

PART 1 - INTRODUCTION AND STRATEGIC DIRECTION»

## Chapter A: Introduction

***"Kotahi te kōhao o te ngira e kuhuna ai te miro mā, te miro pango, te miro where. Ā muri, kia mau ki te whakapono, kia mau ki ngā ture, kia mau ki te aroha."***

'There is but one eye of the needle through which must pass the white thread, the black thread, and the red thread.  
Hold fast to faith, hold fast to the laws, hold fast to the love.'

Kīngi Pōtatau Te Wherowhero

### 1 Background

Auckland covers almost 500,000ha, from Te Hana and the southern Kaipara Harbour in the north, to Waiuku on the edge of the Manukau Harbour in the south.

It is home to a range of outstanding natural features including the four major harbours of the Waitemata, Manukau, Kaipara and Mahurangi, the waters and islands of the Hauraki Gulf/Te Moana Nui o Toi/Tikapa Moana, 2000km of coastline, the bushclad Hunua and Waitakere ranges, wetlands, rural areas and volcanic cones and fields. These defining natural and physical features provide a unique setting and contribute significantly to Aucklanders' quality of life.

Auckland is New Zealand's largest city and home to a third of the country's population. It is the dominant commercial centre of New Zealand with its large domestic market, infrastructure, port and airport, commercial expertise and diverse manufacturing and industrial base. It is also one of the fastest growing cities in Australasia. Alongside this growth is a growing demand for employment, services, housing and a consequent increase in our use of infrastructure and natural resources. Growth and development provide new opportunities and make Auckland an exciting and vibrant place to live. However, if not managed well, this growth can affect the health and amenity of our natural and physical environment that we value so highly.

The Auckland Unitary Plan (the Unitary Plan) therefore has two key roles. Firstly, it describes how we will manage our natural and physical resources while enabling growth and development and protecting the things we value. This forms part of the responsibility of the council to achieve the purpose of the Resource Management Act 1991 (RMA) as a regional council and a district council.

Secondly, it will help to make Auckland a quality place to live, attractive to people and businesses and a place where environmental and social standards are respected and upheld. It is also the key tool for implementing the Auckland Plan, the 30-year vision and spatial plan to make Auckland the world's most liveable city.

#### 1.1 Legacy plans

The Unitary Plan replaces the following legacy council RMA documents:

- Auckland Regional Policy Statement
- Auckland Regional Plan: Air, Land Water
- Auckland Regional Plan: Dairy Farm Discharges
- Auckland Regional Plan: Coastal
- Auckland Regional Plan: Sediment Control
- Auckland City District Plan – Central area section
- Auckland City District Plan – Isthmus section
- Franklin District Plan
- Manukau City District Plan

- North Shore City District Plan
- Rodney District Plan
- Papakura District Plan
- Waitākere City District Plan.

The Unitary Plan does not replace the Auckland Council District Plan (Hauraki Gulf Islands section). This section of the plan applies to the Hauraki Gulf Islands until a plan change is made to incorporate the Hauraki Gulf Islands section of the Auckland Council District Plan into the Unitary Plan.

However, the Hauraki Gulf Islands are subject to the Unitary Plan regional policy statement provisions in Part 1, Chapter B and the regional plan provisions in Parts 2 and 3, and associated definitions and appendices.

The Regional Policy Statement (RPS) in Part 1, Chapter B replaces the operative Auckland Regional Policy Statement, July 1999. While the proposed RPS does not contain any rules, the council will have regard to the RPS provisions when assessing applications for resource consents. Any new plan changes must give effect to the RPS.

### 1.2 Mana Whenua

Mana Whenua, defined in the RMA as tangata whenua, are Māori with ancestral rights to resources in Auckland and responsibilities as kaitiaki over their tribal lands, waterways and other taonga.

The Local Government (Auckland Council) Act 2009, which established Auckland Council, introduced two new terms to legislation: 'mana whenua group' which describes an iwi or hapu that exercises historical and continuing mana whenua in an area wholly or partly located in Auckland; and 'mataawaka' which describes Māori who live in Auckland and are not within a mana whenua group.

Although 'mana whenua' is defined in the RMA as 'customary authority exercised by an iwi or hapu in an identified area', using the term 'Mana Whenua' to describe iwi authorities is consistent with the intention of the RMA to recognise the unique resource management role of Māori with ancestral rights to resources within Auckland. Taking both legislation and contemporary use into account, it is considered appropriate to use the term 'Mana Whenua' to refer to the iwi authorities within Auckland.

The Auckland Plan identifies 19 iwi authorities in Auckland. These are Ngāti Manuhiri, Ngāti Rehua, Ngāti Wai, Ngāti Whātua o Kaipara ki te Tonga, Ngāti Whātua o Ōrakei, Te Runanga o Ngāti Whātua, Te Uri o Hau, Ngāti Paoa, Ngāti Maru, Ngāti Tamaterā, Ngai Tai ki Tāmaki, Te Kawerau ā Maki, Ngāti Tamaoho, Ngāti Te Ata, Te Akitai, Te Ahiwaru, Waikato-Tainui, Ngāti Whanaunga and Patukirikiri. Geographical interests of iwi overlap in Auckland and often extend over its boundaries. Iwi have strong cultural and spiritual associations with Auckland. Places of ancestral importance retain their significance to Mana Whenua, who have responsibilities as kaitiaki of Auckland's abundant resources.

Te Tiriti o Waitangi/the Treaty of Waitangi (the Treaty) plays a historic and current role for Auckland beyond the signing of the Treaty on 6 February, 1840. Recent Treaty settlements will see some Crown-owned land being transferred to iwi ownership. The shift in ownership will drive a greater level of participation in resource management by Mana Whenua. As Treaty claims are settled, Auckland will move into a new phase where Mana Whenua aspirations are clearly articulated and empowered.

