder lanes in the interim, up until the RT corridor is implemented in 2048+, and then is likely to be repurposed as managed lanes in the long term. This project shares a corridor with the RT corridor at the southern end and the New Walking and Cycling Path along SH1 along the whole length. It requires extensive third party land with multiple landowners affected and has relatively high timing urgency – as it is required around the end of the first decade to improve PT reliability and mode shift along the corridor. Development pressure is relatively low. Route protection of the corridor was assessed as having some (medium level) of influence on the outcomes being sought as it is a strategic facility which is an important part of the PT staging story for the North – although it is a limited access corridor so will have limited influence on surrounding development.

Considering the strategic nature of the project (including for the PT staging story), the timing urgency and third party land requirement, **route protection of this corridor is recommended as a high priority**. Alteration to the existing Waka Kotahi SH1 Motorway designations is recommended as the mechanism.

3.2.2 New Walking and Cycling Path along SH1

A new walking and cycling path is proposed alongside SH1 from Albany (just south of Ōteha Valley Road) up to Grand Drive in Ōrewa. This project is a strategic facility designed to contribute towards a transformational mode shift towards active mode journeys between where people live, work and play. It will also connect to a much broader local active mode network, including along arterial road upgrades proposed for protection (see following sections) and other AT/Council projects. The project includes grade-separated crossings of SH1 to connect the SH1 facility to the RT corridor around Bawden Road and at interchanges – however these are considered to be part of the interchange upgrade projects discussed separately below.

Between Albany and Silverdale this project will require extensive third party land. North of Silverdale the project is likely able to mostly fit within the existing motorway designation, but this needs confirming as the design progresses. The need for the project is more urgent at the northern end because it would help connect existing residential areas and Silverdale town centre. The rest of the corridor is only considered necessary alongside Dairy Flat future urban development (2048+). There are some areas of development pressure around the Silverdale interchange and Silverdale West Industrial Structure Plan area, with relatively low pressure elsewhere. In terms of driving outcomes, the project is considered of strategic importance for driving mode shift towards active modes and supporting sustainable urban development.

There is opportunity to bundle this project with the SH1 improvements package (as a shared alteration to designation or new designation) – which should be considered further in the consenting strategy.

Considering the strategic nature of the project and third party land requirement with some development pressure, **route protection of this corridor is recommended as a high priority**. The

recommended mechanisms is a NoR –via an alteration to the existing Waka Kotahi SH1 motorway designations.

3.2.3 Upgrade to Redvale Interchange

The Redvale (Ō Mahurangi Penlink) interchange is proposed to be upgraded in the long term to add north facing ramps to the south facing interchange proposed as part of the Ō Mahurangi Penlink project. There is likely to be some third party land required on the western side. The project is considered to be required in line with the wider Dairy Flat urban growth (2048+). At present there is low development pressure, particularly on the west; although a developer owns large areas of land on the east and Ō Mahurangi Penlink may encourage out of sequence development near the interchange. The project is a strategically important connection point to SH1 for the Dairy Flat growth area.

Active mode provision is proposed at the interchange which is likely to require third party land.

There is an opportunity to package this project with the wider SH1 improvements (as proposed) to tell a complete story around SH1 improvements and use the alteration to designation process. There is also an opportunity to use some of the Ō Mahurangi Penlink designation area; although land that is not required for Ō Mahurangi Penlink permanent works is likely required to be released following construction.

Considering the strategic nature of the project and third party land requirement, despite the low timing urgency and low development pressure, **route protection of this interchange upgrade is recommended as a high priority**. An alteration to the existing Waka Kotahi SH1 Motorway designation is recommended as the mechanism.

The preferred option for Ō Mahurangi Penlink is somewhat interrelated with the Wilks Road interchange preferred option, due to the requirement for a service lane to maintain access to the existing service station. This risk would be minimised by bundling route protection of the interchanges together as proposed.

3.2.4 New Interchange at Wilks Road

A new SH1 interchange is proposed at Wilks Road for south facing ramps to service the future industrial area and connect freight onto SH1. A connection is also required across to East Coast Road. There is likely to be some third party land required on either side of the motorway designation. In terms of timing, the project is likely to be required as part of the second stage of development in the Silverdale industrial area, so in the second decade (2030-2040). At present there is low development pressure, with the airport precinct and future industrial land to the west and rural (Countryside Living Zone) and FUZ to the east. The project is a strategically important connection to SH1 for the future industrial area and is needed to support that development.

Active mode provision is proposed at the interchange which may require third party land.

There is an opportunity to package this project with the wider SH1 improvements (as proposed) to tell a complete story around SH1 improvements and use the alteration to designation process. There may also be opportunity for developer implementation or contribution to the interchange.

Considering the strategic nature of the project, the third party land requirement, and medium timing urgency, **route protection of this interchange upgrade is recommended as a high priority**. An alteration to the existing Waka Kotahi SH1 Motorway designation is recommended as the mechanism.

The preferred option for Ō Mahurangi Penlink is somewhat interrelated with the Wilks Road interchange preferred option, due to the need to provide a service lane on the western side of SH1 between the interchanges to maintain access to the existing motorway service centre. This risk would be minimised by bundling route protection of the interchanges together as proposed.

