

# EXPOSURE DRAFT DISTRICT PLAN - FEEDBACK

18 BLACK SWAMP ROAD, MANGAWHAI  
SEPTEMBER 2022





1. BACKGROUND

- 1.1 Pro Land Matters Company Ltd. ('Pro Land Co') is a young visionary real estate development company founded in Mangawhai. Our vision is to set the standard as a property group that creates thoughtful well-planned neighbourhoods that are best by design. We are dedicated to creating more resilient, connected, and vibrant layouts, providing a lasting legacy for generations to come.
- 1.2 18 Black Swamp Rd is a recent Pro Land Co acquisition with the 30 Ha site identified as having significant attributes and opportunities that, if planned well, will provide for a comprehensive development where high amenity and enhanced social, economic, environmental and cultural outcomes can be realised. This feedback on the Exposure District Plan (Exposure Plan) relates directly to the site and also the broader area within which it sits.
- 1.3 Pro Land Co recognises the significant growth and development pressures that Mangawhai is experiencing due to the lifestyle opportunities and various amenities it offers. It is close to Auckland, New Zealand's largest city, and will become more accessible as roading and infrastructure connectivity is improved.
- 1.4 Pro Land Co has followed the process associated with the preparation of the Spatial Plan for Mangawhai and also more recently the released Exposure Plan. This involved a recent webinar for practitioners and developers and attending the Mangawhai drop-in engagement meeting at Councils Mangawhai Chambers for the Exposure Plan.

- 1.5 It is our view that a broader more coordinated plan for development is required in order to deliver enhanced outcomes for the community over a longer term. This necessitates planning for growth beyond the standard 10 year horizon and provide a broader 30 year vision that aligns with the Spatial Planning Act and Natural Built Environment Act which will shortly replace the Resource Management Act (RMA).

- 1.6 This submission provides our vision for the site and suggests a higher level of expansion and development. We believe such an approach is preferable and more sustainable than the potential fragmentation of the site which would occur as a result of Rural Lifestyle Zone suggested by the Exposure Plan. It is our vision that the site is most responsibly planned for by adopting a master planned mixed use approach. This is detailed in the following sections together with commentary upon other residential growth areas set out in the Exposure Plan.



Photographs showing the successful Whai Awa Development located in Mangawhai Village



2. VISION

2.1 Spatially, the Black Swamp area is seen as a logical further development extension and node to Mangawhai. The subject site, together with a number of those around it offers a large undeveloped area of varied topographic character, north facing and with estuary and ocean views. It presents a unique opportunity for a cohesive and contained approach for development in a key strategic location.

2.2 Rather than a conventional subdivision catering solely for residential use with little design harmony, it is considered that the site lends itself towards a Master Planned approach that we would like to see become part of Council’s District Plan. We consider such a direction provides an opportunity to contribute to the managed strategic growth of Mangawhai while protecting the character of this part of the district from further fragmentation and ad hoc development. The aim is to ensure that this area is well planned and integrated into the settlement of Mangawhai rather than become a series of small subdivisions, undertaken over time that lack connectivity to each other or to existing infrastructure and amenities.

2.3 A master planned approach for this site will provide a mix of land uses that contribute to a definable neighbourhood and destination for the wider community. Where circumstances such as large single ownership landholdings provide the opportunity for a master planned approach there are clear benefits:

- Coordinated land use patterns
- Provides better connectivity internally and identifies strategic connectivity requirements.
- Provides a resilient plan with long term certainty.
- Provides choice of housing and business uses indexed to the needs of the community.
- Provides an effective framework for staging and delivery and therefore enables budgeting for necessary infrastructure.
- Establishes a shared vision and certainty for the wider community.
- Provides a benchmark for the assessment of development proposals and therefore strengthens the linkage between strategic planning and delivery on the ground.

2.4 We believe that exemplar master planned communities not only provide more aesthetically pleasing environments but also deliver walkability, connectedness, and heightened functionality.

2.5 There are several precedent examples where this has been done well. Particularly in places like Wanaka and Queenstown, such as Jacks Point and Northlake.



Development Nodes



Successful High Quality Master Planned Community at Northlake



Northlake stand alone Townhouse



Northlake Aerial



2.6 Black Swamp is on the route to both Tara Iti north and the new Te Arai Links to the south. Te Arai Links will encompass two pure links golf courses, a restaurant, accommodation, pizzeria and bar. These high profile projects are destined to become world tourism destinations. Together with the high amenity that Mangawhai and surrounding area already offers, these developments will increase interest in the area and especially the Black Swamp area to the south east of the estuary where there has already been considerable development activity. This includes the introduction of a brewery/restaurant recently consented and under construction directly to the north of the subject site.

2.7 It is our vision that a master planned mixed use approach will contribute towards fulfilling demand and catering for future growth and tourism expansion whilst providing a solution that is close to the village amenities and community. Pro Land Co is aware we need to provide high-quality as well as affordable housing and living environments for our growing district wide population. In the case of the potential expansion of the Black Swamp area, it is considered a high quality of development offering choice and affordability can be realised.



*Tara Iti and Te Arai Links Golf Course Developments elevating the profile of Mangawhai internationally*



*Te Arai Links Golf Club (Pizzeria)*



3. EXISTING ENVIRONMENT

Address and Location

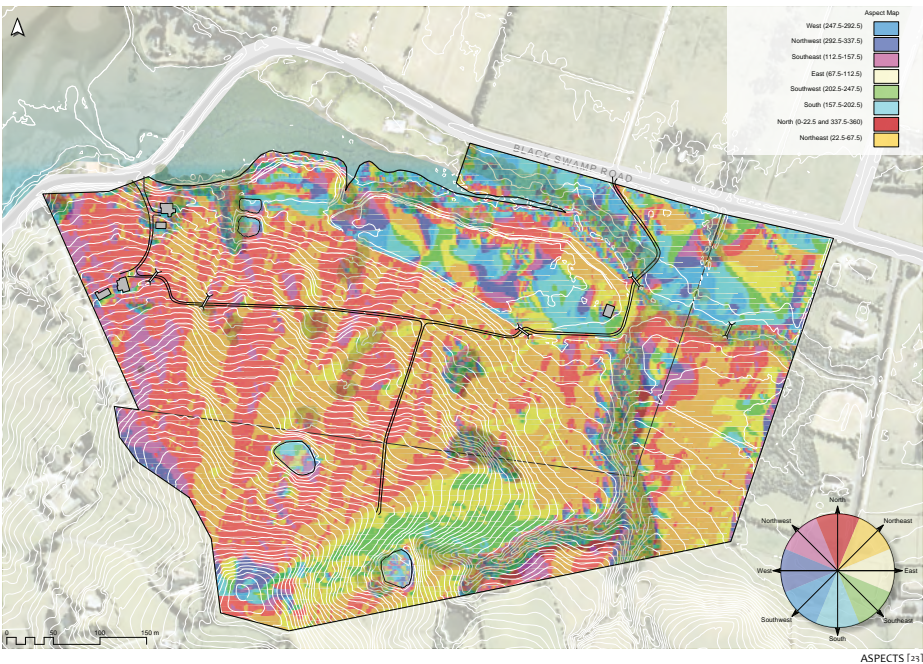
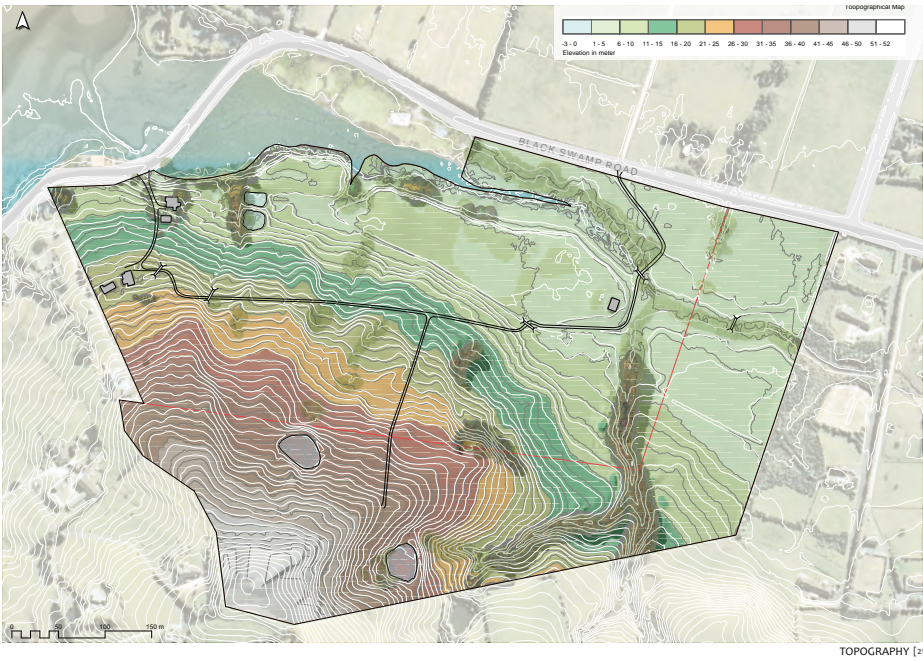
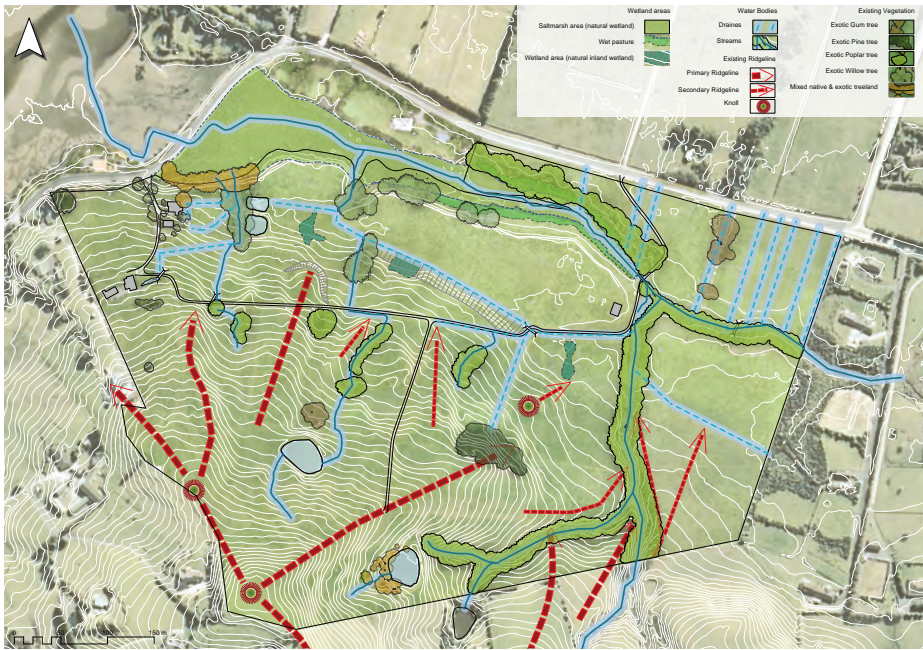
3.1 The subject site, situated at 18 Black Swamp Road, Mangawhai, has a total area of 30.7839 Ha and is legally described as Section 25 Block IV Mangawhai Survey District and Lot 2 Deposited Plan 29903 comprised in one Record of Title.



