

## Part 2 Regional Policy Statement

All the following provisions form part of the Regional Policy Statement.

### 2.1 Issues of regional significance

#### Introduction

The Unitary Plan identifies eight issues of regional significance for resource management in Auckland. Each issue also links to the outcomes, priorities and associated strategic directions in the Auckland Plan.

- Issue 1 – enabling quality urban growth
- Issue 2 – enabling economic well-being
- Issue 3 – protecting our historic heritage, historic character and natural heritage
- Issue 4 – addressing issues of significance to Mana Whenua
- Issue 5 – sustainably managing our natural resources
- Issue 6 – sustainably managing our coastal environment
- Issue 7 – sustainably managing our rural environment
- Issue 8 – responding to climate change

Auckland Plan outcomes (by 2040)	Issue 1	Issue 2	Issue 3	Issue 4	Issue 5	Issue 6	Issue 7	Issue 8
A fair, safe and healthy Auckland	√	√		√			√	
A green Auckland	√			√	√	√	√	√
An Auckland of prosperity and opportunity		√		√			√	√
A well connected and accessible Auckland	√	√					√	
A beautiful Auckland that is loved by its people	√		√	√	√	√	√	
A culturally rich and creative Auckland	√		√	√			√	
A Māori identity that is Auckland's point of difference in the world	√	√	√	√	√	√	√	

#### 2.1.1 Enabling quality urban growth

##### Unitary Plan issue

**Our growing population increases demand for housing, employment, business, infrastructure, and services. This means we must manage our growth in a way that:**

- **enhances quality of life for individuals and communities**
- **optimises the efficient use of our existing urban area**
- **optimises the efficient use of existing and new infrastructure**
- **maintains and enhances the quality of our environment, both natural and built**
- **maintains Māori communities, culture and values.**

##### Explanation

Auckland is the place in New Zealand where more and more people want to live and work. While this drives economic growth, enhances regional GDP, and encourages development of a world-class city, nearly all our resource management issues stem from the impacts growth could have on our natural and physical resources.

##### Our sense of place

Our sense of place and belonging comes from Auckland's rich diversity. Our urban fabric includes historic

## Draft Auckland Unitary Plan - March 2013

---

buildings and places, as well as special character areas such as Ponsonby and Devonport. We also have many distinctive towns, local centres and places of interest such as Warkworth and Clevedon. Our challenge is to retain this sense of place while providing for growth and development.

The Mana Whenua of Tāmaki Makaurau narrative provides a unique and vibrant tūrangawaewae (standing place) which is the special point of difference which distinguishes Auckland from any other place in the South Pacific.

Changing demographics and the desire of many to live close to work, transport links or areas of high amenity, has created demand for quality medium to high-density housing within our existing urban area. Meeting Auckland's needs means we need more choices and options around how and where we live.

We need to consider urban form and design, and sustainability outcomes to maximise economic opportunity, social well-being, cultural diversity and environmental health. These disciplines are critical in ensuring developments provide:

- high-quality urban living experiences with sufficient amenities
- a range of housing to accommodate a diverse population
- mixed use, vibrant and coherent high-density centres and corridors
- visibility of Auckland's cultural diversity in urban design.

### Supply of land in appropriate locations

Opportunities for growth around all edges of the urban area are limited. Auckland's geography limits our supply of suitable greenfield land. The coastline and significant park areas in the Waitākere and Hunua ranges constrain the expansion of the existing metropolitan area in a number of areas. Development must also optimise the investment of infrastructure and utilities and not cause the need for ineffective or less cost effectiveness /unlikely demand.

Auckland's significant infrastructure needs substantial investment to meet increasing demand caused by growth and higher environmental standards, particularly in relation to water quality. The timing, location and funding of services and amenities, such as water, wastewater disposal, transport and schools, will influence where and when new communities are established and whether or when existing communities can grow.

Auckland faces many challenges in accommodating growth. Development must optimise the benefits of transport integrated with land use, while providing high quality urban living, lifestyle choices, a healthy environment and protection of Mana Whenua interests. A compact well-designed urban form is the primary approach to achieving this balance.

### Link to Auckland Plan

#### Auckland Plan strategic directions

- Create a stunning city centre, with well-connected quality towns, villages and neighbourhoods
- House all Aucklanders in secure, healthy homes they can afford

#### Auckland Plan priorities

- Realise quality, compact urban environments
- Demand good design in all development
- Create enduring neighbourhoods, centres and business areas
- Increase housing supply to meet demand
- Increase housing choice to meet diverse preferences and needs
- Improve the quality of existing and new housing
- Improve housing affordability and the supply of affordable housing
- Protect, enable, align, integrate and provide social and community infrastructure for present and future

generations

- Integrate transport planning and investment with land use development
- Optimise, integrate and align network utility provisions and planning

### 2.1.2 Enabling economic well-being

#### Unitary Plan issue

**Auckland plays a crucial role in New Zealand's economy as the major wealth creator for the country. Choices on the location and supply of land, particularly business land, the use of rural land for primary production, the management of existing and future infrastructure, the security of energy supply and the use of natural resources, such as minerals, will affect our economic strength and prosperity and contribution to the national economy.**

#### Explanation

Auckland is New Zealand's only city of international scale. We are home to over 132,000 businesses, which is a third of all businesses in New Zealand and a critical mass of business activity. The settlement of Treaty claims for Mana Whenua in Tāmaki Makaurau will not only assist Mana Whenua in achieving their economic aspirations but will bring many benefits to Auckland's economy.

A point of difference for Auckland is its quality of life, which reinforces its uniqueness and attracts business investment and skilled migrants. However, we have to address a number of areas if we are to realise our economic potential. These include:

- land supply for economic productive activities
- inefficient use of land
- traffic congestion which adds to costs and delays business
- infrastructure nearing its capacity
- limited supply of some natural resources
- security of energy supply
- the costs associated with implementation of the RMA.

The Unitary Plan does not directly address economic issues such as skills shortages and business investment; rather it provides a resource management framework that delivers certainty to Aucklanders, lower compliance costs and enables investment and growth.

#### Urban form

Compact cities can play an important role in economic growth. Areas which are densely populated are often more productive and innovative, and attract more people, capital and activity. A sprawling urban form may supply additional land but will have cost implications:

- infrastructure costs rise
- land use is inefficient
- traffic congestion increases
- people in outlying areas spend more of their household income on travel
- capacity constraints on servicing new communities
- loss of rural productivity.

At current growth rates, we face a shortage of business-zoned land, which is a problem for land-extensive industries, such as manufacturing, transport and storage, construction, and wholesale trade. These activities face pressure from higher value activities including retail, service sectors and, in some places, residential growth. If Auckland is to continue to benefit from employment and GDP associated with land-extensive industry, then we need to provide for the future growth of these activities. We also need to support land-extensive industry with a transport infrastructure delivering efficient movement of freight.

### **Rural and coastal economy**

Rural production in Auckland spans a wide range of activities and is strongly influenced by its proximity to the urban area. There is significant horticultural activity, particularly in the south, while the north and northwest contain large areas of livestock farming and dairying. Commercial forestry also contributes to Auckland's economy. Coastal activities include aquaculture, fishing and marine industries, tourism, the ports and marine transport.

These activities face pressure from residential spread and urban development. In order to supply the Auckland market with produce and support the export economy we need to provide for these site-dependent activities.

Rural areas contain most of the region's freshwater resources, the largest remaining biodiversity in the region and places of cultural heritage values significant to Mana Whenua. They also contain Mana Whenua lands which are important places for papakāinga and marae development.

### **Transport and land use**

Transport and land use are closely interrelated and should be mutually supportive. Well-designed transport systems service growth and development, and reinforce urban development patterns.

A key challenge for Auckland is increasing traffic caused by population growth and decades of underinvestment in public and active mode transport networks, such as buses, trains, ferries, cycling and walking. Our current pattern of low-density urban development and dependence on cars makes it difficult to provide more sustainable transport options such as public transport, walking and cycling. Low-density development cannot support an efficient public transport system. Segregated land use, where people live in one area and work or play in another, results in more and longer trips and restricts alternative transport choices like walking and cycling. Sites of cultural and heritage significance to Mana Whenua have been destroyed as a result of motor vehicle, rail and water transport.

Building a resilient transport network, around a more compact urban form, will contribute to our success as an international city that attracts migrants, businesses and tourists.

### **Physical infrastructure**

Decisions we make on physical infrastructure will have significant impacts, not just on Auckland but also on the well-being of neighbouring regions and on the country as a whole. Auckland's future economic performance and general quality of life will rely on delivering high-quality physical infrastructure.

We now face several development thresholds where we need to make crucial decisions around infrastructure investment, location and form. Our major utility services, such as wastewater and electricity transmission lines, and part of our transport network, are nearing capacity. At the same time, public attitudes to environmental quality are becoming more demanding; for example, the effects of contaminated overflows from our ageing combined stormwater and sewage system.

Auckland has invested heavily in areas such as Auckland Airport and the ports, plus supporting infrastructure such as public transport, energy supply and broadband. We must continue to invest in adequate and reliable bulk water supply, wastewater reticulation and associated works, and stormwater treatment and disposal to keep pace with our growth. The Southern Initiative in the Auckland Plan is a particular area of focus for investment.

We need to make significant investment to upgrade these networks to meet expectations of service reliability and quality, to adequately manage any adverse environmental effects, or meet new standards. We also need to manage the effects of more sensitive land uses (reverse sensitivity effects) on the operation and capacity of infrastructure as Auckland grows.

### Energy

Nearly all the energy we use comes from outside Auckland. All our electricity and transport fuels come in along single supply lines with no replacement routes in the event of disruption. This is not just an issue for Auckland, but also for Northland, which relies on electricity transmission through Auckland.

Our supply chain is vulnerable to disruption from a range of influences including:

- rising fuel prices
- natural disasters
- changing climatic conditions
- failure of the national grid.

To sustainably manage our energy resources we will focus primarily on land use and development challenges, including:

- managing the land use and reverse sensitivity effects of development
- enabling the upgrading, maintenance and operation of new and existing energy supply infrastructure to improve physical security and resilience of supply, in particular the location of sensitive activities near electricity generation and transmission facilities
- enabling new facilities for generating electricity from renewable resources to serve both regional and local needs
- enabling small-scale energy generation such as solar panels.

### Minerals

Our economically valuable minerals are primarily aggregates used by the construction industry, and are unevenly distributed through Auckland.

Regardless of the cyclic nature of the construction industry, we will need new quarries to meet future demand. However, the supply of land-based aggregate in Auckland is constrained by the encroachment of development and reverse sensitivity effects. These constraints have resulted in more aggregate being sourced from outside Auckland, causing increased transport costs.

To provide for growth and development, and foster Auckland's economy, we need to ensure quarries can operate within Auckland's boundaries.

### Link to Auckland Plan

#### Auckland Plan strategic directions

- Develop an economy that delivers opportunity and prosperity for all Aucklanders and New Zealand
- Plan, deliver and maintain quality infrastructure to make Auckland liveable and resilient
- Create better connections and accessibility within Auckland, across New Zealand and to the world

#### Auckland Plan priorities

- Optimise, integrate and align network utility provision and planning
- Protect, enable, align, integrate and provide social and community infrastructure for present and future generations
- Manage Auckland's transport as a single system
- Integrate transport planning and investment with land use development
- Prioritise and optimise investment across transport modes
- The Southern Initiative

## 2.1.3 Protecting our historic heritage, historic character and natural heritage

### Unitary Plan issue

**Our distinctive historic and natural heritage is integral to our identity. It is also important for economic, social, and cultural well-being. We need active stewardship to protect it for the future.**

### Explanation

Protecting and conserving our historic and natural heritage contributes to our aspiration to be a world-class city. Integrating our heritage with growth and development positively and authentically will contribute to attracting the visitors and investors on which our economic success depends.

### Historic heritage

Auckland has a rich historic heritage. Historic heritage places are part of our identity and create an important link to the past. They are unique, non-renewable resources that require protection and conservation for present and future generations.

Historic heritage can range in size from individual structures to large sites with multiple features. Auckland's historic heritage includes:

- buildings and structures
- archaeological sites
- wahi tapu and sites of significance to Mana Whenua
- cultural landscapes
- landscapes and features, such as gardens
- trees and vegetation
- maunga.

Growth and development in urban, rural and coastal areas has altered or destroyed much of Auckland's historic heritage and places of cultural importance. Further growth places pressure on our ability to protect and conserve historic heritage. Lack of knowledge on places also limits our efforts to conserve our historic heritage.

Our challenge is to ensure we protect and conserve our historic heritage while enabling growth and appropriate use and enjoyment of these places for future generations.

### Historic character

Towns and villages have amalgamated to create Auckland, each bringing with them their own unique character and identity. Within Auckland, areas of historic character have been retained and continue to be valued. Historic character areas may include neighbourhoods, business districts, or parts of them. The historic character of these residential and business areas contribute to the vibrancy of the city and makes Auckland an attractive and interesting place to live and visit. These areas reinforce our sense of historic and place, and help define what is unique and distinctive about Auckland.

### Natural character, landscape and features

Natural character, landscapes and natural features can be commonplace while others are iconic. For example, Rangitoto, Piha and the urban volcanic cones are considered iconic.

Most of Auckland's landscapes experience ongoing physical and visual change through:

- changes in primary production, from pastoral farming to horticulture and viticulture
- more intensive use of rural areas for a range of non-production activities, particularly countryside living

## Draft Auckland Unitary Plan - March 2013

- 
- transformation from rural to urban uses at the urban edge
  - redevelopment and intensification within urban areas
  - development along the coastline and the islands' coastlines
  - upgrading or developing new regionally significant infrastructure.

Protecting outstanding natural features and natural landscapes requires consideration of a number of matters:

- Many outstanding natural landscapes and features are working rural areas, or used for private residential, commercial, and industrial purpose and landowners want to continue using their land for these purposes.
- There is pressure to accommodate increasing levels of subdivision, use, and development. The cumulative effects these activities have on the naturalness, quality and values of outstanding natural features and landscapes need to be considered.
- Balancing the need for regional infrastructure against the national importance of outstanding natural features and landscapes.
- Mana Whenua desire to protect remaining natural landscapes as a part of retaining and passing on identity and sense of place.

### **Indigenous biodiversity**

Maintaining indigenous biodiversity requires us to protect existing habitats, and enhance indigenous ecosystems.

We have protected as much as 50 per cent of our remaining indigenous terrestrial vegetation by making it public land. We have five marine reserves, one marine park and one marine mammal sanctuary. Over 53,000ha is actively managed by community and landowner groups which is important as over half of Auckland's rare and threatened plant species are located on private property.

Auckland contributes significantly to New Zealand's biodiversity, but development has resulted in loss of habitats and a reduction in biodiversity. Key challenges for the region are:

- Auckland has proportionally more threatened plant species than any other region
- Many of the most threatened plant species are herbs and shrubs adapted to disturbed, wetland or shrubland environments. They are often found in areas that appear degraded with little evident biodiversity value, and particularly vulnerable to loss through development.
- Many of our terrestrial ecosystems are largely contained in small, isolated patches, making them vulnerable to edge effects such as weed invasion and wind damage.
- Each year an estimated 9km of permanent stream length are lost through consented development. Further significant lengths of both permanent and non-permanent stream (intermittent and ephemeral) are also lost through development occurring as permitted activities. This loss reduces habitat, degrades ecological values and contributes to the decline in native fish populations.
- Some ecosystem types, even if still relatively abundant, are commonly in poor ecological health.
- Sedimentation has fundamentally changed the nature of coastal ecosystems in some areas and resulted in loss of coastal habitat diversity.
- Coastal and marine habitats are vulnerable to invasion by exotic organisms, and a number of marine pests are well-established in Auckland.
- Wetlands remain vulnerable to exotic plant invasion, stock trampling, and other adverse effects. Those under 1ha are particularly vulnerable to loss through drainage.
- Biodiversity is still declining in the Hauraki Gulf Marine Park.
- Enabling Mana Whenua participation and decision-making in regard to indigenous biodiversity.

Declining shellfish numbers indicate a decline in marine fauna particularly in sub-tidal habitats close to our urban areas and where there is a low-energy wave environment. The main contributor to this decline is the discharge of sediment and heavy metal contaminants.

---

To preserve and enhance our coastal and marine ecosystems, and indigenous biodiversity, we need to manage the effects generated from the land use.

### **The Waitakere Ranges Heritage Area Act 2008**

This act recognises the national, regional and local significance of the area and promotes its protection and enhancement for present and future generations. It aims to preserve the unique character and natural and cultural heritage of the local areas and communities that make up the Wāitakere Ranges - from Whatipu, along the coast of the Manukau Harbour to Titirangi, from Orātia and Waiatarua over the eastern foothills to Swanson and Anzac Valley, from Bethells Beach/Te Henga south along the west coast to Piha and Karekare.

The act also recognises the importance of the regional park area, which comprise approximately 60 per cent of the ranges, as a public place with significant natural, historical, cultural and recreational resources. It also recognises that people live and work within this area and that many have contributed to shaping the landscapes that we see today and have helped protect its natural environment and cultural heritage. It seeks to set a benchmark for the ranges' residents goals and hopes for their communities and environment in 10, 50 and 100 years. It aims to protect and enhance the area's significant historic heritage features and the special character of each community in the ranges, and to provide a rural transition from the city's urban areas to bush and coastal areas further west in the ranges. The extent of the Wāitakere Ranges heritage area is shown on the Unitary Plan GIS viewer.

Specific planning guidance is necessary to respond to the varied issues which face the Wāitakere Ranges heritage area, particularly in relation to:

- managing the pressure to accommodate further development in the Wāitakere Ranges and their foothills
- managing the cumulative and precedent effects of development on the landscape, the desired future character and amenity of the Wāitakere Ranges heritage area, and its natural environment
- providing for the social and economic well-being of the Wāitakere Ranges heritage area local communities.

### **Link to Auckland Plan**

#### **Auckland Plan strategic direction**

- Protect and conserve Auckland's historic heritage for the benefit and enjoyment of present and future generations
- Acknowledge that nature and people are inseparable

#### **Auckland Plan priorities**

- Understand, value and share our historic heritage
- Invest in our historic heritage
- Empower collective stewardship of our historic heritage
- Value our natural heritage

## **2.1.4 Addressing issues of significance to Mana Whenua**

### **Unitary Plan issue**

**Māori have a special relationship with natural and physical resources through whakapapa. Inherent in this relationship is kaitiakitanga which seeks to maintain the mauri of these resources, while allowing their use for social, cultural and economic well-being. Mana Whenua participation and integration of mātauranga Māori in decision-making is of paramount importance in ensuring a sustainable future for Mana Whenua and for Auckland as a whole.**

**Development and expansion of Auckland has impacted on Mana Whenua cultural taonga and**

---

**impinged on customary rights and practices of Mana Whenua within their ancestral rohe. Further deterioration of taonga, sites and features of significance, and cultural landscapes must be avoided, while degraded taonga and customary rights must be actively enhanced in order to restore the well-being and cultural integrity of Mana Whenua.**

### Explanation

Council delivers its commitment to the Treaty through its Māori responsiveness framework and relationship with the Independent Māori Statutory Board (IMSB), and now the Unitary Plan.

In 2012, council consulted with Mana Whenua representatives to identify issues of significance to Māori, which included:

- recognition of the Treaty
- realising the redress provided to Mana Whenua through historic Treaty settlements and the outcomes the redress is intended to achieve
- enabling Mana Whenua economic, social and cultural development on Māori land and Treaty settlement land
- protection of Mana Whenua culture and historic heritage.
- recognition of customary rights
- enhancing the Mana Whenua relationship to Auckland's natural environment
- Mana Whenua to have a role in decision-making, environmental governance, partnerships and participation
- recognition of the mātauranga of Mana Whenua, values and tikanga in the sustainable management of natural and physical resources

The RMA focuses on Mana Whenua and the following sections respect that approach. However, the Unitary Plan accommodates Mataawaka interests through zoning and other planning tools to provide for the rangatiratanga and cultural preferences of all Māori as affirmed by Te Tiriti o Waitangi.

### Recognition of the Treaty

The Treaty is a living document, which can be adapted to modern times and is mutually beneficial to both Māori and non-Māori. Mana Whenua maintain that their customary rights and responsibilities over their taonga have never been extinguished. The council must continue to act in good faith and actively protect Mana Whenua rights and interests that recognise their rangatiratanga and kaitiakitanga in resource management.

The Crown expects to settle historical Treaty claims with at least 16 Auckland iwi by 2016. Mana Whenua see Treaty Settlements as a positive turning point that also provides an opportunity for Auckland to assist in restoring the place and identity of Mana Whenua in Auckland and within their ancestral rohe. The resolution of Treaty Settlements is a significant milestone in the history of Mana Whenua, the region and the nation.

The RMA requires council to take into account the principles of the Treaty and in doing so, relevant Treaty Settlement outcomes. Given the current settlement context, it is important to be proactive in taking into account the principles of redress and active protection in resource management processes.

The following factors relevant to the principle of redress have been and are to be taken into account:

- Treaty Settlements represent full and final settlements for the grievances arising from the breaches of the principles of the Treaty of Waitangi by the Crown. They are historical events in the Treaty relationship of Mana Whenua and the Crown and are important to the future of Mana Whenua, the region and New Zealand.
- Treaty settlements involve provision of cultural and commercial redress to Mana Whenua:
  - cultural redress is intended to meet the cultural interests of the Mana Whenua group
  - commercial redress recognises that where claims for loss of land and resources are established, the Crown's breaches of the principles of the Treaty will have held back potential

economic development of Mana Whenua

- commercial redress does not provide full compensation based on a calculation of total loss to Mana Whenua as this is considered unaffordable or not acceptable to the New Zealand public.

What commercial redress is provided is intended to resolve the sense of grievance for Mana Whenua and contribute to the economic and social development of Mana Whenua.

- Cultural and commercial redress includes:
  - acknowledgements or providing for interests in cultural lands, waters or taonga
  - transfer of any available Crown properties for commercial purposes;
  - transfer of a monetary sum.

Many parcels of Crown land transferred to Mana Whenua ownership through the Treaty settlement process include open space reserves. In many cases, Mana Whenua have agreed to receive and retain open space for the enjoyment of all Aucklanders. In turn, this places greater emphasis on enabling Mana Whenua to use other Treaty Settlement lands for the purposes they have been provided, particularly commercial redress lands.

Resource management processes must include areas referred to in Treaty Settlement legislation. These processes must take a consistent approach to Treaty Settlements, enabling Mana Whenua Treaty partners to achieve the outcomes for which their settlements are intended.

### **Protection of Mana Whenua culture, landscapes and historic heritage**

Wāhi tapu, sites or features of cultural significance, taonga, Māori cultural landscapes and customary resources are integral to the identity, well-being and cultural integrity of Mana Whenua. Many sites and features within the Auckland region trace back to the aristocratic tūpuna who journeyed from Hawaiiki and who defined the mana, identity and tikanga of Mana Whenua. These features are imbued with mauri and wairua which bind the current generations through mana, tapu and whakapapa to these features and associated tūpuna. These sites and features are non-renewable resources that should be protected where possible and in many cases enhanced or restored in order to revitalise the mana, well-being and cultural and spiritual integrity of Mana Whenua.

Auckland's growth and development have contributed to the loss and degradation of many ancestral taonga and there is concern that Mana Whenua taonga are still at risk. A particular concern is the quality of, and access to, mahinga kai and natural resources which Mana Whenua rely on for customary social, cultural and economic purposes.

When Māori values and associations with a site and or feature have not been appropriately acknowledged, and management of those sites of significance and wāhi tapu do not enable Mana Whenua aspirations, a consequence has been that Mana Whenua are hesitant to provide information to support scheduling for protection in Auckland's legacy regional and district plans.

There is an urgency to identify and develop a method to enhance, protect and manage Māori cultural landscapes as the development of Tāmaki Makaurau continues, sometimes to the detriment of Māori culture and historic heritage or through compromising of Mana Whenua values. Infrastructure has destroyed numerous areas, features and sites of significance to Māori.

### **Mana Whenua economic, social and cultural development on Māori land and Treaty settlement land**

Mana Whenua continue to express a desire to occupy and use land within their ancestral rohe to develop social, economic and cultural activities. At present, papakāinga is treated primarily as occurring on Māori freehold land recognised as ancestral or customary. However, papakāinga can be on Māori and/or general land.

It is also important to consider the need for papakāinga to access or be located proximate to customary resources or sites and features of cultural significance in order to facilitate tikanga Māori and provide for the

---

relationship of Mana Whenua with their taonga.

### **Mana Whenua Mātauranga, values and tikanga in sustainable management**

Kaitiakitanga denotes the practice of 'guardianship' in accordance with tikanga Māori and recognises the world view of Mana Whenua in environmental management. As kaitiaki, Mana Whenua have responsibilities to maintain and enhance the mauri of resources on both public and private land throughout Auckland. Mana Whenua are experts in the region's tikanga and mātauranga. For example, mātauranga indicators and monitoring frameworks have been developed by Mana Whenua together with western science to help achieve positive environmental outcomes.