3.2.5 Upgrade to Silverdale Interchange

An upgrade to Silverdale interchange is proposed to improve east-west connectivity and capacity to support future urban growth and particularly development of the future industrial land in Silverdale West. Active mode provision is proposed at the Silverdale interchange which is likely to require third party land. The timing urgency for this project is relatively high, with anticipated timing of operation around 2031 to support industrial development. Development pressure is low considering limited third party land is required. The project is a highly strategic upgrade to improve access for the industrial area and connect communities east and west of SH1.

The project is identified as necessary in the Silverdale West Structure Plan ITA, so there is opportunity for triggers to ensure implementation and contribution from developers.

The need for land outside the motorway designation is subject to ongoing option development. At this point, it is assumed that some third party land may be required. On that basis the **route protection of this interchange upgrade is recommended as a high priority**. An alteration to the existing Waka Kotahi SH1 Motorway designation is recommended as the mechanism.

3.2.6 Silverdale to Highgate Active Mode connection

A new active mode connection is required between the proposed SH1 cycleway facility and Highgate Parkway just north of the Silverdale interchange. Third party land requirement for this connection is low; however previous engagement has indicated the landowner is unlikely to support the connection. Timing urgency is medium, as the SH1 cycleway would need to be in place first. Development pressure is also medium. The land is live zoned and the developer has previously had plans to develop the land; however engagement has indicated those plans are now on hold. Route protection of the project would have a relatively low influence on outcomes for the North, as development plans are already in place and the facility is a local connection only.

There is an identified opportunity to include this project within the scope of the New Walking and Cycling Path along SH1 and packaged with other SH1 improvements as an alteration to existing WK designations.

On that basis the **route protection of this active mode connection is recommended as a high priority**.

3.2.7 Wainui Interchange Active Modes Upgrade

An active mode crossing of SH1 at Wainui Road is required to support future urban growth and reduce east-west severance. Third party land requirement is likely low as the project could fit within the existing motorway designation, depending on the option selected. Timing urgency is medium as development has already occurred to the west associated with Milldale; however development

pressure is low due to the location (largely or entirely) within the motorway designation. The project would provide permeability for active modes but would have a low influence on project outcomes as alternative crossings would be available.

There is an identified opportunity to include this project as part of the New Walking and Cycling Path along SH1 and packaged with other SH1 improvements as an alteration to existing WK designations.

Considering the above **route protection is recommended as a high priority..**

3.3 Upgrade to Pine Valley Road

An upgrade to Pine Valley Road is required within the FUZ section of the alignment to support future urban growth in the Pine Valley area. The third party land requirement for this upgrade is assessed as 'medium', as there is minor road widening required. Land ownership along the corridor is fragmented. Timing urgency for the project is assessed as low. Although the FULSS forecast is for 2033-2038, regional forecasts assume growth will be later. Development pressure in the area is considered 'medium'. The road is located to the south of Milldale so there are no infrastructure barriers to earlier development, but there is also no known current development pressure. Route protection of the upgrade would drive outcomes to a medium extent, considering this is an upgrade to an existing road through a future urban area.

Given the road is a 2-lane arterial, there is likely opportunity for developers to implement the upgrade. However, relying on developer implementation would carry risk as land ownership is fragmented. On that basis the **route protection of this arterial connection is recommended as a lower priority**. A new NoR is recommended as the mechanism, with AT as the requiring authority, and AT continuing to investigate developer agreements as the project progresses.

3.4 Upgrade to Dairy Flat Highway between Silverdale and Durey Road

An upgrade to Dairy Flat Highway within the FUZ between Durey Road and Silverdale is proposed to support future urban growth in the Dairy Flat area and provide resilience to SH1. A significant amount of third party land is required for the project, with widening on either side of the road over a significant length. Timing urgency and development pressure are higher for the northern section of the road (from Silverdale to Kahikatea Flat Road), as this aligns with planned future industrial land use development in the medium term. Urgency in the southern section of the alignment is low (Kahikatea Flat Road to Durey Road), aligning with long-term residential development of Dairy Flat (2048+). Route protection of the upgrade would drive outcomes to a medium extent, considering this is an upgrade to an existing road through a future urban area.

On that basis the **route protection of this arterial connection is recommended as a medium priority** between Silverdale and Kahikatea **and a lower priority** between Kahikatea and Durey Road. A new NoR is recommended as the mechanism with AT as the requiring authority. There is an opportunity to designate the whole corridor as a single NoR.

3.5 New Connection From Dairy Flat Highway to Wilks Road

A new link road is proposed to provide an east-west connection between Kahikatea Flat Road and Wilks Road. Although land parcels are fairly large through this area, the route is largely offline (and not through existing roads or paper roads) so a relatively large amount of third party land is required. The timing urgency and development pressure are assessed as medium as the link is needed within the second decade (2030 – 2040) to align with the second portion of the Silverdale West Industrial Structure Plan development. Route protection of the new road would have a medium level of influence on driving outcomes, as it would provide certainty on access to the strategic road network.