Topography

- 3.2 Generally, the land pattern consists of modified agricultural fields and gully systems which feed into the Mangawhai Estuary which extends up into the site.
- 3.3 The subject site comprises a of a range of contours with large flat areas extending to some steeper areas to the south. The more elevated areas offer extensive estuary and ocean views and these are available to the majority of the site.
- 3.4 The site has a predominantly northerly aspect with gentle to moderate contour. Overall, the site has considerable access to sunlight, daylight and is sheltered from prevailing winds. The site has been subject to extensive GIS and site analysis in relation to aspect, hydrology, levels, topography and soils and this is illustrated in the Overall Plan Set attached.
- 3.5 The subject site has a range of vegetation mainly consisting of exotic shelterbelt planting with some pockets of indigenous trees and shrubs.

Site Photographs



Above: GIS and Site Analysis Plans (Refer to Plan Appendices)



## Context

3.6 From a high-level planning context, the central government recently introduced a National Policy Statement on Urban Development (NPS-UD) which aimed to address the housing problems in New Zealand. Recent amendments to that NPS-UD has resulted in changed categorisation under which Kaipara District Council is now classified as a tier-3 council. Policies 1, 2 and 6 of the NPS-UD are therefore relevant and aim to:

- Have or enable a variety of homes that – meet the needs in terms of type, price, and location; have or enable site for business, etc.
- For KDC to provide at all times at least sufficient development capacity to meet expected demand for housing and for business land over short to long term basis.
- When making planning decisions that affect urban environments, decision-makers have regards to the NPS and all RMA Planning docs; the benefits; and future climate change.

3.7 The site is situated less than one kilometre from the Mangawhai Village and approximately 500 metres from the Mangawhai Beach School. The site is also located within easy access to the Mangawhai Estuary and Pacific Road Beach. The estuary can be accessed directly from Black Swamp Road and the end of Raymond Bull Road.

3.8 Overall, the site is strategically well located in relation to transport links, services and various amenities. This is well illustrated in the overall Plan Set attached.

## Relevant Planning Notations:

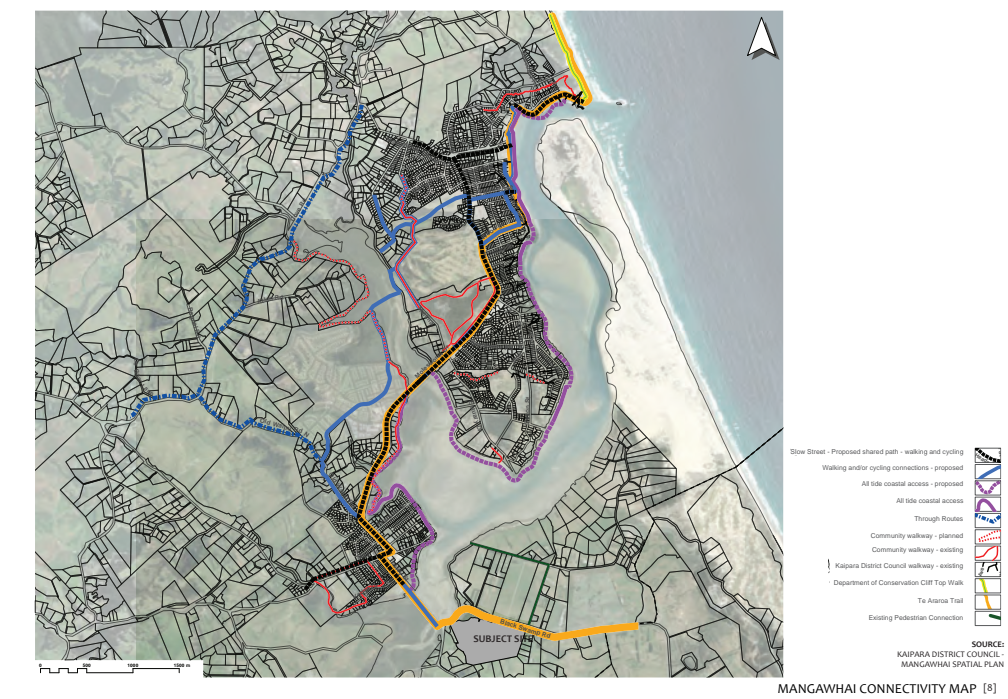
3.9 The site forms part of the upper reaches of the Operative Kaipara Harbour Environment and is zoned Rural (Mangawhai Harbour Overlay) under the Operative District Plan.

3.10 The proposed development is situated within the Greater Growth Area Catchment as identified on the Kaipara District Plan.

3.11 The site was identified as rural lifestyle with equestrian opportunity under the Spatial Plan and Rural Lifestyle under the Exposure Plan.



Above: Spatial Immediate Context Plan (Refer to Plan Appendices)



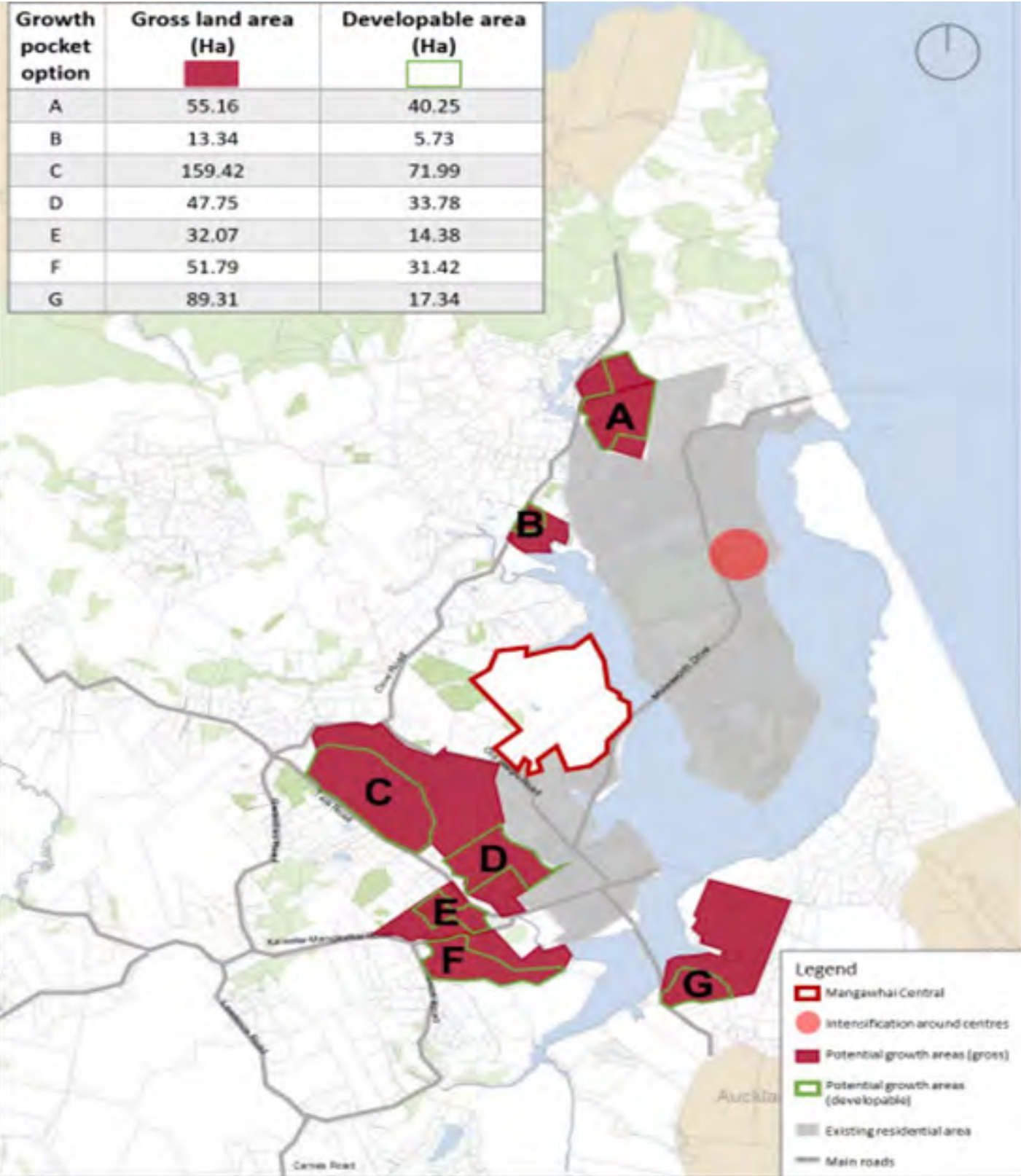
Above: Mangawhai Connectivity Map (Refer to Plan Appendices)