The RMA requires the council to consider the effects of proposed activities and development on the relationship between Māori and their ancestral lands, water, sites, wāhi tapu and other taonga. Particular recognition is provided for iwi who have traditional unbroken occupation of an area. Mana Whenua also have interests in using their landholdings and interests to promote social, economic, and cultural development for their iwi.

Mana Whenua have their own perspective on managing the natural and physical resources of Auckland, based on mātauranga Māori and tikanga. Tikanga underpins the way Mana Whenua view and interact with the environment and their role as kaitiaki. In the past, mātauranga Māori and tikanga had limited influence over council resource

management decisions. However, amendments to the RMA and decisions by the courts have firmly established an obligation on decision-makers to give appropriate weight to the Mana Whenua perspective.

Increased iwi capacity creates an opportunity to develop a new approach to resource management where Mana Whenua are directly involved in the resource management process, and where tikanga and mātauranga Māori shape resource management decisions.

The Unitary Plan has an important role in helping decision-makers to expand their perspective to include Mana Whenua interests and values related to resource management, including the integration of mātauranga and tikanga. The Unitary Plan clearly identifies Mana Whenua interests and values, and directs when mātauranga and tikanga must be considered in relation activities within Auckland.

### 1.3 Our growing population

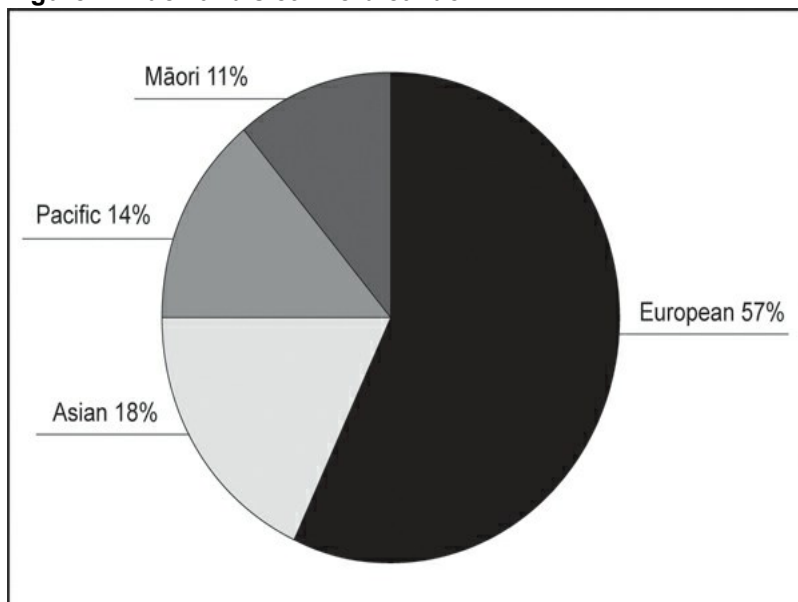
Auckland is growing rapidly. Since 2001, Auckland's growth rate has been higher than other regions in New Zealand. The estimated population of Auckland in 2011 was 1,486,000<sup>1</sup> and is projected to increase by one million over the next 30 years.

There are two key drivers of population growth: natural increase (births minus deaths), and positive net migration. Historically, population gains from natural increase have been relatively consistent. However, gains from immigration have been more variable and subject to national and international factors.

Between 2001 and 2006, an estimated 55 per cent of Auckland's growth came from immigration. It is the most popular destination for migrants from overseas and as a result is the most ethnically diverse place in the country. Auckland is home to over 180 ethnicities and has the largest Polynesian population in the world.

1 - Taken from local board estimate populations.

**Figure 1: Auckland's ethnic breakdown**



Auckland's population is younger than the rest of New Zealand. The median age in 2006 was two years younger than the national median (33.9 years for Auckland compared with 35.9 nationally). However, Auckland's population is ageing. By 2025 there will be more people over the age of 65 than people aged 16 and under.

Growth has occurred throughout Auckland, spreading from the isthmus to the suburban areas of Manukau, North Shore and Waitākere. More recently, the Rodney, Franklin and Papakura areas have had rapid population growth and an associated demand for additional housing. Rural and coastal towns have also expanded rapidly and there has been increased rural lifestyle development. The majority of urban intensification has occurred through infill housing and more recently through medium density housing development in a number of business zones. High-intensity housing has largely been limited to the city centre.

Growth and changing demographics put pressure on our natural and physical resources. The challenge is how to plan and provide for Auckland's expected growth and the likely makeup of its population, to ensure quality of life and sustainable management of resources. Population growth has placed pressure on housing availability and competition for housing has also influenced housing affordability. Auckland's diverse population also has different housing requirements, which is not always met by the market. In line with the strategic directions set out in the Auckland Plan, the Unitary Plan provides clear direction on long-term housing supply and facilitates housing choices.

The Unitary Plan provides the council with the tools to manage growth in an integrated way. It balances demand for new housing and business development, the need to strengthen social and physical infrastructure, and the requirement to preserve and protect the places we value.

### 1.4 Our urban environment

Urban Auckland accommodates a third of the national population. At its heart is a highly urbanised centre. The city centre and waterfront provide a vibrant focal point for Auckland, with iconic structures such as the harbour bridge and the Sky Tower. The urban core is accessible through a variety of public transport options including ferries, buses and trains. Urban areas outside the city centre include a network of urban centres, such as Manukau and Albany, town centres such as Onehunga and Howick and local centres such as Drury and Titirangi. These urban areas are connected and supported by a vast series of networks including transport, water supply, wastewater, electricity, gas and telecommunications.

The urban areas also contain public open spaces, both natural and built, defence establishments, centres for higher learning, and large public hospitals.