There may be some opportunity for delivery by developers for this project- but there are identified risks with this considering fragmented land ownership. On that basis the **route protection of this arterial connection is recommended as a medium priority**. A new NoR is recommended as the mechanism with AT as the requiring authority.

3.6 Upgrade and Extension to Bawden Road

Bawden Road requires upgrading and extension to support future urban growth in the Dairy Flat area, including for a bus FTN route to a future RT station near the future town centre. The project is a mixture of road widening and new road, so third party land requirement is high. Timing urgency and development pressure are low as the project is anticipated to be required with long-term residential development in Dairy Flat (2048+). The project would have a medium level of influence on driving outcomes sought by the Recommended North Network, as it would provide certainty for a key east-west link between the future town centre/station and the SH1 corridor, including for FTN services.

On that basis the **route protection of this arterial connection is recommended as a medium priority**. A new NoR is recommended as the appropriate mechanism with AT as the requiring authority.

3.7 New Connection Between Milldale and Grand Drive

An upgrade to upper Ōrewa Road and extension of the road through to Grand Drive SH1 interchange is required to support development in the Upper Ōrewa area. A medium amount of third party land is required including land either side of the existing road and land for the new section of road which affects a small number of large parcels. There is a medium amount of timing urgency in this area, with Ara Hills (AV Jennings) already developing in the north and plans for expansion, and the Ministry of Education (MoE) proposing a large school on Upper Ōrewa Road in the medium term (land purchased but no plan change/designation lodged). Development pressure is primarily dealt with as Ara Hills and MoE are already in discussions to protect the corridor through their landholdings.

There is a strong opportunity to pursue developer agreements for this project, including a land swap with AV Jennings in the north and for a paper road north of Russell Road. The new road would open up the FUZ area for development so there is likely further opportunity for developers to deliver this new connection. However, there is some risk in relying on developer agreements for protection as there are other landowners in between and there is likely to be pressure to develop the area out of sequence considering developer interests in the area.

On that basis the **route protection of this arterial upgrade is recommended as a lower priority**. A NoR is recommended as the appropriate mechanism, with AT also continuing to investigate developer agreements and AT as the requiring authority.

3.8 Upgrade to East Coast Road from Silverdale to Redvale Interchange

An urban arterial upgrade to East Coast Road is required between Hibiscus Coast Highway and the end of the FUZ to support current and future urban development along the corridor. Although widening is only required for active modes, third party land requirement is relatively high due to the long length of the corridor and the steep topography. Timing urgency is medium as development is already happening at the Silverdale end. Development pressure is also medium as a large parcel of land in the area is owned by a developer and plan changes may be pending to align with Ō Mahurangi's Penlink construction. Development pressure in the rural section is low, but that may change if there was a plan change. Route protection of the project is likely to have a low influence on outcomes for the wider North area, as the main change will be active mode provision and reduced speed limits.

This may be an opportunity for developers to provide the upgrade at the northern end where residential development is live zoned and underway, and further south around the Redvale interchange. On that basis the **route protection of this arterial upgrade is recommended as a medium priority**. An NoR is recommended as the appropriate mechanism with AT as the requiring authority.

3.9 Upgrade to Dairy Flat Highway between Durey Road and Albany village

An upgrade of Dairy Flat Highway between Durey Road and Albany Village is required to support future urban growth in the Dairy Flat FUZ. The upgrade would provide safety improvements (median and side barriers) and a separated active mode connection. Third party land requirement is high as the topography is very steep. Timing urgency is low as the project is not anticipated until the main Dairy Flat urban development occurs (2048+). Development pressure is also low as most of the route is rural land (Countryside Living Zone) with an SEA overlay. Route protection of the project would have a relatively low influence on outcomes as the area is mainly rural.

Considering the above, **route protection of this project is recommended as a lower priority**. An NoR is recommended as the appropriate mechanism with AT as the requiring authority.

3.10 Upgrade to Wainui Road

An upgrade to Wainui Road is required to support current and future urban development in the Wainui/Milldale areas. Third party land requirement is relatively low as the number of landowners is low and only minor widening is required. However, timing urgency and development pressure in the area are both high. Milldale is already developing and the developer is preparing a proposed private plan change for the Milldale North area of FUZ. MoE is also proposing a new school on Upper Ōrewa Road off Wainui Road which is anticipated to open around 2030. Route protection would have limited

influence on growth/land use outcomes as the area is already partially under development, but it would help drive active mode and public transport use in the area.

There is a very strong opportunity for the western part of the corridor to be implemented through plan change developer negotiations. Land ownership of the eastern end of the corridor is more fragmented. For this reason the **eastern part of the corridor is recommended for route protection as a high priority (with developer agreements progressed for the western end).**

3.11 Hibiscus Coast Highway to Grand Drive Active Mode and Bus Priority Upgrade

An upgrade is proposed to Hibiscus Coast Highway and Grand Drive for active modes and bus priority improvements. Third party land requirement is low as the upgrade follows the existing road reserve as a principle. Timing urgency is relatively high as the area is already urbanised with the problems of lack of travel choice and bus priority already existing. Development pressure is low as the corridor is already built out and the project is within the existing road corridor. Route protection would have limited influence on growth/land use outcomes as the area is already developed, but it may help drive active mode and public transport use in the area.

