

Report for an application for resource consent under the Resource Management Act 1991



Non-complying activity

1. Application description

Application number(s):	BUN60444262 (Council Reference) LUC60444264 (s9 land use consent) WAT60444263 (s14 water permit)
Applicant:	Auckland Transport
Site address:	Carrington Road – Road corridor, Mt Albert Segar Avenue – Road corridor, Mt Albert North Auckland Line, Auckland Region North-Western Motorway, Point Chevalier 1 Carrington Road, Mt Albert 99 Carrington Road, Mt Albert 139 Carrington Road, Mt Albert 141 Carrington Road, Mt Albert
Legal description:	Road corridor Railway Network (crossed by existing road bridge) State Highway (crossed by existing road bridge) Lot 1 DP 580984, Lot 6 DP 580984 Lot 9 DP 580984 SECT 1 SO 573867 Lot 10 DP 580984
NZTM map reference:	1752405, 5917988 to 1752900, 5916612
Site area:	1.6km length of road corridor
Auckland Unitary Plan (Operative in part)	
Zoning:	Road (unzoned) Business – Mixed Use Special Purpose – Tertiary Education zone Strategic Transport Corridor zone
Precinct:	Wairaka Precinct 28.2m Precinct Boundary Setback from eastern edge of Carrington Road
Controls	Arterial Road Control Macroinvertebrate Community Index

Overlays	Historic Heritage Overlay Extent of Place (ID 01618 – Oakley Hospital Main Building)
	Quality-Sensitive Aquifer Management Areas Overlay
Designations	6300 – North Auckland Railway Line, KiwiRail Holdings Limited Designations
	6718 – Motorway – State Highway 16 Newton to Avondale, NZ Transport Agency Designations
	6723 – State Highway 16 – Waterview Connection to Western Springs, NZ Transport Agency
Other Notations	Overland Flow Paths
	1% AEP Floodplain
Proposed plan change(s):	Plan Change 94 – Te Auaunga Precinct
Zoning:	Business – Mixed Use
	Special Purpose – Tertiary Education zone
Controls	30.2m Precinct Boundary Setback from eastern edge of Carrington Road

2. Locality Plan



Source: AEE, Beca, pg 2

3. The proposal, site and locality description

Background

The application was lodged on 21 February 2025. The application has been reviewed by the relevant Council specialists and a request for information was issued on 31 March 2025. The Applicant has provided information under s92 to assist with understanding the effects of the proposal.

The Applicant requested public notification of the proposal on 30 July 2025. The application remains on hold under s92 at the time of writing. The remaining outstanding matters relate to landscape visual effects from proposed tree removals and mitigation planting and effects relating to the active mode pedestrian bridge.

Proposal

The Applicant, Auckland Transport, seeks resource consent for improvements including road widening of Carrington Road and installation of a watermain in part of the corridor – referred to in the application documents and this report as Carrington Road Improvements Project (CRIP) or “The Project”.

The project is proposed to enable residential intensification on the western side of Carrington Road, where approximately 4,000 dwellings are planned in the next 10-15+ years. The proposal is also intended to serve growth and intensification in the wider surrounding area and encourage use of active mode and public transport along the Carrington Road corridor. Upgrades to the watermain are also needed to support intensification of the area, and forms part of wider works been undertaken by Watercare. Upgrades to the watermain in Carrington Road are proposed occur concurrently with the road upgrade. Auckland Transport is the Applicant for the road widening and watermain works.

An executive summary of the proposal from the Applicant’s Assessment of Environmental Effects, titled “Carrington Road Improvements Project”, dated 21 February 2025 (AEE), prepared by Beca, (page 9) is included below. Amendments to the application through the s92 process are also referenced below where relevant.

