

# PART 1 - INTRODUCTION AND STRATEGIC DIRECTION

## Chapter A: Introduction

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

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

Kīngi Pōtatau Te Wherowhero

### 1 Background

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

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

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

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

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

#### 1.1 Legacy plans

The Unitary Plan replaces the following legacy council RMA documents:

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

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- Auckland City District Plan – Isthmus section
- Franklin District Plan
- Manukau City District Plan
- North Shore City District Plan
- Rodney District Plan
- Papakura District Plan
- Waitākere City District Plan.

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

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

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

### 1.2 Mana Whenua

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

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

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

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

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

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

Mana Whenua have their own perspective on managing the natural and physical resources of Auckland, based on mātauranga Māori and tikanga. Tikanga underpins the way Mana Whenua view and interact with the environment and their role as kaitiaki. In the past, mātauranga Māori and tikanga had limited influence over council resource management decisions. However, amendments to the RMA and decisions by the courts have firmly established an obligation on decision-makers to give appropriate weight to the Mana Whenua perspective.

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

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

### 1.3 Our growing population

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

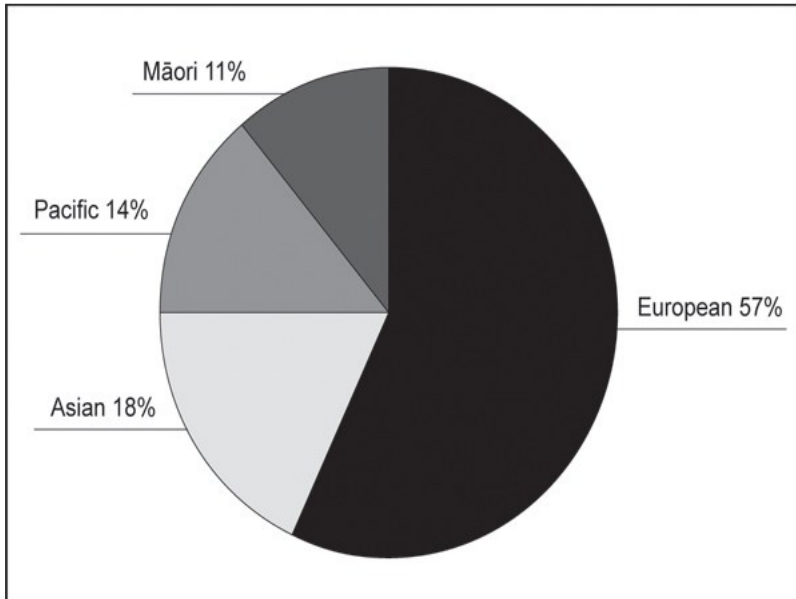
There are two key drivers of population growth: natural increase (births minus deaths), and positive net migration. Historically, population gains from natural increase have been relatively consistent. However, gains from immigration have been more variable and subject to national and international factors.

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

1 - Taken from local board estimate populations.

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

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

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

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

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

### 1.4 Our urban environment

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

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

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

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

### 1.5 Our rural and coastal environment

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

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

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

### 1.6 Our economy

Auckland is New Zealand's only city of international scale. It has over 132,000 registered businesses, which is a third of all businesses in the country. The city centre plays a pivotal role in Auckland's economic success as a hub for employment, business and financial services. The city centre is supported by a network of centres, such as Albany, Takapuna, Manukau, Newmarket and Ellerslie-Penrose. These centres provide their own mix of service industries ranging from professional, financial and retail to transport, logistics and industrial. Additionally, the airports and ports, which provide transport for imports and exports, and tourists, support Auckland's international status and contribute to its economic success.

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

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

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

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## 1.7 Our heritage

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

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

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

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

## 2 Statutory Framework

### 2.1 Resource Management Act 1991 (RMA)

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

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

- sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations
- safeguarding the life supporting capacity of air, water, soil and ecosystems
- avoiding, remedying or mitigating any adverse effects of activities on the environment.”

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

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

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

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

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

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

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

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

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

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

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

Treaty principles are not exhaustive and further principles may be developed in the future. It is important to note that these principles must be considered holistically rather than in isolation. This acknowledges the overlaps and synergies between them.

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

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

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

The Unitary Plan must give effect to national policy statements and national environmental standards, prepared by central government. National environmental standards are technical standards relating to the use,

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development and protection of natural and physical resources. National standards override existing provisions in plans that require a lesser standard.