Kaitiakitanga is not concerned only with the protection of the mauri from damage, destruction or modification. Mana Whenua have the responsibility of ensuring that the spiritual and cultural aspects are maintained for future generations.

Specific issues relating to other resource management issues are addressed in relevant chapters relating to the topic. For example, concerns about water quality are addressed in the natural resources section. This ensures integration of Mana Whenua cultural values into wider resource management decisions and practices.

### **Decision-making, environmental governance, partnerships and participation**

Mana Whenua seek greater participation in resource management decision-making. They want co-management, joint management and co-governance arrangements concerning shared decision-making. The full transfer of powers in accordance with s. 33 of the RMA is an option Mana Whenua would like to pursue for particular resource management activities.

Building stable and equal partnerships is an important process for Mana Whenua to enable active and meaningful participation in the management of natural resources. Approaches to support their capacity and capability when engaging on resource management issues is one example where council can make a meaningful contribution.

Mana Whenua often find they are not engaged early enough to participate in the design of plans and policies and in shared decision-making processes which can affect their customary rights.

This limits Mana Whenua in their role as kaitiaki. It also minimises the opportunity for their values associated with resource management to be understood and addressed through the RMA planning process. In some cases, this may lead to potential infringement of important provisions of the RMA.

### **Mana Whenua relationship to Auckland's natural environment**

Over time, inappropriate commercial, residential and rural developments have created pollution problems and degraded the mauri of the natural environment. This degradation has obstructed the ability of Mana Whenua to apply their sustainable management approaches.

Mana Whenua maintain an unbroken cultural and spiritual connection with the whenua of Auckland, irrespective of loss of ownership in a contemporary sense. This connection to the land, catchments and sea is at the heart of Mana Whenua whakapapa, and tikanga, including:

- the ability to sustain their identity and relationship to their culture and traditions within their ancestral rohe
- the ability to access, harvest and use ancestral taonga for customary, social, cultural and economic purposes
- using Māori land to provide for their social, economic and cultural aspirations to sustain their identity
- continuing the expression of their culture and traditions in a modern society and changing environment.

Mana Whenua have intergenerational cultural and spiritual roles as kaitiaki to enhance and restore, or where

not possible, to maintain and enhance the mauri of Auckland's natural resources in all aspects of biodiversity management. They also have customary rights in respect to indigenous flora and fauna. Mana Whenua continue to use many plant species and animal products in activities such as weaving, rongoa and kai. The use of open space, ecological areas and the coastal environment provide opportunities to facilitate customary practices to revitalise the tikanga and mana of Mana Whenua.

The coast is of utmost importance to Mana Whenua in terms of the mauri of harbours and coastal waters, and the concentration of historic sites, which include:

- papakāinga
- pā
- mahinga kai
- mātaimai
- wāhi pakanga
- urupā and wāhi tapu
- tauranga waka
- areas of cultivation.

Ongoing development of, and interference with, the coastline causes great concern for Mana Whenua. Development is destroying numerous ancestral sites. Pollution continues to impact on the mauri of waterways and harbours. Practices harmful to the mauri of waterways and offensive to Mana Whenua, such as the spreading of human remains, is an example of how the wider community does not understand the connection Māori have with the land and sea.

The integrated management of the marine environment is a priority for Mana Whenua to enable greater participation and decision-making over coastal areas in a timely and meaningful manner so that they may actively engage as kaitiaki in the protection and sustainable management of these important areas.

The waiora of water is its spiritual essence to cleanse. It is important to the ongoing well-being of people to ensure it remains a natural asset – a taonga – for generations to come. The physical quality of waterways is essential to Māori spiritual well-being.

Any diversion, modification or discharge that mixes water bodies has an impact on the mauri of water. The degradation of mauri and water quality creates barriers to Mana Whenua's capacity to manaaki when there is no more plentiful food to harvest or the water levels are too low.

### **Link to Auckland Plan**

#### **Auckland Plan strategic direction**

- Enable Māori aspirations through recognition of Te Tiriti o Waitangi and customary rights

#### **Auckland Plan priorities**

- Establish papakāinga in Auckland
- Enable Mana Whenua to participate in co-management of natural resources
- Explore partnerships with Mana Whenua to protect, identify and manage wāhi tapu

## **2.1.5 Sustainably managing our natural resources**

### **Unitary Plan issue**

**We expect natural resources to be available on demand and to use our coastal resources for a wide variety of purposes. However, the combination of decades of urban expansion, high private vehicle usage, and other factors such as poor land and water management practices, have placed**

**increasing pressure on our land and water, reduced air quality, and increased risks from flooding and land instability.**

**We need to manage the multiple values and pressures on our natural resources not only for Auckland's environmental well-being but also for our social, economic and cultural well-being.**

### **Explanation**

Maintaining, restoring and enhancing a high-quality natural environment is important for our economic prosperity, tourism, and for making Auckland an attractive place to live and invest.

Economic development brings particular challenges for resource management in terms of addressing the environmental impacts of development. We need to make provision for development, regionally significant infrastructure, wastewater disposal, stormwater and discharges to air. We have to use natural resources such as water, aggregates, soil, and coastal resources in ways that minimise the impact on the environment and communities.

### **Water quality**

Auckland's urban development has put pressure on our water resources and resulted in significant degradation of water quality in some areas.

Contaminants can be discharged into groundwater or transported over the land during heavy rain, running into streams and rivers and then into estuaries and harbours.

Nutrient levels in surface water bodies are of particular concern given the relatively small size of our streams. In urban catchments, particularly in the Waitematā and Manukau harbours, intensification of development and the lack of timely investment in infrastructure contribute to the nutrient problem.

Single-point source discharges are the easiest source of nutrients to control. However, nutrients from rural activities generate source problems as they run off land directly into estuaries or tidal inlets and/or leach into groundwater or streams and lakes. Changes in farming practices, such as greater numbers of stock and changes to fertiliser application can increase the levels of nutrients entering fresh and coastal waters.

### **Water allocation**

As Auckland grows we will need more water. Growth and constraints on water supply will impact on water supply costs, the resilience of the network and the environment.

The public water supply accounts for 85 per cent of the water take in Auckland. This comes primarily from the Waitākere and Hunua ranges catchment areas, with additional water imported from the Waikato River to meet demand.

Potential availability and suitability of water for specific uses can be reduced by climatic and land use factors. Discharges into fresh water (surface and groundwater) can degrade water quality and affect the amount available for specific purposes. Increases in the frequency and duration of low flows can also reduce the amount of water available, reduce contaminant assimilation capacity, and affect water quality and in-stream biotic health. The long-term effect of climate change on water availability is uncertain.

Taking, using, damming, and diverting water from surface water bodies is required for activities like rural production, however these activities can have negative flow-on effects. They can change flow regimes in rivers and streams, and the water levels in lakes, wetlands, and dam reservoirs. Taking groundwater can result in changed water levels and flows, leading to reductions in spring and stream-base flow, loss of recharge to adjacent aquifers, and salt water intrusion. Damming surface water can create barriers to fish passage.

## Draft Auckland Unitary Plan - March 2013

Due to the long time lag between nutrients from land activities entering the groundwater and being discharged, the nutrient levels in groundwater are likely to increase before we achieve any decrease. This could lead to production problems and a change in availability of water.

High use or removal of water can threaten stream values and create permanent low flows, leading to reduced habitat quality, increased water temperatures and algal growth, and reduced dilution of contaminants.

### **Soil**

The natural forces of erosion, including rain and high winds, can cause slumping and slips that affect both the integrity of soil and water quality as it is the greatest sedimentation contributor.

Land use and lack of protective vegetation can deplete soil as a resource and result in reduced soil productivity, capability and versatility through accelerated erosion and sediment generation.

### **Hazardous substances and contaminated land**

Auckland contains the largest quantities of hazardous substances of any region in New Zealand. In many instances, these are located close to residential areas and valued environmental areas such as the groundwater aquifer system, and the Waitematā and Manukau harbours.

If hazardous substances are not stored, handled, located or transported with proper care they can affect the health and safety of people working and living in these areas and the natural environment. Contamination of soil or ground water can also affect people's health and safety, limit land use, reduce land value, and degrade ecosystems. We need to identify, assess and manage land disturbing activities on contaminated land to prevent the release of contaminants.

The outdoor use of genetically modified organisms could adversely affect our environment, economy and social and cultural resources and values.

### **Natural hazards**

Auckland's growth will increase pressure to develop areas more susceptible to natural hazards. There may be conflict between where people want to live and where they can live safely, for example the north-eastern coastline, fertile floodplains and exposed ridgelines.

The most frequent natural hazards in Auckland are:

- flooding from river inundation
- overland flows and storm surge
- coastal erosion
- land instability.

Natural hazards require spatial and emergency planning to manage potentially harmful events. We need to locate and design new development and infrastructure to address the impacts of climate change.

Flooding has had significant effects in catchments of the Kaipara River, and Hingaia and Opanuku streams. There are many smaller urban catchments where the risks posed by flooding are serious. These risks are often exacerbated by the inappropriate location of buildings and infrastructure in flood-prone areas, or by flood peaks heightened by an increase in impermeable surfaces in urban catchments.

Auckland's geology is a key contributor to land instability hazards. Some of the region is comprised of soft, weak, and poorly consolidated rock that is prone to failure through rainfall or earthquake events. Residential properties and physical infrastructure such as water and wastewater mains are most vulnerable to damage from land instability. They can also cause land instability if constructed inappropriately.

---

Within Auckland, coastal hazards arise from the erosion of beaches and cliffs, or inundation of low-lying areas from storm surges and tsunamis. Future rises in sea levels have the potential to worsen all coastal hazards. These natural hazards may occur individually, or in combination to create a more significant hazard. Managing land use and development in a way that takes account of these factors can reduce risk to people.

### **Air quality**

Clean air is fundamental to our health, well-being and environment. Auckland, compared to many cities in the world, has good air quality. However, emissions regularly do not meet all of the government's national environmental standards for air quality or Auckland's standards (AAAQS). Emissions to the air result in the release of particulate matter (PM), which is linked to negative health effects.

The main contributors to air pollution are domestic fires, transport (predominantly motor vehicle emissions), and to a lesser extent, industry. Reduction in air pollutant levels has occurred because of better fuel, new vehicle technology and tighter emissions standards. However, these improvements are offset by increases in vehicle numbers, distance travelled, and an ageing vehicle fleet.

Our focus on a compact urban form and improvements to alternative transport options can contribute to lowering air discharges and improving air quality.

### **Link to Auckland Plan**

#### **Auckland Plan strategic direction**

- Acknowledge that nature and people are inseparable

#### **Auckland Plan priorities**

- Value our natural heritage
- Sustainably manage natural resources

## **2.1.6 Sustainably managing our coastal environment**

### **Unitary Plan issue**

**Our coastal environment is a fundamental part of Auckland's identity. It has high natural, social and cultural values, and economic uses. It is one of the most desirable places in New Zealand for living and recreation. Ongoing pressure for subdivision, use and development affects its values and accessibility.**

### **Explanation**

The coast provides significant amenity value to Auckland's community, with public access and use of the coastal environment providing important elements of our social, economic and cultural well-being. This includes the iconic islands and beaches of the Hauraki Gulf/Te Moana Nui o Toi/Tikapa Moana and east coast, the wild beaches of the west coast, and the highly valued and ecologically important harbours and estuaries.

The Hauraki Gulf Marine Park Act (2000) recognises the regional and national importance of the gulf and its islands and catchments.

### **Subdivision, use and development**

Use and development of the coast for marine-related activities, including regionally significant infrastructure such as ports and maritime transport, contributes to our social and economic well-being. However, the coast is also a desirable place to live and competition for land has the potential to displace or limit marine-related activities relying on a strategic coastal location.

Coastal subdivision and development often results in changes to landform and a proliferation of buildings. This can result in a loss of, or detract from, natural values. Catchment development can result in discharge of contaminants, from stormwater or treated wastewater and soil erosion. Contaminants, particularly sediment, have adverse effects on water quality, biodiversity, and the life-supporting capacity of the CMA. The coast is also the end point for litter that finds its way into drains and waterways. Not only does this affect the natural environment it also has implications for commercial activities such as aquaculture and fishing that rely on a healthy ecosystem and clean water.

Our coastal environment is a finite resource and we must balance natural values while meeting the needs of current and future generations.

### Link to Auckland Plan

#### Auckland Plan strategic direction

- Acknowledge that nature and people are inseparable

#### Auckland Plan priorities

- Treasure our coastline, harbours, islands and marine areas

## 2.1.7 Sustainably managing our rural environment

### Unitary Plan issue

**The rural environment is a large part of Auckland. It is important for its primary production; natural and physical resource base; significant indigenous biodiversity and natural landscapes; social, economic and cultural value to Mana Whenua; amenity values and rural character.**

**Subdivision, use, and development of rural land are greatly influenced by its proximity to the metropolitan area. The interrelationship between urban and rural Auckland needs to be recognised and managed, to provide for existing and future generations.**

### Explanation

Rural production, from livestock to viticulture, is a key contributor to our economy. Rural land also offers places for recreation, tourism and important open space. Rural amenity values and character complement and support the metropolitan environment. Much of our coastline adjoins rural areas. All these factors mean that Auckland's rural areas are important places where people and communities want to live, work and play.

Managing the competing nature of activities on rural land, the impact of urban growth and the desire to live in rural areas creates challenges for how our rural areas function.

### Rural production

We want to enable the production of primary produce for export and local consumption to continue and expand in terms of its contribution to the regional and national economy. However, our rural areas are also under pressure to accommodate a wide range of different activities. Land use and discharge controls can affect rural production activities. Rural production can also conflict with the expectations of those wanting a rural residential lifestyle, creating reserve sensitivity issues.

Some rural land with high productive potential is compromised by activities that don't rely on the quality of the soil. This can permanently remove the land's productive potential. This reduces the availability of productive land and the flexibility to produce food easily and efficiently, which is important for Auckland's sustainable future.

Accommodating all activities that want a rural location could undermine urban growth containment, reduce rural character values and adversely affect significant natural values. To support a compact city form, and retain the values of our rural areas, we need to distinguish between activities that must have a rural location, those that will have a negative effect on rural values and those with more location flexibility.

### Rural subdivision

The pressure to accommodate our future population growth affects the use of both existing lots and the demand for new lots. Further rural subdivision, with an associated demand for new infrastructure, can result in loss of rural character and increased demand for new or upgraded infrastructure services such as stormwater or wastewater. This may lead to ad-hoc and unintended growth of new rural settlements.

We need to direct the type of activities that occur in rural areas to manage the cumulative effects of subdivision in rural areas.

### Link to Auckland Plan

#### Auckland Plan strategic direction

- Keep rural Auckland productive, protected and environmentally sound

#### Auckland Plan priorities

- Create a sustainable balance between environmental protection, rural production and activities connected to the rural environment
- Support rural settlements, living and communities

## 2.1.8 Responding to climate change

### Unitary Plan issue

**Our climate is changing, in both the short- and long-term, and this creates significant risks, uncertainties and challenges for Auckland. How we manage land use in response to climate change will determine the resilience of our economy, environment, and communities in the future.**

### Explanation

Climate change is now widely accepted and has evident effects, leading to two fundamental challenges:

- greenhouse gas emissions need to reduce or the earth's temperature will continue to rise and could reach a tipping point where the earth's natural buffering systems are overcome and catastrophic climate change occurs
- even if we stop all greenhouse gas emissions now, experts estimate the earth would still need to adapt to at least 100 years of irreversible climate change.

### Challenges for Auckland

- Drier springs and wetter summers, with more frequent storms and heavy rain increase the potential for flash flooding
- Droughts will become more common, placing increased pressure on our water resources
- Sea levels may rise gradually, increasing exposure to storm surges and flooding in low-lying coastal land.

Council's response to climate change involves both reducing greenhouse gas emissions (mitigation) and dealing with the impacts of a more variable climate (adaptation). How we locate and manage land use, and its integration with transport will be the main way we respond to climate change. Responding now will help to minimise the risks and maximise the opportunities for our health and well-being, economy, and the

environment.

### **Mitigation**

Auckland's emissions profile is unique when compared to similar cities in Australia and North America. While renewable energy sources for electricity dominate, transport uses approximately 56 per cent of all energy use in the region, making it a greater source of emissions than the electricity we use.

Electricity dominates non-transport energy use, with approximately 70 per cent of non-transport energy used by industry and commerce and only 30 per cent by households. Without significant gains in energy efficiency, our energy demand is expected to increase by 65 per cent by 2031.

Auckland sources nearly all its energy, including liquid fuels, natural gas, LPG, coal and electricity, from outside the region. Two electricity generators in south Auckland both use natural gas sourced from Taranaki. An exception is wood for domestic fireplaces and wood burners, much of which is sourced locally.

There is potential for greater uptake of electricity generated from renewable resources. However, this is reliant on emerging technologies and we have to balance the benefits against environmental effects. Auckland has potential for additional wind capacity and micro or mini hydropower, but there is limited potential for tidal, geothermal and biomass. There is also potential for a substantial increase in the uptake of solar thermal (hot water), and small-scale applications for solar photovoltaic methods and systems.

### **Adaptation**

Experts expect future climate variability to have a profound effect on the environmental processes that cause hazard events. Climate change will affect the location of new development and infrastructure, how we manage risks in existing locations, and effective responses to emergency services. Designing resilient physical infrastructure will also be important.

Auckland's challenge is to move from a fossil fuel dependent, high energy using, and waste producing society to one that conserves energy and resources and minimises waste.

### **Link to Auckland Plan**

#### **Auckland Plan strategic direction**

- Contribute to tackling climate change and increasing energy resilience

#### **Auckland Plan priorities**

- Mitigate climate change
- Improve energy efficiency, security and resilience
- Adapt to a changing climate

## 2.2 Enabling quality urban growth

### 2.2.1 Providing for growth in a quality compact urban form

#### Introduction

This chapter sets out the objectives and policies for managing Auckland's urban areas over the next 30 years. The urban areas includes not only the metropolitan urban area but also the satellite towns of Warkworth and Pukekohe and the towns and villages located within the rural and coastal environments of the region.

The primary policy approach is to provide for housing choice and focussing growth in centres and within suitable neighbourhoods. Transport and other infrastructure is to be integrated with growth and emphasis placed on creating a quality built environment and supporting housing affordability.

Please see [Draft Auckland Unitary Plan Addendum: Part I The Rural Urban Boundary](#) for further information on identifying the rural urban boundary.

#### Objectives

1. A quality compact urban form with a clear limit (Rural Urban Boundary - RUB) to the urban expansion of the metropolitan urban area, satellite towns, rural and coastal towns and serviced villages.
2. The primary focus for urban growth, outside of existing urban areas, is greenfield land within the RUB that is contiguous with the urban area and the satellite towns of Pukekohe and Warkworth.

#### Policies

1. Concentrate urban activities within:
  - a. the RUB around the metropolitan urban area, the satellite towns, rural and coastal towns and serviced villages
  - b. the urban zones of the un-serviced rural and coastal villages.
2. Increase the density of residential development in neighbourhoods which are:
  - a. within moderate walking distances from the city, metropolitan, town and local centres
  - b. in areas close to the frequent public transport network
  - c. in market attractive areas or in close proximity to large parks and reserves or community facilities and services
  - d. adequately serviced by existing physical infrastructure or where infrastructure can be upgraded efficiently
  - e. not prone to the impacts of natural hazards or which if further developed, are not likely to cause flooding or instability elsewhere or where such constraints can not be economically remedied.
3. Provide for and encourage residential intensification within and around centres while ensuring that:
  - a. land immediately adjacent to the city, metropolitan, town and local centres is the primary focus for higher residential intensification
  - b. centres are as compact as practicable relative to their role and hierarchy of centres
  - c. there is a broad mix of activities within centres
  - d. residential activity does not compromise the ability for commercial activities to locate in centres
  - e. the redevelopment of sites to a higher density and land efficiency is encouraged
  - f. opportunities for promoting mixed use developments within centres are not compromised.

#### Explanation

A compact urban form delivers a range of benefits by:

- creating a range of housing choice from apartment living to rural and coastal lifestyle opportunities
- achieving a more integrated approach to land use and transport which improves transport efficiency and

- enhances accessibility
- protecting core environmental values such as air quality, water quality and biodiversity
- fostering improvements in productivity and creativity by having a network of businesses in proximity to each other, suppliers, customers and their employees and enabling the exchange of ideas
- providing certainty about areas that will be well supported by infrastructure investment
- protecting highly valued areas from development
- creating greater social and cultural vitality in centres and neighbourhoods.

### 2.2.2 A quality built environment

#### Introduction

This section sets out objectives and policies to enable quality, sustainable development as Auckland moves to a compact urban form. Quality is a broad definition that encompasses the quality of urban structure, building and housing design, the design of public places and amenities, the features that make a city an attractive and desirable place, and sustainable development. The policy approach is to encourage development that integrates all these aspects of quality.

#### Objective

1. A quality and sustainable built environment that:
  - a. demonstrates the good design principles of identity, diversity, integration and efficiency in development within each site and across the street, block, neighbourhood and city scales
  - b. promotes long term options for living and working
  - c. promotes a strong sense of place which respects the unique qualities of the surroundings
  - d. has development that reinforces the amenity and safety of the public realm and its role as the primary places for public interaction
  - e. minimises the environmental impact of new buildings and development.

#### Policies

1. Require places to be designed to integrate all elements of a building or space into a coherently designed solution.
2. Design development to respond positively to the site, street, open space and surrounding area, including its planned future character.
3. Require a high standard of design in areas of residential and business intensification.
4. Encourage buildings to be designed to be accessible to people of all ages and physical abilities.
5. Enable the development of a range of built forms within neighbourhoods to support maximum choice and recognise different lifestyles.
6. Design streets and block patterns that maximise connectivity, provide for a range of travel options and have a high standard of amenity and safety for pedestrians and cyclists to promote walking and cycling.
7. Emphasise the character of streets as places for people over movement of vehicles in centres and areas of residential intensification.
8. Require new developments containing five or more dwellings and all new large scale office and industrial buildings to incorporate best practice sustainable design and encourage all other developments to incorporate the elements of sustainable design such as:
  - a. energy efficiency
  - b. renewable energy generation and distribution

- c. waste minimisation
- d. water sensitive design to maximise water re-use and reduce stormwater runoff.

### Explanation

The quality of the built environment is critical to the well-being of communities and Auckland's competitiveness. By requiring the principles of good design to be applied holistically, sustainable development can be achieved that provides for good public and private amenity, the quality of which becomes increasingly important in more intensive development.

This Unitary Plan aims to achieve quality developments through design-related objectives, policies, rules and criteria, and assessment of development proposals against design statements. Non-statutory tools include the Auckland Design Manual (ADM) and design review panels.

The assessment of the sustainability of new residential developments containing five or more dwellings and new large-scale office and industrial buildings will occur either through the resource consent process or by using the Home Star and Green Star tools developed by the New Zealand Green Building Council.

## 2.2.3 Supply of urban land

### Introduction

This section sets out objectives and policies to enable sufficient land for new housing and businesses over the next 30 years, to support population growth. It outlines how council will monitor land supply, and release land for urban development.

The objectives and policies direct where new housing and businesses should be located. It also outlines the criteria that council will use to assess land to ensure it is suitable for urban development. It identifies how suitable land will be managed, until the land is released for urban development. It also provides the process council will follow before land is released for urban development to ensure the location and timing of land release is supported by infrastructure and services and will deliver quality urban form.

### Objectives

1. Sufficient supply of land and development capacity to enable urban growth.
2. 60-70 per cent of total new dwellings up to 2040 occurs within the existing metropolitan urban area.
3. 30-40 per cent of total new dwellings up to 2040 occurs outside of the existing metropolitan urban area.
4. Urban development of greenfield land within the RUB occurs in an orderly, timely and planned manner.

### Policies

1. Ensure that there is 20 years' planned forward supply of urban development capacity at all times.
2. Maintain sufficient capacity of unconstrained land within the RUB to accommodate an average of seven years of urban growth at any one time.
3. Allow RUB extensions, by way of plan changes, within areas generally identified in the Draft Auckland Unitary Plan Addendum: Part I The Rural Urban Boundary, only after sufficient investigations have demonstrated the land is suitable for urban development and where possible urban development can avoid:
  - a. areas with significant environmental, heritage, natural character or landscape values, including areas identified in Appendix 3, Appendix 5, Appendix 6 and the Waitākere Ranges heritage area
  - b. scheduled areas, features or sites of significance to Mana Whenua
  - c. areas of mineral resources

## Draft Auckland Unitary Plan - March 2013

---

- d. elite land
- e. areas prone to natural hazards.