4. DISTRICT PLAN REVIEW

Spatial Plan Provisional Residential Growth Assessment

4.1 The Spatial Plan process identified potential residential growth areas A-G. The subject site at 18 Black Swamp Road is situated within Growth Area G as illustrated below:



4.2 The practical suitability of these areas for residential development was assessed during the inquiry-by-design workshop against the criteria outlined in the table below:

Below: Practical Suitability Criteria

Growth pocket option	planning	landform	fragmentation	tsunami risk	coastal flooding	protected features	wastewater	landscape	geohazards	soils	floodings	transport
A												
B												
C												
D												
E												
F												
G												

Red = Least suitable  
Yellow = Moderate, subject to technical improvement  
Green = Most suitable





4.3 As a result of the assessment, Area A and Area D were identified as preferred growth areas. The Spatial Plan acknowledges that the findings from this assessment will require further comprehensive and formal studies to provide evidence and support.

4.4 Based on our local and working knowledge of Areas A and D, it is acknowledged that Area A (Mangawhai Heads) is somewhat suitable for expansion based on the findings and assessment undertaken as part of the Spatial Plan. The area is well positioned to service the demands of expansion around the Heads and play a future role in supporting the established commercial uses on Wood St. However, when considering Area D, that is situated directly to the west of the existing Vil-

lage residential environment, the majority of this area has been earmarked for a land use other than residential expansion. Much of the land is also considered less suitable for medium density type development because of access constraints, inferior aspect and difficult contour.

4.5 However, when considering Area D, that is situated directly to the west of the existing Village residential environment, the majority of this area has been earmarked for a land use other than residential expansion. Much of the land is also considered less suitable for medium density type development because of access constraints, inferior aspect and difficult contour.

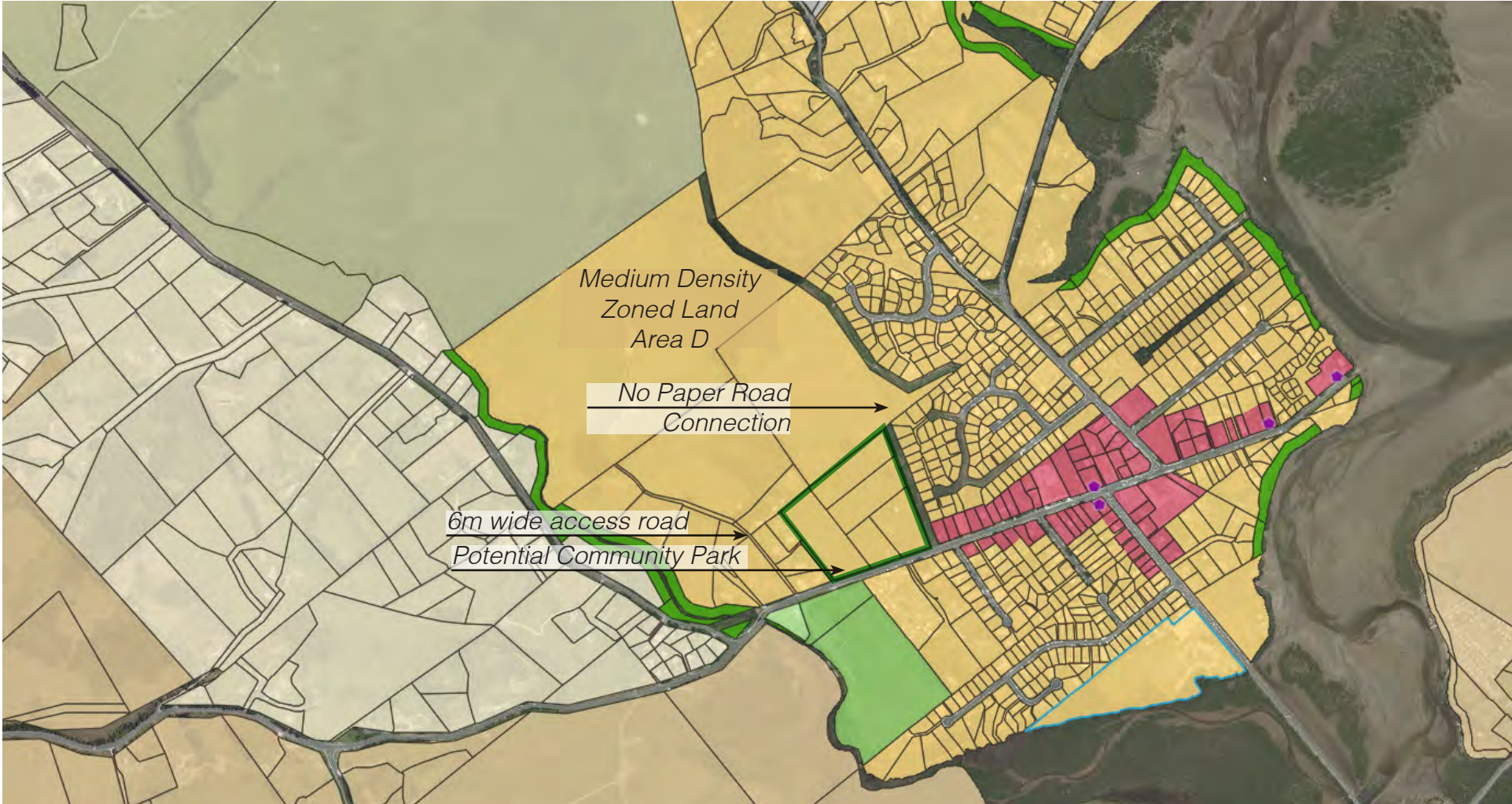
*Area D:  
Potential Future Public Open Space  
rather than Medium Density Residential*



*Area D: Church Construction Activity*



- 4.6 A significant part of Area D 5 ha site directly adjacent to Moir Street. The balance of Area D is comprised of two parcels of land and smaller lots that could be most easily classified as large lot residential. The two larger parcels of land (6 Ha and 24 Ha) are constrained by access with a single access way with a legal width of 6 metres wide. This essentially landlocks the site from further development. Together with the access constraint, much of the land is also steep, has a westerly aspect and contains considerable natural inland wetland areas as defined under the NES-FW. Factors such as this render the area less desirable in development terms from the perspective of amenity and ease of development.
- 4.7 Based on the above constraints, whilst acknowledging Area D is contiguous with the existing Residential Zone, it is our assessment that much of Area D is not suitable for the level of urban expansion indicated by the Spatial Plan and that an alternative to provide good quality development land is required for adequate growth potential.



Exposure Draft Kaipara District Plan



Area D: Church land in foreground with heavily constrained potential Medium Density zoned land in the background



### *Zone Preference*

4.8 With respect to 18 Black Swamp, 'Lifestyle lot with opportunity for equestrian activity' is the 'Zone Preference' identified under the Spatial Plan.

The site is shown within area 'P' which is described as follows:

*"This area has nice views of the harbour and Mangawhai and some ecological features. It is recommended an intensified development pattern is not to be sought. Land is close to the beach, estuary and sand dunes and could play a role in reinforcing connection to protection for flora and fauna, especially at risk birds which nest in the dune systems. Given the modest size lots, there is potential for coordinated development. The area is also directly on the road to Auckland and the gate to Mangawhai Village so development should acknowledge this role as the key entry point and be space respectful of the public experience of the area".*

4.9 This assessment is incorrect in relation to the description of Area P as it is not on the road to Auckland and does not form in any sense the 'gate to Mangawhai Village'. It is concealed by a large ridgeline and is not visible on the entry into Mangawhai itself with, in fact only approximately a quarter of the site visible when leaving the village. The site is also not situated adjacent to the Mangawhai Spit Dune system but rather forms the gateway to Black Swamp, is close to the Village (800m walkable catchment) and defined already by long established large lot type residential development.