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

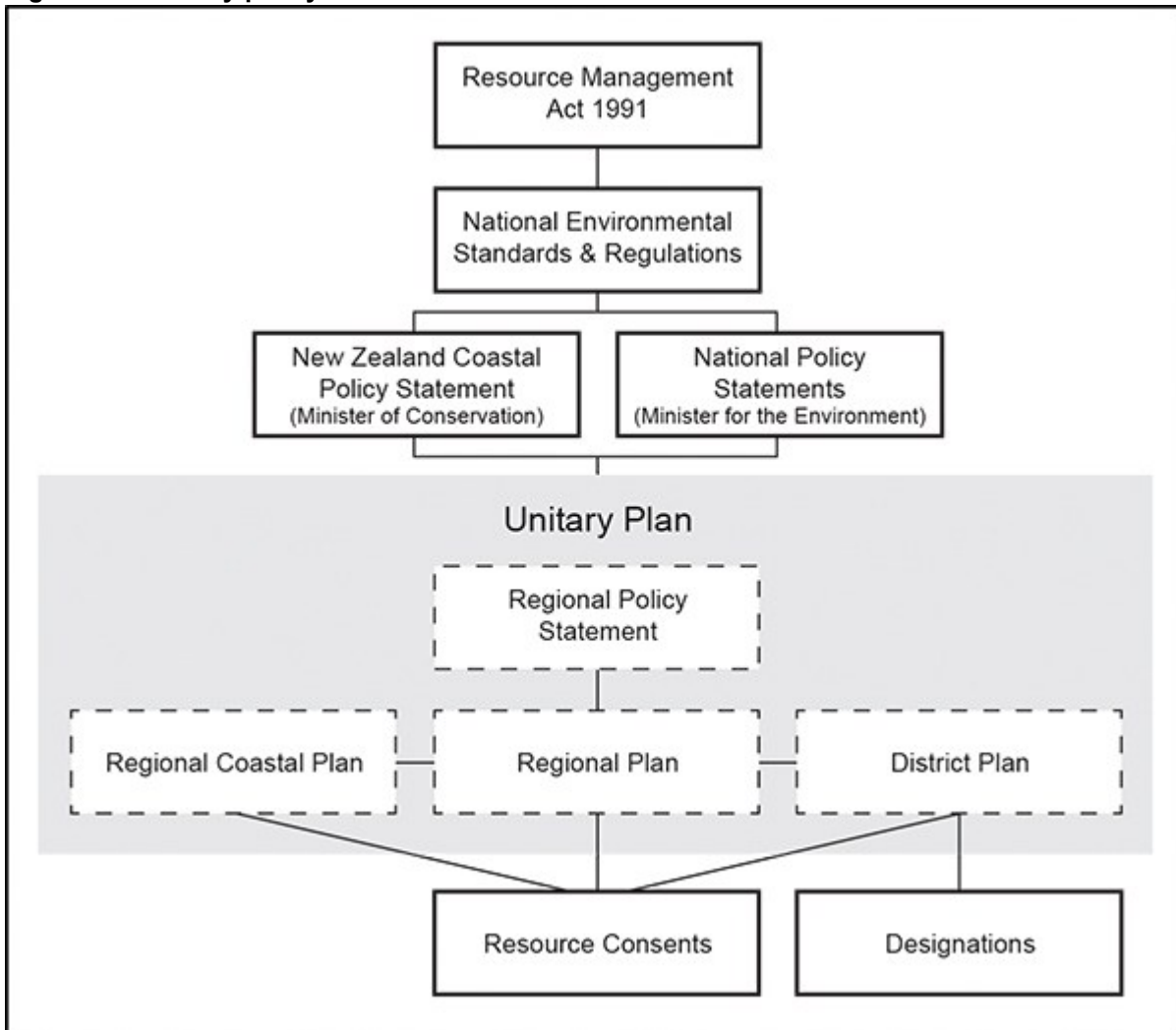
- management plans and strategies prepared under other Acts
- relevant entries in the Historic Places Register
- regulations relating to ensuring sustainability, or the conservation, management, or sustainability of fisheries resources (including regulations or bylaws relating to taiapure, mahinga mataitai,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

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



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Figure 2: Statutory policy framework