Road Widening Works

An abridged summary of the scope of works from south to north along the road corridor as shown in Figure 1 follows:

Figure 1 – Carrington Road Corridor Sections of Proposed Work



Source: AEE, Beca, pg 13

Mt Albert Rail Bridge

- *New pedestrian bridge – A new pedestrian bridge is proposed to the east of the existing Mt Albert Rail Bridge to provide additional space for pedestrians. The new bridge spans and approach structures to the south and north are proposed to match the span arrangements, horizontal, and vertical alignment of the existing Mt Albert Rail Bridge and approaches between New North Road and Prospero Terrace.*
- *Reconfiguration of the existing bridge – The proposed new pedestrian bridge to the east frees up space on the existing 16.2m-wide Mt Albert Rail Bridge, enabling the following reconfiguration:*
 - *Widened general traffic lanes in the same general lane configuration as existing;*
 - *Widened cycle lanes on both sides of the road, and raising of the northbound cycle lane to match the existing raised cycle lane on the eastern side; and*
 - *New kerb-and-channel on both sides of the road to enable the reconfigured cross-section.*

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The Applicant advised during processing of the resource consent that they wished to remove the proposed pedestrian bridge. They have subsequently confirmed that the pedestrian bridge now forms part of the proposal. This is confirmed in the letter dated 6 August 2025.

Mt Albert Rail Bridge to Woodward Road

- *Addition of a southbound bus/special vehicle lane, and retention of the two existing general traffic lanes (one per direction);*
- *Improved active mode facilities including introduction of physical separators for the at-grade southbound cycle lane, raising of the northbound cycle lane, and widening and regrading of footpaths;*
- *Upgraded bus stops to separate bus and active mode users;*
- *Removal of parking (28 spaces) from the western side of the road;*
- *Localised new sections of kerb-and-channel and localised driveway re-gradings to enable the reconfigured cross-section;*
- *Signalisation of the Carrington Road / Woodward Road intersection with additional approach lanes on all legs and upgraded active mode provision;*

- *Reconfiguration of existing vehicle crossing at 155 Carrington Road; and*
- *Addition of raised safety platforms (RSP) at side road intersections.*

Woodward Road to SH16 Bridge

The Project in this section adjoins the Wairaka Precinct to the west. It is proposed to utilise the space created by the Precinct boundary setback to widen the corridor on the western side to a width of 28.2m. The road corridor width is narrowed to approximately 24.9m with a slight eastward realignment to avoid impacts on the Oakley Hospital Main Building. However it is proposed to remove the Airing Court Wall to accommodate road widening. The wall is located in Historic Heritage Overlay Extent of Place, ID 01618 – Oakley Hospital Main Building, (“Extent of Place”). As set in page 11 of the AEE the proposed works comprise the following:

- *Addition of bus lanes in both directions, and retention of the two existing general traffic lanes (one per direction);*
- *Improved active mode facilities including widened and raised northbound cycle lane, widening and addition of physical separators to the southbound cycle lane, widened footpaths;*
- *Upgraded bus stops to separate bus and active mode users;*
- *New green space within the cross-section, including space for stormwater management devices (i.e. raingardens) and planting;*
- *New kerb-and-channel on both sides of the road and localised driveway re-gradings to enable the reconfigured cross-section;*
- *Signalisation of new intersections at Unitec Gate 1 and Gate 3, and upgraded un-signalised left-in/left-out intersection at Gate 2, to integrate with the Carrington Residential Development internal road network (consented as part of the Carrington Backbone Works), including additional approach lanes and upgraded active mode provision;*
- *Addition of new street trees and plants;*
- *Addition of a new midblock active mode crossing point; and*
- *Addition of RSPs at side road intersections.*

SH16 Bridge

No structural changes to the existing bridge are proposed, and accordingly the current width will remain. The proposed works are limited to:

- *Reconfigured lane layout – three general traffic lanes (two northbound, one southbound), and maintenance of the existing left-turn slip lane for northbound traffic turning into Great North Road;*
- *Upgraded active mode facilities including separated/protected walking and cycling facilities on both sides of the road.*

Watermain Works

It is proposed to install a Ø750mm concrete-lined steel (CLS) pipeline, approximately 1km in length between Seaview Terrace and Sutherland Road within the existing road corridor. Excavation for the watermain's isolation valve chamber will require dewatering. The Applicant seeks a water permit for dewatering associated with the construction phase.