4.10 The significant risk with applying a Rural Lifestyle zone to the site, is that the area will more than likely result in fragmentation and ad hoc development. Such a zoning strategy would forego the natural advantages of the site and miss any opportunity for comprehensive development to contribute the strategic and managed growth of Mangawhai.

### *Recommendations*

4.11 In terms of the 'Provisional Residential Area Growth Assessment', the subject site (within Area G) was assessed on a scale of high practicability as part of the inquiry-by-design workshop. Our submission supports this and based on this assessment and Area D's significant degree of unsuitability for medium density residential use. It is considered that the subject site (Area G) should be considered for more strategic growth in line with the vision and master planned approach detailed earlier and further in this submission.



5. EXPOSURE PLAN

- 5.1 The Exposure Plan for Mangawhai, being consistent with the findings of the Mangawhai Spatial Plan, offers a strategy that essentially contemplates the majority of future residential growth in two key areas (Mangawhai Village and Mangawhai Central). This approach limits growth opportunities at Mangawhai Heads and the surrounding peri-urban areas already characterised by ‘Lifestyle’ and ‘Large Lot’ residential living.
- 5.2 Whilst not a focal point for this submission, the absence of land zoned for commercial and industrial uses to assist with offering sustainable work opportunities for local people is also notable and suggested as an area for review when undertaking the final zoning exercises.
- 5.3 The focus for this assessment is however the proposed allocation and character of the residential zoning patterns vis a vis landscape and environmental outcomes and a reappraisal of those in light of actual growth potential compared with the advantages of the Black Swamp site.
- 5.4 In this sense the proposed Strategic Direction for Urban Form and Development contained in the Exposure Plan offers touchstones for discussion and analysis.

They are:

The desired direction for residential development is through:

- infill (subdivision or intensification); contiguous development (no leapfrogging);
- transition (higher densities in the center towards lower densities in the outskirts) and
- Choice.

And the direction for other forms of development is through:

- Land suitability;
- Proximity to transport connections;
- Location in relation to the work force;
- Availability of essential services and
- Reducing reverse sensitivity on surrounding environments.

5.5 Whilst it is acknowledged that it is useful to draw some distinction between criteria for residential and commercial development it is considered that the question of both ‘land suitability’ and ‘transport connections’ are equally relevant to either activity.

- 5.6 In terms of the criteria to the left relating to ‘desired direction for residential development’, which is quite traditional in a planning sense, it is acknowledged that the subject site, in terms of growth expansion, may not fit the criteria in relation to infill and contiguous development. However, based on our understanding of Mangawhai these criteria are severely limited as Mangawhai is not geographically or geospatially suitable for concentric type development. The development pattern of the area is limited by the coastal and inland environments and this has led to poly centric growth patterns of nodes connected by the roading corridor. Because of this pattern and existing limits of growth it is considered a more spatial type of approach is required for managed strategic growth options to the area.
- 5.7 Having regard to the other criteria and matters such as transition, choice, land suitability and transport connections, it is considered that the site displays the qualities and necessary attributes that make the site highly suitable and desirable in relation to growth. The site is certainly more suitable than the land to the west of Mangawhai Village as identified as Area D and the same distance from the Village regardless of the presence of the estuary inbetween.



## 6. MASTER PLANNING & DEVELOPMENT DESIGN STRATEGY

- 6.1 A master planned mixed use approach to the development of the site is aimed at creating a complete sense of 'place' with each phase consisting of complementary character and identity that can be delivered in a staged manner.
- 6.2 This approach to the site requires a successful urban design strategy and will develop solutions that deal predominantly with the functional and spatial relationships among the underlying landform and geology, natural elements, patterns and processes, transport linkages and connections.
- 6.3 Considerable site and context analysis has been undertaken by Pro Land Co and team to understand the site, its capabilities and inform a vision that has led to the creation of a concept plan which illustrates a potential and provides a very preliminary overall layout.
- 6.4 The concept design includes ecological and open space network; circulation and movement corridors including streets and walkways; public spaces, development blocks, mix of uses and building typologies, and key interfaces between uses - for example houses overlooking walkways and ecological corridors and business use with strategic road frontages.
- 6.5 Residential typologies are varied and would seek to offer medium type density through to large lot residential to provide for diversity, affordability and choice. The medium density has been clustered close to commercial use in the more visually discreet and flat part of the site while the larger lot residential has been situated in the more prominent part of the landscape where strategic planting can complement built form.
- 6.6 Commercial business use such as 'Workshops', 'Recreation Centre', Restaurant/Bar, Café and Bakery have been strategically located to the main transport routes and will service local residents and the broader community.
- 6.7 Importantly, Open Space is also provided with the aim to create a sustainable system of parks, recreation and conservation open spaces that are all interconnected and provide circulation throughout the planned development.
- 6.8 Further, in terms of infrastructure services to the site, it is understood that their funding and construction would need to be coordinated with the development of the site to meet the need of the growth in this part of Mangawhai. It is anticipated that appropriate wastewater management including staging would be discussed and agreed with the Council. Regarding stormwater management, this would likely include green infrastructure and be carefully designed to ensure best practice.



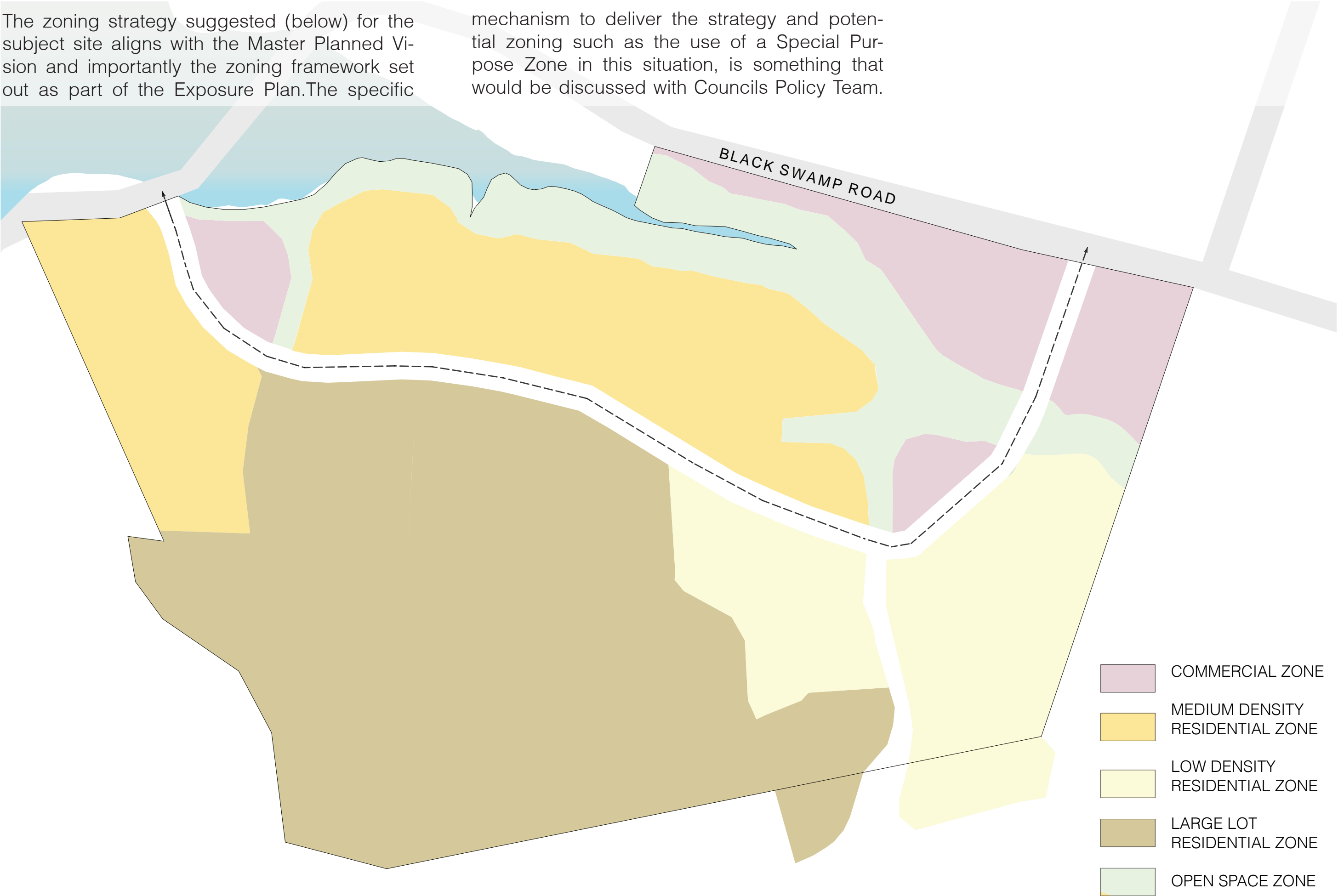




7. PREFERRED ZONING

7.1 The zoning strategy suggested (below) for the subject site aligns with the Master Planned Vision and importantly the zoning framework set out as part of the Exposure Plan. The specific

mechanism to deliver the strategy and potential zoning such as the use of a Special Purpose Zone in this situation, is something that would be discussed with Councils Policy Team.