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## 3 Strategic Framework

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

### 3.1 Auckland Plan

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

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

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

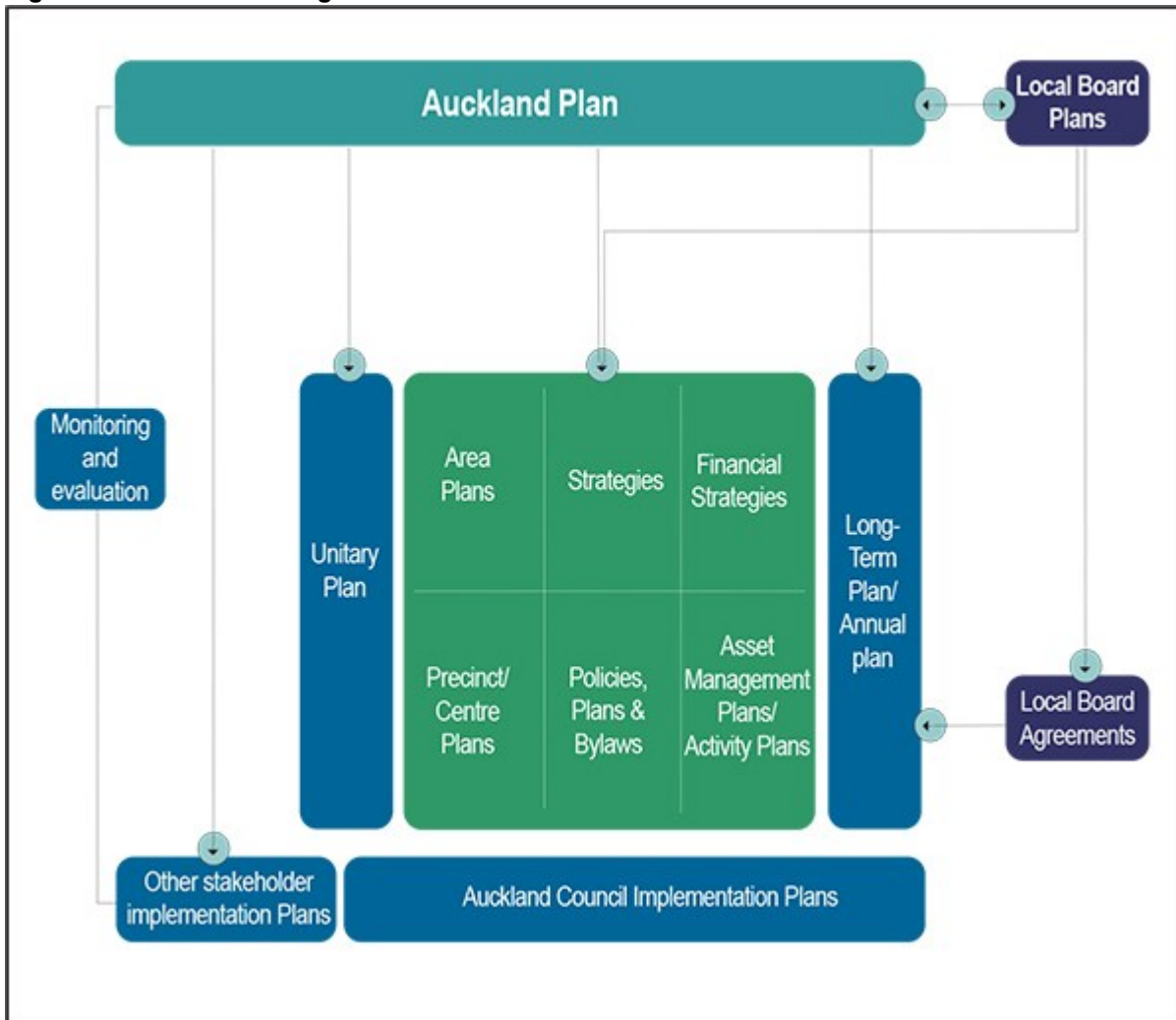
Other council strategies that are prepared under the Auckland Plan include the Waterfront Plan and the City Centre Master Plan. The Waterfront Plan sets out the vision and goals for the long-term development of the city centre waterfront and a strategy for the delivery of projects and initiatives over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

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

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

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Figure 3: Council's strategic framework



### 3.2 Māori Responsiveness Framework

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

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Table 1:

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

### 3.3 Sustainable management

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

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

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

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

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

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

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

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

### 3.4 Quality compact Auckland

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

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As Auckland's population heads towards two million, most neighbourhoods will continue to experience growth. However, not all neighbourhoods will have the same level of growth and change. The quality compact city model that the Unitary Plan adopts provides for lower levels of growth in neighbourhoods with recognised character, identity and heritage. Areas around centres and business areas, with well-connected street networks, and which offer good access to high-frequency public transport, community facilities and open space, are targeted for higher density living over time.