There is risk that some works could be required outside of the road reserve to meet outcomes and standards, but there is also a strong opportunity to reallocate road space in order to achieve desired outcomes. Considering the above **route protection is not recommended for this project.**

3.12 New SH1 Crossing at Dairy Stream

A motorway crossing for all modes is required in the vicinity of Dairy Stream between the area of Top Road and East Coast Road – to support future urban growth on both sides of SH1 and reduce community severance. Third party land requirement is relatively low as the bridge itself would be within the motorway designation. However land would be required either side for connections to the local road network. Timing urgency is relatively low as the project is required in line with urban development of Dairy Flat and areas to the east. Development pressure is relatively low. Route protection would have a high level of influence on the project outcomes as it would help to define the connection point across SH1 and influence planning of local networks.

There is some opportunity for developers to contribute to road connections on either side. There is also risk around lack of certainty on future network layout which is unplanned; however the connection is considered an important component of the future transport network including active modes, so warrants route protection.

On this basis, **route protection is recommended for this project as a medium priority.** A new NoR is recommended as the mechanism with AT as the requiring authority.

3.13 Dairy Stream Active Mode connection

An active mode connection has been identified in the North Recommended Network along the Dairy Stream riparian corridor. Third party land requirement is relatively low. Although the land is private, the project is largely within the riparian margin which is anticipated to be protected through future structure planning and there are rules in the AUP that regulate development within riparian margins

that should reduce development potential. Timing urgency is also low, as the project is required in line with development of the main Dairy Flat future urban area (2048+). Development pressure is also low. Route protection would have a medium level of influence on project outcomes as it would likely influence a land use response around the corridor and help drive active mode use.

There is an opportunity for Council to identify this link in future structure planning and to identify a specific riparian margin for protection from land use development. There is however a risk that land will be required outside the riparian margin. Consenting risks also exist in relation to location of the project within wetland/floodplain areas.

Considering the above **route protection is not recommended for this project.**

4 Route Protection Strategy – Recommendations

The North DBC project team recommend the following:

Table 2: Recommended Route Protection Strategy

Projects	Route protect?	Mechanism	Requiring Authority	Priority (relative to other projects in package)	Notes
Rapid transit corridor – Albany to Milldale (including walking and cycling path Bawden Road to Dairy Flat Highway)	Yes	NoR	Waka Kotahi (or potentially AT)	High	
Rapid transit stations – Milldale and Pine Valley North (and associated facilities)	Yes	NoR	AT/WK	High	
Rapid transit stations – Pine Valley South and Dairy Flat	No	N/A	N/A	N/A	No route protection now. Pursue value capture opportunities. Stations can be route protected at a later date following structure planning
New Walking and Cycling Path along SH1 (Albany to Grand Drive)	Yes	NoR (alteration to motorway designations) or new NoR	Waka Kotahi	High	Consider bundling with SH1 improvements project (next row)
SH1 improvements, including: • SH1 widening (Albany to Silverdale)	Yes	NoR (alteration to motorway designations)	Waka Kotahi	High	Consider bundling with New Walking and Cycling Path along SH1 (above row)

Projects	Route protect?	Mechanism	Requiring Authority	Priority (relative to other projects in package)	Notes
• Ō Mahurangi Penlink interchange upgrade • New Wilks interchange • Silverdale interchange upgrade					
Silverdale to Highgate Active mode connection	Yes	NoR (alteration to existing motorway designation)	Waka Kotahi	High	Priority assumes the project is bundled with SH1 active mode corridor project
Wainui Road active mode motorway crossing	Yes	NoR (alteration to motorway designation)	Waka Kotahi	High	Priority assumes the project is bundled with SH1 active mode corridor project
Pine Valley Road upgrade	Yes	NoR	AT	Low	Continue to investigate developer agreements
Dairy Flat Highway Upgrade (FUZ section)	Yes	NoR	AT	Medium (Silverdale to Kahikatea Flat Road) and Low (Kahikatea Flat Road to Durey Road)	Opportunity to route protect as a single NOR
New Connection from Dairy Flat Highway to Wilks Road	Yes	NoR	AT	Medium	

Projects	Route protect?	Mechanism	Requiring Authority	Priority (relative to other projects in package)	Notes
Bawden Road Upgrade and Extension	Yes	NoR	AT	Medium	
New Connection between Milldale and Grand Drive	Yes	NoR	AT	Low	Continue to investigate developer agreements
East Coast Road Upgrade	Yes	NoR	AT	Medium	Continue to investigate developer agreements
Dairy Flat Highway Upgrade south of FUZ	Yes	NoR	NAT	Low	
Wainui Road upgrade	Yes	NoR (eastern end) and developer agreements (western end – west of Lysnar Road)	AT	High	
Hibiscus Coast Highway active mode and PT priority upgrade	No	N/A	N/A	N/A	No additional space is required.
New SH1 Crossing at Dairy Stream	Yes	NoR	AT	Medium	
Dairy Stream active mode connection	No	N/A	N/A	N/A	Land is already protected from development

Projects	Route protect?	Mechanism	Requiring Authority	Priority (relative to other projects in package)	Notes
Argent Lane and New Pine Valley Road	No	N/A	N/A	N/A	No additional space is required.