Trees and Landscaping

It is proposed to remove 61 trees as set out on page 15 of AEE. This includes 34 trees in the existing road reserve on Carrington Road and 12 trees on the northern side of Segar Avenue.

The remainder of the trees are located within the Precinct Boundary Setback. Pruning of seven trees and works within the protected root zone of approximately 36 trees is proposed.

The AEE states on page 19, that mitigation includes the following:

“The Project proposes the planting of approximately 190 new specimen trees as part of the Project which equates to 1624m² of new canopy (see Preliminary Design drawings and Urban Design Strategy in Appendix B). On this basis, the Project proposes 60 more trees than required to meet the Auckland Council Urban Ngahere Strategy recommendations for replacement canopy cover. The feasibility, locations, sizes, numbers, and species of trees shown in the Preliminary Design will be confirmed at the Detailed Design stage.”

Since lodgement of the application the Applicant has provided further information regarding number of trees proposed to be removed. In the s92 response letter dated 22 April 2025 the Applicant has confirmed that 70 trees in total are to be removed, comprising 839.5m² in canopy loss of which 32 removals require resource consent.

180 trees are proposed to be planted, with a minimum of 84 replacement trees having a minimum 45L grade at time of planting. Replacement planting is proposed in the Carrington Road and Segar Avenue road corridors.

Historic Heritage

It is proposed to reduce the extent of the proposed road widening works outside the Oakley Hospital Main Building (from 28.8m to 24.9m) however as noted above, the Applicant advises the proposed narrowing and realignment is not sufficient to avoid the proposed removal of the Airing Court Wall (a 2m high, 65m long brick boundary wall constructed in 1887 which is within the Extent of Place).

Since lodgement of the application the Applicant has provided further assessment regarding why the wall is proposed to be removed. This is provided in the s92 Response Technical Memorandum dated 10 June 2025.

Mitigation options have also been provided following consultation with Heritage New Zealand Pouhere Taonga (HNZPT) and Council's Heritage Specialist. These options are illustrated in the Heritage Interpretation and Mitigation Information Pack, prepared by Beca and Boffa Miskell, dated July 2025. The Applicant has advised that the preferred mitigation option based on known spatial constraints involves the construction of a replica heritage boundary wall up to 1.2m high. The wall is proposed to be constructed within the road reserve from material reclaimed from the original wall.

Construction

Earthworks comprising 9,000m³ cut and 250m³ fill in total along the length of the road corridor are proposed.

The Applicant proposes to undertake construction in five stages, each ranging in duration from four to eight months. The overall construction duration of the Project is anticipated to be between 25 and 30 months.

Conditions of Consent

The Applicant has offered all conditions of consent so as to form part of the proposal. As such, conditions of consent have been considered in regard to the avoidance, mitigation and management of effects.

The conditions which formed part of the application at lodgement are appended to the AEE (refer Appendix D which has been amended in July 2025).

Site and surrounding environment description

A description of the subject site and surrounding environment is provided on pages 4-8 of AEE.

Having undertaken a site visit on 21 March 2025, I concur with that description of the site and surrounding environment and make the following further observations.

I note that land between Woodward Road and SH16 on the western side of Carrington Road, within the Wairaka Precinct is being redeveloped following the transfer of the land to the three Rōpū being: Waiohū-Tāmaki Rōpū, Marutūāhu Rōpū and Ngāti Whātua Rōpū for housing development as consistent with their agreements with the Crown under the Ngā Mana Whenua o Tāmaki Makaurau Collective Redress Deed 2012 and Act 2014.

Resource consent BUN60386270 approved in June 2022, enables the construction of the backbone roading network and associated stormwater, water supply, wastewater, power and telecommunications infrastructure through the Wairaka Precinct to facilitate future development. The consent also provides for subdivision around the backbone roading network, to enable the vesting of the infrastructure in Council. Construction of that infrastructure is nearing completion and vesting of infrastructure to Auckland Council commenced mid-2025.