As Auckland continues to grow, intensification will occur in both existing and new areas. The quality of this more compact development is critical to good public and private amenity. Intensification must also make the best use of resources, integrate with networks and services, and provide for safe and healthy lifestyles. In support of this, the plan defines Auckland's Rural Urban Boundary (RUB) which targets development in appropriate locations, rather than enabling continuous outward urban growth.

The Unitary Plan gives certainty for well-designed development, housing and the management of resources required for a high-performing urban environment. It supports the development of a compact city where quality is paramount through good urban design. The Auckland Design Manual ([ADM](#)) provides supplementary, non-statutory guidance on best practice design, including urban design.

### 1.5 Our rural and coastal environment

Despite Auckland's position as the largest city in New Zealand, over 70 per cent of our landmass is rural, accounting for 384,000ha of land. These rural areas vary from productive pastures for livestock, agriculture, horticulture and equestrian activities, to forestry areas and areas of protected native bush.

Auckland's coastline covers 2000km, giving it one of the world's highest ratios of coastal length to land area. The coastal environment is diverse and includes developed urban areas, natural estuaries, harbours and bays. There are sheltered white sand beaches to the east contrasting with rugged black sand beaches in the west. The four harbours, Waitematā, Manukau, Mahurangi and Kaipara, have distinct characteristics and uses, which contribute to the amenity they provide.

The Hauraki Gulf/Te Moana Nui o Toi/Tīkapa Moana and its islands are significant to Auckland because of their outstanding landscape, unusual ecological balance, intact archaeological sites, and favourable location and climate. Some islands are populated while others are protected reserves. They offer unique lifestyle and tourism experiences. The rural and coastal environment of Tāmaki Makaurau provides a rich mosaic of historic occupation and ancestral connection for Mana Whenua. The protection and restoration of the mauri and waiora of these areas continue to be of high priority to Mana Whenua of Tāmaki Makaurau.

### 1.6 Our economy

Auckland is New Zealand's only city of international scale. It has over 132,000 registered businesses, which is a

third of all businesses in the country. The city centre plays a pivotal role in Auckland's economic success as a hub for employment, business and financial services. The city centre is supported by a network of centres, such as Albany, Takapuna, Manukau, Newmarket and Ellerslie-Penrose. These centres provide their own mix of service industries ranging from professional, financial and retail to transport, logistics and industrial. Additionally, the airports and ports, which provide transport for imports and exports, and tourists, support Auckland's international status and contribute to its economic success.

Auckland's rural areas also contribute significantly to its economic success. Auckland has high quality soils that support agricultural and horticultural activities, as well as substantial mineral resources. Fruit, vegetables, livestock and forestry supply our export market. In our coastal environment, aquaculture provides opportunities for sustainable economic growth. The Hunua and Waitākere Ranges in turn provide a significant amount of the water resources for the urban area.

Mana Whenua of Auckland have settled or are in the process of settling their Treaty claims with the Crown. Within the next 10 years, many iwi will be in a stronger position to pursue their economic aspirations and contribute to Auckland's economic growth.

The Unitary Plan does not directly address economic related matters such as skills shortages and business investment. However, by enabling business, the Unitary Plan plays a role in supporting sustainable business and economic growth within a resource management framework.

### 1.7 Our heritage

Auckland's historic development has resulted in layers of natural and built features, which contribute to its unique identity and character. The volcanic field, on which much of Auckland is built, is recognisable by scoria cones, explosion craters, tuff rings, and lava fields. This natural landscape has shaped Auckland's development and growth. The cones are the most visible elements of the volcanic field and are outstanding natural features, as well as cultural heritage icons.

Urban and rural areas contain remnants of the bush that once covered much of the region. The Wāitakere Ranges are a defining landform and native forest area in Auckland. They are also a heritage area of national, regional and local significance. The Ranges have a significant role as a buffer between Auckland's urban centre and the west coast, and contain an extensive area of public open space. The Wāitakere Ranges regional park includes outstanding natural landscapes and features, indigenous ecological systems and native vegetation, which provide important habitats for rare and endangered species. Some remnant bush areas are cultural markers, and have important associations to Mana Whenua local histories.

Our historic heritage sites illustrate many centuries of human activity and 150 years of urban development. There are wāhi tapu and other sites of significance to Mana Whenua, as well as iconic buildings and structures that represent architectural innovation and locations of historic importance.

Auckland values its natural and physical resources, and we have a responsibility to protect these places for future generations. The Unitary Plan provides direction for growth and development to help ensure these natural and historic heritage places remain intact for use and enjoyment.

## 2 Statutory Framework

### 2.1 Resource Management Act 1991 (RMA)

The RMA has an overriding purpose to promote the sustainable management of natural and physical resources.

Section 5 of the RMA defines sustainable management as “managing the use, development and protection of natural and physical resources in a way, or at a rate, which enables people and communities to provide for their social, economic, and cultural well-being and for their health and safety while:

- sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations
- safeguarding the life supporting capacity of air, water, soil and ecosystems

- avoiding, remedying or mitigating any adverse effects of activities on the environment.”

The RMA requires the council to develop resource management plans that detail how we will meet these requirements. In particular, it requires the council to have, at all times, a regional policy statement, regional coastal plan and district plan.

The Unitary Plan is a combined regional policy statement, regional coastal plan, regional plan and district plan. It is the primary document through which the council will meet its obligations under the Act

The regional policy statement is the highest-level and broadest resource management document for the council. It sets the policy framework for the rest of the Unitary Plan. The regional coastal plan, regional plan and district plan provisions must give effect to the provisions in the regional policy statement.

The Unitary Plan is to be read as a single document to understand the common themes and the relationships between the issues, policy framework and rules.