1 Attachment 1 - Programme-wide Consenting Strategy

Consenting Strategy Task Team

Updated 27 September 2018

Prepared by Jennifer Caldwell, with input from Andrea Rickard, Belinda Petersen, Sonya McCall, Nita Chhagan, Gavin Smith

Technical Guidance for Business Case Teams:

Developing consenting strategy recommendations for Business Case appendix

1. Overview

- One of the key tasks of the SGA Programme-Wide workstream is preparation of a programme-wide consenting strategy for delivery to the Boards of AT and NZTA along with the four final area-based Indicative Business Cases.
- The programme-wide consenting strategy will act as an overarching **framework**, within which each business case team will prepare its own high level consenting recommendations that will form an appendix to each business case document. Preliminary recommendations need to be developed by the Business Case teams as to the indicative **priority**, **packaging and preferred mechanism** to achieve route protection for all components of the preferred network articulated in each business case. We will then apply a programme-wide lens to confirm or adjust those recommendations having regard to wider strategic considerations across all business cases and then complete the programme-wide document.
- The final programme-wide consenting strategy (comprising the framework document and the individual consenting strategy appendices attached to each business case) will be subject to an IQA and internal approval process with both AT and NZTA and will be approved by the PAB before the business cases are delivered to the Boards in February-March 2019.
- The purpose of this technical guidance note is to outline the recommended **methodology** for developing preliminary consenting and route protection recommendations.

2. Context – Route Protection

- The principal task of Te Tupu Ngātahi is to achieve route protection of a preferred network to support Auckland's projected growth over the next 3 decades. While Notices of Requirement (NoRs) may be the logical choice of route protection mechanism for the majority of the preferred network components, there are a range of other mechanisms available to achieve some degree of route protection that may be valid alternatives to NoRs.

In some cases, NoRs may need to be supplemented by the use of other mechanisms including resource consents (where network components may be scheduled for early construction), plan changes (initiated or submitted on), structure plans and traditional property acquisition. In other cases, where developer plans are well advanced and there is alignment on the preferred network, there may be opportunities to negotiate developer agreements to potentially avoid the need for NoRs (or avoid the need for notification of a NoR). Route protection for some preferred network components will need to be delivered by other partners, including KiwiRail and Auckland Council.

- The full range of route protection mechanisms, together with a discussion of their advantages and disadvantages, is set out in Table 5-2. The programme-wide component of the indicative business cases will also include a section on the case for (or benefits of) route protection (cost and non-cost related).
- The process of determining an optimal consenting strategy for each preferred network component will require **qualitative assessment** of a range of factors that can be grouped into the following three categories:

1. Strategic importance – which components represent anchor projects that provide early opportunities to deliver on liveability objectives?
2. Urgency – which preferred network components need to be advanced as a matter of priority and why?
3. Complexity/risk profile – how difficult/straightforward will it be to achieve route protection?

These factors are set out in the attached checklist/worksheet and need to be assessed for their relevance and importance when developing a recommended consenting strategy. The recommended approach to the assessment process is discussed in section 4 below.

3. Preferred mechanism & process - NoRs

- The current phase of the Supporting Growth Alliance programme involves preparation of indicative business cases. The next phase will involve completion of the detailed business cases concurrently with pre-lodgement work to prepare AEEs and NoRs (or to advance other route protection mechanisms such as developer agreements).
- The final phase is the post-lodgement phase. Earlier internal discussions on this phase focused on two alternative statutory pathways for NoRs:
  - A traditional two-stage notified process with a hearing by Council then potential appeals to Environment Court. The two stage process will potentially take longer but provides greater scope for community involvement, can flush out minor issues and potentially resolve more substantive issues prior to appeal.
  - Application to Council seeking direct referral to the Environment Court. Cost is higher, timeframe is shorter, and any appeal must be on points of law. This is an attractive option if opposition is limited, submitters are likely to be supported by expert witnesses and the issues are focused.
- Those earlier discussions did not make provision for an EPA Board of Inquiry, but it remains an available process choice particularly where a large number of projects can be aggregated and require urgency (subject to consideration of cost and wellbeing of personnel).
- While business case teams need to select a recommended route protection mechanism, they do **not need to select a statutory pathway** for any NoR option. That will be done at a programme-wide level having regard to overall priority of projects and will involve discussion

with Auckland Council and potentially other parties. However, business case teams should ideally indicate those factors that might point towards one NoR process over another, for example:

- A large number of individual affected land owners and lower priority in terms of timing – this may indicate a preference for a two stage process, in order to flush out and resolve issues prior to appeal stage.
- A high level of community interest or opposition – any indication that issues cannot be resolved by conditions or that appeal is likely, may suggest direct referral, particularly if timing is an issue.
- High priority, and limited parties with expert witnesses and legal representation – this may indicate a preference for direct referral as the best option.

4. Methodology

Each business case area team should undertake a consenting strategy session prior to Workshop #3 to develop preliminary views and a further session post-Workshop #3 to capture additional information and refine those views to the point where they can be documented for the relevant business case appendix.