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

### 3.5 Responding to climate change

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

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

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

### 3.6 Integrated management

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

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

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

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## 4 Using the Unitary Plan

This section provides guidance on:

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

### 4.1 Structure of the Unitary Plan

The Unitary Plan is structured in 7 parts.

Table 2:

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

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

### Unitary Plan maps

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

### Interpretation of lists

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

## 4.2 Area based planning tools

### 1. Structure Plans

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

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

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



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the proposed street layout, can be incorporated into the Unitary Plan.

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

### 2. Framework plans

A framework plan is a voluntary mechanism for land owners to demonstrate and achieve a broad spatial pattern of land use, subdivision and development within a defined greenfield or brownfield redevelopment area.

Framework plans are applied at a finer-grained scale than structure plans. They are generally enabled following the approval of a structure plan or similar planning process. A framework plan itself requires a resource consent.

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

### 3. Concept plans

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

### 4. Integrated plan for Māori development

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

#### 4.3 Legal effect of Unitary Plan rules

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

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

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

Example legal effect table

Activity	Activity Status
XXXXXXXXXXXXXXXXXX XXXXXXXXXXXXX XXXXXXXXXXXXXXXXXX	X
XXXXXXXXXXXXXXXXXX XXXXXXXXXXXXX XXXXXXXXXXXXXXXXXX	XX



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

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

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

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

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

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

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

[rp/dp]

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



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

## 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, particularly significant 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 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 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 and well-being, 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
- visibility of Auckland's cultural diversity in urban design
- increased travel choices and a reduction in reliance on private vehicles.

### Social Well-being

Aucklanders' quality of life and their social well-being is influenced by the affordability of housing, access to quality public open space and access to social and community infrastructure.

Access to warm, dry and affordable housing is a basic human need. Auckland's popularity and continued growth in recent years has meant that housing is becoming increasingly unaffordable and out of reach for a large majority of first time home buyers. The issue is complex and influenced by a range of factors which

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

include:

- land availability
- the availability and costs of infrastructure
- the location of new housing areas in relation to public transport
- employment
- social and community infrastructure
- the sequence and timing of land release.

Collectively Auckland's public open spaces perform a range of functions that provide opportunities for a variety of recreational activities such as sports, exercising, relaxing and socialising, providing public access to the coastline, providing amenity and protecting and enhancing our natural and cultural heritage. As the city grows and intensifies, additional quality public open spaces and recreation facilities will be required.

Social and community infrastructure relates to public and private facilities and networks, which provide for Aucklanders' quality of life and socio-economic outcomes. Social and community infrastructure is an important asset to society as it provides:

- opportunities to learn
- facilities for the prevention and treatment of illness and injury
- facilities to support the justice system
- places where the community can come together to discuss issues, to participate in recreation activities or to socialise.

Auckland's continuing growth will necessitate a high quality network of accessible social and community infrastructure that meets Aucklanders' needs both locally, sub-regionally and regionally. This will need to be delivered by a range of providers including central government, local government and private organisations or individuals.

### **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 effective forms of development.

Auckland's significant infrastructure such as:

- the transport network
- electricity
- water and wastewater
- the telecommunication network
- the Port of Auckland
- Auckland Airport

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 new upgrades to services and amenities, such as water, wastewater disposal, transport and schools, will influence where and when new

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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 and priorities**

Strategic direction 10: Create a stunning city centre, with well-connected quality towns, villages and neighbourhoods.

- Realise quality, compact urban environments
- Demand good design in all development
- Create enduring neighbourhoods, centres and business areas.

Strategic direction 11: House all Aucklanders in secure, healthy homes they can afford.

- 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.

Strategic direction 12: Plan, deliver and maintain quality infrastructure to make Auckland liveable and resilient

- Protect, enable, align, integrate and provide social and community infrastructure for present and future generations
- Optimise, integrate and align network utility provisions and planning.