Where urban development cannot avoid locating in these areas, it must be done in such a way that individually or cumulatively manages environmental and natural hazard constraints to mitigate any significant adverse effects.

4. Continue to use greenfield land within the RUB for rural activities until urban zonings are applied, provided that subdivision, use and development does not compromise the future urban use of the land and avoids land fragmentation.

5. Undertake a sub-regional analysis to identify greenfield land within the RUB to prioritise areas for structure planning and subsequent land release, based on the following:

- a. current and future supply of, and demand for residential and business land
- b. the urban form and range of housing choices desired for the area
- c. infrastructure provision and sequencing
- d. linkages and integration with existing urban areas
- e. optimum sequencing and release of land over time.

6. Require the provision or upgrading of significant infrastructure to be co-ordinated with the structure and sequencing of growth and development, and planned and funded prior to the approval of an activity and/or development.

7. Stage the release of greenfield land within the RUB for urban development in a planned sequence in accordance with the following principles:

- a. land should be released following the approval of a structure plan prepared in accordance with Appendix 1 and the urban zonings introduced by way of plan changes
- b. release will be done in a logical sequence with new areas released only after earlier areas have started development
- c. new urban growth within the RUB should be immediately adjacent to existing urban land unless the separation is necessary to:
  - i. avoid, remedy or mitigate significant conflict between activities
  - ii. create distinct towns and villages
  - iii. ensure the efficient provision of infrastructure, including transport
  - iv. take account of the topography or other physical constraints
  - v. avoid the areas outlined in Policy 3 above
- d. land released should maintain sufficient development capacity for both business and housing in each sector
- e. north, west and south
- e. the quantity of land being released at any one time will have regard to the scale and economies of servicing and developing the land.

8. Release greenfield land within the RUB for urban development without a structure plan only in the following circumstances:

- a. it is a minor extension of no more than 10ha that completes an existing neighbourhood and does not create a new neighbourhood or extend collector or arterial roads
- b. the extension will not be or lead to a cumulative series of such extensions
- c. the extension does not compromise the intended development of future urban areas
- d. it can be demonstrated that all necessary infrastructure, (both within the extension and upgrades required outside the extension), is planned and funded
- e. a concept plan is included within the plan change
- f. the area is able to be served by a range of transport modes, particularly public transport.

---

### Explanation

Locations for growth are focussed on intensification within the existing metropolitan urban area, satellite towns and those rural and coastal villages with good infrastructure and accessibility. These are the most appropriate locations for growth as:

- infrastructure can be used efficiently.
- the required growth can be provided in a manner which makes efficient use of land.
- greenfield areas allow growth to occur in a planned efficient and logical sequence.
- the increased number of people in these locations supports the use of public transport and community facilities and services.
- consolidating growth in these locations means that growth can be avoided in more sensitive locations.

## 2.2.4 Neighbourhoods that provide housing choice

### Introduction

This section sets out objectives and policies to enable a range of new well-designed houses. The policies seeks to match new homes with the needs of individuals and families by providing a range of housing types, sizes and designs. The policy identifies that land needs to be used efficiently so that more people can benefit from living in our neighbourhoods.

### Objective

1. A range of well-designed housing choices that are appropriate for the diversity of the population.

### Policies

1. Provide opportunities for a mix of housing choices to reflect cultural needs, age, household size and income.
2. Enable the efficient use of land to increase the supply of housing within neighbourhoods.

### Explanation

Housing is fundamental to Aucklanders' well-being and providing a diverse range of housing choice is necessary for building thriving and stable communities. It is also critical for Auckland's economic performance.

## 2.2.5 Rural and coastal towns and villages

### Introduction

This section outlines the objectives and policies to manage urban growth in rural and coastal towns and villages. It sets out how council will assess proposed extensions to towns and serviced villages, and provides a policy approach for managing growth in un-serviced villages. The policies outline how council will consider proposals for new towns or villages and provides criteria that council will use to assess proposals for new towns and villages.

### Objectives

1. Growth in towns and villages is sustainable and efficient, capturing and enhancing the character and sense of place of the town or village and the surrounding area.
2. Growth within un-serviced villages is contained within their urban boundaries existing at 2013.
3. Growth in towns and serviced villages is contained within the RUB.
4. New towns and villages are avoided outside the RUB.

### Policies

1. Require proposals for expanding existing rural and coastal towns and serviced villages, that have efficient

## Draft Auckland Unitary Plan - March 2013

---

and well-performing wastewater facilities with additional or planned and funded capacity, to be developed in a manner that:

- a. integrates with the existing network of centres, towns and villages, with clear breaks between settlements
- b. incorporates affordable, feasible, sequenced and funded social and physical infrastructure
- c. provides high resilience to future risks, avoiding locations with significant natural hazard risks for urban development
- d. where possible, avoids urbanisation of highly productive land and versatile soils, and maintains adequate separation between incompatible land uses
- e. achieves an orderly and contiguous connection with the existing settlement
- f. achieves high environmental performance and high quality built environment
- g. reinforces and enhances natural and physical characteristics, including the coastal environment
- h. has good accessibility and improves transport options, including walking and cycling
- i. enables papakāinga, marae developments, customary use, cultural activities and appropriate commercial activities on Māori land and on other land where Mana Whenua have collective ownership interest
- j. is in accordance with the structure plan guidelines in Appendix 1
- k. avoids identified areas, features or sites:
  - i. of significant ecological or heritage values
  - ii. of significance to Mana Whenua
  - iii. of outstanding natural features and landscapes
  - iv. of outstanding or high natural character
  - v. with significant mineral resources.

2. Manage development in unserviced rural and coastal villages in a manner that:

- a. provides for limited business development on a scale that serves the surrounding community
- b. provides opportunities for local recreation
- c. reinforces and enhances the defined natural and physical characteristics, including rural and coastal values associated with the village
- d. encourages development of existing vacant lots
- e. enables papakāinga, marae developments, customary use, cultural activities and appropriate commercial activities on Māori land and on other land where Mana Whenua have collective ownership interest.

3. Require any proposal for a new town or village outside of the RUB to go through a plan change process and to demonstrate that it:

- a. meets Policy 1 a-d and f-k.
- b. does not compromise the achievement of the objectives and policies in Part. 2.2.1: Providing for growth in a quality compact urban form
- c. can provide and fund the infrastructure requirements of the proposed development as well as any future planned development
- d. can demonstrate sufficient demand for additional urban land within the sub-regional area
- e. can provide accessible and adequate transport connections
- f. is in accordance with the structure plan guidelines in Appendix 1
- g. achieves environmental restoration and enhancement of degraded areas with an overall net benefit
- h. provides attractive public recreational, walking and cycling opportunities and environments.

### Explanation

The focus for urban growth outside of the metropolitan urban area is in satellite towns, rural and coastal towns and serviced villages, rather than un-serviced villages (those with onsite waste water). New towns and villages outside the RUB are to be avoided. Council acknowledges in particular circumstances new towns and villages may be a viable and sustainable growth option where specific criteria can be met.

## 2.2.6 Public open space and recreation facilities

### Introduction

Auckland has a vast network of public open spaces used for sports and recreation and for the protection of landscape, historic heritage and natural values, including:

- regional parks e.g. Long Bay, Awhitu and the Waitākere Ranges
- sports fields e.g. Victoria and Lloyd Ellsmere parks
- parks and reserves e.g. Auckland Domain and Takapuna beach reserve
- tracks, trails and walkways e.g. Manukau coastal walkways.

These public open spaces are complemented by a range of recreation facilities which are used for sports and leisure activities, including:

- bowling greens and golf courses
- swimming pools e.g. Tepid Baths
- recreation centres e.g. Massey Leisure Centre and Franklin Sport, Swim and Fitness
- event and entertainment facilities e.g. Waitākere Trust Stadium.

Open spaces and recreation facilities may be privately or publicly owned and operated. Collectively, public open spaces and recreation facilities perform a wide range of functions including passive and active recreation, amenity, protection of cultural and natural heritage and protection of the landscape. In turn, these functions make a significant contribution to the character of Auckland and the lifestyle and well-being of its people.

For additional policy direction on managing public open space to and along the CMA see Part 2.7 - Sustainably managing our coastal environment.

### Objectives

1. A high-quality network of public open spaces and recreation facilities that meets the needs of the diverse communities of Auckland.
2. Mana Whenua values and associations with public open space are identified and enhanced.

### Policies

1. Enable a wide range of public open spaces and recreation facilities to deliver a variety of activities, functions and experiences for residents and visitors.
2. Increase the amount of public open space and recreation facilities in areas where there is an existing deficiency.
3. Ensure Auckland has enough public open space and recreation facilities to meet the needs of its growing population.
4. Connect public open spaces, including trails, tracks, bridleways and the CMA, so that people and wildlife can move efficiently and safely between them.
5. Protect and enhance areas of public open space with significant landscape, heritage (archaeological, historic and cultural) and natural values (ecological and biodiversity).
6. Develop public open spaces and recreation facilities which:
  - a. are safe and attractive for users e.g. by providing a wide frontage to the street
  - b. reflect the character of the area and needs of the community in which they are located
  - c. incorporate the principles of sustainable building design
  - d. are accessible to people with disabilities

---

e. are in locations accessible to users e.g. clusters of recreation facilities close to public transport.

7. Collaborate with Mana Whenua to identify and manage all areas of public open space with Māori cultural heritage values in accordance with mātauranga and tikanga.

8. Develop open spaces which reflect Mana Whenua values, including:

- a. providing for cultural institutions, including marae
- b. restoring and enhance ecosystems and indigenous biodiversity, particularly tāonga species
- c. providing natural resources for customary use
- d. providing opportunities for residents and visitors to experience Māori cultural heritage, while protecting Māori cultural heritage and sites and features of significance to Mana Whenua.

9. Require land use or development on surrounding land to not compromise the landscape, heritage, natural or recreational values of public open space or recreation facilities, or access to these areas.

10. Facilitate public access and enjoyment of the margins of lakes, rivers and streams by providing:

- a. areas of open space in these locations
- b. high amenity values
- c. facilities to support water recreation activities in appropriate locations e.g. boat ramps.

11. Restrict public access to, and along, the margins of lakes, rivers and streams unless it is necessary to:

- a. protect public health and safety
- b. provide for defence, port or airport purposes
- c. protect identified significant historic heritage or natural heritage values
- d. protect sensitive natural areas or habitats
- e. protect identified sites, values and activities of significance to Mana Whenua, or Māori cultural heritage
- f. have a level of security necessary to carry out an activity or function that has been established or provided for.

### Explanation

The policies set out above detail the individual components needed to acquire and develop a high-quality network of public open spaces and recreation facilities. Such a network is particularly important in the context of a growing city, as increasing numbers of people will rely on it for their general well-being and recreation needs. Public open spaces contribute to Auckland's sense of place, including Auckland's Māori identity.

## 2.2.7 Social infrastructure

### Introduction

Social infrastructure includes education, health, justice, corrections, community and cultural facilities. There are a range of social infrastructure providers:

- central government – tertiary institutions, hospitals, schools, courts and prisons
- council – public art galleries and museums, community centres, libraries and youth centres
- private providers – private schools, places of worship and hospitals

Social infrastructure is an important asset to society as it provides:

- opportunities to learn
- facilities for the prevention and treatment of illness and injury
- places where the community can come together to discuss issues or socialise.

Social infrastructure also contributes to the economy of Auckland and New Zealand by providing universities and other education facilities which generate the research and skill base necessary for the high-value knowledge economy.

### Objective

1. Enable a high-quality network of social infrastructure that meets Aucklanders' needs.

### Policies

1. Make social infrastructure accessible to users by providing for:
  - a. smaller scale social infrastructure e.g. civic buildings, libraries and art galleries in the city centre and in metropolitan and town centres
  - b. large-scale social infrastructure e.g. hospitals, universities and schools in close proximity to the public transport network and the walking and cycling networks.
2. Provide Auckland with sufficient social infrastructure to meet the needs of its growing population by:
  - a. enabling intensive use and development of existing and new social infrastructure sites
  - b. working with providers to plan and fund social infrastructure to meet future growth needs
  - c. requiring adaptable multi-functional buildings to meet changing needs and provide for co-sharing and co-location (where this is supported by the provider)
  - d. using tools such as designations to secure sites for future social infrastructure.
3. Require the efficient use of land and facilities by providing for complementary activities to occur on social infrastructure sites.
4. Improve connections between social infrastructure and public transport, cycling and walking networks.
5. Require social infrastructure that:
  - a. is safe and functional for its users
  - b. reflects the character, both existing and future, of the area and community in which it is located
  - c. incorporates the principles of sustainable building design where practicable
  - d. maintains the amenity of any adjoining streets and sites
  - e. is accessible to people with all ages and abilities.

### Explanation

The policies set out above detail the individual components needed to develop a high-quality network of social infrastructure. This is particularly important for a growing city, as increasing numbers of people will rely on this network to meet their needs and enhance their general wellbeing.

## Where to follow this in the Unitary Plan

Auckland-wide objectives, policies and rules for education, public open space, health and community facilities

Zone objectives, policies and rules for residential, business, city centre, future urban

Overlay objectives, policies and rules for natural resources, Mana Whenua, historic heritage

Precincts objectives, policies and rules for Waitakere Ranges, education, major recreation facilities, health and community facilities.

Designations

Appendix 1

Unitary Plan GIS viewer

## 2.3 Enabling economic well-being

### 2.3.1 Commercial and industrial growth

#### Introduction

This chapter sets out the objectives and policies for managing and developing Auckland's economy. Commercial and industrial activities are key drivers providing employment and business opportunities.

The distribution and management of these activities have an important role in determining the shape of the urban environment. The policy approach seeks to ensure:

- that sufficient land for differing business activities is available to meet current and future needs
- an efficient urban form is achieved and productivity is maximised
- new development and commercial expansion is managed to achieve high amenity and compact urban form.

#### Objectives

1. Employment and business opportunities exist to meet the current and future needs of Aucklanders.
2. Commercial growth is focussed within a hierarchy of centres and identified growth corridors that support the compact urban form.
3. Industrial growth occurs in appropriate locations.

#### Policies

1. Encourage commercial intensification to occur in the city centre, metropolitan and town centres, and enabled on identified growth corridors, to provide the primary focus for Auckland's commercial growth.
2. Encourage the growth of commercial activities that serve the function, role and amenity of the city centre, and metropolitan and town centres (including new centre).
3. Require development within centres to:
  - a. achieve an attractive, functional and efficient urban environment with a distinctive sense of place, and a quality public realm
  - b. provide a focal point for community interaction
  - c. achieve high levels of residential development and employment opportunities
  - d. primarily be of a character and form that supports or serves compact mixed use environments
  - e. encourage the efficient use of land, buildings and infrastructure and the redevelopment of sites
  - f. encourage economic development and business activity
  - g. provide for a broad mix of uses including retailing
  - h. provide high-quality street environments including pedestrian and cycle networks and facilities.
4. Require development within identified growth corridors to primarily be of a character and form that supports or serves compact mixed use environments including other appropriately located employment areas.
5. Encourage the intensification of metropolitan and town centres where it:
  - a. will provide for compact mixed-use environments on the periphery of the centre
  - b. will provide for a greater level of access by a community to a wide range of facilities, goods and services in a convenient and efficient manner
  - c. facilitates the efficient and sustainable distribution of centres, in relation to the existing distribution of commercial activity and population growth

## Draft Auckland Unitary Plan - March 2013

---

- d. retains the existing centres' role and function within the hierarchy of centres
  - e. does not adversely impact on the role, function and viability of other centres in that hierarchy
  - f. manages the effects of commercial activity at the interface with adjoining land uses
  - g. maintains the safety and efficiency of the road network in a way that promotes integrated transport, by providing strong connections to a range of transport modes including walking and cycling, and enabling efficient connections to the existing public transport network to link with adjoining centres and identified growth corridors.
6. Provide for new town and local centres within the RUB where they:
- a. are in proximity to existing or planned medium to high density residential development
  - b. will be appropriately located in relation to the existing network of centres and population growth to achieve a sustainable distribution of centres
  - c. will provide a diverse function and role complementing the established network of centres and identified growth corridors
  - d. will avoid adverse effects, both individually and cumulatively with other centres, on the distribution, function, viability and amenity of other centres, and on existing and planned infrastructure including the road network, public transport networks and utilities infrastructure
  - e. are of a form and function which is consistent with policy 3
  - f. improve transport choices and reduce trip generation by providing strong connections to a range of transport modes including walking and cycling, and enabling efficient connections to the existing public transport network to link with adjoining centres and identified growth corridors.
7. New commercial activities are, where appropriate, to be enabled in business and mixed use zones on identified growth corridors having regard to:
- a. alternative means of meeting development and car parking requirements to enable that location
  - b. any strategic or significant adverse effects, including cumulative effects with other non-centre commercial activities and effects on the city centre, metropolitan and town centres' functions and roles
  - c. the social and economic well-being and accessibility of communities
  - d. the efficient use and provision of land and infrastructure so that the effects of commercial development do not undermine the infrastructural capacity for other development provided for in the area
  - e. impacts on transport efficiency, including public transport and the road network
  - f. the impacts of the development on the efficient use of any scarce industrial land
  - g. avoiding conflicts between incompatible activities
  - h. the extent to which the cumulative impact of the commercial activity outside of the city centre, metropolitan and town centres would impact on the centres' vibrancy and vitality
  - i. the effects on residential activity.
8. Where appropriate, commercial activities are to be enabled in Business and Mixed Use zones in locations other than the city centre, metropolitan and town centres and identified growth corridors, in particular in neighbourhood and local centres and those major transport corridors not identified as growth corridors, having regard to:
- a. the matters listed in policy 7
  - b. the extent to which activities would compromise the achievement of policy 1
  - c. the extent to which the policies above may be compromised.
9. Enable sufficient supply of land for industrial activities, particularly land-extensive industrial activities, where the scale and intensity of effects anticipated in those zones can be accommodated and managed.
10. Locate industrial land so there is quick and efficient access to freight routes, rail or freight hubs, ports and airports.
11. Prevent or avoid non-industrial activities locating on industrial land which could use scarce industrial land or

---

be incompatible with the standards of amenity e.g. air quality anticipated in industrial areas.

### Explanation

The distribution and location of business activity plays a key role in the form and growth of urban Auckland. Business activity is vital to the effective and efficient functioning of the community through providing for social and economic well-being. Intervention with regard to the distribution, scale and function of business activity is critical to promote sustainable resource management and the integrated management of effects.

## 2.3.2 Infrastructure and energy

### Introduction

Auckland's network of infrastructure plays key roles locally, regionally and nationally.

It is critical to provide for the social, economic and cultural well-being of Aucklanders, and for their health and safety. Regionally and nationally, significant infrastructure and energy contributes to economic growth.

### Objectives

1. A high-quality service and resilient infrastructure that contributes to a sustainable and liveable Auckland.
2. The benefits of infrastructure and associated networks which service the wider community, Auckland or New Zealand are recognised, including:
  - a. the essential services provided by infrastructure networks, which provide for the functioning of communities, businesses and industry
  - b. enabling economic growth
  - c. providing for public health and the well-being of people and communities
  - d. contributing to a well functioning and liveable Auckland
  - e. protecting the quality of the natural environment
  - f. enabling interaction and communication.
3. Development, operation, maintenance, and upgrading of infrastructure is enabled, while managing any adverse effects it may have on:
  - a. areas with significant landscape, cultural and historic heritage, and natural ecological and biodiversity values
  - b. the health, safety and amenity of communities.
4. Renewable energy generation and use is enabled, and energy efficiency and conservation promoted.
5. Infrastructure planning and development is integrated and co-ordinated with land use and development to support residential and business growth.
6. Auckland's significant infrastructure is protected from reverse sensitivity effects.

### Policies

#### Provision of infrastructure

1. Provide for the efficient development, use, operation, maintenance and upgrading of secure and reliable infrastructure, networks and services.
2. Increase the resilience and security of infrastructure through work that:
  - a. enhances the reliability of networks and services
  - b. improves Auckland's ability to respond and recover from unexpected and adverse events.
  - c. manages the risks associated with natural hazards and the effects of climate change.
3. Integrate infrastructure with land use development by ensuring it is:

## Draft Auckland Unitary Plan - March 2013

---

- a. planned and funded in line with land use provisions to provide for growth
  - b. provided to service land use development within the RUB
  - c. significant infrastructure is located in a way that does not fragment or limit planned land development within the RUB.
  - d. timed to avoid the inefficiencies and costs associated with servicing unplanned development or development that has occurred out of sequence.
4. Recognise and provide for the operational and technical requirements of infrastructure in land use and subdivision activities.
  5. Provide for the locational requirements of infrastructure by recognising that it often has a functional need to be located in certain places.
  6. Require integration and co-ordination between the council, transport agencies and infrastructure providers on the upgrade, and future development, of significant infrastructure.
  7. Promote the integrated management of infrastructure networks.

### **Reverse sensitivity**

8. Require subdivision, land use and development to not occur in a location or form that constrains the use, operation, maintenance and upgrading of existing and planned significant infrastructure.
9. Require sensitive activities to be located and/or designed to avoid, remedy or mitigate the potential adverse effects arising from the use and operation of significant infrastructure.
10. Require new infrastructure to not locate in areas identified for growth, where it would inhibit planned growth.

### **Managing adverse effects**

11. Give priority to locating new or major upgrades to significant infrastructure outside significant landscapes, natural and historic heritage, natural, ecological and biodiversity values, and sites of significance to Mana Whenua.
12. Where significant infrastructure is proposed within one of the areas identified in policy 11 above, it must consider the following matters when balancing the development against the protection of these places:
  - a. the economic and social benefits derived from significant infrastructure
  - b. whether the significant infrastructure has a functional need to be located in the proposed location
  - c. the need for utility connections across or through such areas to enable an effective and sustainable network
  - d. whether there are any reasonably practicable alternative locations, routes or designs, which would reduce any adverse effects
  - e. the extent of existing adverse effects
  - f. the type, scale and extent of adverse effects on the values of the area, taking into account:
    - i. values of significance to Mana Whenua
    - ii. significant public open space areas, including harbours
    - iii. hilltops and high points that are publicly accessible scenic lookouts, particularly where the infrastructure involves tall structures, such as towers and poles
    - iv. high-use recreation areas
    - v. natural ecosystems and habitats
    - vi. the extent to which the adverse effects can be avoided, remedied or mitigated.
13. Manage the adverse effects on the health and safety of communities and amenity values of existing land uses associated with new and/or major upgrades to significant infrastructure.

14. Encourage the co-location and co-siting of infrastructure in existing and new urban areas, and the use of existing infrastructure corridors, subject to operational and technical feasibility.

### **Renewable energy generation, energy efficiency and energy conservation**

15. Provide for renewable energy generation activities to occur at different scales and from different sources, including small and community-scale renewable generation activities.

16. Promote energy efficiency and conservation measures by:

- a. creating a compact and efficient urban form that is integrated with a multi-modal transport system and supports more energy efficient transport modes such as public transport, walking and cycling
- b. incorporating energy efficiency and conservation initiatives into site and building design
- c. recognising the investment in existing significant energy infrastructure and seeking to ensure, enable and encourage their maximum use and efficiency.

### **Explanation**

Aucklanders need high-quality service from their infrastructure providers to support their daily lives. While it is the provider's responsibility to deliver this service, this Unitary Plan seeks to ensure delivery is integrated and co-ordinated.

Infrastructure is critical to how Auckland functions, making it regionally and, in some instances, nationally important. This means subdivision, land use and development must not adversely impact on the functioning or future development of this infrastructure. Conversely, new significant infrastructure must not unduly constrain planned growth within the RUB.

The demand for energy is a significant driver of demand for infrastructure. The Resource Management (Energy and Climate Change) Amendment Act 2004 requires the council to address the efficient end use of energy and the use and development of energy generation from renewable resources. The policies above support Auckland moving away from high energy use and dependence on fossil fuels. Energy conservation and efficiency is promoted through a compact urban form, integration of land use and transport, and approaches to building design.

### **Where to follow this in the Unitary Plan**

Auckland-wide activities objectives, policies and rules

Zone objectives, policies and rules

Overlay objectives, policies and rules

## 2.3.3 Transport

### **Introduction**

Auckland's transport system comprises:

- state highways, roads, rail, ports, airports and airfields, public transport facilities (bus and train stations and stops, busway, park and rides, ferry wharves and terminals), car parking facilities, cycling and pedestrian facilities
- broader elements such as transport users and their behaviours, and the interaction between land use activities and the transport network.

Operating this network efficiently and as a single system requires a combined and co-ordinated approach across many parties, including the council, Auckland Transport, New Zealand Transit Agency, Ports of Auckland Limited, Auckland International Airport Limited, New Zealand Railways Corporation and bus operators.

Auckland's transport system has two critical roles: its contribution to Aucklanders' social, economic and

## Draft Auckland Unitary Plan - March 2013

---

cultural well-being and their health and safety, and the growth and form of Auckland. Its development and operation are also fundamentally important to the regional and national economies.