Various other consents have been granted for residential development along the eastern edge of the Precinct as listed on page 7 of the AEE. Two consented apartment buildings (refer Maungārongo RC1 and Maungārongo RC2 are nearing completion).

4. Background

Specialist Input

The proposal has been reviewed and assessed by the following specialists:

- William Howse, Senior Built Heritage Specialist, Built Heritage Implementation Team
- Jonathan Carpenter, Senior Archaeologist, Consultant, Built Heritage Implementation Team
- Gabrielle Howdle, Principal Landscape Architect, Tāmaki Makaurau Design Ope
- Quentin Zou, Senior Development Engineer, Regulatory Engineering
- Hester Hoogenboezem, Senior Specialist (Geotechnical), Coastal and Water Allocation
- Sharon Tang, Senior Specialist (Contamination) |Contamination, Air and Noise Team
- Honwin Shen, Senior Traffic Engineer, Regulatory Engineering
- Christy Reynolds, Notable Tree Arborist, Consultant
- Paul Hansen, Arborist, Earth, Streams and Trees
- Roja Tafaraji, Senior Parks Planner Parks Planning
- Bin Qiu, Senior Specialist (Noise and Vibration), Contamination, Air and Noise Specialist Team .

Local Board

The Albert-Eden Local Board were advised of the application on 28 February 2025. The Board expressed concerns / comments with regards to the following:

- Notification status of the proposal noting the Applicant did not seek public notification of the proposal at lodgement
- Stormwater including effects on the stormwater ponds in the Wairaka Precinct, proposed stormwater treatment in Segar Avenue and flooding matters, affecting Fifth Avenue in particular.
- Removal of the Airing Court Wall and vibration effects on Oakley Hospital.
- Construction noise and vibration effects including on sensitive receivers' (childcare and community services).
- Safety concerns where the North Western Cycleway crosses Carrington Road.
- Effects arising from tree removals and proposed repainting in Segar Avenue.

Heritage New Zealand Pouhere Taonga

The Applicant has been liaising with HNZPT regarding the proposed removal of the Airing Court Wall. HNZPT have confirmed support for the proposed demolition of the wall which forms part of the Carrington Hospital site (Category 1 Historic Place) subject to conditions of consent (Refer Appendix D to the AEE).

Plan Changes

Plan Change 94 – Te Auaunga Precinct (PC94)

The Ministry of Housing and Development sought a Private Plan Change to the Wairaka Precinct. That application was notified on 16 November 2023, and the hearing was held between the 18 and 22 November 2024. The decision was issued on 27 March 2025 and the appeals period closed on 13 May 2025. Two appeals were received and one of these appealed the entirety of the decision. Therefore, the operative precinct provisions remain in force. The Plan Change will not be fully operative until all appeals are resolved, and the rules in the Plan Change do not have legal effect until the Council deems the plan change to be operative in accordance with clause 20 of Schedule 1 of the RMA.

Plan Change 78 – Intensification and Plan Change 79 – Transport

The proposal concerns infrastructure works therefore, Plan Changes 78 and 79 to the AUP are not relevant to the following assessment.

Permitted Activities

Page 25 of the AEE, sets out those activities which are permitted and do not require resource consent. I agree with the activities as listed and these activities form part of the permitted baseline.

I note that standard I334.6.7 Tree protection in the Wairaka Precinct requires resource consent for the alteration or removal of protected trees in the Precinct. This standard specifically excludes trees located within an existing or future road-widening area along Carrington Road frontage. Three trees located within the boundary set back are proposed to be removed and this can be undertaken as a permitted activity (being Trees 18, 45 and 47 as listed in Table I334.6.7.1 - Identified Trees).