### 2.2 Treaty of Waitangi / Te Tiriti o Waitangi

Te Tiriti o Waitangi/ the Treaty of Waitangi is a foundation legal document for New Zealand. The Crown is the primary Treaty partner responsible for the Treaty relationship. However, in delegating responsibilities to the council, Parliament acknowledges the need to ensure local authorities give appropriate consideration to the principles of the Treaty as part of their statutory Māori obligations. The RMA provides a clear direction on council's responsibilities in terms of the Treaty of Waitangi/Te Tiriti o Waitangi.

Part 2 (Purpose and principles) of the Act outlines the importance of the role Mana Whenua have in the sustainable management of natural and physical resources.

The purpose of the Act (s.5) embraces the social, economic and cultural well-being of people and, s.6 pays particular attention to the special relationship Mana Whenua have with the land, sea and waterways. In s.6 (e) and (g), the relationship of Mana Whenua and their culture and traditions with their ancestral lands, water, sites, wāhi tapu and other taonga is identified as a matter of national importance.

In achieving the purpose of the Act, s.7 (a) and (aa) require particular regard to be given to kaitiakitanga and the ethic of stewardship.

In achieving the purpose of the RMA, all people exercising functions and powers under it, in relation to managing the use, development and protection of natural and physical resources, are required under s.8 to take into account the principles of the Treaty of Waitangi. Treaty principles have been expressed and recognised through a range of courts, including the Privy Council and Waitangi Tribunal. Principles relevant to the local government context include:

- reciprocity or recognition of the essential bargain
- rangatiratanga
- shared decision-making
- partnership
- active protection
- ōritetanga
- options
- the right of development
- redress.

Treaty principles are not exhaustive and further principles may be developed in the future. It is important to note that

these principles must be considered holistically rather than in isolation. This acknowledges the overlaps and synergies between them.

The Unitary Plan takes into account these principles through: providing opportunities for Mana Whenua to be involved in decision-making; by identifying Mana Whenua interests and values to be protected; clarifying council's role in enabling Mana Whenua to benefit from redress; and recognising that tikanga and the exercise of customary rights evolve and may be expressed in new ways in a contemporary context.

### 2.3 Relationship of the Unitary Plan to other policy statements and plans

The RMA provides for a hierarchy of resource management policy statements and plans related to the three principal levels of government – central, regional and district (Figure 2).

The Unitary Plan must give effect to national policy statements and national environmental standards, prepared by central government. National environmental standards are technical standards relating to the use, development and protection of natural and physical resources. National standards override existing provisions in plans that require a lesser standard.

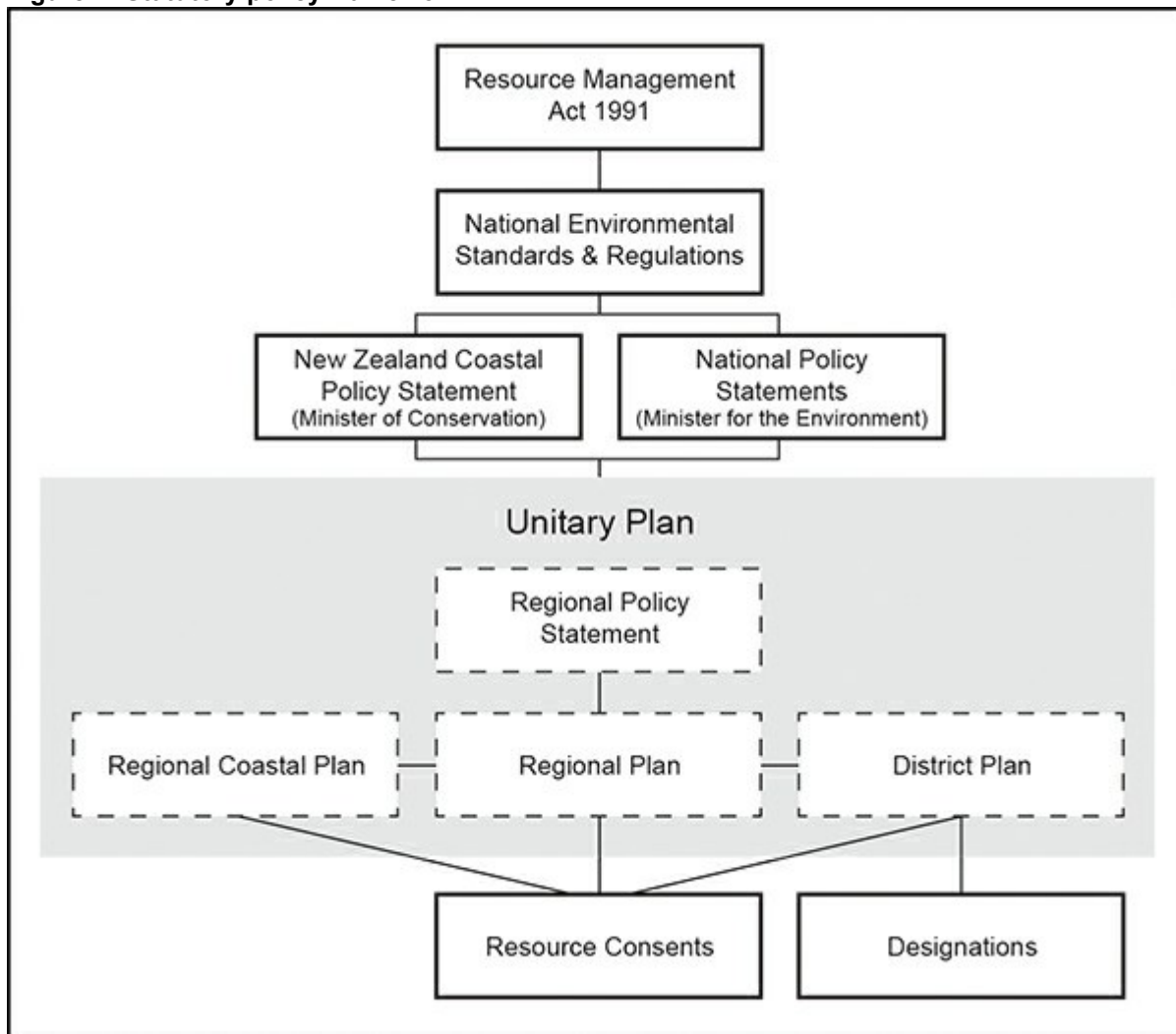
The RMA requires, in the preparation of the Unitary Plan, to have regard to:

- management plans and strategies prepared under other Acts
- relevant entries in the Historic Places Register
- regulations relating to ensuring sustainability, or the conservation, management, or sustainability of fisheries resources (including regulations or bylaws relating to taiapure, mahinga mataitai, or other non-commercial Maori customary fishing)

The RMA also requires planning documents recognised by an iwi authority to be taken into account in the preparation of the Unitary Plan.



Figure 2: Statutory policy framework





### 3 Strategic Framework

The council's strategic framework (Figure 3) shows the links between the vision of Auckland as the world's most liveable city, the Auckland Plan and other key strategic documents including the Unitary Plan. Together, the documents in this framework set out the priorities and guide the council's activities.

#### 3.1 Auckland Plan

The Auckland Plan is at the top of the strategic framework. Mandated by s. 79 of the Local Government (Auckland Council) Act 2009, the Auckland Plan provides a basis for aligning the implementation plans, regulatory plans and funding programmes of the Auckland Council. The Auckland Plan describes the 30-year vision of Auckland as the world's most liveable city and provides the strategic direction for other council plans and strategies.

The Unitary Plan is Auckland's key resource management document prepared under the RMA, and is one of the most critical parts of the strategic framework. It plays a key role in the successful implementation of the Auckland Plan, by:

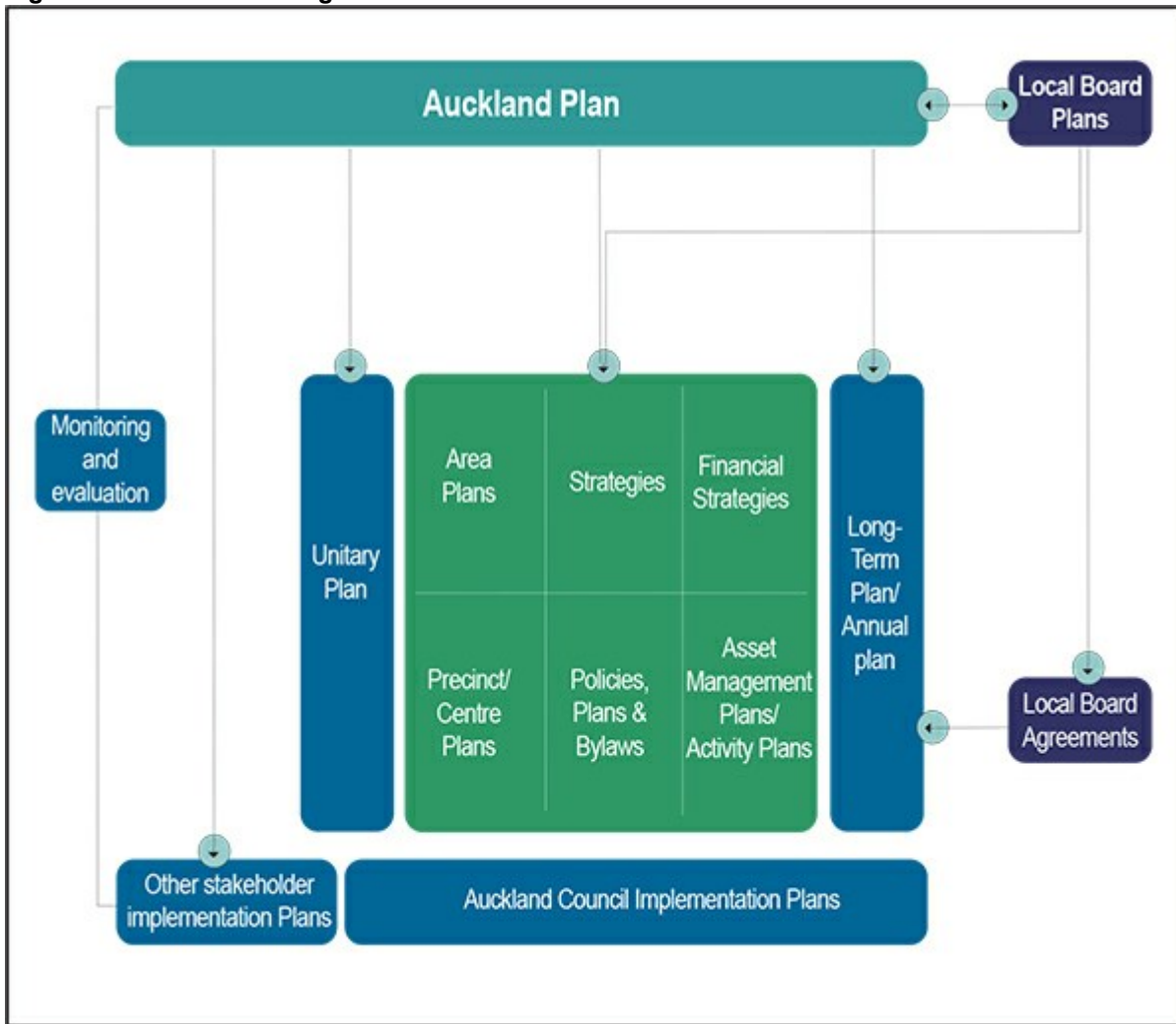
- spatially identifying opportunities and constraints for activities and development in Auckland
- identifying highly valued and regionally significant resources that the policies protect or manage
- establishing clear and consistent priorities for resource use and protection by identifying boundaries and limits based on environmental values
- establishing priorities for resource use where there are likely to be competing uses, such as competition for land between primary production and urban development
- setting rules for regulating land use, subdivision and development.