- At the initial consenting strategy session:
  - Discussion should be facilitated by the planning and legal leads but the whole team and OIMs in particular have a valuable role to play in contributing information.
  - The emerging preferred network should be broken down into individual components and named as individual "projects" down the left hand column of the checklist worksheet document (Project A, Project B etc). There will be an opportunity to bundle/aggregate projects together later.
  - For each component, starting with the larger/anchor components, summarise key known features in terms of existing land use, land ownership/number of directly affected landowners, proximity of developers and known timing of development and any known environmental or cultural constraints (this should focus on matters directly relevant to consideration of route protection mechanism and does not need to be exhaustive).
  - Develop a **quick consensus** on **most obvious choice** of route protection mechanism, including consideration of staged implementation of that mechanism (e.g., NoR but preceded by interim step of a precinct plan/zoning).
  - Test consensus by reviewing all factors in the worksheet and rating them as neutral or positive. This means that a factor that has an obvious impact on consenting **priority, packaging, or pathway** will be positive; those factors that are not relevant will be neutral.
  - Identify **key drivers** and assess their **relative importance**. If timing or availability of funding is a key driver, that needs to be flagged as it will heavily influence strategy.
  - Identify what further information might be required before finalising preliminary view and determine process for obtaining that information.
  - Where all relevant information is available, confirm or adjust preliminary view for each component.
  - Once all components are assessed, consider which ones could be efficiently grouped together, having regard to geographic proximity, linkages between components, priority, choice of mechanism and other common factors. Early discussions about potential work packages should be put to one side for this purpose. Projects

previously identified as having lower priority may now need to be promoted to a higher priority considering new information.

- Business case teams should be prepared to discuss their preliminary views with stakeholders at Workshop 3 and confirm as part of their post-Workshop 3 documentation. Final views should be tested when the final recommended preferred network is endorsed by TST following Workshop 3.
- Legal and planning leads should be available for ongoing discussion to refine recommendations.

5. Resourcing/capacity

The following issues will be relevant at the programme-wide level to confirming the final consenting strategy, but are **not directly relevant** to individual business case recommendations:

- Availability of Council resources at multiple levels; officer level on the regulatory side (processing NoRs), external expert consultants, Democracy Services hearing commissioners. This will be the subject of discussions with the Council integration team.
- Mana whenua capacity to respond/have input into multiple notified/contentious processes simultaneously or sequentially in a compressed timeframe.
- Submitter/community stakeholder capacity for participation e.g., would it be preferable to advance all area projects at the same time or via one large process or break those into smaller pieces spread across several years?
- SGA budget constraints – some route protection mechanisms will be more expensive than others or may better align with cash flow constraints.

Another factor that will be relevant to the programme-wide perspective is land use integration and land use certainty, including potential for subsequent changes through statutory processes to impact on the preferred corridor alignment.

6. Documenting recommendations

- Discussion and outputs from each area-wide consenting strategy session should be documented in summary form, including the results of the checklist worksheet exercise. This should form the basis of each business case consenting (or route protection) strategy appendix, with the recommendations in a form that can be pulled as an executive summary into the main body of the business case report.
- Recommendations can be made contingent on confirmation of specific information not yet known and can also be the subject of back up recommendations. If, for example, the preferred option for one preferred network component is a negotiated developer agreement but the developer's position or willingness is not yet fully known, the recommendation can specify a date by which engagement should have reached a point where the developer's position can be fully understood. If an agreement is not certain at that point, the secondary recommendation could be to proceed with a NoR.
- The recommendations package should therefore include:
  - A recommended route protection mechanism for each component of the preferred network with a bullet point summary of the risk/opportunities.
  - Recommendations as to which components are sufficiently interdependent that they should be advanced as a package, or whether other components should be packaged for other reasons (e.g., strategic importance, similar timing issues or developer readiness issues).

- Indications as to the priority of each component/package in relation to the others.

7. Discussion of specific factors – flexibility vs certainty

- Two key drivers (under Complexity/Risk Profile) in the checklist worksheet are:
  - The level of certainty available now for a specific network component (e.g., mode, width of corridor, levels of growth) and, related to that.
  - What level of flexibility is required for appropriate protection of the route in light of the level of uncertainty and what is the best means of achieving that flexibility?
- Many NoRs are supported by detailed information as to design and effects on the environment because they are intended to facilitate construction in the short to medium term (and may also be accompanied by regional resource consent applications). In some cases, the level of information provided enables the requiring authority to seek waiver of the outline plan process because the level of certainty is so high.
- By contrast, designations with a primary focus on route protection are used in situations where construction is not imminent and may be some decades away. The level of design detail may be modest, requiring specific care when assessing effects and addressing the statutory tests. Recent examples include the Southern Links network of long-term infrastructure to accommodate growth in and around Hamilton City. In that case, the intended start of construction for many of the corridors protected was at least 20 years away.
- There is extensive case law regarding the tension between certainty and flexibility. In summary:
  - Route protection designations are contemplated by the RMA and remain an appropriate planning mechanism, on the basis that the outline plan process is available to provide greater detail when the requiring authority is in a position to fund, design and construct the work.
  - However, all NoRs must be supported by information that is **sufficiently detailed to enable the nature and scale of effects to be understood by both the court/decision maker and submitters**.
  - There may be **circumstances**, such as sensitive receiving environments, where a **greater level of detail and potentially greater route specificity** is required.
  - A decision maker is likely to impose **conditions that constrain the proposed activity to the envelope of effects that are contemplated** in the NoR and are considered acceptable to the decision maker. The Outline Plan process does not permit a requiring authority to extend the effects beyond those considered when the NoR was approved.
- Where business case preferred networks require high levels of flexibility for specific components, that should be signalled in the consenting /route protection strategy recommendations, along with some indications as to how that might be achieved in the specific circumstances.
- There are tools to achieve greater flexibility for route protection NoRs, including:
  - Agreeing relevant information levels with the Council in advance of NoR lodgement.
  - Placing some NoRs on hold following lodgement to enable further assessment of effects or development of "spot design" to address concerns of specific landowners.