5. Reasons for the application

Resource consents are required for the following reasons:

Land use consent (s9) – LUC60444264

Auckland Unitary Plan (Operative in part)

Regional land use provisions

D17 Historic Heritage Overlay

- It is proposed to remove the Airing Court Wall to accommodate road widening. The wall was constructed pre-1905 and is therefore not excluded as a feature within the Historic Heritage Extent of Place. Resource consent is required for the demolition or destruction of 70% or more of a feature within a scheduled historic heritage extent of place as a non complying activity under Rule D17.4.1(A1).
- The proposal will result in modifications to the fabric of a scheduled Historic Heritage Extent of Place and requires resource consent as a restricted discretionary activity under Rule D17.4.1(A9).
- The proposal involves the construction of a bus shelter and requires resource consent for new buildings or structures within a scheduled historic heritage extent of place and is a discretionary activity under Rule D17.4.1(A10).

E9 Stormwater quality – High contaminant generating car parks and high use roads

- The proposal includes widening and redevelopment of an existing high use road by 6,377m² (from 18,748m² to 25,125m²) requiring resource consent as a controlled activity under Rule E9.4.1(A7)

District land use provisions

E25 Noise and Vibration

- The proposal does not comply with the following construction noise standards and requires resource consent as a restricted discretionary activity under Rule E25.4.1(A2):
 - E26.6.29(1) For works in the road reserve during day time hours where infringements to the 70 dBA noise standard in Table E27.6.27.1 are expected. Intermittent noise levels of up to 75 dB to 85 dB are expected to be exceeded for buildings set back between 2m and 10m of the proposed works as set out below:

Address	Address	Address
26, 28, 78-86 (even), 90-96 (even), 97, 98-112 (even), 116-120 (even), 119, 145, 152-160 (even), 153-161 (uneven), 166, 165-169 (uneven), 168-184 (even), 173, 179-185 (uneven), 188, 190, 191-195 (uneven), 196-206 (even), 201, 210, 212, 1-4/214, 222, 224 Carrington Road	1 Carrington Road apartment buildings 1-3 Benfield Ave 1, 2, 4 Counsel Terrace 1, 2 Fifth Ave	66-70 (even), 71-81 (uneven) Woodward Rd 2, 3, 7 Tasman Ave 6 Sutherland Rd 1-8 Seaview Tce
883 – 918 New North Road	1-4 Fontenoy Street	1 Segar Ave
2 Mt Albert Road	1, 2, 3, 5, 22A Willcott Street	1, 2 Prospero Tce

- E26.6.29(2)(a) For works in the road reserve between the hours of 10pm and 7am associated with installation of the pedestrian active bridge where infringements to the 45dBA noise standard in Table E27.6.27.1 of up to 60 dB to 75 dB are expected to be exceeded for possibly more than three nights at five dwellings 887-901 New North Road and nine dwellings at 224 Carrington Road.

E26 Infrastructure

Network utilities

- The proposal involves road widening outside the road reserve (but as provided for by Standard I334.3.3(3) Wairaka Precinct). This comprises network utilities not listed in Table E26.2.3.1 and requires resource consent as a discretionary activity under Rule E26.2.3.1(A16).

Network utilities – Trees in roads

- The proposal involves tree trimming or alteration that does not comply with permitted activity standard E26.4.5.1 in relation to Tree 77 (pōhutukawa) and is a restricted discretionary activity under Rule E26.4.3.1(A84).
- The proposal involves works within the protected root zone not otherwise provided in relation to Tree 77 (pōhutukawa) and is a restricted discretionary activity under Rule E26.4.3.1(A88).
- The proposal involves removal of 32 trees greater than 4m height and 400mm girth in the road reserve and is a restricted discretionary activity under Rule E26.4.3.1(A92).

Refer Trees 1, 18, 19, 20, 23, 25, 37, 42, 58, 61, 79, 81, 82, 85, 86, 87, 92, 102, 103, 104, 105, 106, 107, 109, 110, 111, 113, 115, 116, 117, 120 and 130 Total number – 32 (25 on Carrington Road, 7 on Segar Avenue) as listed in the Arboricultural Assessment, dated 17 April 2025.

Network utilities – Earthworks in all zones and roads

- The proposal involves approximately 9,000m³ cut and 250m³ fill along the road corridor and is greater than 2,500m²/2,500m³ for works other than for maintenance, repair, renewal, minor infrastructure upgrading and is a restricted discretionary activity under Rules E26.5.3.1(97) and (97A).