Strategic direction 13: Create better connections and accessibility within Auckland, across New Zealand and to the world.

- Integrate transport planning and investment with land use development.

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

## 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, 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.

Tourism also contributes significantly to the economic well-being of Auckland and New Zealand. 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
- incompatible land uses
- 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 and businesses, provides 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

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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 and support them 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, mineral extraction, tourism, the ports and marine transport, which are all significant contributors to Auckland's economic well-being.

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.

### **Transport and land use**

Transport and land use are closely interrelated and should be mutually supportive. The road network is the main interface of Auckland's transport system with land use. The impacts of land use on the operation and management of the road should be considered as part of delivering an efficient transport system. Well-designed transport systems service growth and development, and reinforce urban development patterns.

A key challenge for Auckland is the increase in traffic that will be caused by population growth and, historically, 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 does not 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.

Improving public transport options and connections along key transport corridors will encourage commuters to use public transport. Such a shift will help reduce congestion, and free up the roads for freight transport and other essential travel.

Delivering an efficient public transport system and providing sustainable transport options across Auckland requires careful management of competing activities in the road through both regulatory and non-regulatory methods.

A resilient transport network must be able to respond to changing transport requirements in the context of increased pressure from Auckland's growing population while being maintained in a way to ensure it delivers the right levels of service.

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

### **Physical infrastructure**

Decisions we make on physical infrastructure will have significant impacts, not just on Auckland but also on the



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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 and cost effective physical infrastructure in a timely manner.

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 wastewater network.

Auckland has invested heavily in areas such as Auckland Airport and the ports, together with supporting infrastructure such as public transport, energy supply and broadband. To provide for ongoing economic growth we need to ensure that freight can move across and through Auckland. We must continue to invest in our significant infrastructure assets, including adequate and reliable bulk water supply, wastewater reticulation and associated works, stormwater management, and transport networks to keep pace with our growth.

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 a small number of 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 fossil 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 at a range of scales
- enabling small-scale energy generation such as solar panels.

### Minerals

Our economically valuable minerals are primarily aggregates used by the construction industry, and are sourced from both land and the coast.

Regardless of the cyclic nature of the construction industry, we will need new quarries to meet future demand due to population growth and increased infrastructure. However, the expansion of existing quarries and supply of land-based aggregate in Auckland is constrained by the encroachment of development and reverse sensitivity

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effects. These constraints have resulted in more aggregate being sourced from outside Auckland, causing increased transport costs and associated environmental effects. The protection of Auckland's existing aggregate infrastructure is therefore important.

To provide for growth and development, and foster Auckland's economy, we need to provide for mineral extraction and ensure that existing and future quarries can operate efficiently within Auckland's boundaries.

### **Link to Auckland Plan**

#### **Auckland Plan strategic directions and priorities**

Strategic direction 6: Develop an economy that delivers opportunity and prosperity for all Aucklanders and New Zealand.

- Grow a business friendly and well-functioning city
- Develop a creative, vibrant international city.

Strategic direction 12: Plan, deliver and maintain quality infrastructure to make Auckland liveable and resilient.

- Protect, enable, align, integrate and provide social and community infrastructure for present and future generations
- Optimise, integrate and align network utility provisions and planning.

Strategic direction 13: Create better connections and accessibility within Auckland, across New Zealand and to the world.

- Manage Auckland's transport as a single system
- Integrate transport planning and investment with land use development
- Prioritise and optimise investment across transport modes.

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## 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 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 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
- wāhi tapu and sites and places 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 historic heritage. Lack of knowledge on places also limits our efforts to protect our historic heritage.

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

### Special character

Towns and villages have amalgamated to create Auckland, each bringing with them their own unique character and identity. Within Auckland, areas of special character have been retained and continue to be valued. Special 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 the past 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

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- more intensive use of rural areas for a range of non-production activities, particularly countryside living
- transformation from rural to urban uses at the urban edge
- redevelopment and intensification within urban areas
- development along the coastline and the islands' coastlines
- maintaining, upgrading existing or developing new 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 significant 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 are 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

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- 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 adverse effects generated from the land use and restore ecological features and functions where they have been compromised.