  - Developing proposed conditions in collaboration with Council to address concerns about effects that may not be sufficiently certain at the outset (i.e., by applying performance standards as opposed to a fixed methodology).
  - Seeking extended lapse dates and agreeing property use protocols with affected landowners that apply during an extended lapse period; and
  - Developing a responsive yet cost-effective property acquisition strategy.
- These tools will be explored in detail in the programme-wide consenting strategy document and will also be scheduled for discussion with the Council integration team.

Table 5-2 Route protection strategies – strengths and weaknesses

Approach	Description	Strengths	Weaknesses	Commentary
Designation	Notice of Requirement to designate land for a public work.	• Has interim effect on lodgement • Enables compulsory acquisition, under the PWA. • Provides opportunity for the community to be involved in the process – if notified. • Would provide certainty to the community e.g., by being visible in the Unitary Plan. • Provides for necessary statutory protection through sections 176 and 178 of the RMA. • Provides compensatory process for affected landowners through section 185 of the RMA. • Requiring Authority has much greater control over conditions approach, structure and content. • Requiring Authority is the decision maker (or Environment Court if appealed). • NOR package can be prepared in a manner which maximises flexibility for future implementation. • Potential for a non-notified process in some instances. • Is a readily visible protection mechanism in the Unitary Plan, and also on property files (e.g., if LIM requested).	• May need to purchase properties well in advance of construction and potentially much earlier than planned – i.e., exposes Requiring Authority to financial cost from lodgement. This is also an opportunity – if land is purchased well in advance, then less impact of property escalation costs etc. • If a requiring authority's decision is appealed to the Environment Court and the appeal(s) has a narrow focus, there is a risk that the Court becomes focussed on detail and not the wider context of the project and its benefits. (Albeit this point could apply to most mechanisms). • Risk that Council/Court are uncomfortable with level of uncertainty and of information provided to support route protection approach	It is anticipated designations (Notices of Requirement) will be a more common route protection mechanism chosen for the Programme for a number of reasons including: • It is a statutory process whereby the Transport Agency/AT retains the decision-making role, unless determined by a Board of Inquiry or appealed to the Environment Court. • The Transport Agency / AT propose conditions as part of the NOR and therefore have strong influence on outcomes. • It is a well-recognised and understood tool for route protection which also enables land acquisition processes through link to the PWA (links to usual practice of lodging NoR first, then negotiating purchase with landowner(s)). • A high level of time certainty (duration of statutory process as well as lapse).

Approach	Description	Strengths	Weaknesses	Commentary
Alteration to Existing designation	Alter an existing designation to provide for the future works. Likely to be most suitable where linking in to an existing designated corridor or alongside (e.g., adding land to an existing corridor).	• As above for new designation • Potential perception of the works being authorised having a lesser impact. • Potentially less complex alternatives process required.	• As above for new designation. • Potential perception of the works being authorised as having a lesser impact. • Limited application for a new route/corridor.	As above for new designations.
Resource consent	Land use consent for works on land etc. Coastal permits where an option may have significant works in the coastal marine area requiring consent for occupation to achieve the route protection outcome. Note: Would need to seek and secure very long lapse and expiry dates.	• Provides opportunity for the community to be involved in the process – if notified. • Whilst a coastal permit is not a protection mechanism *per se*, having a coastal permit could provide greater certainty that a route could be implemented under RMA.	• May not provide required statutory protection. • Not currently within Alliance scope • Does not enable compulsory acquisition of land (and if coastal permit for occupation, ca not compulsorily acquires coastal marine area). • Does not provide a compensatory process for blighting effect. • There is potential for a more detailed level of design to be expected in order to accurately identify and assess effects. • Comprehensive conditions may be imposed on the consents granted.	Use of consents to protect routes is unlikely, but it is possible that some consent may need to be sought alongside other route protection mechanisms in instances where projects are likely to proceed to construction within 5-10 years. There are some instances where resource consents may be necessary to achieve route certainty – an obvious example being in the coastal marine area where designation is not an option.
Land owner/ developer negotiation	For example: • Purchasing a corridor of land and vesting as road. • Purchase of whole blocks of land. • Development Agreement whereby Developer agrees to “set aside land for future transport corridor” and/or	• Would provide certainty to individual landowners and tie into individual development plans. • Potentially cost effective without the need for a more formal route protection process, and potentially avoids or reduces wide public engagement, submissions and hearing processes.	• Relies on willing buyer / willing seller arrangement. • Potentially increases landowner leverage if negotiation undertaken in absence of NoR. • AT / NZTA may need to purchase land well ahead of intended implementation timeframe – cost implications	This is more likely to be pursued where developer aspirations and timing are aligned with Alliance priorities. Development agreements will require acceptance of the required timeframes for delivery and of the relevant corridor to required specification.