## 8. CONCLUSION

8.1 The proposed zoning for 18 Black Swamp Road, we believe offers a significant opportunity to provide for a valuable long term development opportunity to the broader community. It is our view that enabling the rezoning of the land in the manner described will provide for the following:

- Mixed residential opportunities that offer a range of housing solutions at different price points on attractive and desirable north facing land. This benefits the community in enabling long term settlement patterns and choice, with younger members of the community as well as aging members able to enter the market or downsize within an attractive neighbourhood environment.
- Complement the existing development opportunities such as the brewery, caravan park and golf courses existing or under development in the Black Swamp Area.
- Provide leisure and employment opportunities that will strengthen Mangawhai's attractiveness to the wider market and enable local businesses to establish and grow within the community.
- Enable restorative planting and access to the estuarine margins and therefore benefit biodiversity and access to the coastal areas.
- Provide a large single ownership development parcel that can offer staged delivery of housing and employment land in accordance with the needs identified by the District Plan.

- Provide a high degree of development certainty in terms of delivery and the quality of the development and so demonstrate strong linkages between the plan making and plan delivery aspects of the District Plan.

We thank the Council for the opportunity to provide early feedback to the plan making process and would appreciate the chance to meet with officers in the near future to discuss in greater detail our vision for the future.





# EXPOSURE DRAFT DISTRICT PLAN - FEEDBACK

18 BLACK SWAMP ROAD, MANGAWHAI  
SEPTEMBER 2022

## PLAN APPENDICES

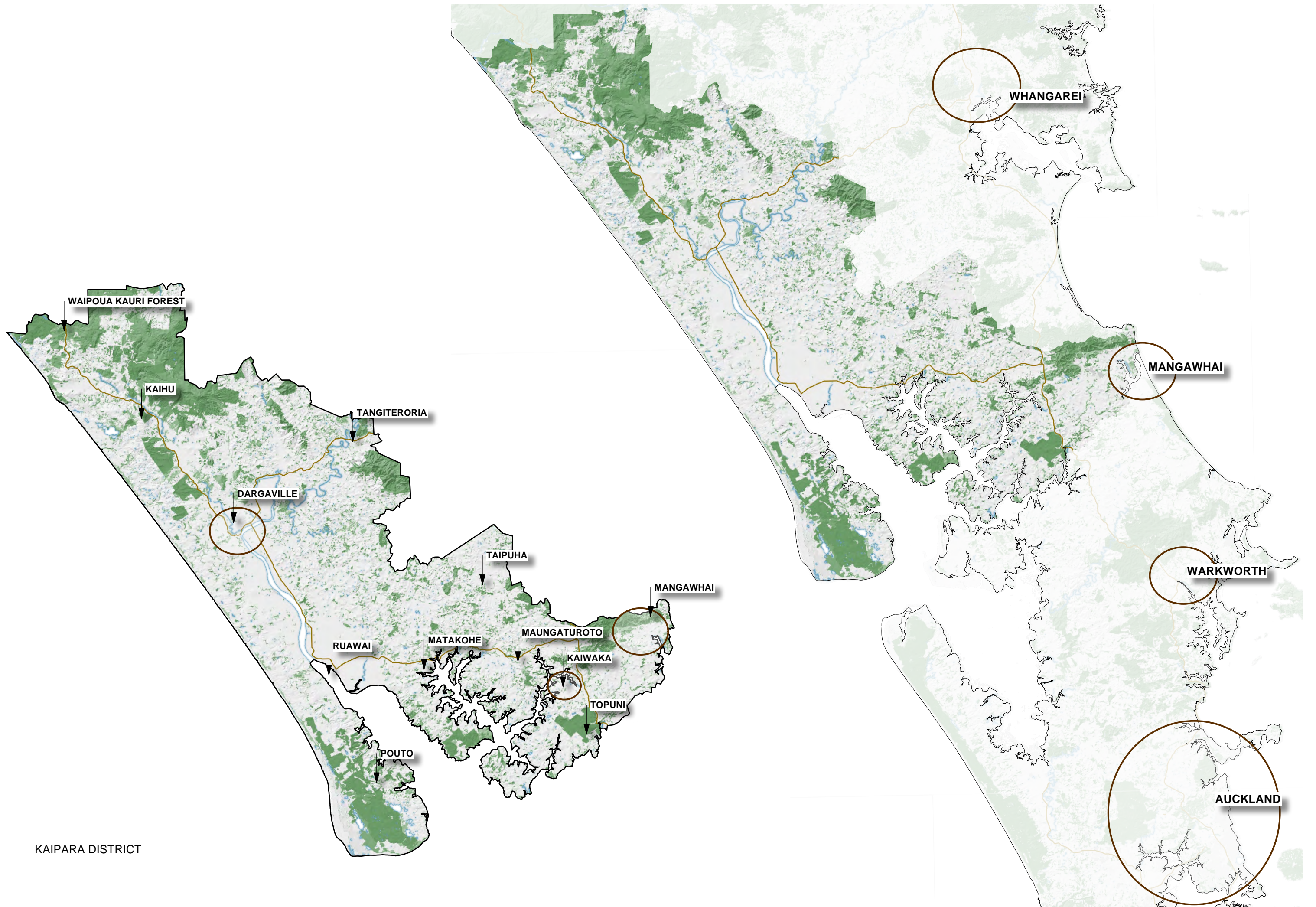




## APPENDIXES

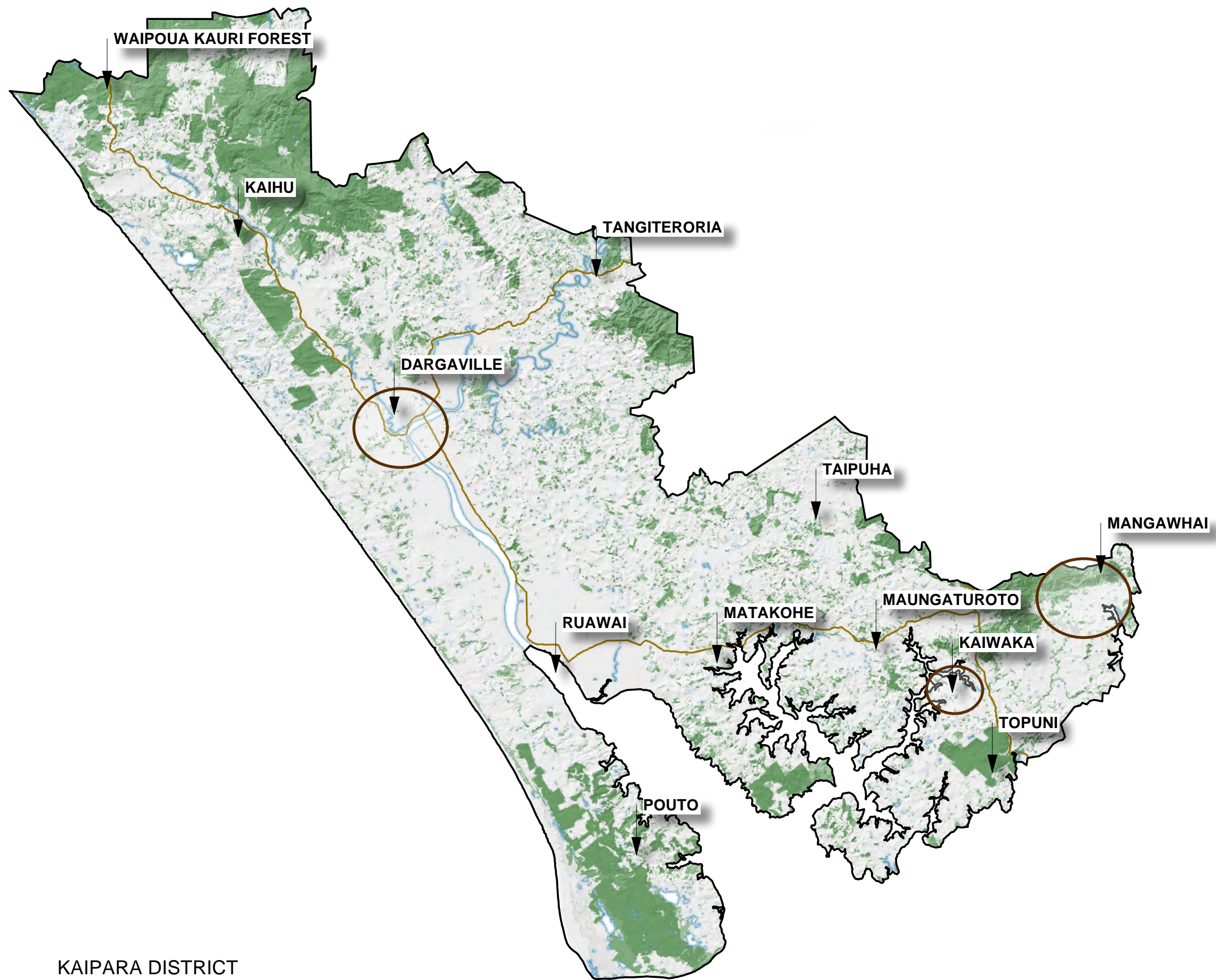
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KAIPARA DISTRICT