### Objectives

1. An efficient, integrated transport system necessary to support Auckland's population and economic growth and facilitate the quality, compact form of growth and associated land use.
2. The benefits of transport infrastructure while managing the potential adverse effects of this infrastructure on the health, safety and amenity of communities are recognised.
3. Travel demand is managed by providing attractive and efficient travel choices that offer an acceptable level of mobility and accessibility.

### Policies

#### Provision of an integrated transport system

1. Enable the efficient development, operation and maintenance of:
  - a. state highways and other roads, including the rural road network
  - b. rail, Auckland Airport and Auckland and Onehunga ports, including their transport connections and provision for freight movements
  - c. smaller airports, airfields and port facilities
  - d. public transport facilities, including bus and train stations and stops, bus way, park and rides, ferry wharves and terminals
  - e. cycling and pedestrian facilities.
2. Support the management of Auckland's transport system to maximise the people and goods carrying capacity of major transport routes.
3. Identify and protect areas and routes critical in developing Auckland's future transport infrastructure including:
  - a. high-quality transport corridors:
    - i. northern— connecting Auckland to Northland
    - ii. southern—connecting Auckland to Waikato and Bay of Plenty
    - iii. eastern—connecting to the west (state highways 20 and 1)
    - iv. western—connecting the city centre to Auckland airport, and the airport to Manukau city centre and State Highway 1
  - b. high-quality improvements to public transport in the city centre
  - c. regional and inter-regional walking and cycling connections.
4. Locate activities on freight routes that do not compromise the efficient operation of freight routes or give rise to reverse sensitivity effects.

#### Transport infrastructure and growth

5. Require available capacity on the arterial network to give priority to public transport and freight movements.
6. Manage the increase in travel associated with development which is in accordance with the quality compact form of growth provided for in this plan while recognising that travel times may increase as development occurs.
7. Limit the development of additional road capacity to those corridors where:
  - a. alternative management options cannot cope with growth in travel demand
  - b. the efficiency, reliability and safe movement of public transport and freight is improved while recognising the priority given to cyclists and pedestrians.
8. Assess the effects of a proposal on the transport network and any measures to avoid, remedy or mitigate

## Draft Auckland Unitary Plan - March 2013

adverse effects, by requiring an integrated transport assessment where there are high traffic generating uses proposed in the following types of applications:

- a. a plan change
- b. a notice of requirement
- c. structure plan
- d. resource consent for a land use not specifically provided for as a restricted discretionary or discretionary activity in the zone applying to the site.

### **Managing the adverse effects of transport infrastructure on communities**

9. Limit the adverse effects of use or operation of transport infrastructure on community health by:

- a. developing an urban form which supports more energy efficient and active modes of transport, such as buses, walking and cycling, and provides opportunities to reduce both the number and length of vehicle trips
- b. requiring new roads to incorporate noise mitigation to protect sensitive activities from adverse noise effects.

10. Limit the adverse effects of transport infrastructure on community safety by:

- a. ensuring all transport infrastructure is designed to facilitate the safe movement of people and goods by minimising conflict between pedestrians, cyclists and vehicles
- b. ensuring safe and secure environments by applying the principles of crime prevention through environmental design (CPTED) to all transport projects
- c. Providing for the transport needs of people with special mobility requirements, including the young, aged and those with disabilities.

11. Limit the adverse effects of transport infrastructure on amenity values by ensuring it is designed to:

- a. enhance the relationship between the transport infrastructure and surrounding buildings, structures and public places
- b. avoid or reduce community severance, such as integrated pedestrian and cycle facilities with safe crossing points
- c. minimise adverse effects on the amenity of surrounding land uses.

### **Managing travel demand and travel choices**

12. Support land use which reduces the rate of growth in demand for car-based trips, especially during peak periods.

13. Improve the attractiveness and efficiency of more sustainable transport options, such as buses, trains, ferries, cycling and walking, by:

- a. providing for an integrated, reliable and connected public transport network of rapid, frequent and local connector services
- b. limiting car parking supply in locations served by frequent public transport such as the city centre and in and around urban centres
- c. improving cycling and walking facilities in both public and private developments
- d. providing for improved integration between public transport and the pedestrian and cycle networks.

### **Explanation**

The Unitary Plan seeks to achieve a quality, compact form of growth and the policies set out above outline the transport infrastructure needed. Integrating transport infrastructure with land use development i.e. supporting high-density development around transport centres, is an essential component.

A key step in providing an integrated transport system is ensuring that all necessary infrastructure can first be developed and then operated, maintained and upgraded.

Providing for the efficient development, operation, maintenance and upgrading of Auckland Airport and the ports of Auckland and Onehunga recognises these facilities play an important role in New Zealand's transport network and in securing local and national economic prosperity.

Transport infrastructure is critical to Auckland and to the country, and should be protected from reverse sensitivity effects.

The development, operation and use of transport infrastructure have a direct impact on the human and natural environments. These impacts can be positive if infrastructure is well-designed, promotes safety and achieves a good relationship with adjacent land use. Negative impacts, such as, noise and vibration and air emissions need to be avoided, remedied and mitigated.

Managing travel demand reduces the need to travel, including the frequency and length of trips, which will help manage increases in road congestion and may improve the travel time for freight and commercial traffic which are essential to business productivity and competitiveness.

Users need choice in their mode of transport and Auckland's public transport system needs significant improvement so that it is seen as a realistic alternative to a private car, especially for daily commuting.

### **Where to follow this in the Unitary Plan**

Auckland-wide objectives, policies and rules for infrastructure

Zone objectives, policies and rules

Overlay objectives, policies and rules for infrastructure

Airport precinct objectives, policies and rules

## 2.4 Protecting our historic heritage, historic character and natural heritage

### 2.4.1 Historic heritage

#### Introduction

Historic heritage is important to Auckland because it helps us understand and appreciate our history, culture and identity. The protection, conservation and appropriate management of our historic heritage places will help future generations use and appreciate what these places meant to the development of our city.

Our historic heritage is unique to Auckland; it cannot be duplicated or replaced. For example, remaining archaeological sites scattered throughout Auckland and prominent on many of the maunga have spiritual associations for Mana Whenua and are physical remnants of Auckland's early settlement. Our built historic heritage, such as John Logan Campbell Free Kindergarten, provides insight into Auckland's social history and development, while the tunnels and gun placements on North Head offer a clear reminder of New Zealand's military story and Auckland's role in defending the country.

There are two key components in managing historic heritage:

- the identification and protection of significant historic heritage places
- appropriate ongoing use and management of historic heritage places.

#### Objectives

1. Auckland's significant historic heritage places are identified and protected.
2. Significant historic heritage places are used appropriately and owners and the community are encouraged to actively protect and conserve these places.

#### Policies

##### Identification and protection

1. Identify and protect Auckland's historic heritage places through a holistic and multi-disciplinary approach, considering all historic heritage values that contribute to the significance of a place.
2. Identify a place to have historic heritage value if it has some or all of the following historic heritage values:
  - a. historical: The place reflects important or representative aspects of national, regional or local history, or is associated with an important event, person, group of people or idea or early period of settlement within New Zealand, the region or locality
  - b. social: The place has a strong or special association with, or is held in high esteem by, a particular community or cultural group for its symbolic, spiritual, commemorative, traditional or other cultural value
  - c. Mana Whenua: The place has a strong or special association with, or is held in high esteem by, Mana Whenua for its symbolic, spiritual, commemorative, traditional or other cultural value
  - d. knowledge: The place has potential to provide knowledge through scientific or scholarly study or to contribute to an understanding of the cultural or natural history of New Zealand, the region, or locality
  - e. technology: The place demonstrates technical accomplishment, innovation or achievement in its structure, construction, components or use of materials
  - f. physical attributes: The place is a notable or representative example of a type, design or style, method of construction, craftsmanship or use of materials or the work of a notable architect, designer, engineer or builder;
  - g. visual: The place is notable or distinctive for its aesthetic, visual, or landmark qualities
  - h. context: The place contributes to or is associated with a wider historical and cultural context, streetscape, townscape, landscape or setting.

## Draft Auckland Unitary Plan - March 2013

---

3. Evaluate historic heritage places for their overall significance against the historic heritage values, and include the places in the Historic Heritage overlay if they are found to be of least considerable overall significance to the locality or great geographic area.
4. Define the physical extent of a historic heritage place as the geographic area that is primary to the function, meaning and relationships of the place, including site surrounds if appropriate.
5. Include significant historic heritage places on the schedule of historic heritage places. The schedule has three categories:
  - a. Category A – places are of exceptional overall significance to the Auckland region or greater geographic area
  - b. Category B – places are of considerable overall significance to a locality or greater geographic area
  - c. Conservation Area – a concentration of places that, as a group, have at least considerable overall significance to a locality or greater geographic area.
6. Avoid significant adverse effects to significant historic heritage places. Significant adverse effects include:
  - a. the loss, destruction or substantial reduction of historic heritage values through:
    - i. the destruction of, or substantial reduction in, the physical integrity of the place
    - ii. the demolition or substantial demolition of features that contribute to the significance of the place
    - iii. the relocation of a primary feature away from its original site and context
    - iv. the loss or substantial reduction of the setting of the place
    - v. inappropriate modifications, additions or alterations, and new development such as structures
    - vi. a lack of conservation and appropriate maintenance
    - vii. the loss of interiors fundamental to the historic heritage of the place
    - viii. the destruction of, or substantial reduction in, the spiritual associations held by Māori/Mana Whenua and/or the community with the place
  - b. the cumulative effect of the loss or degradation of significant historic heritage places
  - c. substantial reduction in historic heritage groups and their associated values.
7. Encourage and support the community and owners of significant historic heritage places to protect, conserve, and maintain the place through mechanisms such as:
  - a. covenants
  - b. applying for funding or heritage grants
  - c. obtaining expert advice on the conservation of historic heritage places.
8. Encourage the planning and implementation of new development to have regard to the protection and conservation of any surrounding or adjacent significant historic heritage places.
9. Adopt a precautionary approach to subdivision, use or development:
  - a. in areas that may have unidentified significant historic heritage places
  - b. when it is of a scale that may result in adverse effects on significant historic heritage values
  - c. where there is insufficient information available to fully understand the extent and significance of historic heritage values and the effects on those values.
10. Manage subdivision, use, or development when a potential historic heritage place is discovered to avoid damage or destruction of the place until the level significance is evaluated and appropriate actions are determined.

### **Use of significant historic heritage places**

11. Provide for the occupation, use, and adaptive re-use of significant historic heritage places, where this does not detract from the historic heritage values of the place.

---

### Explanation

These policies outline a process for identifying significant historic heritage places that is integrated and multidisciplinary in that it:

- it considers a range of heritage values
- recognises a historic heritage place can include more than one feature
- takes account of the broad context of the historic heritage place rather than just individual features
- recognises the site parameters of the historic heritage place should reflect the area the function, meaning and relationships of the place.

This process has already been used to identify a large number of significant historic heritage places across Auckland and will also be used to assess additional historic heritage places identified either through the resource consent process or through identification by members of the public and council.

When a place has been identified as a significant historic heritage place, council has to decide on the best method of management. The majority of places are included in historic heritage schedule, as discussed in Policy 5.

There are historic heritage places in Auckland which have not yet been identified. Policy 9 relates to the management of places that may have historic heritage value.

A vital component of the successful ongoing protection of historic heritage places is enabling the appropriate use and enjoyment of these places. The Unitary Plan has been developed to achieve this.

The protection and conservation of historic heritage places is for the public benefit of both current and future generations. Protection and conservation can occur through non-regulatory methods identified in policy 7, such as greater community promotion, support and involvement in heritage protection.

## 2.4.2 Historic character

### Introduction

Historic character areas have collective and cohesive importance, relevance and interest to a locality or region. They have overall value that relates to the history, appearance and community understanding and appreciation of an area.

The historic character of these areas results from a combination of attributes such as:

- predominance or groups of buildings of a particular era or style
- a distinctive pattern of lot sizes, street and road patterns
- intensity of development
- the presence of mature vegetation
- the relationship of built form and natural landscapes
- the use of traditional materials and design elements.

Many of these attributes relate to the history of an area, and are reflected in the historic built environment. For example the residential areas in Helensville characterise early settlement in the west, while the town centres of Mt Eden and Ponsonby reflect early business and commercial development around the city.

There are four key components in managing historic character areas:

- identification of areas with historic character values
- protection of the overall character of the area from significant change such as inappropriate demolition, modification and development
- supporting appropriate ongoing use and adaptive reuse to enable effective functioning and vitality of the

areas

- a precautionary approach to areas that may have historic character value but have not yet been evaluated.

### Objectives

1. Historic character areas are identified in neighbourhoods and business centres in Auckland.
2. The values of identified historic character areas are retained.
3. A precautionary approach is taken to the management of areas with a concentration of pre-1944 buildings until they have been evaluated for historic heritage or historic character significance.

### Policies

1. Identify historic character areas to protect and enhance places that are representative of settlement, development and/or landscape quality over time.
2. Identify historic character areas using the following criteria:
  - a. historical: the area collectively reflects an important or representative aspect of history, or a significant period of settlement within the region or locality
  - b. social: the area collectively has a strong or special association with a community.
  - c. physical attributes: groups of built form or the area collectively reflects an important or representative aspect of architecture, design and/or landscape or streetscape quality, or is notable or distinctive for its aesthetic quality.
3. Evaluate historic character areas for their overall significance against the criteria and include the areas in Historic Character overlay if they:
  - a. collectively demonstrate a significant historical character value
  - b. collectively demonstrate continuity or cohesion historically and socially or physically/aesthetically.
4. Avoid adverse effects on identified historic character areas by:
  - a. requiring new buildings, additions and modifications to existing buildings to protect and enhance the character of the area
  - b. avoiding the demolition and destruction of buildings and features that define, add to or support the character of the area
  - c. protecting and enhancing the relationship between the built form, streetscape, vegetation, landscape and open space that define, add to or support the character of the area
  - d. mitigating the cumulative effect of the loss or degradation of historic character values.
5. Take a precautionary approach to any proposal to demolish a pre-1944 building, in areas identified as having a concentration of pre-1944 building stock, where:
  - a. the area may have unidentified historic heritage or historic character values
  - b. the demolition may result in a reduction of the areas architectural or streetscape values.

## 2.4.3 Natural heritage

Some of the following provisions also form part of the regional and district plans. All provisions relating to the coastal marine area are also regional coastal plan provisions.

### Introduction

Natural heritage comprises the following:

- natural character of the coastal environment – unmodified areas of the coastal environment categorised as areas of Outstanding Natural Character (ONC) or areas of High Natural Character (HNC)

- natural landscapes—landscapes located throughout the rural and coastal areas and categorised as either Outstanding Natural Landscapes (ONL)
- natural features—geological sites and landforms, including maunga/volcanic cones, categorised as Outstanding Natural Features (ONF). These features have significant geological and geo-morphological values, as well as a range of other values including, in some instances, ONL values
- trees – either individual or groups of trees that contribute to the cultural and natural heritage values of Auckland
- biodiversity – areas of significant indigenous vegetation and significant habitats of indigenous fauna and are categorised as Significant Ecological Areas (SEA) for land and marine
- the Waitākere Ranges heritage area – is a distinct and integral part of Auckland's identity. It is nationally significant and requires active stewardship to protect it in the future.

### 2.4.3.1 Natural character of the coastal environment

#### Introduction

Auckland's growing population, together with the desire to live near the coast, means that land in the coastal environment is highly valued and that use and development has resulted in a loss of natural character values.

ONC areas are the iconic, scenic and wilderness areas where the sights, features, and sounds are those of nature and where man-made influences are absent, or minor and subservient in the context of the natural environment. These areas provide an important touchstone with nature for an increasingly urbanised population.

Areas of HNC value often include rural land used for primary production. Although these areas may lack the same wilderness value as outstanding areas, there is still a significant predominance of naturalness.

Areas of ONC/HNC value are an increasingly scarce and valuable resource. The growing pressures for subdivision, use and development require that priority be given to preserving the natural values of these areas for the use and enjoyment of future generations.

Land identified as having ONC/HNC value may already have been subdivided but not yet developed. If the development rights were exercised it would result in a degradation or loss of natural character values. Providing an alternative location for development rights to be exercised enables the protection of the significant natural values of ONC/HNC areas.

#### Objectives

1. Auckland's areas of high and outstanding natural character in the coastal environment are protected from inappropriate subdivision, use and development.
2. Promote, where achievable, the restoration and enhancement of areas of high and outstanding natural character in the coastal environment, including in the Waitākere Ranges Heritage Area and the Hauraki Gulf/To Moana Nui o Toi/Tikapa Moana.

#### Policies

##### Areas of outstanding and high natural character of the coastal environment

1. Areas of outstanding and high natural character are identified using criteria in policy 13(2) of the NZCPS.
2. Protect the physical and visual integrity and the natural and cultural heritage values of ONC/HNC areas of the coastal environment by:
  - a. requiring subdivision, use and development to be of a type, scale and intensity that will maintain the natural character values of the area
  - b. requiring built elements to be subservient to the dominance of the features, patterns, processes and qualities that make up the natural character values of the area
  - c. maintaining the high levels of naturalness of these areas
  - d. avoiding activities that individually or cumulatively detract physically or visually from the natural character

values of the area

e. encouraging land use practices that help maintain and enhance natural character values.

3. Subdivision, use and development in areas immediately adjoining areas of outstanding and high natural character of the coastal environment must:

- a. avoid or minimise adverse physical and visual effects on ONC/HNC areas
- b. maintain significant landforms and indigenous vegetation and habitats that are significant elements or patterns in ONC/HNC areas to protect the visual and biophysical linkages between the two areas
- c. avoid locating significant built elements directly adjacent to the boundary with an ONC/HNC area
- d. avoid adverse cumulative effects on the ONC/HNC areas of the coastal environment.

4. Provide for the use of transferable development rights to avoid latent potential for inappropriate development in areas identified as having outstanding natural character value.

5. Exclude ONC areas from being recipient areas for transferable development rights.

### **Outstanding natural character of the coastal environment**

6. Avoid subdivision, use and development in areas identified as having ONC value, other than:

- a. works associated with maintaining or enhancing natural character values
- b. use and development where the national or regional benefit overrides the need to preserve the natural character values, and there is no reasonable alternative location that would have a lesser environment effect
- c. existing uses and/or where an existing use right applies
- d. small-scale buildings.

7. Require subdivision, use or development that does need to be located in ONC areas to minimise the level of modification to ecosystems, natural landforms, vegetation and natural processes and patterns through the careful:

- a. location of development
- b. design of development
- c. mitigation of the adverse effects of development.

### **High natural character of the coastal environment**

8. Encourage subdivision, use and development to be undertaken outside of a HNC area where there is an alternative.

9. Protect the physical and visual integrity, and natural processes of HNC areas by:

- a. requiring any proposed subdivision, use and development to be appropriate for the location
- b. avoiding significant adverse effects on natural values resulting from the location, scale, and design of any buildings, including associated buildings, infrastructure, earth works and vegetation clearance
- c. maintaining the intactness of significant vegetation areas and vegetative patterns
- d. maintaining the physical, visual, and experiential values that contribute significantly to the wilderness and scenic value of the area
- e. maintaining the integrity of landforms, geological features and associated natural processes, including sensitive landforms such as ridgelines, headlands, peninsulas, cliffs, dunes wetlands, reefs, fresh water springs, streams or rivers, and surf breaks
- f. maintaining the elements, processes, and patterns that exist or operate across the MHWS and connect land in the coastal environment, including processes of sediment transport, patterns of erosion and deposition, substrate composition and movement of biota, including between marine and freshwater environments.

10. Support and encourage land use practices that will help maintain and restore natural character values.

---

### Explanation

Outstanding and high natural character areas are a highly valued resource. It is important that use and development of these largely unmodified areas are managed to ensure their values are retained for the enjoyment of future generations.

Land within the coastal environment, including some areas identified as having high natural character, are used for primary production purposes. Reasonable ongoing use of this land for existing activities is enabled. Changes that would affect the values of these areas need to be managed to ensure these values are retained in the long-term.

Use and development on land adjoining areas of outstanding or high natural character can impact on the areas. For example a large residential dwelling adjoining the boundary of a regional park, or other area of outstanding or high natural character value, will have a significant impact on that natural character value.

### 2.4.3.2 Landscape and natural features

#### Introduction

Auckland has a diversity of landscapes and landforms. Its urban, rural, coastal, and island landscapes provide an important reference point and sense of identity for Aucklanders. They contribute to our quality of life and provide the context in which we use and enjoy our environment.

A number of areas have very important landscape values, and are identified in the Unitary Plan as Outstanding Natural Landscapes (ONLs). New development in these areas should be sensitive to these landscape values so that Auckland retains and enhances its landscape character and quality. Some of these ONLs are within working environments, and this Unitary Plan sets out a management response enabling the productive use of these areas to continue and change in a way that supports their landscape values.

The Unitary Plan also identifies a number of geological and landform features of regional or greater significance as Outstanding Natural Features (ONFs). In combination, these features document the unique geological history of Auckland, the development of its landforms, and the evolution of its flora and fauna. Many ONFs make a very important contribution to landscape and other values, including the maunga of the Auckland isthmus, with their multiple historic, cultural and natural heritage values. ONFs are vulnerable to damage from new development, and the Unitary Plan promotes the protection of their physical and visual integrity, and the integrated management of their multiple values.

#### Objectives

1. Protect Auckland's ONLs and ONFs from inappropriate subdivision, use, and development.
2. Identify and provide for ancestral relationships of Mana Whenua with, and their perspectives on, the landscapes and natural features of Auckland.
3. Promote the restoration and enhancement of natural features and landscapes, including in the Waitākere Ranges heritage area and the Hauraki Gulf/Te Moana Nui o Toi/Tīkapa Moana islands is promoted.
4. Protect and where practicable enhance the visual and physical integrity and values Auckland's volcanic features that are of local, regional, national and/or international significance.
5. Protect significant views to and between Auckland's maunga.
6. Protect and enhance the values of ONFs which are significant for their geological or geo-morphological values, some of which have outstanding landscape values.
7. Recognise the role of existing rural production.

### **Policies**

#### **Identification**

1. Identify geological sites and landforms that are ONFs using the following criteria:
  - a. the extent to which the landform feature or geological site contributes to the understanding of the geology or evolution of the biota in the region, New Zealand or the earth, including type localities of rock formations, minerals and fossils
  - b. the rarity or unusual nature of the site or feature, and the extent to which it is an outstanding representative example of the diversity of Auckland's natural landforms and geological features
  - c. the extent to which the landform, geological feature or site is a component of a recognisable group of geologically associated features
  - d. the extent to which the landform, geological feature or site contributes to the aesthetic value or visual legibility of the wider natural landscape
  - e. the community association with, or public appreciation of, the values of the feature or site
  - f. the potential value of the feature or site for public education
  - g. the potential value of the feature or site to provide additional understanding of the geological or biotic history
  - g. the state of preservation of the feature or site
  - h. the extent to which a feature or site is associated with an historically important natural event, geologically related industry, or individual involved in earth science research
  - i. the importance of the feature or site to Mana Whenua
  - j. the contribution of the feature to the more publicly valued groups of landforms and geological sites associated with Auckland's volcanoes, coastlines, Hauraki Gulf islands, and the Waitākere Ranges.
  
2. Identify landscape values of ONFs and ONLs using the following landscape assessment criteria:
  - a. the visual coherence, unity or integrity of the site or landform
  - b. the aesthetic value, memorability, expressiveness and legibility of the site or landform
  - c. the extent to which the site can be perceived of as natural, such as low intrusion of human influence, presence of buildings and structures, or landform modification
  - d. the public profile of the site or landform, including shared and recognised values
  - e. the known historic associations in relation to the site or landform
  - f. the value of the site to Mana Whenua
  - g. natural science factors including geological, topographical, ecological and dynamic
  - h. the presence of water including seas, lakes, rivers and streams
  - i. transient perceptual landscape events
  - j. wild or scenic values.
  
3. Appropriate processes must be followed with accidentally discovered features of potential significance when trenching or excavating in:
  - a. basalt lava in the Auckland volcanic field
  - b. organic deposits of pre-European age or greater
  - c. rock strata known to contain fossils.
  
4. Provide for appropriate rural production activities and related production structures as part of the working rural and coastal landscape.

#### **Management**

5. Manage the outstanding natural features including the volcanic features in an integrated manner:
  - a. to protect and, where practicable and appropriate, enhance their multiple values which may include social, cultural, historic, geological, archaeological, scientific, ecological, amenity, open space, and landscape values
  - b. across jurisdictional, tribal, or ownership boundaries
  - c. to maintain their range and diversity.
  
6. Enable works and development that maintains or enhances the values or appreciation of the outstanding

## Draft Auckland Unitary Plan - March 2013

---

natural features and outstanding natural landscapes.