Other council strategies that are prepared under the Auckland Plan include the Waterfront Plan and the City Centre Master Plan. The Waterfront Plan sets out the vision and goals for the long-term development of the city centre waterfront and a strategy for the delivery of projects and initiatives over thirty years. The City Centre Master Plan is a 20 year vision that sets the direction for the future of the city centre.

The RPS provisions in the Unitary Plan identifies and addresses eight issues of regional significance. These issues also reflect and implement Auckland Plan outcomes and priorities and the strategies and plans that are developed under the Auckland Plan.

The Unitary Plan also guides the development and implementation of area plans, precinct plans and master plans. These plans spatially outline the aspirations and strategic directions for localised parts of Auckland, within the context of the Auckland Plan and the resource management framework in the Unitary Plan.

Figure 3: Council's strategic framework



### 3.2 Māori Responsiveness Framework

Auckland Council is committed to meeting its responsibilities under Te Tiriti o Waitangi/ the Treaty of Waitangi and its broader legal obligations to Māori. It recognises these responsibilities are distinct from the Crown's Treaty obligations and fall within a local government / Tāmaki Makaurau context. The council will work to ensure its policies and actions consider the protection and recognition of Māori rights and interests within Tāmaki Makaurau, and how to address and contribute to the needs and aspirations of Māori. In responding to the council's commitment and legal obligations, Auckland Council has developed a Māori Responsiveness Framework. The Māori Responsiveness Framework has four drivers and three goals:

Table 1:

Framework drivers
<ul style="list-style-type: none"> <li>• enable Te Tiriti o Waitangi / the Treaty of Waitangi outcomes</li> <li>• enable Māori outcomes</li> <li>• fulfill Auckland Council's statutory obligations to Māori</li> <li>• value Te Ao Māori</li> </ul>
Framework goals
<ul style="list-style-type: none"> <li>• effective Māori participation in democracy</li> <li>• an empowered organisation</li> <li>• strong Māori communities</li> </ul>

### 3.3 Sustainable management

Sustainable management is the purpose of the RMA which drives the planning documents prepared under the RMA.

Section 5 of the RMA, which sets out the purpose of the Act, also imposes three requirements that govern the use, development, and protection of the natural and physical resources of Auckland.

The first requirement stated in the RMA is to sustain resources to meet the reasonably foreseeable needs of future generations. This Unitary Plan recognises the needs of future generations by:

- managing future growth and development to achieve sustainable outcomes
- ensuring Auckland has the capacity to accommodate growth and development
- enabling the providers of significant regional resources to meet economic and social needs of the community while ensuring that adverse environmental effects are avoided, remedied, or mitigated
- improving urban efficiency.

Guiding development in a way which avoids foreclosing future options ensures that future generations will be in a position to make appropriate resource-use choices to meet their own needs.

The second requirement stated in s.5 is to safeguard the life-supporting capacity of air, water, soil, and ecosystems. The Unitary Plan is concerned with the protection of the life-supporting capacity of these resources in Auckland. It also recognises that some of these resources have already been degraded and seeks their restoration and enhancement.

The third requirement is that measures are taken relating to any adverse effects on the environment. Where an activity or the use or development of any resource results in, or is likely to result in, adverse effect on the environment, the Unitary Plan identifies three approaches to achieving a balance of competing values and interests involved. These are:

- to avoid adverse effects
- to mitigate the effects or
- where the resources are already affected, to remedy the adverse effects.

### 3.4 Quality compact Auckland

Since its first settlement, Auckland's growth has responded to its natural terrain and demand for its resources. Development occurred first around the harbours and volcanic cones, with movement by foot and canoe. Later, urban Auckland expanded out along ferry, tram and railway stops. With the introduction of the car, Auckland expanded rapidly outwards, mainly in the form of lower density suburbs.

As Auckland's population heads towards two million, most neighbourhoods will continue to experience growth. However, not all neighbourhoods will have the same level of growth and change. The quality compact city model that the Unitary Plan adopts provides for lower levels of growth in neighbourhoods with recognised character, identity and heritage. Areas around centres and business areas, with well-connected street networks, and which offer good

access to high-frequency public transport, community facilities and open space, are targeted for higher density living over time.

The concept of quality, or good design, underpins the Unitary Plan approach to development and intensification. Good design is about an outcome that responds to a particular context and delivers a well-functioning and attractive building or space. The [ADM](#) provides supplementary, non-statutory guidance to the Unitary Plan on design matters, which will be updated by the council from time to time.

### 3.5 Responding to climate change

Our climate is changing. This may result in changes to temperature, rainfall and sea level. Over time, climate change will affect biodiversity, natural resources and rural production. New pressure will be placed on infrastructure and Auckland's built form will need to respond to different environmental effects such as extreme weather patterns.

There are two approaches in responding to climate change, mitigation and adaptation. Mitigation refers to initiatives that reduce greenhouse gas emissions, or absorb carbon from the atmosphere, in an attempt to address the causes of climate change and decrease its effects. Adaptation refers to initiatives aimed at improving Auckland's ability to withstand and recover from the adverse effects of a changing climate.

The Unitary Plan supports both these approaches and enables consideration to be given to the potential environmental impacts of a changing climate in determining how to use our natural and physical resources. The move to a quality compact city, for example, will help reduce Auckland's greenhouse gas emissions by encouraging greater use of public transport, more efficient use of energy, and requiring sustainable design principles in new developments. Measures in the Unitary Plan, such as rules around setbacks from the coast and streams, and land use controls in identified natural hazard areas, will better enable Auckland to adapt to the impacts of a changing climate.