Approach	Description	Strengths	Weaknesses	Commentary
	construction at a future point e.g., HIF Redhills town centre link combination.	• Potential for early purchase of land to avoid value uplift from presence of new corridor. • Effective coordination/collaboration with developers as stakeholders	• If adjoining landowners do not agree, could end up with discontinuous corridors, or less desirable alignment.	
Plan Change/ Structure Planning Process	Provide for the Supporting Growth programme through a series of structure plans and plan changes (assumed to be included in the Unitary Plan), or by participation in processes initiated by Council or private plan changes initiated by developers after structure plan processes.	• Would provide certainty to the community, and for the community to be involved in the process. • Transport and land use are directly aligned. • Rules incorporated within plan change would be outcome focused, not relying on development detail which may otherwise be expected in a resource consent process? • No lapse and expiry dates. • Early zoning of land for transport purposes may reduce the impact of property escalation costs. • Recent legislation changes provide more process opportunity e.g., streamlined planning processes, limited notification of plan changes. • Could work proactively with developers to secure transport corridor as part of private plan change proposals (e.g., North Warkworth private plan change area. • Early indicative transport corridors well ahead of development or live zoning in the area may reduce future impact of property escalation costs	• Has no interim effect. • Unlikely to provide required statutory protection. E.g., parties wanting to develop in the corridor would not require any s176 RMA approvals. • Does not enable compulsory acquisition of land. • Does not provide a compensatory process for blighting effect. • Council is the decision maker (or Environment Court if appealed). • Zoning could be changed again at next plan review. • Could be watered down through submission process.	Supporting Growth Alliance not likely to pursue plan changes independently but may seek to align with processes initiated by Council or developers as a form of interim protection pending NoRs or developer agreements.

Approach	Description	Strengths	Weaknesses	Commentary
Legislation / Statutory document change	For example: • Enabling legislation (see examples below) • Housing and Urban Development Authority proposal • National Policy Statement and / or National Environmental Standard that provides for transport corridors This approach has been used before in New Zealand – however in situations involving an emergency/crisis or urgency around timeframes – and all instances of national significance. For example: • Canterbury Earthquake Recovery Act 2011 • Hurunui/Kaikōura Earthquakes Recovery Act 2016 • National War Memorial Park (Pukeahu) Empowering Act – Wellington War Memorial for 100 year anniversary of ANZAC Day It is understood that there have been other urgent or particularly unique proposals	• Could provide greater flexibility and certainty for works required particularly in the third decade with the use of a statute or standard that provides for the required transport activity. • Could result in a more efficient process.	• Unlikely to be achievable in the required timeframes. • Uncertainty regarding the final form of the changes and whether they will achieve the outcomes sought. • Reputational risk e.g., AT / NZTA could be seen as trying to force through a project via legislative change • Potential to adversely impact relationships with community if rushed and with limited engagement. • Less direct influence / control on the process – e.g., project team unlikely to have the same level of access to the decision makers compared to a designation or resource consent process. • Could make it more difficult to get community buy in / support if bypassing normal engagement and submissions processes. • SGA is a 30 year programme, so there may be limited urgency to justify special legislation.	Most likely option appears to be the government's HUDA proposal but uncertain powers and regulatory functions at this stage pending legislation. SGA should consider opportunities when proposal is more advanced.

Approach	Description	Strengths	Weaknesses	Commentary
	where special legislation has been considered.			
Unitary Plan Overlays	Inclusion of a Corridor Overlay in the Unitary Plan. Provides option to protect alternative corridors in partnership with other agencies – for example aerial transportation (drone corridor) with the Civil Aviation Authority.	• Would provide certainty to the community through inclusion in the Unitary Plan. • Provides opportunity for the community to be involved in the process. • No lapse and expiry dates.	• Would require a plan change to include the overlay and Council may not accept the approach. • Does not provide a compensatory process for blighting effect. • Would be inconsistent with approach of Unitary Plan Overlays which are focused on RMA section 6, 7 (outstanding natural landscapes etc.) and some 5 (e.g., public health) matters. (Although there is an infrastructure related overlay for the National Grid in the Unitary Plan) • Council is the decision maker (or Environment Court if appealed). • Overlays could be changed again at next plan review. • No interim effect • Would need consistent application across region, providing limited opportunity for area-specific provisions • Opportunity for landowners and developers to seek specific provision/exceptions to meet/protect their own interests	Considered least likely option to achieve route protection.

2 Attachment 2 - Strategy selection checklist