7. Require urban intensification to be consistent with the protection of volcanic features and viewshaft policies.

8. Manage subdivision, use and development on sites immediately adjacent to ONLs to:

- a. consider its adverse physical and visual effects on the outstanding natural landscape
- b. protect the physical and biophysical linkages between the two areas
- c. avoid locating significant built elements directly adjacent to the boundary with an ONL
- d. avoid adverse cumulative effects on the outstanding natural landscape.

### Protection

9. Protect ONLs including volcanic features by:

- a. avoiding activities that individually or cumulatively result in significant modification or destruction of the feature
- b. maintaining, and where practicable, enhancing the amenity values of publicly-owned, historic heritage, cultural, scientific, landscape, and open space. Provision of public access and recreation are consistent with the protection of these values.

10. Require activities to avoid adverse effects on outstanding natural features by avoiding:

- a. locating new development on the feature
- b. destruction of the physical integrity of the feature
- c. disruption of a process integral to that feature
- d. the loss or obscuring of the feature through inundation with water or deposition of material
- e. effects that cumulatively contribute to the modification or destruction of the feature
- f. a significant reduction in the value of the feature as a result of the use or development of other land surrounding or adjacent to the feature
- g. a significant reduction in the value of the feature in its wider historic heritage, cultural, landscape, natural character, and amenity context
- h. destruction of, or significant reduction in, the educational, scientific, amenity, social, or economic value of the feature
- i. a reduction in the value of the historical, cultural, and spiritual associations with the feature held by Mana Whenua.

11. Require alternative methods and locations for carrying out any work or activities considered to avoid damaging ONFs.

12. Legally protect and where practicable and appropriate, restore ONFs when undertaking development and subdivision.

13. Maintained, and where practicable enhance, the overall contribution of the regionally significant volcanic features to Auckland's landscape character, including physical and visual connections to, and views between, the maunga.

14. Protect the historic, archaeological and cultural integrity of regionally significant volcanic features and their surrounds to avoid activities that detract from these values and their mana.

15. Avoid new buildings or structures within viewshafts identified in Appendix 3.3 and development above the specified building heights in height-sensitive areas to protect views to and between the maunga.

16. Protect the physical and visual integrity and the landscape values of ONLs by:

- a. appropriate type, scale, intensity and location for subdivision, use and development
- b. making built elements subservient to the dominance of the features, patterns, processes and qualities that

---

make the landscape an ONL

- c. avoiding activities that individually or cumulatively detract physically or visually from the values of the landscape
- d. maintaining the visual coherence and integrity of the landscape
- e. maintaining significant natural landforms, natural processes and significant vegetation areas and patterns
- f. maintaining the visual or physical qualities that make the landscape iconic or rare
- g. maintaining high levels of naturalness in ONLs that are also identified as HNC/ONC.

### Restoration

17. Encourage the restoration and enhancement where achievable, of ONFs and ONLs where this is consistent with the values of the feature or area.

### Explanation

Most of Auckland's landscapes and natural features are located in areas experiencing ongoing physical and visual change through:

- a. changes in primary production i.e. moving from pastoral farming to horticulture or viticulture
- b. more intensive use of rural areas for a range of non-production activities, particularly countryside living
- c. transformation from rural to urban uses at the urban edge
- d. re-development and intensification in urban areas.

These physical and visual changes must be managed so they do not detract from the natural character values of our landscapes and natural features.

### 2.4.3.3 Trees and vegetation

#### Background

Individually and collectively, trees represent a significant element of Auckland's natural character. They are the predominant natural heritage feature in some neighbourhoods. Those located in roads and reserves, are publicly owned. Others are located on private land. Measures are required to identify and protect particular notable specimens as well as those which collectively contribute significantly to ecological services and those which help to reduce the prospect of natural hazards.

Vegetation cover in sensitive environments and in areas of contiguous cover also makes a significant contribution to indigenous biological diversity, ecological services and hazard mitigation. Areas of contiguous vegetation cover are protected in the rural areas in the Unitary Plan. In coastal and riparian margins, both trees and vegetation are protected from damage and clearance. Additional protection is given to trees on most of the naturally vegetated cliff lines of the isthmus, North Shore and Rodney areas.

#### Objectives

1. Auckland's sense of place and identity is maintained and enhanced through the recognition and protection of our natural heritage.
2. The contribution of trees and vegetation to cultural and natural heritage values, ecosystem services, soil conservation, water quality, the avoidance and mitigation of natural hazards, the maintenance of indigenous biodiversity, and the distinct character of Auckland is recognised.
3. The cover of trees and groups of trees identified for their contribution to amenity, landscape and ecological values in urban and rural areas is maintained and enhanced.

#### Policies

1. Notable trees and groups of trees are identified for scheduling using the following criteria. For a tree to be listed as notable it must meet at least one stand alone criteria or must meet a minimum cumulative score based on all the tree-specific criteria:
  - a. Standalone criteria:

## Draft Auckland Unitary Plan - March 2013

- 
- i. heritage or historical association. The trees are associated with or commemorate a historic event, have a historic association with a well-known historic or notable figure, have a strong public association, or are strongly associated with a local historic feature and now form a significant part of that feature
  - ii. scientific importance and rarity. The trees are the largest or only example of a species in Auckland, a significant example of a species rare in the Auckland region, a native species that is nationally or regionally threatened, or have outstanding value because of their scientific significance
  - iii. ecosystem service or environmental function. The trees provide a critical habitat for a threatened species population
  - iv. cultural association and accessibility. The trees demonstrate a custom, way of life or process once common but now rare or in danger of being lost or have been lost; have an important role in defining the community identity and distinctiveness of the community though having special symbolic, spiritual, commemorative, traditional or other cultural value; or represent important aspects of collective memory, identity or remembrance, the meanings of which should not be forgotten.
  - v. intrinsic. The trees are intrinsically notable because of a combination of factors including size, age, vigour and vitality, stature and form or visual contribution.

### b. Tree-specific criteria:

- i. age and health. The trees are notable because of age, and their vigour and vitality
- ii. stature, character or form. The tree or group of trees is notable for being an exceptional example of the species in terms of its structure, character and form
- iii. size: The trees are notable because of the exceptional size for the species in this location
- iv. visual contribution. The trees make a significant contribution to the visual character of an area or to the vista from elsewhere in Auckland.

### c. Potential negative effects:

- i. human health and/or property. The tree has adverse effects on human health and/or property and the degree to which these can be managed through arboricultural or property management means
- ii. biosecurity. The tree species is listed in the Regional Pest Management Strategy as a total control or containment plant or listed under the Biosecurity Act 1993 as an unwanted organism.

2. Identify and protect trees and groups of trees that contribute significantly to the neighbourhood amenity, coastal amenity and natural character of Auckland.

3. Identify and protect areas where vegetation contributes significantly to ecosystem services including soil conservation, water quality and quantity management and the avoidance and mitigation of natural hazards, and the maintenance of indigenous biodiversity.

4. Promote the appropriate planting and maintenance of trees on public and private land.

5. Recognise the benefit public trees provide within roads and in reserves while acknowledging the multiple uses of these spaces.

### **Explanation**

The policies above recognise the importance of identifying notable trees and groups of trees that contribute to Auckland's quality and character. Trees that meet the specified criteria are identified in the Notable Trees overlay.

Trees have multiple values, including heritage, quality of environment and contribution to protecting ecosystems from flooding and erosion. There are parts of Auckland where trees make a substantial contribution to neighbourhood amenity and character and to ecosystem function.

Areas of vegetation contribute to important ecosystem services such as soil conservation, hydrological functioning, and the avoidance and mitigation of natural hazards. Areas of native vegetation also contribute to the maintenance and enhancement of indigenous biodiversity. Areas of vegetation are particularly important in

---

sensitive environments such as the coast, riparian margins and erosion prone land.

### 2.4.3.4 Biodiversity

#### Introduction

Auckland's indigenous biodiversity is unique with a diverse range of ecosystems reflecting the complex physical environment of the region. Natural ecosystems and indigenous biological diversity contribute to the character and identity of Auckland and distinguish it from other regions of New Zealand. The special landscape and sense of place that is Auckland is determined in part by the health, variability, extent, and range of terrestrial, freshwater, coastal, and marine ecosystems. Healthy and functioning ecosystems also contribute to improved water quality, soil conservation and carbon sinks, as well as providing opportunities for our recreation, economic, and cultural use.

Auckland contributes significantly to New Zealand's biodiversity with a high diversity of habitats for its size. However, development has impacted on Auckland's natural heritage resulting in loss of habitats and a reduction of biodiversity. Urban expansion and development, changes in coastal and rural land uses, and the ongoing degradation from pest species continue threaten the maintenance of our indigenous biodiversity on land.

Coastal and marine ecosystems are subject to change, damage or destruction from inappropriate subdivision, use and development, as well as natural processes. The quality of the coastal environment is fundamentally determined by the presence of a diversity of ecosystems and by their ability to function as biological systems. This underlies the life-supporting capacity of the CMA.

Parts of the CMA have natural and physical values of regional, national and international significance. These areas are vulnerable to the adverse effects of inappropriate subdivision, use and development and require a greater level of protection than the coastal environment generally. Areas of high ecological value have been identified as Significant Ecological Areas (SEAs). The SEAs have been identified using the significance criteria listed below. Sites are significant if they meet one or more of these criteria. The SEAs in the marine environment have been identified as two types of areas (Marine 1 and 2) reflecting the different size and vulnerability of these areas.

#### Objectives

1. Areas of significant indigenous biodiversity in terrestrial, freshwater, and coastal environments are protected from the adverse effects of subdivision use and development.
2. The restoration, enhancement and legal protection of significant areas of indigenous biodiversity is encouraged.
3. The protection and restoration of natural heritage features of the Waitākere Ranges heritage area and the Hauraki Gulf/Te Moana Nui o Toi/Tikapa Moana is promoted.

#### Policies

##### Identifying areas

1. Identify and protect areas of significant indigenous vegetation and the significant habitats of indigenous fauna in SEAs using one or more of the following criteria:
  - a. representativeness: The area is important for the indigenous habitats and/or ecosystems it supports because they are ecologically representative of the mature and successional stages of the vegetation of each ecological district in Auckland and provide at least 10 per cent of the natural extent of each ecosystem type
  - b. stepping stones, buffers and migration pathways: The area is significant because of its context with other habitats or ecosystems. This includes groups of smaller sites that together form an important vegetation component in the landscape, cumulatively provide critical habitat for a native species, provide buffers to other significant ecological areas or act as stepping stones or ecological corridors providing for movement of species

across the landscape

- c. threat status and rarity: The area supports genes, species, habitats and/or ecosystems that have been classified as threatened with extinction or are naturally rare in Auckland or New Zealand
- d. Uniqueness or distinctiveness: The area supports genes, species, communities, habitats and/or ecosystems that are endemic, or near endemic, and only naturally occur in Auckland
- e. diversity: The area supports indigenous vegetation that is ecologically diverse, close to the typical species or ecosystem diversity for that habitat or supports indigenous vegetation that extends across at least one environmental gradient.

2. Identify other areas that do or can enhance indigenous biodiversity values, or make a significant contribution to providing ecosystem services, including:

- a. areas of predominantly indigenous vegetation in riparian margins and the coastal environment
- b. habitats of indigenous species that are important for recreational, commercial, traditional or cultural purposes
- c. steep or erosion prone areas
- d. areas that make a significant contribution to landscape or natural character values.

### **Mana Whenua**

3. Recognise Mana Whenua's relationship with Auckland's indigenous biodiversity through consultation on the identification and evaluation of indigenous biodiversity.

4. Provide for the role of Mana Whenua as kaitiaki in decision-making affecting indigenous biodiversity, particularly in those areas affected by Treaty Settlements.

5. Provide for the cultural practices and cultural harvest where the mauri of the resource is sustained.

### **Managing effects on biodiversity**

6. Manage the effects of activities on significant indigenous biodiversity by:

- a. avoiding adverse effects on:
  - i. areas identified in the SEA overlay, particularly those identified as significant when assessed against the 'threat status and rarity' or the 'uniqueness or distinctiveness' criteria and within SEA–Marine 1
  - ii. areas in the coastal environment set aside for full or partial protection of indigenous biological diversity under other legislation
  - iii. indigenous ecosystems and habitats found only in the coastal environment and which are particularly vulnerable to modification, including estuaries, lagoons, coastal wetlands, dunelands, intertidal zones, rocky reef systems, eelgrass and salt marsh
- b. requiring mitigation where adverse effects on the areas identified above cannot be avoided or remediated
- c. requiring any residual adverse effects that are more than minor are offset through restoration and enhancement actions that achieve no net loss and preferably a net gain in indigenous biodiversity values.

7. Manage the effects of activities on other biodiversity by avoiding significant adverse effects, and avoiding, remedying, mitigating and offsetting adverse effects on indigenous species and ecosystems

8. Adverse effects on indigenous biodiversity to be avoided may include:

- a. fragmentation of, or a reduction in the size and extent of, indigenous ecosystems and habitats
- b. fragmentation or disruption of connections between ecosystems or habitats
- c. changes which result in increased threats from pests both plant and animal on indigenous biodiversity and ecosystems
- d. loss of buffering of indigenous ecosystems
- e. the loss of a rare or threatened species or its habitat
- f. loss or degradation of wetlands, dune systems, lava forests, coastal forests
- g. a reduction in the abundance or natural diversity of indigenous vegetation and habitats of indigenous fauna

- h. significant loss of ecosystem services
- i. effects which contribute to a cumulative loss or degradation of habitats and ecosystems
- j. impacts on species or ecosystems that interact with other activities, or impacts that exacerbate or cause adverse effects in synergistic ways
- k. significant loss of, or damage to, ecological mosaics, sequences, processes, or integrity
- l. downstream effects on wetlands, rivers, streams, and lakes from hydrological changes further up the catchment
- m. a modification of the viability or value of indigenous vegetation and habitats of indigenous fauna as a result of the use or development of other land, freshwater, or coastal resources
- n. a reduction in the value of the historical, cultural, and spiritual association with significant indigenous biodiversity held by Mana Whenua
- o. a reduction in the value of the historical, cultural, and spiritual association with significant indigenous biodiversity held by the wider community
- p. the destruction of, or significant reduction in, educational, scientific, amenity, historical, cultural, landscape, or natural character values.

9. Allow property owners reasonable use and enjoyment of their land through the:

- a. trimming of vegetation
- b. maintenance of existing open areas including tracks
- c. establishment and maintenance of a reasonable area of clearance around a dwelling
- d. the maintenance of lawfully established rural productive activities
- e. through the provision of a single dwelling per site.

10. Avoid the movement or introduction of animal and plant pests that threaten indigenous biodiversity by:

- a. taking particular care with activities in the vicinity of kauri such as earthworks, track development and maintenance, and the use of machinery, to minimise the likelihood of transmitting kauri die back disease
- b. managing activities in the CMA, such as aquaculture, shipping or moorings/marina area, so they do not provide or enhance opportunities for access by, and establishment of, pest species.

11. Avoid the clearance or damage of areas of significant indigenous biodiversity by:

- a. using any existing cleared areas on the site to accommodate new development in the first instance
- b. minimising the loss of native vegetation by retaining all native vegetation within SEAs except where loss is unavoidable to create a single building platform per site for a dwelling or for access and car parking
- c. designing and locating dwellings and other structures to future reduce needs, such as clearing additional vegetation to provide sunlight or protect property
- d. avoiding any changes in hydrology which could adversely affect indigenous biodiversity values
- e. maintaining existing water quality with no increase in the amount of sediment entering natural waterways, wetlands and groundwater
- f. using techniques that minimise the effects of construction and development.

### **Protecting and enhancing indigenous biodiversity**

12. Protect and enhance biodiversity when undertaking new use and development by:

- a. using transferable development rights to protect SEAs
- b. requiring legal protection, ecological restoration and active management techniques to mitigate or offset adverse effects on indigenous biodiversity
- c. linking biodiversity outcomes to other aspects of the development such as the provision of infrastructure and open space.

13. Promote proposals to enhance indigenous biodiversity values and to remedy, mitigate or offset adverse effects to improve the resilience of Auckland's biodiversity, including:

- a. further opportunities for additional habitats for rare or threatened indigenous species are provided
- b. plant and animal pests are controlled and, where possible, eradicated

- c. fencing protects significant ecological areas from stock impacts
- d. significant ecological areas and areas of value to kaitiaki and the wider community are legally protected through covenants or similar mechanisms
- e. the ecological quality of areas of indigenous biodiversity in the Waitākere Ranges heritage area and the Hauraki Gulf and its islands are improved.

**Protecting significant indigenous biodiversity in marine areas**

14. Avoid use and development within SEA-Marine 1 and 2 where it will result in any or all of the following:

- a. any regular or sustained disturbance of migratory bird roosting, nesting and feeding areas that noticeably reduces the level of use of an area for these purposes, or results in permanent abandonment of an area
- b. the destruction or loss of any regionally or nationally rare, threatened or endangered plant community or indigenous marine or terrestrial fauna, including as a result of any disturbance of the foreshore and seabed
- c. more than a minor adverse effect on the value identified for the affected SEA-Marine
- d. the permanent use or occupation of the foreshore and seabed to the extent that the value, function or processes associated with the SEA-Marine are significantly reduced
- e. any change to physical processes that would destroy, modify, or damage any natural feature or value identified for a SEA-Marine in more than a minor way
- f. a reduction in water quality which would adversely affect the natural ecological functioning of the area
- g. the deposition of material at levels which would adversely affect the natural ecological functioning of the area
- h. greater opportunities for access and establishment of pest species
- i. fragmentation of the values of the area to the extent that its physical integrity is lost.

15. Avoid cumulative adverse effects of use and development on the values of the SEA-Marine 1 and 2, taking into account all of the following:

- a. the extent to which existing use and development already, and in combination with any proposal, impacts on the habitat, or impedes the operation of ecological and physical processes
- b. the extent to which there are similar habitat types within other SEA-Marine in the same harbour or estuary or, where the SEA-Marine is located on open coast, within the same vicinity
- c. whether the viability of habitats of regionally or nationally threatened plants or animals is adversely affected, including the impact on the species population and location.

16. Avoid structures in any SEA-Marine 1 except for any of the following:

- a. scientific and research purposes or for public education and will enhance the understanding and long term protection of the SEA-Marine
- b. navigation and safety
- c. habitat maintenance and enhancement
- d. the benefit to the regional and national community, including critical infrastructure, and there is no reasonable or practicable alternative location on land or elsewhere in the CMA.

17. Avoid the extension to, or alteration of, any existing lawful structure in SEA-Marine 1 unless it can be demonstrated that all of the following apply:

- a. the existing structure has no significant adverse effect on the values and ecological and physical processes operating in the SEA-Marine
- b. the extension or alteration does not involve significant disturbance of foreshore or seabed, clearance of indigenous vegetation, or significantly increase the need to dredge in order to obtain access to the structure from the coastal marine area
- c. the purpose of the extension cannot practicably be met by a land based alternative.

18. Avoid the following activities:

- a. disturbance of the foreshore and seabed and damage to vegetation and habitat from livestock in SEA-Marine 1.
- b. underwater explosives training exercises.

19. Avoid mangrove removal within any SEA-Marine 1 or 2 where it will threaten the viability or significance of the ecological values identified in Appendix 6.1 for the SEA-Marine.

20. In addition, avoid mangrove removal within any SEA-Marine 1 unless it will:

- a. maintain or enhance the ecological values of the SEA-Marine where it can be demonstrated these values are being adversely affected by mangrove colonisation maintaining or restoring the open nature of wading bird feeding and roosting areas identified in Appendix 6.1
- b. maintain or enhance public access, such as developing boardwalks, consistent with protecting the geological or ecological values of the SEA-Marine
- c. enable the reasonable operation, maintenance and use of lawful structures and/or allowing for the efficient functioning of drainage systems
- d. enable the provision, maintenance and use of public infrastructure, such as roads, walkways and drainage systems and any associated public health and safety requirements, where there is no practicable alternative location outside the SEA-M that would achieve a better environmental outcome.

21. Provide for mangrove seedling removal in SEA-Marine 1 areas that do not have significant values associated with mangroves recorded in Appendix 6.1.

### **Precautionary approach**

22. Adopt a precautionary approach when:

- a. assessing and responding to the effects of climate change on indigenous biodiversity
- b. when considering the potential for activities to adversely affect ecosystems in the coastal environment.

### **Explanation**

Auckland contains threatened ecosystems and species and requires effective management to protect and enhance areas important for the long-term viability of our indigenous biodiversity. Increasing resilience of our indigenous biodiversity and enabling adaptation will position Auckland to respond to the potential effects of climate change.

### **2.4.3.5 The Waitākere Ranges heritage area**

#### **Introduction**

The Waitākere Ranges are regionally significant and, together with their foothills and coasts over some 27,720ha of public and private land. They form an important rural backdrop between metropolitan Auckland and the west coast and are outstanding for their terrestrial and aquatic ecosystems. The ranges include large and continuous primary and regenerating lowland and coastal rainforest, wetland and dune systems and are part of a remnant volcanic landform. They also act as a major water catchment, contributing to Auckland's water supply.

They have a long human history and lie within the rohe of Te Kawerau ā Maki and Ngāti Whātua. European colonisation began in mid-1800s and much of the ranges' resources were depleted over the course of a century. Areas historically farmed or logged have since regenerated, providing a diverse and significant range of habitats.

The ranges landscape typically comprises forested hills, coastal areas, valleys and stream environments containing distinctive, and in some case, regionally threatened species. They are characterised by their scenic beauty, diversity and wildlife. They have significance to Mana Whenua and have highly regarded inspirational, artistic and spiritual values.

Settlements within the ranges offer an attractive living environment. Development is generally sparse and doesn't dominated the natural environment. The eastern foothills are more intensively settled, and comprise a rural working landscape interspersed with remnant bush and riparian areas. The Unitary Plan provides zones and precincts that recognise the unique ways in which settlement has occurred. Titirangi and Laingholm are

## Draft Auckland Unitary Plan - March 2013

---

within the RUB. Therefore the settlement pattern should continue to reflect the heritage features of the ranges. Development will be managed to avoid compromising the values described in the Waitākere Ranges Heritage Area Act 2008.

### Objectives

1. The natural and historic resources, including the significant environmental values and heritage features of the Waitākere Ranges are protected in perpetuity, for their intrinsic worth, and for the benefit, use, and enjoyment of the community.
2. Those aspects that are of significance to Mana Whenua, are protected and maintained including:
  - a. the spiritual dimension and the mauri of natural and physical resources and of people
  - b. the kaitiaki of these resources and significant sites and wāhi tapu
  - c. providing for those institutions that are integral to the relationship of Mana Whenua with their environment in a way that promotes the expression and practice of kaitiakitanga.
3. Development in settlements recognises and is sympathetic to the qualities, character and natural features of the ranges and the complex mixed landscapes of the foothills.
4. Adverse cumulative effects of activities on the environment, including its amenity values or its heritage features, are recognised and avoided.
5. The character, scale and intensity of subdivision or development does not adversely affect the heritage features or contribute to urban growth outside of the RUB
6. The quality and diversity of landscapes are maintained by:-
  - a. protecting landscapes of local, regional, or national significance
  - b. restoring and enhancing degraded landscapes
  - c. managing change within a landscape in an integrated way, including retaining a rural character.
7. Residents can provide for their social, economic, environmental, and cultural wellbeing.
8. The water supply catchments and their related supply functions are protected.

### Policies

1. Design and locate structures and impermeable surfaces, and undertake activities in a way that does not impede or adversely affect the potential for the regeneration of native vegetation, or reduce the extent, range and linkage between areas of native vegetation.
2. Prevent activities from releasing plants or pests likely to harm to plants and animals and their habitats.
3. Where clearing for infrastructure is necessary, it should be undertaken only where the vegetation is of lower value and there is no alternative option.
4. Manage activities to minimise their adverse effects on water quality, soil, native vegetation and fauna habitats, mauri of the waterway, taiāpure or mahinga mātaītai.
5. Require the type and density of settlements to avoid degrading the wilderness character of natural landscape features.
6. Avoid non-residential activities:
  - a. unrelated to the productive use of rural land
  - b. that require substantial earthworks or vegetation removal
  - c. that are industrial and unrelated to rural activities.

7. Enable the expansion of appropriate existing commercial activities.
8. Adopt a precautionary approach when considering proposals that threaten serious or irreversible damage to a heritage feature.

### **Explanation**

Council does not anticipate further growth and development in the ranges. The act describes the local, regional and national significance of the ranges and directs council to prevent cumulative adverse effects from degrading their finite resources.