### 3.6 Integrated management

The interactions between natural and physical resources, and how we use and develop them, are complex. Decisions can have unintended or unforeseen consequences because of physical and ecological linkages, or because of the way people respond to them. Decisions are not made in isolation, and the cumulative effects of individual decisions must be taken into account. The RMA requires the Unitary Plan to set out a management framework to address adverse effects, including cumulative effects.

Integrated resource management extends across local, regional, administrative and tribal boundaries. Decisions taken by one agency should not undermine the reasonable decisions, interests, or desired outcomes of others and these decisions should take into account cumulative effects. For example, the Hauraki Gulf/Te Moana Nui o Toi/Tikapa Moana is affected by land and water management policies not just across Auckland, but also in the Waikato region. The Kaipara Harbour and its environmental quality require joint management policies between Northland, Kaipara and Auckland councils. The lower catchment of the Waikato River falls within Auckland, while the river itself runs through the jurisdiction of Environment Waikato. More information regarding cross boundary issues can be found in the regional policy statement, [section 11](#).

By ensuring strategic alignment with the Auckland Plan, and having regard to multiple legislation, plans, policies and agreements, the Unitary Plan provides effective integrated management of our natural and physical resources.

## 4 Using the Unitary Plan

This section provides guidance on:

- the structure of the Unitary Plan
- area based planning tools
- how to identify the rules in the Unitary Plan that have immediate legal effect
- how to identify the regional policy statement, regional plan, regional coastal plan and district plan provisions in the plan.

### 4.1 Structure of the Unitary Plan

The Unitary Plan is structured in 7 parts.

Table 2:

Part	Chapter	Title	Descriptions of contents
1	A	<a href="#">Introduction</a>	Sets the context of the Unitary Plan within Auckland. It provides information on the legislative requirements of the Unitary Plan and how it fits into the council's strategic framework.
1	B	<a href="#">Regional Policy Statement</a>	The RPS provides an overview of the significant resource management issues Auckland faces and the over-arching objectives and policies to achieve integrated management of Auckland's natural and physical resources. It provides a comprehensive policy framework for the regional and district provisions. A RPS is not subject to private plan changes and all provisions in the Unitary Plan must give effect to the issues, objectives and policies contained in the RPS within the Unitary Plan.
2		<a href="#">Regional and district objectives and policies</a>	Provides Auckland-wide and district objectives and policies. These enable the council to carry out its functions under s. 30 and 31 of the RMA. Regional and district objectives and policies give effect to the RPS issues, objectives and policies and provide the direction and justification for the rules contained in Part 3 - Regional and District Rules.
2	C	<a href="#">Auckland wide objectives and policies</a>	Objectives and policies that apply to use of natural and physical resources across Auckland. Also includes general activities that are common across all zones.
2	D	<a href="#">Zone objectives and policies</a>	All land and coastal water within Auckland, with the exception of some roads, is zoned. Zones are grouped into: Residential, Public Open Space, Business, Future Urban, Coastal, Rural, Strategic Transport Corridor and Special Purpose. Zones are spatially mapped on the Unitary Plan GIS viewer.
2	E	<a href="#">Overlay objectives and policies</a>	An overlay can apply across multiple zones, precincts and contain provisions that override some of the Auckland-wide provisions to recognise the particular values associated with an area or resource. Overlay boundaries do not follow zone boundaries and are mapped on the Unitary Plan GIS. Overlay objectives and policies describe values and provide for the protection or enhancement of the overlay values.
2	F	<a href="#">Precinct objectives and policies</a>	Precincts contain more detailed place-based provisions. While sharing similar characteristics with the zone they enable local differences to be recognised. Precincts are mapped on the Unitary Plan GIS viewer.
3	G	<a href="#">General provisions</a>	Provides information on the general provisions and procedures for implementing the Unitary Plan. This includes activity status, resource consent applications, decision making on resource consents, and compliance and enforcement matters.

## The Proposed Auckland Unitary Plan (notified 30 September 2013)

3	H	<a href="#">Auckland-wide rules</a>	Auckland-wide rules apply across the zones. In some instances, overlay rules are also contained alongside Auckland-wide rules for ease of navigation. Where overlay rules are contained within this section, they are not classified as Auckland-wide rules. Auckland-wide rules include activities such as transport, subdivision, earthworks, air or water discharges, vegetation management and signs. Some are regional rules as defined in s. 30 of the RMA.
3	I	<a href="#">Zone rules</a>	This chapter contains the rules for a zone or an area largely contained within a zone. Zones are areas where common land uses and activities are anticipated. Zones are spatially mapped on the Unitary Plan GIS viewer and most areas within Auckland are assigned a single zone. Please note some zones e.g. coastal zones contain overlay rules for ease of navigation.
3	J	<a href="#">Overlay rules</a>	Overlays generally apply more restrictive controls than the underlying zone, precinct or Auckland-wide provisions, but in some cases they can be more enabling. In some instances overlay rules are contained in Auckland-wide rules e.g. vegetation management for ease of navigation.
3	K	<a href="#">Precinct rules</a>	A precinct provide for local area based differences. Precincts can vary the activity status or the controls contained in the underlying zone or Auckland-wide provisions.
4		<a href="#">Definitions</a>	Contains abbreviations and definitions for words and terms used throughout the Unitary Plan.
5		<a href="#">Appendices</a>	Identify places, areas, features and landscapes identified within the Unitary Plan, and given statutory weight.
6		<a href="#">Non-statutory documents</a>	This part of the Unitary Plan contains non-statutory guidance material
7		<a href="#">Designations</a>	Contains provisions on areas subject to a designation.