Network – Historic Heritage Overlay

- The proposal requires earthworks within 20m of a scheduled historic heritage place (ID 01618 – Oakley Hospital Main Building) and is a restricted discretionary activity under Rule E26.6.3.1(A115).
- The proposal involves network utilities within a scheduled historic heritage extent of place that do not comply with permitted activity standard in E26.8.5.1(9) traffic operation and safety signs, direction signs and road name signs and is a restricted discretionary activity under Rule E26.6.3.1(A130).
- The proposal involves network utilities within a scheduled historic heritage extent of place not otherwise provided for (including the isolation valve chamber associated with the watermain, bus stop, footpath and cycleway pavement, new berms, streetlights, trees, underground services) which are not otherwise provided for in Table E26.8.3.1(A131).

E27 Transport

- The proposal involves construction / modification of a vehicle crossing serving 155 Carrington Road which has frontage to an arterial road (E27.6.4.1(3)(c) where a Vehicle Access Restriction applies and is a restricted discretionary under Rule E27.4.2(A5).

E40 Temporary Activities

- The proposal is not provided as a temporary permitted activity in rules (A12) to (A23) and is a restricted discretionary under Rule E40.1.1(A24).

Water permit (s14) – WAT60444263

E7 Taking, using, damming and diversion of water and drilling

- The excavations for the cross connection / isolation valve associated with the watermain do not comply with standards E7.6.1.6 (2), E7.6.1.10 (3) and E7.6.1.10 (6b). Proposed excavations for air valve chambers also not comply with E7.6.1.10 (6b) requiring resource consent as a restricted discretionary activity under Rules E7.4.1(A20) and (A28) for the diversion of groundwater as follows:
 - The proposed excavation at the cross connection / isolation valve may encroach into groundwater and require ground dewatering for more than 30 days (E7.6.1.6 (2)).
 - Groundwater drawdown at the cross connection / isolation valve excavation is expected to be more than 2m at the boundary (E7.6.1.10 (3)).
 - Excavations for the proposed air valve chambers and cross connection / isolation valve will not achieve 10 m separation from the scheduled Historic Heritage Overlay (E7.6.1.10 (6b)).

The reasons for consent are considered together as a **non-complying** activity overall.

6. Status of the resource consents

Where a proposal:

- consists of more than one activity specified in the plan(s); and
- involves more than one type of resource consent or requires more than one resource consent; and
- the effects of the activities overlap;

the activities may be considered together.

Where different activities within a proposal have effects which do not overlap, the activities will be considered separately.

In the instance, the effects of the proposed resource consents will overlap and thus they are considered together as a non-complying activity overall.

7. Public notification assessment (sections 95A, 95C-95D)

Section 95A specifies the steps the council is to follow to determine whether an application is to be publicly notified. These steps are addressed in the statutory order below.

Step 1: mandatory public notification in certain circumstances

Mandatory notification is required as:

- the applicant has requested that the application is publicly notified (s95A(3)(a)). The request for public notification is set out in the email from the Applicant dated 30 July 2025.

Public notification conclusion

Having undertaken the s95A public notification tests, the following conclusions are reached:

- Under step 1, public notification is mandatory.

Steps 2 to 4 are not relevant.

It is therefore recommended that this application be processed with public notification.

It is not necessary for the council to undertake a limited notification assessment because public notification of the application is mandatory.

8. Notification recommendation

Public Notification

For the above reasons under section 95A this application must be processed with public notification.

Accordingly, I recommend that this application is processed publicly notified.



Penny Anson
Consultant Planner
Resource Consents

Date: 21 August 2025

9. Notification determination

Acting under delegated authority, and for the reasons set out in the above assessment and recommendation, under sections 95A and 95C to 95D, and 95B and 95E to 95G of the RMA this application shall be processed non-notified.



Doug Fletcher
Principal Project Lead
Premium Resource Consents

Date: 25 August 2025