## **Where to follow this in the Unitary Plan**

Historic Heritage overlay – objectives, policies and rules  
Heritage character overlays – objectives, policies and rules  
Outstanding and High Natural Character Areas overlay – rules  
Outstanding Natural Landscape overlay - rules  
Outstanding Natural Features overlay - rules  
Volcanic view shafts and height-sensitive areas - rules  
Auckland-wide vegetation management - objectives, policies and rules  
Natural heritage overlays for trees (urban trees, notable trees, coastal trees and trees in roads and reserves) - objectives, policies and rules  
Significant ecological areas overlays for land and marine 1 and 2 – rules  
Rural zone - objectives, policies and rules  
Residential zone - objectives, policies and rules  
Business zone - objectives, policies and rules  
Titirangi Laingholm design and development overlay - objectives, policies and rules  
Rural precinct for Waitakere Ranges heritage area - objectives, policies and rules

## 2.5 Addressing issues of significance to Mana Whenua

### Introduction

The Unitary Plan must, as a matter of national importance (s. 6 of the RMA), recognise and provide for the relationship of Mana Whenua and their culture and traditions with their ancestral lands, water, sites, wāhi tapu and other taonga. The Unitary Plan must have particular regard to kaitiakitanga, take into account the principles of Te Tiriti o Waitangi, and recognise the historic, traditional, cultural, and spiritual relationship of Mana Whenua with the Hauraki Gulf/Te Moana Nui o Toi/Tīkapa Moana.

The Unitary Plan is a resource management document and this chapter focuses on Mana Whenua identified as iwi authorities. Mana Whenua, defined in the RMA as tangata whenua, are Māori with ancestral rights in respect of resources in Auckland and responsibilities as kaitiaki to protect their tribal lands, waterways and other taonga.

Mataawaka are Māori whose mana or tribal connections reside outside the Auckland region. Mataawaka represent a significant proportion of the Māori population of Auckland and have the desire to connect to their culture and traditions in an urban setting.

### 2.5.1 Recognition of Te Tiriti o Waitangi partnerships and participation

#### Objectives

1. The principles of the Treaty are recognised and provided for in the sustainable management of ancestral lands, water, air, coastal sites, wāhi tapu and other taonga, and natural and physical resources. The Treaty is articulated in law through an evolving set of principles. These include:
  - a. reciprocity
  - b. rangatiratanga
  - c. partnership
  - d. active protection
  - e. mutual benefit
  - f. right of development
  - g. redress.
2. Mana Whenua can exercise Tino Rangatiratanga and Mana Motuhake through participation in resource management processes and decisions.
3. The relationship of Mana Whenua with Treaty Settlement land is provided for, recognising:
  - a. Treaty settlements provide redress for the grievances arising from the breaches of the principles of Te Tiriti o Waitangi by the Crown
  - b. the historical context associated with the loss of land by Mana Whenua and resulting inability to provide for Mana Whenua well-being
  - c. the importance of cultural redress lands and interests to Mana Whenua identity, integrity, and rangatiratanga
  - d. the limited extent of commercial redress land available to provide for the economic well-being of Mana Whenua.
4. The development and use of Treaty Settlement land is enabled in ways that give effect to the outcomes of Treaty Settlements recognising that:
  - a. cultural redress is intended to meet the cultural interests of the Mana Whenua group
  - b. commercial redress is intended to resolve the sense of grievance for Mana Whenua and contribute to the

## Draft Auckland Unitary Plan - March 2013

---

social and economic development of Mana Whenua.

### Policies

1. Provide opportunities for Mana Whenua to actively participate in the sustainable management of ancestral lands, water, air, coastal sites, wāhi tapu and other taonga, and natural and physical resources in a way that:
  - a. recognises the role of Mana Whenua as kaitiaki and provides for the practical expression of kaitiakitanga
  - b. builds and maintains partnerships and relationships with iwi authorities
  - c. provides for timely, effective and meaningful engagement with Mana Whenua at appropriate stages in the resource management process
  - d. recognises the role of kaumātua and pūkenga
  - e. recognises Mana Whenua as specialists in the tikanga of their hapū or iwi and as being best placed to convey their relationship with their ancestral lands, water, sites, wāhi tapu and taonga
  - e. acknowledges historical circumstances and impacts on resource needs
  - f. recognises and provides for mātauranga Māori and tikanga
  - g. recognises the role and rights of whānau and hapū to speak and act on matters that affect them.
2. Involve Mana Whenua specialists in mātauranga and tikanga in resource management decisions where Mana Whenua values and interests are affected.
3. Recognise and take into account partnership arrangements and agreements between Mana Whenua and the council when making resource management decisions.
4. Enable the transfer of powers and/or establishment of joint management agreements for certain functions relating to the development and management of ancestral lands, water, air, coastal sites, wāhi tapu and other taonga, and the sustainable management of natural and physical resources, where an iwi authority:
  - a. has an ancestral connection or mana over a resource
  - b. has a clear mandate to represent the interests of that iwi or hapū
  - c. can demonstrate the ability to fulfill the requirements of the RMA, whether directly or by outsourcing.
5. Where a proposal affects land or resources subject to a Treaty Settlement, the following matters must be recognised and provided for in resource management processes:
  - a. the historical association of the claimant group with the area, and any historical, cultural or spiritual values associated with the site or area
  - b. any relevant memorandum of understanding between the council and the claimant group
  - c. any joint management and co-governance arrangements established under Treaty Settlement legislation
  - d. any other specific requirements of Treaty Settlement legislation.
6. Where Mana Whenua propose an activity on Treaty Settlement land, take into account the benefits for the wider community and environment provided by any property specific protection mechanism, such as a covenant, when considering the effects of the proposal.
7. Engage with Mana Whenua on a case-by-case basis to discuss options, including plan changes, for the future use and development of Treaty Settlement land.
8. Enable the development of land acquired as commercial redress for social and economic development.
9. Enable Mana Whenua to access and use cultural redress lands and interests for cultural activities.

### Explanation

The policies above recognise the responsibility of council under s. 8 of the RMA and Objective 3 and Policy 2 of the NZCPS to take account of the principles of the Treaty. Council acknowledges the importance of the Treaty to Mana Whenua and recognises through its statutory obligations the specific provisions of the RMA, and the NZCPS the aspirations of Mana Whenua.

The strongest RMA mechanisms to encourage greater Mana Whenua participation in resource management are the ability for councils to transfer powers over a particular resource to Mana Whenua.

These policies also help to achieve Objective 3 of the NZCPS which promotes meaningful relationships and interactions between Mana Whenua and decision-makers as part of recognising the principles of the Treaty.

## 2.5.2 Mana Whenua mātauranga, values and tikanga in the sustainable management of Auckland's natural environment

### Objectives

1. Mana Whenua values and interests, mātauranga and tikanga are properly reflected and accorded sufficient weight in resource management decision-making.
2. The mauri and the relationship of Mana Whenua with freshwater, geothermal, land, air and coastal resources is enhanced.
3. Mana Whenua is involved and empowered in the management of natural resources.
4. The relationship of Mana Whenua and their customs and traditions with areas scheduled for natural heritage values is recognised and provided for.

### Policies

1. Enable Mana Whenua to identify and articulate their values and interests associated with:
  - a. ancestral lands, biodiversity, water, air, coastal sites, wāhi tapu and other tāonga
  - b. freshwater, including rivers, streams, aquifers, lakes, wetlands and associated values
  - c. air, geothermal and coastal resources.
2. Integrate Mana Whenua values and interests, mātauranga and tikanga:
  - a. in the management of natural and physical resources within the ancestral rohe of Mana Whenua, including ancestral lands, biodiversity, waters, sites, wāhi tapu and other tāonga
  - b. in the management of freshwater and coastal resources, such as the use of rāhui to enhance ecosystem health
  - c. to find innovative solutions to remedy the long-term adverse effects on historical, cultural and spiritual values from discharges to freshwater and coastal water
  - d. in resource management processes and decisions relating to freshwater, geothermal, land, air and coastal resources.
3. Provide opportunities for Mana Whenua to be involved in the integrated management of natural resources in ways that:
  - a. recognise the holistic nature of the Mana Whenua world view
  - b. recognise any protected customary right in accordance with the Marine and Coastal Area (Takutai Moana) Act 2011
  - c. restore or enhance the mauri of freshwater and coastal ecosystems.
4. Establish:
  - a. minimum water quality standards for freshwater, including groundwater, and coastal water
  - b. maximum allocation limits for freshwater resources, including groundwater that incorporates Mana Whenua values and interests in addition to the ecological values of the water resource.
5. Resource management decisions must have particular regard to potential impacts on:

- 
- a. the exercise of kaitiakitanga
  - b. mauri, particularly in relation to freshwater and coastal resources
  - c. customary activities, including mahinga kai
  - d. places, sites and areas with significant spiritual or cultural heritage value to Mana Whenua.
6. Identify, define and set goals for ecosystem health from a Mana Whenua perspective using tools such as:
- a. the Ministry for the Environment's Māori environmental performance indicators
  - b. specific environmental or cultural indicators based on mātauranga and tikanga Māori.
7. Ensure that resource management decisions take into account relevant iwi and hapū resource management plans.
8. Require the preparation of a cultural impact assessment for activities that may adversely affect the mauri of natural resources.

### Explanation

These policies seek to ensure that resource management processes in Auckland are informed by Mana Whenua perspectives, knowledge and values, and that these are accorded status in decision-making and have an influence on outcomes. They also seek to give certainty to, and enhance, Mana Whenua's involvement in these processes. Significant adverse effects on ancestral tāonga occur largely as a result of uninformed actions. Applicants and council have certain responsibilities to Mana Whenua, and before making decisions which may affect customary rights, an appreciation of the nature of the tāonga to Mana Whenua is required. This can only be gained from those having customary rights over the tāonga.

These policies give guidance on how Mana Whenua values and interests should be considered in the management of, and decision-making around, Auckland's natural environments, including freshwater and freshwater ecosystems in accordance with the National Policy Statement on Freshwater Management 2011.

## 2.5.3 Mana Whenua economic, social and cultural development

### Objective

1. Development is enabled to support the economic, social and cultural aspirations of Mana Whenua.

### Policies

1. Enable the occupation, development and use of Māori land for the benefit of its owners, their whānau, and their hapū.
2. Provide for papakāinga, marae, customary use, cultural activities and commercial activities to support Māori economic, social, and cultural development.
3. Provide for the integration of mātauranga and tikanga in design and development.
4. Enable Mana Whenua to occupy, develop and use Māori land within areas scheduled for natural heritage values in ways that recognise and provide for those natural heritage values.

### Explanation

These policies acknowledge that Mana Whenua have identified a wide range of activities they would like to undertake on Māori land. These activities include

- establishing and extending papakāinga and marae and associated services
- developing commercial activities, sports and recreation facilities and community gardens
- cultural activities and iwi/hapū revitalisation activities such as historic heritage and environmental management.

Economic activities are necessary to support the ability of Mana Whenua to use and live on Māori land.

These policies recognise there is little Māori land remaining in Auckland and that it is also necessary to provide for Mana Whenua to support their aspirations through development on land held in general title.

The integration of mātauranga and tikanga in design and development may be expressed in development that, for example, is based around communal facilities and spaces, provides a range of housing sizes and layouts, or is designed in accordance with Māori values.

### 2.5.4 Protection of Mana Whenua culture and heritage

#### Objectives

1. The tangible and intangible values of areas, features and sites of significance to Mana Whenua are identified, protected and enhanced.
2. Mana Whenua can practice their customs and traditions in relation to areas, features and sites of significance to Mana Whenua.
3. Mana Whenua cultural, spiritual and historical values associated with their cultural landscapes are recognised and provided for.
4. The knowledge base of Māori cultural heritage in Auckland continues to be developed, giving priority to areas where there is a higher level of threat to the loss or degradation of areas, features or sites of significance to Mana Whenua.
5. Māori cultural heritage and related sensitive information and management approaches are respected.

#### Policies

1. Council will work with Mana Whenua to develop a methodology for identifying, researching and assessing areas, features and sites of significance to Mana Whenua that will be nominated for scheduling.
2. Council and Mana Whenua will identify and record Māori cultural heritage values associated with the Māori cultural landscape by:
  - a. developing and using an agreed methodology to identify, record and assess, map and protect Māori cultural heritage in accordance with the aspirations of Mana Whenua iwi and hapū
  - b. identifying and recording Māori cultural and spiritual values associated with landscapes and features within a spatial context in accordance with tikanga and mātauranga Māori.
3. Protect Māori values associated with Māori Cultural landscapes from the adverse effects of use and development.
4. Undertake a Māori cultural landscape assessment, where structure planning or rezoning is proposed, with Mana Whenua to identify significant characteristics of the landscape for Mana Whenua to inform future planning of these areas.
5. Identify and protect the values of areas, features and sites of significance to Mana Whenua using one or more of the following criteria:
  - a. *Mauri*  
Ko te mauri me te mana o te waahi, te taonga rānei, e ngākaunuitia ana e te Mana Whenua  
The mauri (life force and life-supporting capacity) and mana (integrity) of the place or resource holds special significance to Mana Whenua.
  - b. *Wāhi tapu*

## Draft Auckland Unitary Plan - March 2013

Ko tērā wāhi, taonga rānei he waahi tapu, arā, he tino whakahirahira ki ngā tikanga, ki ngā puri mahara, o ngā wairua a te Mana Whenua

The place or resource is a waahi tapu of special, cultural, historic, metaphysical and or spiritual importance to Mana Whenua.

*c. Kōrero Tūturu/historical*

Ko tērā waahi e ngākaunuitia ana e te Mana Whenua ki roto i ōna kōrero tūturu

The place has special historical and cultural significance to Mana Whenua.

*d. Rawa Tūturu/customary resources*

He waahi tērā e kawea ai ngā rawa tūturu a te Mana Whenua

The place provides important customary resources for Mana Whenua.

*e. Hiahiatanga Tūturu/customary needs*

He waahi tērā e eke ai ngā hiahia hinengaro tūturu a te Mana Whenua

The place or resource is a venue or repository for Mana Whenua cultural and spiritual values.

*f. Whakaaronui o te Wa/contemporary esteem*

He waahi rongonui tērā ki ngā Mana Whenua, arā, he whakaahuru, he whakawaihanga, me te tuku mātauranga

The place has special amenity, architectural or educational significance to Mana Whenua.

6. Recognise that Mana Whenua are specialists in determining their values and associations with areas, features or sites of significance.

7. Recognise that areas, features or sites of significance to Mana Whenua may be significant to whānau, hapū or iwi.

8. Recognise that some information surrounding the values and associations of a feature may be sensitive and put an area, feature or site at risk of destruction or degradation, meaning it may not be appropriate to make it public.

9. Areas, features or sites will be scheduled where it can be demonstrated that they are exceptional and of considerable significance to Mana Whenua.

10. Manage subdivision, use and development where it may result in the loss or degradation of the values and associations of Mana Whenua with their scheduled areas, features and sites:

a. by avoiding:

i. the destruction in whole or in part of the area, feature or site

ii. adverse cumulative effects on the area, feature or site

iii. adverse effects on the location and context of the site

iv. the lack of assessment of and provision for mātauranga and tikanga Māori when making decisions

v. the destruction of or significant reduction in the values and associations Mana Whenua have with the area, feature or site; or

b. where avoidance is not practicable, remedy or mitigate the effects on tangible and intangible values in a way that reflects the scale and degree of adverse effects on the relationship of Mana Whenua with the area, feature or site.

11. Council and Mana Whenua will develop the knowledge base and methods, systems and protocols for recording, managing and protecting information relating to significant areas, features and sites.

12. Recognise that information may be held in various forms and may be in Te Reo Māori in accordance with the tikanga of the iwi or hapū.

13. Adopt a precautionary approach where existing information or the Māori cultural heritage alert layer indicates a high likelihood of areas, features or sites of significance to Mana Whenua being discovered.

### **Explanation**

Council has a statutory responsibility, through Part 2 of the RMA, to protect Māori cultural heritage from inappropriate subdivision, use and development. These policies also recognise this along with council's responsibilities under the NZCPS (Objective 3, Policies 2 and 15) to employ a collaborative approach with Mana Whenua, working in accordance with tikanga to identify, assess, protect and manage Māori cultural landscapes and areas, features or sites of significance to Mana Whenua.

The knowledge base of information surrounding Māori cultural heritage is continually developing and tools that provide a form of protection and inform subdivision, use and development are increasingly valuable. Recognition is also given to the right of Mana Whenua to choose not to identify or schedule areas, features or sites of significance or special value.

## **Where to follow this in the Unitary Plan**

Management of Mana Whenua cultural heritage - objectives, policies and rules

Māori Purpose zone - objectives, policies and rules

Māori Land overlay – objectives, policies and rules

Scheduled sites of Significance to Mana Whenua overlay – objectives, policies and rules

Mana Whenua management coastal precinct - objectives, policies and rules

## 2.6 Sustainably managing our natural resources

### 2.6.1 Air

#### Introduction

Motor vehicles, domestic fires and to a lesser extent industry are the main sources of our urban air pollution. In our rural areas and even more so in our coastal areas, air quality is usually very good. Rural air pollution is normally more localised and comes from outdoor fires, use of agricultural chemicals and odour from agricultural activities. Emissions in our urban areas cause our air quality to exceed national and international standards and guidelines from time to time, in both localised areas and across greater Auckland.

Air pollutants need to be controlled both for the protection of public health, particularly those groups in society that are susceptible to air borne illnesses, and for the wider use and enjoyment of our environment. As people need to be able to use vehicles and heat their homes and urban based industry and rural production is vital to our economic prosperity, a balance needs to be struck between continuing these activities, and achieving acceptable levels of air quality.

National environmental standards for air quality establish health related ambient air quality standards, which focus mainly on the control of PM<sup>10</sup> particulate matter. To meet the national standards, Auckland must reduce its human generated PM<sup>10</sup> levels by 50 percent by 2016. There are other air quality pollutants such as PM<sup>2.5</sup> that are not addressed in national environment standards, but which have significant impacts on human health in Auckland. Therefore Auckland standards (AAAQS) have been developed to provide guidance in this Unitary Plan on the management of a range of contaminant discharges to air.

Air pollution levels are affected by the weather and topography, so levels can vary considerably across Auckland. Air quality worsens in light wind conditions and in cold winter days when contaminants are trapped close to the ground. The major sources of air pollutants in Auckland are from domestic fires used during winter and the discharges from motor vehicles. Air contaminants from industries also contribute to Auckland's urban air pollution, but to a much lesser extent than domestic fires and vehicle omissions. Some pollutants contain noxious or dangerous substances that are hazardous to human health.

Approaches to managing air quality vary, depending on the type of contaminant discharge. Some pollutants are managed by the buffering, containment and treatment of the discharge at its source, such as for discharges from industry, domestic fires and discharges in rural areas. The air quality effects of motor vehicles are managed through the control of land use and activities, which encourage more efficient land use patterns to reduce reliance on the private motor vehicle.

#### Objectives

1. Air discharges and the use and development of land are managed to improve air quality and enhance amenity values associated with cleaner air quality in Auckland's urban areas and maintain air quality at existing clean levels in rural areas and in the coastal marine area.
2. The Auckland Ambient Air Quality Standards and National Environmental Standards are met, and in particular priority is given to meeting the annual average standards for fine particles (PM<sup>10</sup> and PM<sup>2.5</sup>).
3. The directives of the National Environmental Standard for Air Quality to reduce PM<sup>10</sup> contaminant levels are implemented through Unitary Plan provisions and other relevant techniques available to the council.
4. Adverse effects of hazardous air pollutants on human health, property and the environment are avoided.

## Draft Auckland Unitary Plan - March 2013

---

### Policies

1. Manage discharges to air and the use and development of land to:
  - a. avoid significant adverse human health effects and reduce exposure to adverse air discharges.
  - b. regulate activities that use or discharge noxious or dangerous substances
  - c. minimise reverse sensitivity conflicts by avoiding or mitigating land use conflict between air discharges and activities that are sensitive to air discharges
  - d. enable the operation and development of light and heavy industrial activities, that have air discharges
  - e. protect some activities that are sensitive to the adverse effects of air discharges
  - f. reduce the adverse effects of emissions from domestic fires and motor vehicles.
  - g. minimise actual and potential risk to people and property
  - h. protect flora and fauna from the adverse effects of air contaminants.
  
2. Meet AAAQS by giving priority to:
  - a. reducing PM<sup>10</sup> and PM<sup>2.5</sup> particulate discharges from combustion sources such as domestic fires, motor vehicle emissions and industrial discharges to air
  - b. establishing a cap for the total discharge of fine particles (PM<sup>10</sup> and PM<sup>2.5</sup>) from sources that require air discharge consents
  - c. providing for new major discharges, or increases in existing discharges of fine particles (PM<sup>10</sup> and PM<sup>2.5</sup>) where:
    - i. the activity will not exceed the cap established under (b) above
    - ii. the emissions are offset
  - f. advocating for the reduction of discharges of nitrogen oxides in motor vehicles omissions
  - g. advocating for reductions in contaminants, particularly sulphur dioxide, from vessels moored at the Port of Auckland.
  
3. Recognise the significance of air pollutant discharges from domestic fires as the major source of poor air quality in urban Auckland and reduce discharges of fine particles (PM<sup>10</sup> and PM<sup>2.5</sup>) to meet Auckland Ambient Air Quality Standards and National Environmental Standards by:
  - a. banning the use of new domestic open fires in urban Auckland
  - b. requiring new solid fuel-burning domestic fires to meet appropriate emissions standards
  - c. promoting effective and efficient low emission home heating sources
  - d. encouraging housing design which minimises the need for home heating
  - e. encouraging the use of clean burning fuel and the effective operation of existing domestic open fires, while supporting their progressive replacement by more efficient heating options.
  
4. Manage the use and development of land to reduce the impacts of air contaminant discharges from motor vehicles on human health and the environment by:
  - a. promoting patterns of land use that minimise the need to travel by motor vehicle
  - b. promoting urban design that minimises the adverse effects of air discharges from motor vehicles
  - c. supporting the development of passenger transport, ride sharing, cycling, walking, tele-working and other measures to reduce the need to use motor vehicles to move people and goods around Auckland
  - d. avoiding and mitigating the adverse effects on human health associated with high traffic generating activities and major new transport projects
  - e. encouraging heavy-duty diesel vehicles to use routes that are part of the strategic freight network and to avoid routes that are not part of this network
  - f. encouraging public transport to meet appropriate emission standards including the preferred use of electric and low emission vehicles
  - g. supporting the use of low emission motor vehicles (both light and heavy duty).
  
5. Manage the discharge of contaminants to air from the use and development of land and the coastal marine area in a manner that provides for different levels of amenity according to the purpose of the zone and the predominant types of activities within any given area, and in particular:

- 
- a. allow for reduced air quality amenity in industrial areas
  - b. maintain a high level of air quality amenity, including good visibility in other urban areas and in the coastal marine area
  - c. provide for minor and localised degradation of amenity, including visibility in rural areas, only where the air discharge is from a rural activity.
  - d. avoid offensive or objectionable odour, dust, particulate, ash, smoke, fumes, overspray and visible emissions in urban areas, the coastal marine area and in rural areas where these effects are not of a rural character or nature.

### Explanation

International and national air quality standards and guidelines have been developed for key ambient air pollutants, to provide a minimum level of health protection. These standards and guidelines have informed the development of the Auckland Ambient Air Quality Standards as a technical basis for the management of air quality across Auckland's urban, rural and coastal areas. The main focus is on the protection of human health from adverse air quality effects and on the maintenance of air quality amenity values.

Achieving the standards set out in the Auckland Ambient Air Quality Standards and giving effect to the National Environmental Standards for Air Quality, involves the reduction of some contaminants such as PM10 and PM2.5 from their existing levels and the maintenance of other contaminants at their current levels. A variety of means are identified to avoid exceeding the Auckland Ambient Air Quality Standards that involve both management of land use development and redevelopment to reduce vehicle movements and thereby reduce levels of discharges from mobile sources, controlling the quality of individual air discharges and managing conflicting land uses to avoid reverse sensitivity effects. A variety of different methods will be used to achieve these outcomes, including the use of the statutory powers of this Unitary Plan, the use of council bylaws and council advocacy to central government, where changes are required at a national level.

## 2.6.2 Minerals

### Introduction

Minerals are essential for Auckland's development and include:

- aggregates, such as stone, rock, sand and gravel, for industry, construction and infrastructure
- limestone deposits for manufacturing fertilisers, roading basecourse and cement
- silica sand, shells and shingle for construction materials, glass production and beach replenishment purposes
- iron sand for production of steel
- clay for brick, ceramics and pottery products.

At their peak, Auckland's mineral extraction sites produce nearly 10 million tonnes of aggregates per year. Some minerals are also imported from other parts of the country, particularly from the northern Waikato area.

The demand for minerals, particularly aggregates, is expected to increase to 15 million tonnes per annum by 2041. This will service new growth, and renew and maintain buildings, roads and infrastructure.

Given anticipated increases in demand and Auckland's dependence on minerals, an accessible supply of minerals is a matter of regional importance.