### Unitary Plan maps

The Unitary Plan maps (being both the hard copy and the GIS online version) show zones, overlays, precincts and designations affecting land, water and airspace. Additional maps are also included within the text of the Unitary Plan.

### Interpretation of lists

Many parts of the Unitary Plan contain lists. These lists should be regarded as cumulative except where indicated otherwise by the use of 'or' or 'and'.

## 4.2 Area based planning tools

### 1. Structure Plans

A structure plan is a broad planning document outlining how significant greenfield or brownfield areas will be developed, taking into account a wide range of matters. A structure plan requires a detailed examination of the opportunities and constraints relating to the land to ensure the effects of development are addressed in advance of development occurring.

A landowner or the council must prepare a structure plan when they seek to re-zone and develop large areas of land for urban activities within the Future Urban zone as part of a plan change. Preparation of a structure plan may also be required where a landowner seeks to re-zone significant land within other areas.

The structure plan will be used to inform the Unitary Plan zones and overlays to be applied to the development area. A precinct will normally be applied to these areas so that key elements of the structure plan, for example the proposed street layout, can be incorporated into the Unitary Plan.

[Appendix 1](#) contains detailed guidelines on the contents of a structure plan for greenfield and brownfield

development.

## 2. Framework plans

A framework plan is a voluntary mechanism for land owners to demonstrate and achieve a broad spatial pattern of land use, subdivision and development within a defined greenfield or brownfield redevelopment area. Framework plans are applied at a finer-grained scale than structure plans. They are generally enabled following the approval of a structure plan or similar planning process. A framework plan itself requires a resource consent.

The [General Provisions](#) in Chapter G contain detailed guidance on framework plans, including where they are applied and how they are implemented.

## 3. Concept plans

In the Unitary Plan, concept plans are applied to some public open spaces, retirement villages and major recreational facilities. A concept plan, together with the objectives, policies and rules for the precinct establish the broad spatial development pattern of land use and development within a defined area. A concept plan sets the framework for development on the site it applies to.

## 4. Integrated plan for Māori development

An integrated plan for Māori development establishes appropriate land use and development within a defined area of Māori land, Treaty settlement land, or land within a Māori Purpose zone. More detail is required for this plan than for a framework plan, because no further resource consents are required. It also provides a basis for coordinating with the Māori Land Court, where applicable, to assist with granting partitions, licenses to occupy, and occupation orders.

### 4.3 Legal effect of Unitary Plan rules

Under s. 86B of the RMA a rule in a proposed plan has legal effect only when a decision on submissions relating to a rule has been made and publicly notified by the council. The exception to this is where the rule, either:

1. protects or relates to water, air or soil (for soil conservation) or
2. protects areas of significant indigenous vegetation or
3. protects areas of significant habitats of indigenous fauna or
4. protects historic heritage or
5. provides for or relates to aquaculture activities.

The rules in the activity tables that have immediate legal effect from 30 September 2013 are identified by shading of the relevant text within the activity table as below. The associated controls, assessment criteria, information requirements, definitions and appendices applicable to those rules also have immediate legal effect.

Example legal effect table

Activity	Activity Status
XXXXXXXXXXXXXX XXXXXXXXXXXXX XXXXXXXXXXXXXX	X
XXXXXXXXXXXXXX XXXXXXXXXXXXX XXXXXXXXXXXXXX	XX

### 4.3A Legal effect of Unitary Plan rules as a result of amendments to tree legislation

Under the transitional provisions of the Resource Management Amendment Act 2013, as set out in Schedule 12 to the Resource Management Act 1991, tree protection district plan rules within a proposed plan have legal effect from 4 September 2015 if they comply with the new requirements of ss 76(4A) and 76(4B) of the RMA. The district plan rules in the activity table in chapter J section 6.4.1 that have legal effect from 4 September 2015 are identified by



green shading of the relevant text within the activity table as below. The associated controls, assessment criteria, information requirements, definitions and appendices applicable to those rules also have legal effect.

Example legal effect table

Activity	Activity Status
XXXXXXXXXXXXXXXXX XXXXXXXXXXXXX XXXXXXXXXXXXXXXXX	X
XXXXXXXXXXXXXXXXX XXXXXXXXXXXXX XXXXXXXXXXXXXXXXX	XX

#### 4.4 Identifying the regional policy statement, regional plan, regional coastal plan and district plan provisions within the Unitary Plan

Section 80 of the RMA requires the council to identify, in the Plan, the provisions that are the:

- regional policy statement [rps]
- regional coastal plan [rcp]
- regional plan [rp]
- district plan [dp]

Part 1, Chapter A Introduction contains a combination of rps, rcp, rp and dp provisions.

Part 1, Chapter B contains the regional policy statement provisions. However, for the following regionally significant values: outstanding natural features, outstanding natural landscapes, significant ecological areas, high natural character and outstanding natural character, the RPS provisions in Chapter B are also regional coastal plan, regional plan or district plan provisions. These provisions are identified with a line down the left border with the relevant abbreviation.

Part 2 regional and district objectives and policies contains a combination of regional coastal plan, regional plan and district plan provisions. The provisions of the regional coastal plan and regional plan, and any combinations with each other or with a district plan provision, are identified with a line down the left border and the relevant abbreviation (as below). All provisions in Part 2 that do not have a line down the left border are district plan provisions.

Part 3 regional and district rules contains a combination of regional coastal plan, regional plan and district plan. Only the rules (activities) in the activity tables are identified according to the type of plan. Rules (activities) in the activity table that do not have a line down the left border or identified in the table as [rcp] are district plan provisions. The associated controls, assessment criteria, information requirements, definitions and appendices applicable to those rules/activities or that support those rules are also part of that type of plan provision.

[rp/dp]

Xxxx zone – activities	CMA [rcp]	Land [dp]
xxx xxxxx xx	x	x
xx xxx	x	x