KAIPARA DISTRICT
























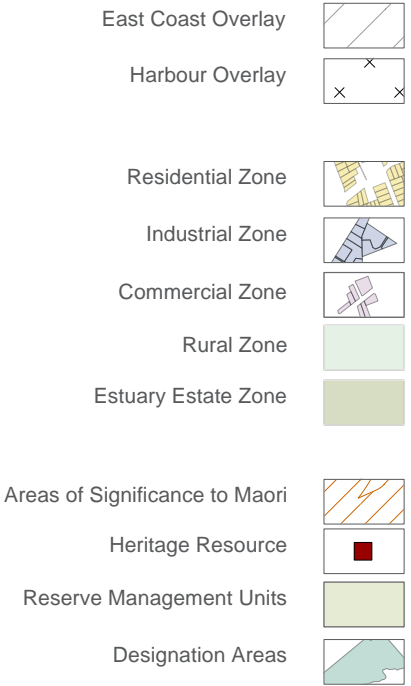
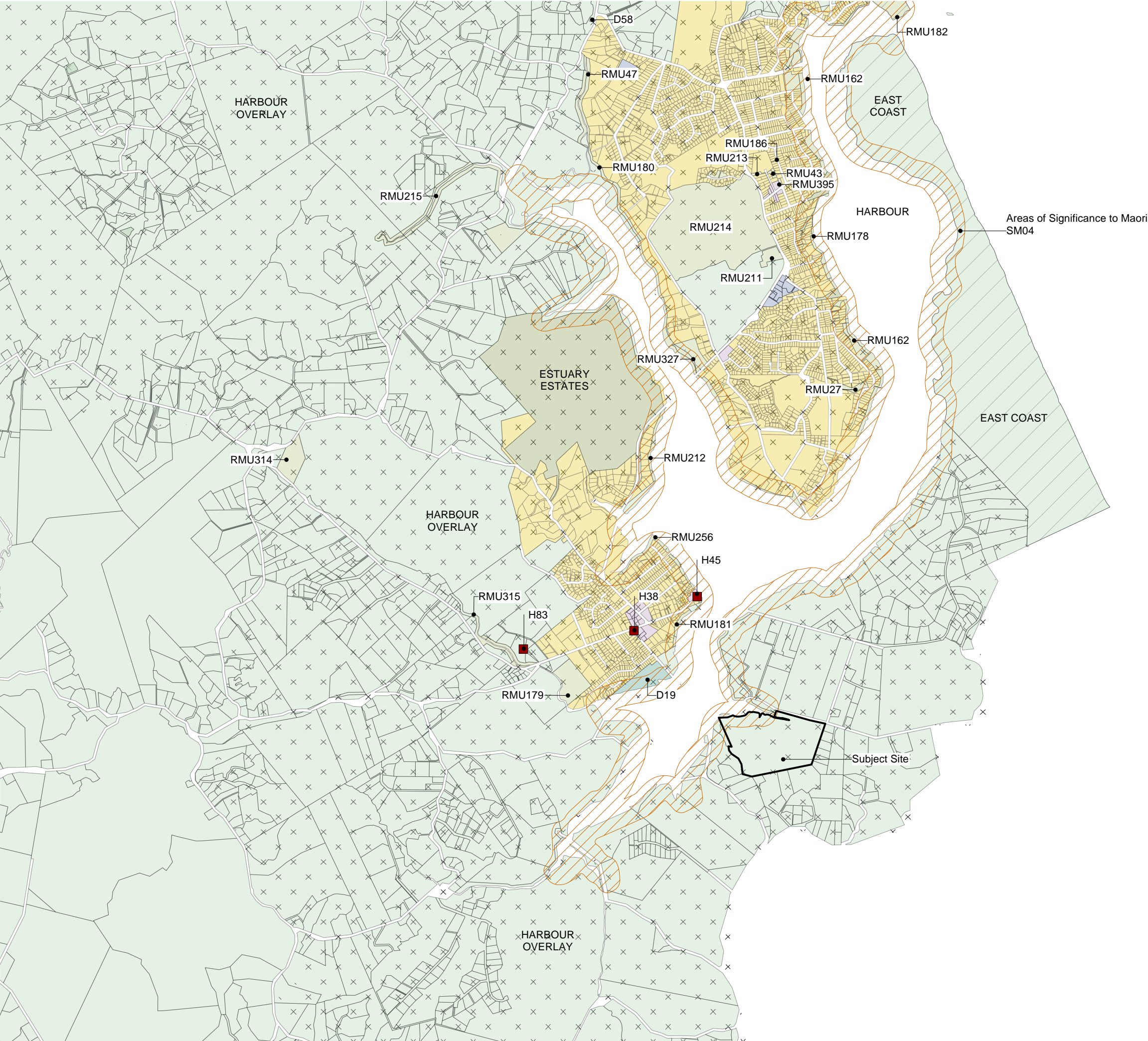
- Slow Street - Proposed shared path - walking and cycling 
- Walking and/or cycling connections - proposed 
- All tide coastal access - proposed 
- All tide coastal access 
- Through Routes 
- Community walkway - planned 
- Community walkway - existing 
- Kaipara District Council walkway - existing 
- Department of Conservation Cliff Top Walk 
- Te Araroa Trail 
- Existing Pedestrian Connection 

**SOURCE:**  
KAIPARA DISTRICT COUNCIL -  
MANGAWHAI SPATIAL PLAN









Source: Kaipara District Plan





Coastal Erosion Hazard Zones

- Coastal Flood Hazard Zone 0 (Current)
- Coastal Flood Hazard Zone 1 (50 years)
- Coastal Flood Hazard Zone 2 (100 years)
- Coastal Flood Hazard Zone 3 (100 years+ Rapid Sea Level Rise Scenario)
- River flood Hazard Zone-Priority Rivers (10 year Extent)
- River flood Hazard Zone 4 Regionwide Models (10 year Extent)
- River flood Hazard Zone 4 Priority Rivers (50 year Extent)
- River flood Hazard Zone 4 Regionwide Models (50 year Extent)
- River flood Hazard Zone 4 Priority Rivers (100 year CC Extent)
- River flood Hazard Zone 4 Regionwide Models (100 year CC Extent)







Source: nrcmaps.nrc.govt.nz





Residential Growth Areas A-G

Growth Pocket Option	Gross Land Area (Ha)	Developable Area (Ha)
		
A	55.16	40.25
B	13.34	5.73
C	159.42	71.99
D	47.75	33.78
E	32.07	14.38
F	51.79	31.42
G	89.31	17.34

APPENDIX C - PROVISIONAL RESIDENTIAL GROWTH AREA ASSESSMENT

The Spatial Plan process identified potential residential growth areas A-G. The practical suitability of these areas for residential development was assessed during the inquiry-by-design workshop against the criteria outlined in the table below.

Red = Least suitable  
Green = Moderate, subject to technical improvement  
Gray = Most suitable

Whilst Area A and Area D were identified as preferred growth areas, the findings from this assessment will require further comprehensive and formal studies to provide evidence and support.

Growth pocket option	planning	landform	fragmentation	tsunami risk	coastal flooding	protected features	wastewater	landscape	geohazards	soils	floodings	transport
A												
B												
C												
D												
E												
F												
G												

- Mangawhai Central
- Intensification around centres
- Potential growth areas (gross)
- Potential growth areas (developable)
- Existing residential area

Source: Mangawhai Spatial Plan Dec 2020









LAND USE	
Farming	
Life - style Rural - Residential	
Residential	
Commercial	
Industrial	
Mangawhai District Plan Residential	
Designation Area / School	