### Objective

1. Auckland's mineral needs are met largely from within Auckland.

### Policies

1. Zone regionally significant quarries and provide for mineral extraction activities within rural areas to ensure a secure supply of extracted minerals for Auckland's continuing development.

2. Encourage the use of recycled mineral material, construction waste and demolition waste to supplement supply.
3. Undertake new mineral extraction activities, where possible, outside:
  - a. ONCs, ONLs or SEAs
  - b. ONFs or sites of significance to Mana Whenua.
4. Where there are no practicable alternatives to locating outside the areas in Policy 3, council will consider:
  - a. the benefits derived from mineral extraction, particularly its contribution towards meeting greater regional demand and improved self-sufficiency
  - b. the reduced transport effects and costs from having a mineral extraction site closer to the area of demand
  - c. the scale of significant physical and visual adverse effects on ONCs, ONLs or SEAs and the extent to which these can be remedied or mitigated
  - d. the extent to which residual adverse effects on the SEAs can be mitigated or offset to achieve, where practicable, no net loss of biodiversity.
5. Identify mineral deposits for future use and safeguard the regionally significant ones from inappropriate land use and development.
6. Mineral extraction activities shall be established and operated in ways which mitigate significant adverse effects on the natural environment and on the health, safety and amenity values of affected people and communities by:
  - a. considering design and layout of the site, access roads and supporting facilities
  - b. preparing management, mitigation, biodiversity offsetting and/or rehabilitation plan(s) to address a full range of adverse effects
  - c. undertaking remedial measures during mineral extraction
  - d. considering site rehabilitation and use after mineral extraction ceases.
7. Subdivision, use and development adjacent to regionally significant mineral resources and adjoining transport routes shall avoid the establishment of sensitive activities which may compromise existing and future mineral extraction.

### **Explanation**

Auckland's increasing dependence on mineral resources from adjacent regions has environmental and cost implications for the industry and end-users, particularly the increased costs associated with longer transport distances. There are also benefits from locating the extraction and processing of aggregates as close together as possible. Increasing the level of mineral self sufficiency for Auckland is the main objective of this plan's mineral extraction section. This involves identifying and protecting existing significant quarries by the use of specific zones, and enabling mineral extraction in rural areas to provide both local and Auckland wide needs.

Mineral extraction activities are encouraged to adopt best practice management of the site to minimise adverse effects on both the natural environment and on the amenity values and quality of life of neighbouring land uses. Greater focus is also given to avoiding reverse sensitivity conflicts between mineral extraction sites and surrounding land uses and giving greater protection to the ongoing supply of minerals for Auckland.

## **2.6.3 Freshwater**

### **Introduction**

Lakes, rivers, streams and wetlands including their headwaters, margins and associated flood plains make up our natural freshwater systems. They are valued for their natural character, landscape, ecological and biodiversity values, amenity and recreational values, navigation and access, and stock, domestic and municipal water supply. They also provide an essential link between the land and the sea, including natural processes to

## Draft Auckland Unitary Plan - March 2013

---

regulate runoff during storms, receive and filter contaminants, and allow fish to reach spawning areas and upstream habitats.

Auckland is characterised by relatively small and shallow natural lakes, remnant numbers of wetlands, a few larger rivers and a network of small, shallow and short streams. Groundwater aquifers underlie both urban and rural areas and there are geothermal resources at Waiwera and Parakai, which are currently fully allocated. The municipal water supply for Auckland includes a number of dam impounded water supply lakes. Maintenance of the quality of freshwater and more targeted management of its amount, allocation and use can improve the relationship between demand and supply of both surface and groundwater.

The loss of natural freshwater systems and degradation of their values, particularly streams, is a significant issue facing Auckland. The piping and infilling of streams, including headwater reaches, has been prevalent in our past urban development and results in a permanent loss of important community and ecological values. Sediment runoff from land development and the runoff of contaminants from urban land uses have contaminated urban streams. Increased impervious surfaces in urban areas have also changed the amount and intensity of surface water runoff which can create or worsen flooding events. However, rivers and streams in particular have an essential role as a natural component of an urban stormwater collection and management system and this function must be balanced against the retention of natural, recreational and amenity values.

In rural areas lakes, rivers and particularly streams are physically affected by stock access to and trampling of stream beds, loss of riparian vegetation, and reduced water quality from the runoff of fertiliser, sediment and other contaminants from primary production activities. Major infrastructure in rural areas may also affect all types of freshwater resources.

Degraded freshwater also has undesirable impacts on coastal water quality and the use and enjoyment of the CMA.

In the Mana Whenua worldview, water represents the tears of Ranginui, the lifeblood of Papatūānuku, and is the domain of Tangaroa. The mauri of water is at the core of sustaining Papatūānuku. Mana Whenua are responsible for the kaitiakitanga of water, its spiritual essence to cleanse, and its importance to the ongoing well-being of people. Land-based activities can also compromise the ways in which Mana Whenua value water in rivers and streams. The mixing of different types of water through discharges, or by the diversion of these water bodies is contrary to Mana Whenua views on how water should be managed.

All of these matters need to be addressed in an integrated manner to minimise adverse effects on natural freshwater systems during subdivision, use and development. The National Policy Statement for Freshwater Management 2011 and the New Zealand Coastal Policy Statement 2010 (NZCPS) provide both short-term and long-term directions that this Unitary Plan has to implement. This needs to be done in a way that takes account of Auckland's physical, economic, social and cultural characteristics and requirements.

### **Objectives**

1. The natural, human use and cultural values of freshwater resources that are important to Auckland's community are safeguarded when land and freshwater is used and developed.
2. The quality of freshwater is maintained and where appropriate restored and enhanced.
3. Freshwater resources are managed and allocated to support their natural values and to make efficient use of available water for economic, social and cultural purposes.
4. The amount of freshwater used by Auckland is progressively reduced on a per head basis.
5. Stormwater quantity is reduced and stormwater quality is improved in both urban and rural areas by the use

---

of appropriate techniques.

### **Policies**

#### **Natural freshwater systems**

1. Manage land use, development and subdivision to:

- a. avoid the permanent loss of lakes, rivers, streams and wetlands and their margins, particularly the piping and infilling of streams and their headwaters
- b. minimise the erosion and modification of stream beds and banks
- c. protect and enhance the supporting elements of remaining rivers and streams including their headwaters, riparian margins and vegetation, flood plains and wetland areas
- d. retain and enhance the connectivity between land, natural freshwater systems and the coast as far as possible
- e. avoid the permanent diversion of rivers and streams unless required for community health and safety
- f. adopt water-sensitive design and green infrastructure in new greenfield and major redevelopment areas
- g. manage stormwater flows appropriately to minimise adverse effects on stream channels and the other values of natural freshwater systems
- h. enhance the values of natural freshwater systems.

#### **Managing freshwater quality**

2. Manage subdivision, land use and development to:

- a. maintain and enhance existing riparian vegetation located on the margins of streams in natural stream management areas
- b. avoid land use development where it would adversely impact on the water quality or biodiversity values in identified natural lake, natural stream and wetland management areas and in SEAs.
- c. reduce the potential for contaminants generated on or discharged to land at both point source and non-point sources to enter surface water and groundwater
- d. reduce flows into stormwater networks
- e. maintain rivers in greenfield areas and maintain remaining rivers in developed urban areas
- f. use opportunities provided by land use change to restore and enhance intrinsic freshwater values where practicable
- g. maintain or enhance as far as practicable, navigation along rivers and public access to and along rivers
- h. avoid adverse effects on Mana Whenua values associated with freshwater resources, including wāhi tapu, wahi taonga and mahinga kai
- i. avoid adverse effects on the quality of receiving water, including its ecology and mauri, where such water is subject to any new inter-catchment transfer or mixing of water
- j. integrate with the management of freshwater and coastal water quality, including the use of the Macroinvertebrate Community Index (MCI) guidelines to manage the adverse effects of contaminant discharges into freshwater bodies.

#### **Freshwater quantity, allocation and use**

3. Manage the quantity of water taken from natural freshwater systems by:

- a. avoiding further over allocation of water
- b. establishing limits below which water cannot be allocated
- c. safeguarding spring flows, surface water body base flows, the recharge of adjacent aquifers, and geothermal temperature and amenity.

4. Manage the allocation of freshwater by giving priority in the following order to:

- a. existing and reasonably foreseeable domestic and public water supply and animal drinking water requirements
- b. existing lawfully established water users
- c. uses of water for which alternative water sources are unavailable or unsuitable
- d. all other uses.

## Draft Auckland Unitary Plan - March 2013

---

5. Promote the taking of groundwater rather than the taking of water from rivers and streams in areas where groundwater is available for allocation.

6. Acknowledge that Auckland's geothermal water resource is currently fully allocated, but recognise the potential for any future availability to be taken or used in accordance with tikanga Māori for the communal benefit of Mana Whenua.

### **Sediment runoff**

7. Minimise the loss of sediment from land use and development and manage sediment discharges into surface water bodies and coastal water by requiring land disturbing activities to be designed and undertaken to:

- retain soil and sediment on land and not discharge it to surface water bodies and coastal water, as far as practicable

- use industry best practices and standards appropriate to the nature and scale of the land disturbing activity for on-site sediment loss controls and the treatment of sediment laden discharges

- limit the amount of land being disturbed at any one time particularly where:

- the nature of the soil type or topography is likely to result in increased sediment loss; or
- the resulting sediment laden discharge is likely to adversely affect sensitive areas.

8. Integrate the management of land use development and natural freshwater systems by:

- requiring significant intensification or land use change of existing urban areas to be supported by comprehensive and integrated land use and water management planning processes

- ensuring water supply, stormwater and wastewater collection and treatment infrastructure are adequately provided for in areas of new growth or intensification

- requiring new urban development and infrastructure to adopt water-sensitive design

- controlling the use of land where highly contaminated discharges are likely to occur, to protect natural freshwater systems.

### **Urban stormwater and wastewater**

9. Manage the adverse effects of land use and development, and the discharge of contaminants from stormwater and wastewater networks in urban areas on natural freshwater systems by:

- using, retaining and restoring natural freshwater systems in greenfield development areas to contain and treat stormwater discharges

- encouraging the use of water-sensitive design and green infrastructure

- using land use change and redevelopment opportunities to reduce existing adverse effects of the quality and quantity of stormwater discharges, and the quality and frequency of wastewater discharges

- controlling the spatial extent of impervious surfaces and the generation and discharge of stormwater and contaminants to natural freshwater systems

- prioritising improvements to existing stormwater and wastewater network performance and management based on a catchment or network approach

- identifying those streams or stream reaches that are sensitive to the adverse effects of increased stormwater runoff from urban development, or where there is high restoration potential and identifying these streams and their catchments in stormwater management areas: flows (SMAFs).

### **Explanation**

These objectives and policies relate to the management of the quality and quantity of freshwater resources, both surface water and groundwater in Auckland. They are implemented through a variety of different plan provisions that deal with the management of landuses, the quality of both direct and indirect discharges, including sediment and organic and chemical contaminants, the taking, use and allocation of freshwater from streams and aquifers and disturbance of lake and river banks and beds. All of these activities affect the overall quality and availability of freshwater and the options for its human use and enjoyment, as well as the maintenance and protection of its biodiversity values.

Some freshwater bodies outside urban Auckland have high biodiversity and/or water quality and are included as management areas, with a protection oriented management approach. In urban areas particular attention is given to the management of stormwater quantity and quality from stormwater network systems. These discharges have the greatest adverse effects on the physical form and water quality of urban streams. They are also the major sources of degradation of coastal water quality and ecosystem values in the urban parts of Auckland's coastal marine area.

Sediment being discharged from urban and rural streams is also a major source of freshwater and coastal contamination. The Auckland Plan sets a strategic direction of reducing the overall yield of suspended sediment to priority marine receiving environments by 15 percent between 2012 and 2040. This requires appropriate provisions to be put in place to ensure as far as practicable, soil and sediment are retained on the land and kept out of rivers, streams and coastal waters.

The National Policy Statement on Freshwater Management 2011 and the NZCPS envisage catchment specific identification of local freshwater values, the setting of objectives and associated water quality limits. As this is yet to occur in Auckland, interim water quality guidelines have been produced, using a biological measure - the Macroinvertebrate Community Index (MCI). These guidelines recognise that if biological values are being maintained in streams, then many other values are also likely to be met, including Māori cultural values.

Surface water bodies and groundwater aquifers cannot supply all of Auckland's future water needs, without more efficient management approaches to the allocation and use of available freshwater being introduced. The principle consumptive use of freshwater in Auckland is for municipal water supply, which is in part supplied from the Waikato River. Maintaining the quality of freshwater so it is fit for purpose, and managing the allocation and use of water according to priority users and making more efficient use of available supply are key policy approaches taken in this Plan.

### 2.6.4 Land - hazardous substances

#### Introduction

Industry, farms, commercial activities and homes may all use, store, transport or dispose of hazardous substances including fuels, fertilisers, agrichemicals, industrial and commercial gases, solvents, cleaners, oils and corrosive substances.

Generally, the manufacture, storage, use, disposal and transport of hazardous substances that comply with other statutory requirements, mainly those listed under the Hazardous Substances and New Organisms Act 1996 (HSNO), should not result in actual adverse effects on the environment. Rather, it is the risk, likelihood and consequence, of adverse effects, such as those resulting from spills, fires and explosions, which need to be managed by land use controls.

Similarly, the outdoor use of genetically modified organisms carries risks of adversely affecting the environment, economy and social and cultural resources and values.

#### Objectives

1. The environment is protected from the adverse effects and risks associated with the manufacture, storage, use, disposal and transport of hazardous substances.
2. Genetically modified organisms do not adversely affect the social, cultural, economic and environmental well-being of Aucklanders.

#### Policies

1. Avoid more than minor adverse effects, including risks to people, property, air, land and water from hazardous facilities that manufacture, use, store, transport or dispose of hazardous substances by:

- a. locating those facilities in parts of Auckland not subject to natural hazards, unless risks to people, property, air, land or water that may occur during a natural hazard event can be avoided or mitigated
- b. managing existing hazardous facilities to minimise risks caused by a natural hazard event
- c. not allowing sensitive activities to be established near existing major hazardous facilities or areas identified for hazardous facilities
- d. not allowing new hazardous facilities, particularly those that pose significant risks to people, property, air, land or water, to be located near sensitive activities
- e. providing areas for hazardous facilities within Auckland away from sensitive activities so that major hazardous facilities or clusters of small hazardous facilities may carry out their operations without unreasonable constraints.

2. Manage the use and development of land and discharges to air, land and water from the manufacture, storage, use, disposal and transport of chemicals and hazardous substances to avoid land and water contamination, including from:

- a. hazardous facilities
- b. agrichemicals and fertilisers
- c. fuel storage systems
- d. cleanfills and landfills
- e. industrial and agricultural activities.

### Explanation

To manage the effect of hazardous substances, the Unitary Plan focuses on the facilities and activities which use, store or dispose of hazardous substances, rather than on the substances themselves, which is the role of HSNO.

All activities involving hazardous substances have the potential to create adverse effects if they escape into the environment, burn, explode, or react with each other. Adverse effects resulting from inadequate management or an accidental release or spill, can include contamination of water, soil and air, damage to ecosystems, human health and property.

New hazardous facilities should not be located near sensitive activities or other hazardous facilities where significant cumulative effects may occur.

## 2.6.5 Land - contaminated

### Introduction

Contaminated land is an area where the quality of the soil, groundwater or surface water has been compromised, predominately from the manufacture, use, storage, transport and disposal of chemicals and hazardous substances. Land contamination can limit the use of land, cause corrosion that may threaten building structures, reduce land value, and directly endanger the health and safety of people through contact with contaminated soil, swallowing food or water from contaminated environments, or breathing vapours or contaminated dust. Contaminants leaching from soil into groundwater, surface and eventually into the CMA effects water quality and flora and fauna.

Auckland has a legacy of soil contamination. Common past activities that have led to contaminated sites include:

- use of agrichemicals
- storage and use of petroleum products
- timber treatment
- sheep-dipping.

### Objective

1. Human health and the quality of air, land and water resources in Auckland are protected by the identification, management and remediation of contaminated land.

### Policies

1. Identify potential and confirmed contaminated land in Auckland based on the following priorities:
  - a. sites known to have supported contaminating land use activities in the past
  - b. sites with a significant potential risk to human health.
2. Land that has not been investigated but which has a likelihood of contamination due to the type or nature of prior land uses will be noted by the council as being potentially contaminated.
3. Remediate contaminated land where:
  - a. the level of contamination renders the site unsuitable for its existing or potential use
  - b. the contaminants are generating adverse effects on the environment
  - c. there is a high risk of contamination spreading beyond the site
  - d. redevelopment or subdivision of land is proposed.

### Explanation

Identification of contaminated sites is the first step in any management regime. Initial assessments conducted on behalf of the Ministry for the Environment suggests Auckland may have more than 1700 contaminated sites. This assessment has only targeted sites that are, or have been, occupied by activities historically associated with site contamination, rather than sites that have actually been confirmed as contaminated. Systematic identification of sites needs to continue.

To protect human health, the National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health (Soil NES) was issued in January 2011. The Soil NES has established soil contaminant standards that protect human health for a range of land uses. It aims to appropriately identify and assess land affected by contaminants in soil when the land uses changes, or it is being subdivided, and, if necessary, remediated or the contaminants contained to make the land safe for human use.

## 2.6.6 Natural hazards

### Introduction

Throughout Auckland, natural hazards occur with varying severity at different times and locations. Each natural hazard poses different levels of risk to human safety and well-being including threats to public health, property, infrastructure, and the environment.

Existing land use activities in areas prone to natural hazards may cause or worsen risk. New growth and intensification may also cause or worsen risk, depending on the degree to which natural hazards are identified, avoided, mitigated or accepted and managed during development.

Predicted changes in climate could have an effect on the environmental processes that cause natural hazard events.

### Objectives

1. Reduce risk to people, property and infrastructure from natural hazards while minimising any adverse effects on the environment.
2. Protect the natural functions of floodplains and overland flow paths from the adverse effects of development and infrastructure.

## Draft Auckland Unitary Plan - March 2013

---

### **Policies**

1. Identify areas potentially affected by natural hazards, giving priority to those at high risk of being affected.
2. Undertake hazard identification and risk assessments for subdivision, use and development using the best available and up-to-date hazard information.
3. Assess the consequences of development locating in areas subject to natural hazards based on the:
  - a. type and severity of the event
  - b. the effects of other activities from development
  - c. vulnerability of the activity to adverse effects, including safety, resilience to damage and effects on the environment and public health.
4. Assess hazard risk across a range of timeframes that are relevant to the potential effects of the hazard, including the 100-year timeframe for:
  - a. flooding
  - b. storm-tides and surges
  - c. processes of coastal erosion and accretion
  - d. land stabilitywhile taking into account the effects of climate change on the above matters.
5. Adopt a precautionary approach to natural hazard management and risk assessment in circumstances when:
  - a. the effects of natural hazards are either unknown or may be significant, including the possibility of low frequency, high magnitude events
  - b. the level of information on the probability and/or consequences of the hazard is limited
  - c. considering the location and design of significant infrastructure and future urban areas.

### **Management approaches**

6. Protect, as a priority, maintain and where appropriate enhance natural defence systems, such as retention of flood plains, sand dunes and vegetation and riparian margins in their natural state, as opposed to using hard engineering methods.
7. Avoid or mitigate the effect of activities, such as earthworks, changes to natural and man-made drainage systems and/or vegetation clearance so that the risk of natural hazards in the locality is not worsened.
8. Encourage activities that reduce, or do not increase, the risk posed by natural hazards, including:
  - a. protecting and restoring natural landforms and vegetation
  - b. managing retreat by relocation, removal or abandonment of structures
  - c. replacing or modifying existing development to reduce risk without using hard engineering structures
  - d. designing for relocatable or recoverable structures
  - e. providing for low intensity activities that are less vulnerable to the effects of relevant hazards, including modifying their design and management.
9. Encourage existing development, in a natural hazard area, to reduce existing risk and not create new risk by:
  - a. using a range of measures such as the placement of buildings and structure
  - b. design
  - c. managing activities to increase their resilience to hazard events.

### **Infrastructure**

10. Design and locate new significant infrastructure that functions as a lifeline utility by:
  - a. undertaking a risk assessment based on a 0.2 per cent Annual Exceedence Probability (AEP) natural

hazard event, or an Auckland volcanic field eruption regardless of return period

b. avoiding significant adverse effects on the community from the failure of that piece of infrastructure.

### **Explanation**

The policy seeks to provide adequate spatial and emergency planning to manage potentially harmful future events. It also seeks to locate and design new development and infrastructure to deal with the impacts that may be experienced over their lifetime. This includes responding to the effects of climate change.

## **Where to follow this in the Plan**

Auckland-wide - objectives, policies and rules

Zone - objectives, policies and rules

Air quality - transport corridor separation overlay - objectives, policies and rules

High -use aquifer management area overlay - objectives, policies and rules

Quality-sensitive aquifer management area - objectives, policies and rules

High-use stream management area - objectives, policies and rules

Natural Lake Management Area overlay - objectives, policies and rules

Natural Stream Management Area overlay – objectives, policies and rules

Urban Lake Management Area overlay - objectives, policies and rules

Water Supply Management Area overlay - objectives, policies and rules

Wetland Management Area overlay –objectives, policies and rules

Stormwater Management Area Flow overlay - objectives, policies and rules

GIS and other council databases

## 2.7 Sustainably managing our coastal environment

### Introduction

Auckland's coastal environment is a finite resource with high environmental, social, economic and cultural values. It is subject to ongoing pressure from Auckland's population growth and the need to provide for often competing residential, commercial, industrial and recreational use of both land and water. These demands will increase as Auckland grows.

The importance of the coastal environment is reflected in the statutory resource management framework, particularly s. 6 and 7 of the RMA and the NZCPS. In addition, s. 10 of the Hauraki Gulf Marine Park Act 2000 (HGMPA) requires that the national significance and management directives (s. 7 and s. 8) of the HGMPA be treated as a NZCPS for the Hauraki Gulf. The HGMPA elevates the inter-relationship between the Hauraki Gulf, its islands, and catchments, and the ability to sustain the life-supporting capacity of the environment of the Hauraki Gulf and its islands, to a matter of national significance.

The CMA is public commons and a highly used and valued as a public open space. There is a public expectation of free rights of use and access to the coast. These rights are recognised and protected as a matter of national importance in the NZCPS, the RMA and the Marine and Coastal Area (Takutai Moana) Act 2011. The coastal environment and the resources of the coastal marine area comprise some of the most important taonga to Mana Whenua, who have a traditional and on-going cultural relationship with the coast. The CMA also provides a range of ecosystem services, including providing food, assimilating discharges from land into coastal waters and enabling a range of coastal uses, including recreational activities, ports, marine industry, transport and aquaculture that support our economy. The many uses made of the coast have to be managed to ensure that they do not threaten the life-supporting capacity of the marine environment, as a healthy marine environment is fundamental to many of the activities and values of the coast.

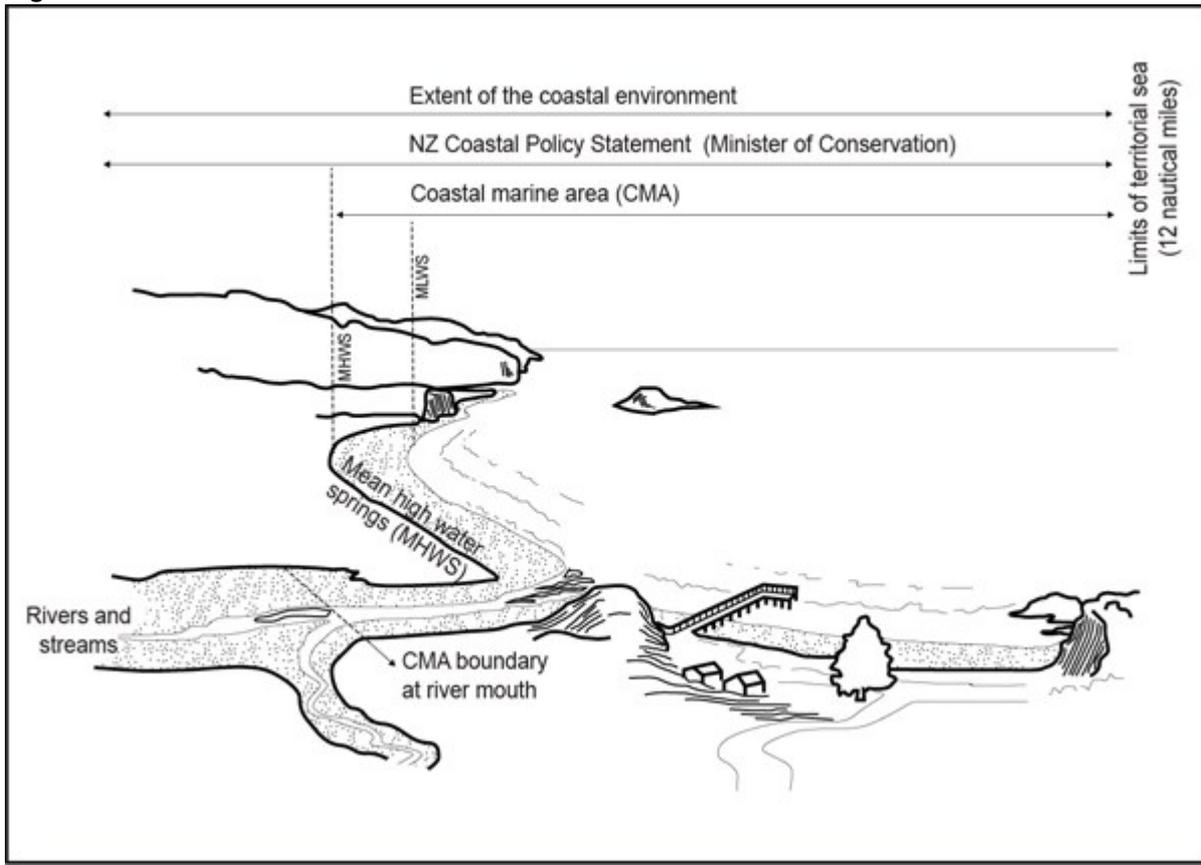
Land-based activities have a significant effect on the health of the marine environment. Sediment, contaminants and litter that are carried by waterways or pipes into the sea affect water quality and the ecological health of the coast, and are major environmental issue for Auckland's CMA.