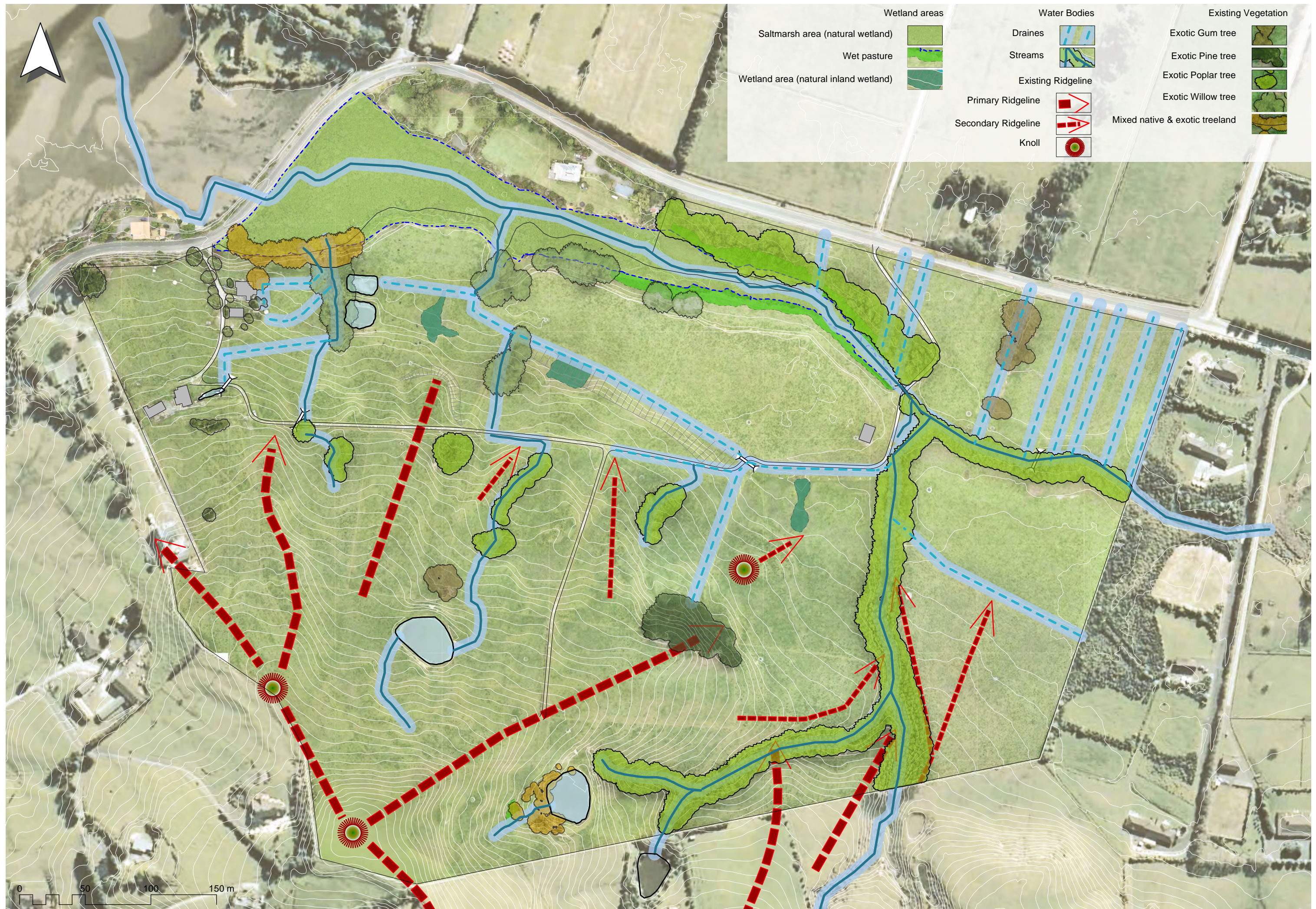






EXISTING SITE PLAN [17]

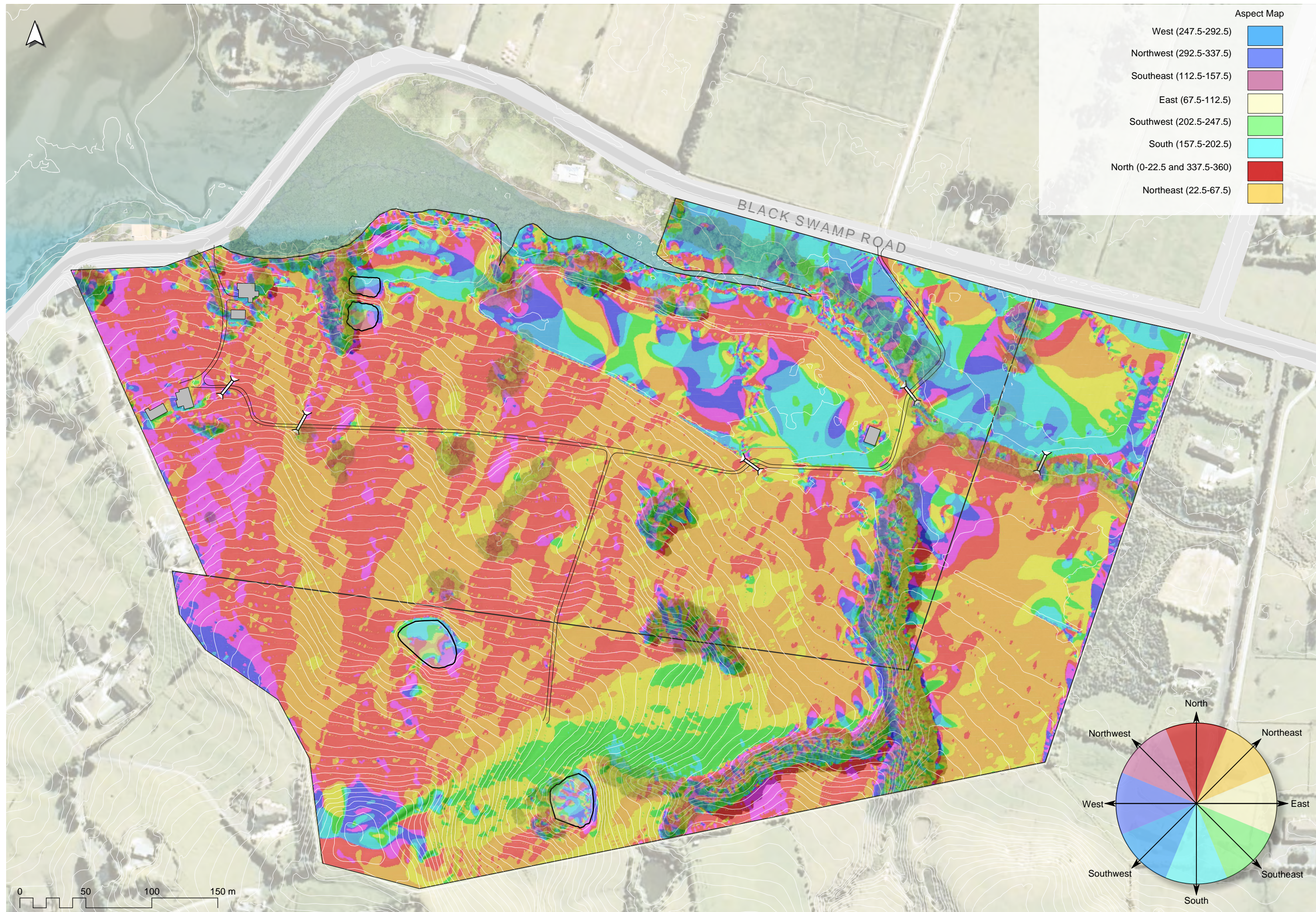






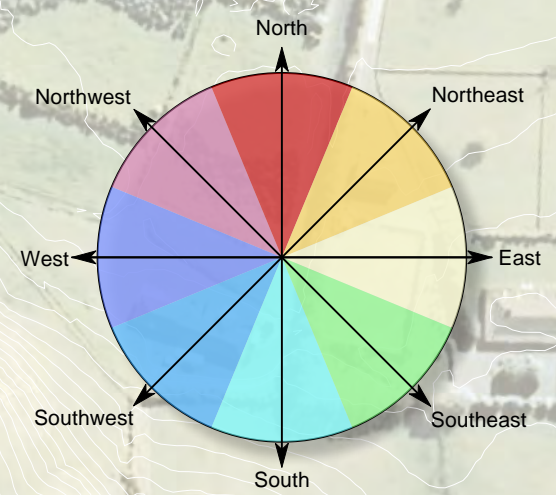






Aspect Map

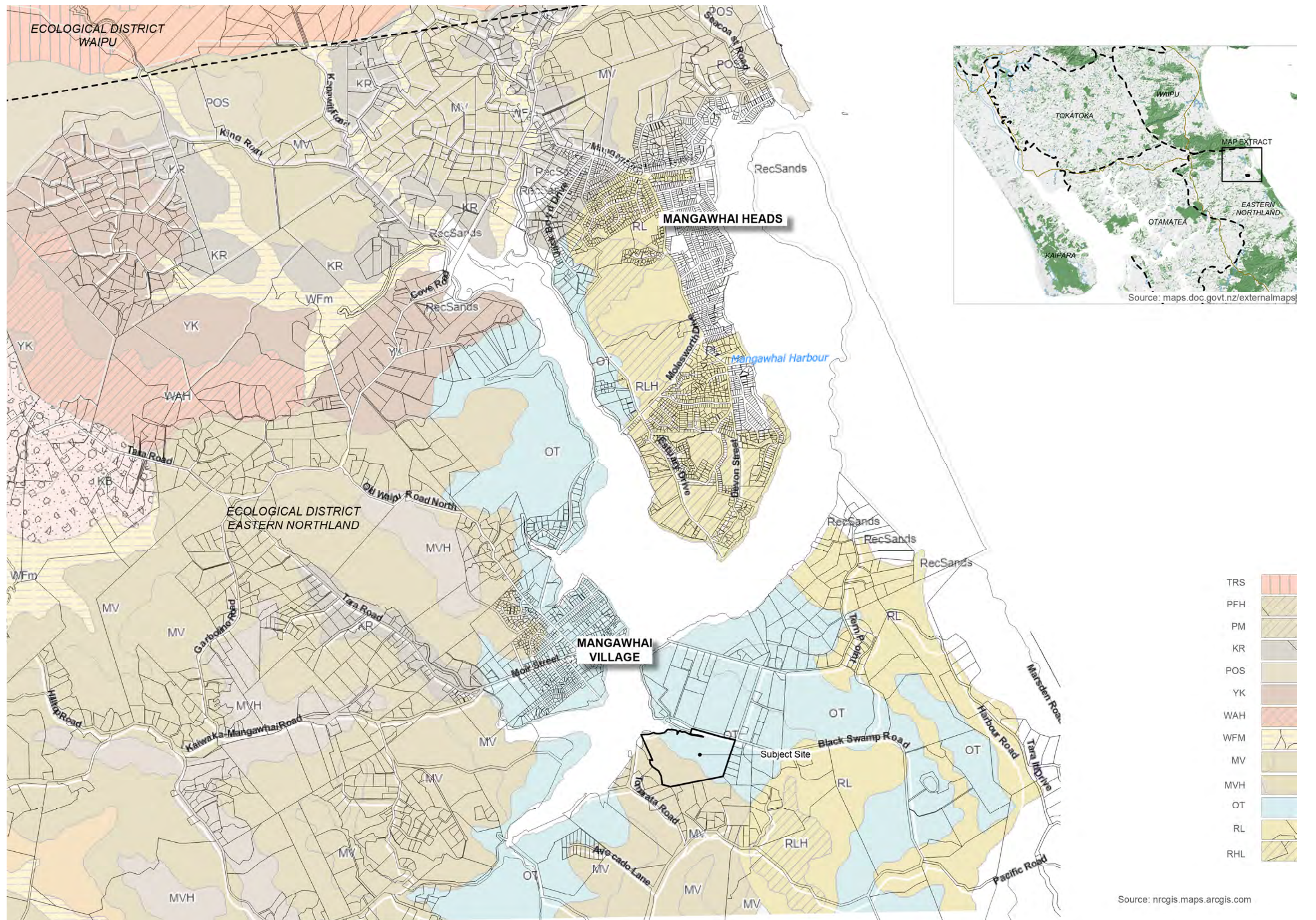
- West (247.5-292.5)
- Northwest (292.5-337.5)
- Southeast (112.5-157.5)
- East (67.5-112.5)
- Southwest (202.5-247.5)
- South (157.5-202.5)
- North (0-22.5 and 337.5-360)
- Northeast (22.5-67.5)

















- HOLIDAY ACOMMODATION •
- MIXED HOUSING / INTEGRATED DEVELOPMENT •
- OPEN SPACE OPPORTUNITIES •
- CLOSE TO VILLAGE •
- RESIDENTIAL LIVING •
- TERRACED



CROSSON.CO.NZ/BOATHOUSE-BAY-SNELLS-BEACH  
TARA ITI ACCOMMODATION  
CARLTON-LANDING  
DPZ.COM/PROJECTS/WINDSOR  
WAIMARINOLODGE



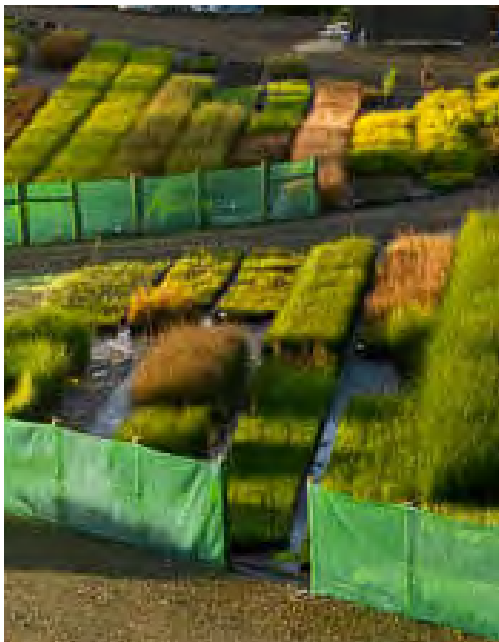
• RESIDENTIAL LIVING • TERRACED



LARGE LOT RESIDENTIAL ZONE - PRECEDENT EXAMPLES [25]



- HOTEL • • MEETING FACILITY • SAUNA • GYM • POOL / INDOOR POOL • WORKSHOPS • ART / EDUCATION • CAFE • NURSERY / GARDEN CENTRE • PLANT SALE / EDUCATION



MARUIA  
THE WORKSHOPS MATAKANA  
NURSERY RURAL DESIGN

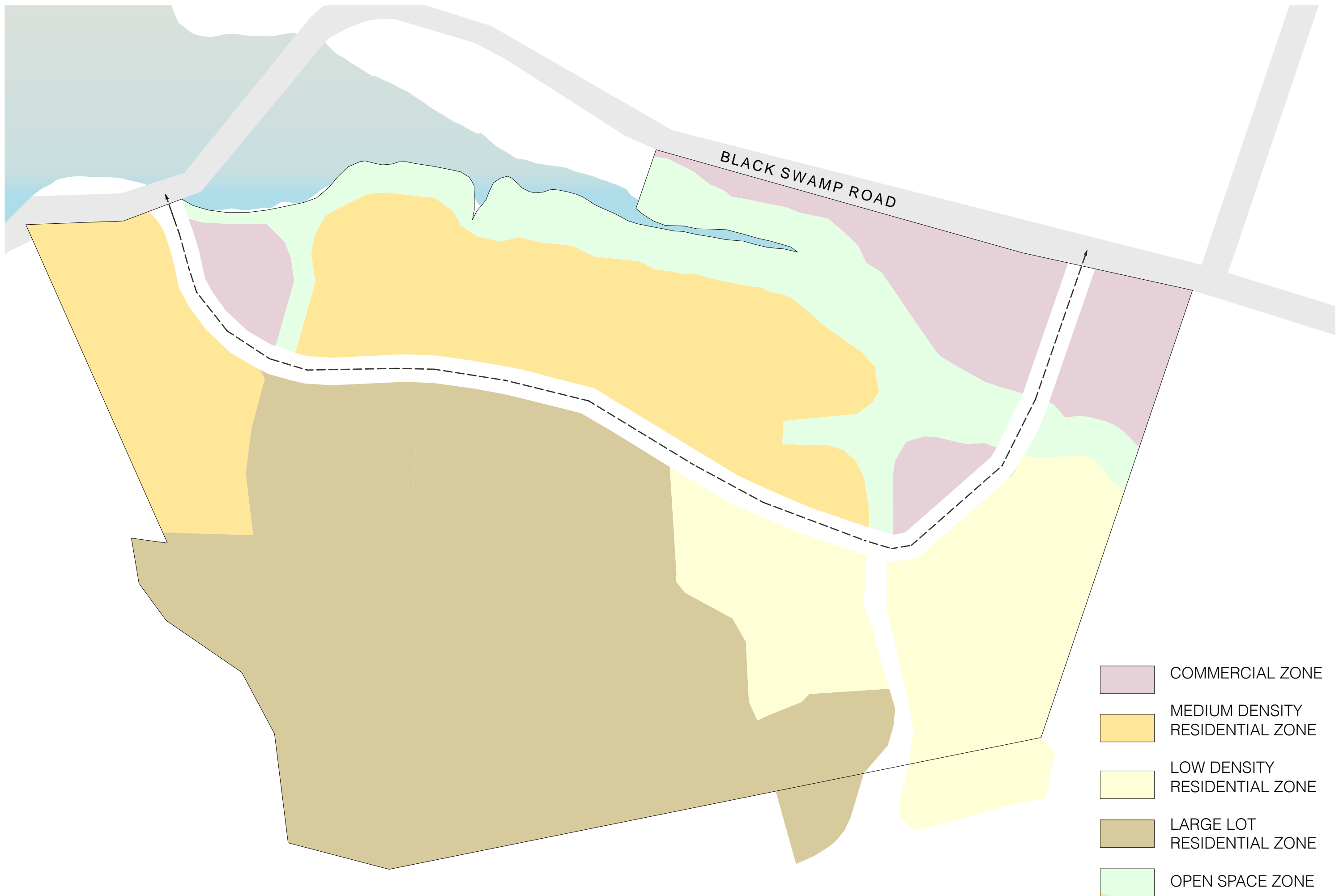


• FOOD STREET / COURT • HEALTHY FOOD / PRODUCTION / EDUCATION / LOCAL SUPPLY • EVENTS / ENTERTAINMENT / SUNDAY SESSIONS • GATE STORE • BAKERY



THEFARM.COM.AU  
PONSONBY CENTRAL  
SAWMILL LEIGH  
PIZZA BARN, WAIPU  
SAWMILL BREWERY  
WINTON - AYRBURN





- COMMERCIAL ZONE
- MEDIUM DENSITY RESIDENTIAL ZONE
- LOW DENSITY RESIDENTIAL ZONE
- LARGE LOT RESIDENTIAL ZONE
- OPEN SPACE ZONE