Auckland has a richly varied coast that includes the open beaches of the west and east coast, numerous sheltered bays and inlets and a number of harbours; the Kaipara and Manukau on the west coast, and Waitemata, Mahurangi and Whangateau on the east, and Port Fitzroy and Tryphena at Great Barrier Island. These areas all have their own distinct qualities, values and uses and share a rich history of Māori and European settlement. Our coast is one of the earliest places of human settlement in New Zealand and continues to play a fundamental role in the character and identity of Auckland.

The landward extent of the CMA is the line of MHWS except where that line crosses a river. The MHWS boundary has not been surveyed for Auckland, as it has a dynamic and varying location. The indicative coastline shown on the maps is an approximate representation of MHWS-10, which is the level equalled or exceeded by the largest 10 per cent of all high tides. Where the line crosses a river mouth and the CMA boundary has been defined by agreement between council and Department of Conservation, the CMA boundary at river mouths is indicated on the maps and detailed in Appendix 6.4.

As a jurisdictional boundary, the exact location of MHWS needs to be defined on a case-by-case basis. Therefore, where activities are close to the indicative coastline, a site-specific survey will be required to determine the location of MHWS and the actual CMA boundary. If a site-specific survey determines that MHWS is not located in the position shown on the maps, the zone of the adjacent land or CMA applies.

Figure 1: Extent of the coastal environment



## 2.7.1 Coastal ecosystems

### Objectives

1. The life supporting capacity of coastal ecosystems is protected, and where possible, enhanced.
2. The social, economic and cultural values of the coastal environment are protected by maintaining, and where possible, enhancing water quality.

### Policies

1. Avoid intensifying use and development where it will have a significant adverse impact on areas identified as having high biodiversity and ecological value.
2. Require subdivision, use and development in the coastal environment to be provided for in an integrated manner that recognises the adverse effects of discharges from both land use and marine activities on the coastal receiving environment.
3. Manage the discharge of contaminants into the coastal environment to avoid or minimise, as far as practicable, adverse effects on:
  - a. areas identified as having high natural character or high recreational value
  - b. the significant ecological values of estuaries and harbours
  - c. identified areas and values of significance to Mana Whenua.
4. Support restoration activities that will protect, or enhance, water quality and ecological values of the coastal environment.

---

**Explanation**

The ecosystem functions, and range of social, economic and cultural uses made of the coast, rely on maintaining the life-supporting capacity, water quality and health of coastal ecosystems. Land use activities have the greatest impact on coastal ecosystems, particularly from sediment and contaminant discharges.

Many coastal ecosystems are degraded. We need to address the impacts of activities on the coastal receiving environment when providing for subdivision, use and development in the coastal environment, and activities in the CMA. We need to restore coastal ecosystems where possible.

## **2.7.2 Use, occupation and development in the coastal environment**

**Objectives**

1. The natural and physical resources of the coastal environment are used efficiently so that they can sustain the needs of future generations.
2. Occupation of parts of the CMA for specific activities is provided for in appropriate locations, where this will ensure the efficient use of coastal space and avoid conflicts between activities.
3. The open space, recreation, and amenity values of the coastal environment are maintained or enhanced.
4. Public access to and along the coastal marine area is maintained, and where possible, enhanced.
5. Use and development is designed and located to minimise the risk of being affected by coastal hazards.

**Policies**

1. Subdivision, use and development must:
  - a. be designed and located to minimise impacts on public use and access of the CMA
  - b. be designed and located to minimise the risk of being affected by coastal hazards
  - c. be set back from the CMA to protect public open space and access
  - d. maintain, or where possible, enhance public access to the CMA.
2. Avoid sprawling or sporadic patterns of subdivision, use and development that will individually or cumulatively compromise the rural or coastal settlement growth policy for the coastal environment, by:
  - a. concentrating subdivision, use and development within areas already characterised by development and where natural character values are already compromised
  - b. avoiding degradation of areas with high water quality and ecological values
  - c. ensuring that subdivision, use or development involving land above and below the MHWS can provide for any associated facilities or infrastructure in an integrated manner.
3. Limit use, occupation and development in the CMA to uses that:
  - a. have a functional or operational need to be located there
  - b. are for public benefit, including infrastructure, that cannot be reasonably or practically located outside the CMA
  - c. enable the cultural or traditional use of the CMA by Mana Whenua.
4. Public access to, and along, the CMA will be restricted only where it is necessary to:
  - a. protect public health and safety
  - b. provide for defence, port or airport purposes
  - c. protect identified significant historic heritage or natural heritage values
  - d. protect dunes, estuaries and other sensitive natural areas or habitats

e. protect identified sites, values and activities of significance to Mana Whenua, or Māori cultural heritage  
f. have a level of security necessary to carry out an activity or function that has been established or provided for.

5. Maintain the overriding value of the coast as an open space area with free public access when providing occupation rights to parts of the CMA.

6. Recreational activities and facilities shall be provided for in appropriate locations and forms by:

a. ensuring that areas of high public recreational use and value are identified and protected from use and development that will detract from their recreational value

b. providing for a diverse range of recreational uses and experiences while avoiding conflicts and safety issues arising between users.

### Explanation

The coastal environment is a finite resource that is under increasing pressure for use and development. To manage potential conflicts, while maintaining the multiple values of the coastal environment, future use and development needs to be directed to locate in appropriate areas, and activities in the CMA limited to those that have a functional or operational need.

If highly valued natural character parts of the coast are to be retained for future generations careful regard has to be given to one-off development in the coastal environment, particularly in undeveloped areas.

Some activities in the CMA require significant supporting infrastructure, such as processing facilities, car parking, buildings and facilities. In considering the appropriate location for subdivision, use and development, all of these matters need to be considered at the same time to determine the whether the proposed location is appropriate.

The coast is our 'commons' and a highly used open space area. It is a matter of national significance that public access to and along the coast is maintained and enhanced. Public access needs to be provided for in managing use and development, and restrictions on public access limited to where it is necessary to protect specific values, or for the safe use and operation of an area.

## 2.7.3 Managing the Hauraki Gulf/Te Moana Nui o Toi/Tikapa Moana

### Objectives

1. The management of the natural, historic and physical resources of the Hauraki Gulf and its islands reflects and appropriately provides for:

a. the national importance of the interrelationship between the gulf, its islands, and catchments

b. the traditional, cultural and spiritual relationship of Mana Whenua with the gulf and its islands.

2. The life-supporting capacity of the gulf and its marine ecosystems is protected, and where appropriate, enhanced.

3. The ecological and biodiversity values of the gulf are protected, and where appropriate, enhanced.

4. Forms of use and development that support the social and economic well-being of the resident communities of Waiheke and Great Barrier islands, while maintaining, or where appropriate, enhancing the natural, historic and physical resources of the islands, is encouraged.

5. Additional marine protected areas are supported, particularly where they link with restored or high-value ecological areas on the islands or in catchments of the gulf and will enhance the recovery of ecosystems and tourism opportunities.

6. The historic resources of the gulf, its islands, and catchments are protected, and where appropriate, enhanced.
7. The significant open space, recreation and amenity values of the gulf are maintained or enhanced.
8. The economic well-being generated from the use of the gulf's natural and physical resources is supported, while ensuring that activities:
  - a. avoid further degradation of environmental quality
  - b. sustain the life-supporting capacity of marine ecosystems.

### **Policies**

#### **Integrated management**

1. Encourage and support the restoration and enhancement of the Hauraki Gulf's ecosystems, its islands, and catchments.
2. Require use and development in the catchments, islands, and waters of the gulf to be managed so that the ecological values and life-supporting capacity of the gulf are maintained, protected, and where appropriate, enhanced.
3. Require use and development to be assessed in terms of their effect on the values of the Hauraki Gulf/Tikapa Moana as a whole, rather than on a jurisdictional, area-specific, or case-by-case basis.

#### **Maintaining and enhancing the values of the islands in the gulf**

4. Avoid use and development that will compromise the identified natural character, landscape, conservation, and biodiversity values of the islands.
5. Encourage the restoration and rehabilitation of natural character values of the islands of the gulf.
6. Support the establishment of a network of conservation and protected areas that link land and sea (blue-green networks) in recognition of the national significance of the terrestrial and marine habitats and ecosystems of the gulf.
7. Enhance opportunities for educational and recreational activities on the islands of the gulf if they are consistent with protecting their natural, historic, and physical values.

#### **Managing catchment land use activities and the marine environment**

8. Identify and protect areas or habitats, particularly those unique to the gulf, that are:
  - a. significant to the ecological and biodiversity values of the gulf
  - b. vulnerable to modification.
9. Work with agencies and stakeholders to establish an ecological bottom line, or agreed target, for managing the gulf's natural, historic and physical resources which will:
  - a. provide greater certainty in sustaining the gulf's ongoing life-supporting capacity and ecosystem services
  - b. assist in avoiding incremental and ongoing degradation
  - c. co-ordinate cross jurisdictional integrated management and effort to achieve agreed outcomes
  - d. better measure the success of protection and enhancement initiatives
  - e. assist in establishing a baseline for monitoring changes
  - f. enable better evaluation of the social and economic cost-benefits of management
  - g. promote and support an expanded green-blue network linking restored island and mainland sanctuaries with protected, regenerating marine areas where the ecological health and productivity of the marine area will be enhanced.

## Draft Auckland Unitary Plan - March 2013

10. Ensure that use and development of the CMA adjoining conservation islands, regional parks or Department of Conservation land, does not adversely affect their scientific, natural or recreational values.

### **Providing for the relationship of Mana Whenua with the gulf**

11. Work in partnership with Mana Whenua to protect and enhance culturally important environmental resources and values of the gulf that are important to their traditional, cultural and spiritual relationship with the gulf.

12. Incorporate mātauranga Māori with western knowledge in establishing management objectives for the gulf.

13. Require management and decision-making to take into account the historical, cultural and spiritual relationship of Mana Whenua with the gulf and its islands, and its ongoing capacity to sustain these relationships.

14. Use management and decision-making opportunities to enable Mana Whenua to exercise kaitiakitanga.

### **Maintaining and enhancing social, cultural and recreation values**

15. Identify and protect the natural, historic and physical resources that have important cultural and historic associations for people and communities in and around the gulf.

16. Identify, protect and enhance areas of high recreational use within the gulf by managing water quality, development and potentially conflicting uses so they do not compromise the particular values or qualities of these areas that add to their recreational value.

17. Encourage the strategic provision of infrastructure and facilities to enhance public access and recreational use and enjoyment of the gulf.

18. Ensure management of the gulf provides for a range of recreational experiences, including retaining undeveloped wilderness areas with high natural character values.

### **Providing for the use of natural and physical resources, and for economic activities**

19. Provide for commercial activities in the gulf and its catchments that support the gulf, regional and national economy while ensuring that the impacts of use, and any future expansion of use and development, do not result in further degradation of sensitive marine ecosystems.

20. Encourage the strategic provision of infrastructure and facilities that support economic opportunities for the resident communities of Waiheke and Great Barrier islands.

21. Promote economic development opportunities that complement the unique values of the islands and the gulf.

22. Promote the national significance of the marine park by:

- a. supporting the development of Auckland's waterfront as the gateway to the gulf
- b. promoting the gulf as a visitor destination.

### **Explanation**

Section 9 (5) of the HGMPA directs that the provisions of s. 55 of the RMA apply as though s. 7 and 8 and of HGMPA and a national policy statement.

The purpose of the HGMPA is to 'integrate the management of the natural, historic, and physical resources of the Hauraki Gulf, its islands, and catchments' (s. 3 (a) HGMPA).

The gulf is a cultural and natural touchstone of Auckland, but the State of our Gulf, State of the Environment



## Where to follow this in the Unitary Plan

Part 2 Natural heritage - objectives and policies  
Auckland-wide - objectives, policies and rules  
Coastal Marine zone - objectives, policies and rules  
Significant Ecological Areas – Marine overlay – rules  
Coastal Protection Yard overlay – objectives, policies and rules

## 2.8 Sustainably managing our rural environment

### Introduction

Rural land is defined as land outside the RUB and the limits to the rural and coastal towns and villages. The rural environment is subject to growth pressures from urban expansion and non-rural activities seeking to locate in rural areas.

Under the RMA, the council has a role to protect the production potential of the land to provide for future generations and to protect rural areas for their contribution to regional values, particularly landscape, natural character and indigenous biodiversity.

The role that rural and coastal towns and villages play in accommodating Auckland's growth is set out in Part 3.2.1.5 Rural and Coastal Settlement zone. This part focuses on managing the rural environment to retain and use its productive potential, biodiversity values, rural character and amenity values.

### 2.8.1 Rural activities

#### Objectives

1. Rural areas are a significant contributor to the wider economic productivity of Auckland.
2. Rural communities undertake rural production and other activities that support them while rural character is maintained.
3. Auckland's rural areas outside the RUB, and rural and coastal towns and villages, are protected from inappropriate subdivision, urban use and development.

#### Policies

1. Encourage the economic development potential of rural areas by supporting a diversity of rural activities that are based on the productive potential of the land and on the economic, social and cultural expertise of rural residents.
2. Activities typically associated with rural areas should:
  - a. depend on the use of rural resource
  - b. require a rural location
  - c. predominantly serve residents in rural areas.
3. Manage activities in rural areas so that:
  - a. there is no increase in urban activities in areas zoned rural
  - b. activities are of a type, scale, location and density that maintain or enhance the rural character of the different land use types
  - c. there is no significant increase in traffic generation that would require the premature upgrading of the local road network
  - d. they do not result in a significant or premature demand to provide, upgrade or provide water and wastewater infrastructure
  - e. adverse cumulative effects on rural values and the objectives of the rural zones are avoided.
4. Manage reverse sensitivity conflicts by preventing new lifestyle development in rural production, mixed rural and rural coastal areas and support management practices that contain adverse effects from rural production activities on the site.

- 
5. Require new rural lifestyle developments to adopt on-site methods to avoid reverse sensitivity impacts on existing rural production activities.
  6. Maintain a range of site sizes in rural areas, particularly large lots, to ensure adequate choice for primary production activities, including large farm holdings.
  7. Encourage improved land management practices in rural production areas to progressively reduce adverse environmental effects, particularly from sediment and contaminant discharges into freshwater bodies and the CMA.
  8. Protect and manage the natural character of the coastal environment, wetlands, lakes, rivers and their margins, ONLs and indigenous biodiversity in rural areas, while avoiding increases in scattered rural lifestyle lots.
  9. Enable the location and operation of significant infrastructure, including renewable electricity generation in rural areas.
  10. Avoid new rural lifestyle subdivision and development in areas containing significant mineral resources.

### **Explanation**

The policies seek to protect those areas valued by the community for their rural qualities, such as character or productive ability, so they remain rural and are not compromised now or in the future by urban activities, urban growth, or inappropriate rural activities.

## **2.8.2 Land with high productive potential**

### **Objectives**

1. The subdivision, use and development of elite and prime land is managed to maintain its capability, flexibility and accessibility for primary production.
2. The productive potential of land of lower soil quality is recognised.

### **Policies**

1. Avoid new rural lifestyle subdivision, use and development on elite and prime land.
2. Encourage activities that do not depend on using elite and prime land to locate outside these areas.
3. Recognise the productive potential of lesser soil quality together with other conditions such as favourable microclimate, good drainage, water availability or established physical, economic or social infrastructure and encourage the continued use of this land for rural production.
4. Enable the continued operation of existing non-soil dependent horticultural enterprises on elite or prime land where there are economic and operational benefits associated with concentrating such industries in specific rural localities.
5. Encourage land management practices that retain the physical and chemical capability of high-quality soils.
6. Support the allocation of water to areas of elite and prime land and to the areas of non soil dependent horticulture.

### **Explanation**

Land of high productive potential for agricultural production includes elite land (LUC Class 1) and prime land

---

(Class 2 and 3 LUC). This land is mapped on the Land Use Capability maps. The priority in these areas is to maintain the potential for these high-quality soils to be used for agricultural purposes, rather than activities that are not dependent on soil quality.

However, there are other areas of rural Auckland that support specialised horticultural production, particularly viticulture, which are not on Class 1, 2 or 3 soils. These areas have other advantages such as climate, drainage, water availability or established infrastructure that are equally beneficial as soil quality.

No matter what type of rural production occurs, retaining land with high productive potential for primary production gives us flexibility to improve our economic performance, sustainably manage our land resources and enable communities to strive for more sustainable lifestyles.

Significant areas of high productive potential have been lost to the expansion of metropolitan Auckland and countryside living development, resulting in the physical loss of land to buildings and hard surfaces. Countryside living produces a pattern of small sites that are impractical for intensive primary production due to their size, tenure and owner expectations. Therefore new rural lifestyle subdivision is to be directed away from elite and prime land and from other rural areas with recognised local production advantages.

### 2.8.3 Rural subdivision

#### Objectives

1. The productive potential of rural land is not undermined.
2. Further fragmentation of rural land by sporadic and scattered subdivision for urban and rural lifestyle purposes is prevented.
3. The use and development of existing titles rather than subdivision of land for new sites is encouraged.
4. The amalgamation and transfer of rural sites to areas that can best support them is encouraged.

#### Policies

1. Use existing rural sites rather than create new rural sites.
2. Provide new sites, other than in the Countryside Living zone, only to protect an identified significant ecological area and where the title created is transferred to either:
  - a. a Countryside Living zone
  - b. other receiving areas identified in this Unitary Plan
  - c. to serviced rural or coastal towns or villages identified as receiver areas.
3. Provide new subdivision for purposes other than rural lifestyle where it is for:
  - a. the creation of parks and reserves, including esplanade reserves
  - b. the establishment and operation of infrastructure
  - c. rural production purposes
  - d. marae, papakāinga, urupā and other activities that support Māori relationships with their land where this land is managed by the Te Ture Whenua Māori Land Act 1993
  - e. special circumstances that provide for economic, social or cultural needs of the local rural community, and that cannot be met through the use of existing titles.
4. Use the transferable development right process to ensure efficient use is made of existing rural titles and to:
  - a. manage population growth across all rural zones
  - b. improve environmental outcomes associated with the protection of identified areas of high natural values
  - c. improve the management of reverse sensitivity conflicts

## Draft Auckland Unitary Plan - March 2013

---

- d. avoid increasing the demand for infrastructure in remote areas, or across areas of scattered development.
- 5. Provide new rural lifestyle subdivision in Countryside Living zones.
- 6. Manage the location, scale, density and extent of countryside living zones to:
  - a. avoid areas that would undermine the integrity of the RUB or compromise the expansion of the satellite towns of Warkworth and Pukekohe, and rural and coastal towns and villages
  - b. avoid areas of identified high natural values and elite and prime land
  - c. avoid areas that would constrain the operation of existing mineral extraction activities or access to known and accessible future resources
  - d. maintain and enhance landscape and amenity values within the zone
  - e. consider opportunities for future intensification and retrofitting within the zone, including opportunities to be recipient areas for transferable development right lots
  - f. avoid reverse sensitivity effects that prevent the continued operation of existing rural activities.

### **Explanation**

These policies recognise that a rural lifestyle is attractive to many Aucklanders and enable countryside living in identified areas while balancing this against protection of productive potential and rural amenity.

## **Where to follow this in the Unitary Plan**

Rural Conservation, Rural Production, Mixed Rural, Rural Coastal and Countryside Living zones - objectives, policies and rules

Auckland-wide subdivision - objectives, policies and rules

Rural precincts - objectives, policies and rules

## 2.9 Responding to climate change

### Introduction

The global impacts of climate change are already becoming evident and further change is inevitable due to the greenhouse gases already in the atmosphere. This will have significant impacts on our economy, environment and society. Auckland's two main challenges are:

- to move from a fossil fuel-dependent, high energy using society to one that conserves energy and resources and minimises waste
- to develop resilience to the impacts of future climate change and position Auckland to take advantage of opportunities that arise from a changing climate.

In Auckland, climate change is unlikely to result in new natural hazards, but existing natural hazards are likely to worsen. For example, sea level rise, storm surges, tides and more sedimentation will increase coastal erosion, and more frequent or more intense storms will lead to more flooding. If climate change projections are applied in natural hazard assessment, then the risks can be appropriately managed.

Climate change is expected to have significant impacts on biodiversity and ecosystems. For example, higher temperatures and more frequent droughts could increase the risk of wildfire in Auckland's ranges and forests, and increased sedimentation and turbidity of estuaries and the marine environment could reduce coastal biodiversity. The extent of change could cause some native species to become extinct and entire ecosystems may also be lost. New pests and diseases could be introduced and some introduced species could switch from being relatively benign to outcompeting or preying on native species.

Through the Resource Management (Energy and Climate Change) Amendment Act 2004, three new matters were inserted into s. 7 of Part II of the RMA:

- the efficiency of the end use of energy
- the effects of climate change
- the benefits to be derived from the use and development of energy from renewable resources.

This chapter addresses both efforts to reduce greenhouse gas emissions (mitigation) and preparation for the impacts of a more variable climate (adaptation).

### Objective

1. Auckland's resilience to the effects of climate change is increased.

### Policies

1. Mitigate the adverse effects of climate change in Auckland by:

- a. enabling the reduction of the use of fossil fuels by integrating transport with land use and transport
- b. enhancing and supporting the development of energy-efficient public transport networks and services and active modes including walking and cycling
- c. promoting sustainable design in new development, including adopting a low-impact approach to water management
- d. protecting existing carbon sinks and promoting new carbon sequestration opportunities
- e. waste minimisation initiatives to reduce the amount of waste going to landfills and energy consumption associated with transport of waste.

2. Increase the resilience of Auckland's communities and natural and physical resources to the anticipated effects of climate change, such as sea level rise, more frequent and extreme weather events, and increased drought conditions, by:

- a. promoting sustainable design in new development, including water sensitive design
- b. taking opportunities to retrofit sustainable site and building design initiatives

- c. preserving, protecting, and enhancing the extent and quality of areas with existing and potential indigenous ecological value, by developing an adaptive management response to climate change threats, such as pest and disease, as these become more evident
- d. restricting urban development in flood prone areas and areas vulnerable to sea level rise.

### **Explanation**

Transport is a major contributor to carbon emissions, so mitigation policies are focused on improving the efficiency of transport and reducing use of fossil fuels. Integrating land use and transport will help decrease travel demand, and therefore fossil fuel use, by providing alternatives such as efficient public transport and attractive walking and cycling environments.

Our homes and other buildings are commonly inefficient, damp and difficult to heat. Sustainability principles to maximise energy efficiency through design, appropriate materials, and insulation, and opportunities to use renewably-sourced energy, such as solar power, will minimise greenhouse gas emissions at the building scale, largely by reducing energy consumption.

Carbon sequestration involves natural processes in ecosystems absorbing carbon dioxide from the atmosphere and storing it for long periods in plant material, such as growing trees, animals and soils. Deforestation is a major contributor to global climate change and converting land such as agricultural or degraded land to forest or wetlands, or riparian planting can provide significant carbon sequestration opportunities.

Reducing the amount of waste going to landfill cuts methane emissions and reduces energy consumption. Diverting organic waste from landfill reduces the generation of methane, minimises waste through re-use, and recycling reduces energy use, such as in manufacturing products.

### **Where to follow this in the Unitary Plan**

Auckland-wide objectives, policies and rules for urban design and air quality