### **The Waitākere 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 Waitākere 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 Waitākere 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 Waitākere Ranges Heritage Area, particularly in relation to:

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

### **Link to Auckland Plan**

#### **Auckland Plan strategic directions and priorities**

Strategic direction 4: Protect and conserve Auckland's historic heritage for the benefit and enjoyment of present and future generations.

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

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Strategic direction 7: Acknowledge that nature and people are inseparable.

- Value our natural heritage.

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## 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. The development of Māori land and Treaty settlement land needs to be enabled to ensure that these lands and resources contribute to significantly lifting Māori social, cultural and economic well-being.**

**Development and expansion of Auckland has negatively impacted on Mana Whenua taonga, on customary rights and practices of Mana Whenua within their ancestral rohe. Further deterioration of taonga, sites and places of significance, and the values associated with cultural landscapes must be avoided. Degraded taonga and customary rights must be actively enhanced in order to restore the well-being and mana of those taonga, sites and places – and therefore the mana of the people. Mana Whenua participation in resource management decision-making, and the integration of mātauranga Māori and tikanga in resource management is of paramount importance to ensure a sustainable future for Mana Whenua and for Auckland as a whole.**

### Explanation

The council delivers its commitment to the Treaty through its Māori Responsiveness Framework and relationship with the Independent Māori Statutory Board (IMSB), and the Unitary Plan.

This issue focuses on Mana Whenua, represented by iwi authorities. In 2012, the council consulted with iwi authorities to identify issues of significance to Māori, which included:

- recognising the Treaty and enabling the outcomes that Treaty settlement redress is intended to achieve
- protecting Mana Whenua culture, landscapes and historic heritage
- enabling Mana Whenua economic, social and cultural development on Māori land and Treaty settlement land recognition of the interests and values of Mana Whenua, in the sustainable management of natural and physical resources including integration of mātauranga and tikanga in resource management processes, and customary rights
- increasing opportunities for Mana Whenua to play a role in decision-making, environmental governance, partnerships and participation
- enhancing the relationship between Mana Whenua and Auckland's natural environment, including customary uses.

### Recognition of the Treaty and the outcomes of Treaty settlements

The RMA requires the council to take into account the principles of the Treaty when exercising functions and powers in relation to managing the use, development, and protection of natural and physical resources. The principles of the Treaty are described in Chapter A, [section 2.2](#) of the Unitary Plan which outlines legislative requirements. In particular, it is important for the council to be proactive in taking into account the principles of active protection and redress in resource management processes. Taking into account these principles includes recognising and providing for Treaty settlement outcomes, where this is within the council's power.

Treaty settlements are significant events in the relationship between Mana Whenua and the Crown. Treaty settlements also change the relationship between Mana Whenua and the council. Treaty settlements are important to the future of Mana Whenua, the region and New Zealand. Mana Whenua see Treaty settlements as a positive turning point that also provides an opportunity for the council to assist in restoring the place and identity of Mana Whenua in Auckland and within their ancestral rohe.

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In accordance with the principle of active protection, the Unitary Plan takes into account the following factors:

- the Crown has an obligation to actively protect Māori interests
- the establishment of Māori institutions can advance Māori culture and the principles of the Treaty
- active protection may also require applicants to investigate alternative options which do not affect Māori relationships with resources.

Resource management processes must also take account of statutory acknowledgement areas determined by Treaty Settlement legislation.

In accordance with the principle of redress, the Unitary Plan takes into account the aims of redress as stated by the Office of Treaty Settlements:

- cultural redress is intended to meet the cultural interests of the Mana Whenua group
- cultural redress aims to protect wāhi tapu (sites of spiritual significance) and wāhi whakahirahira (other sites and places of significance), possibly through tribal ownership or guardianship
- cultural redress recognises the special and traditional relationship of claimant groups with the natural environment, especially rivers, lakes, mountains, forests and wetlands
- cultural redress gives claimant groups greater ability to participate in resource management, and to make decision-makers more responsible for being aware of their relationship with resources
- cultural redress provides visible recognition of the claimant group within their area of interest
- commercial redress is intended to contribute to the economic and social development of Mana Whenua.
- commercial redress recognises that where claims for loss of land and/or resources are established, the Crown's breaches of the principles of the Treaty will usually have held back the potential economic development of the claimant group
- commercial redress does not provide full compensation based on a calculation of total loss to Mana Whenua as this is not considered practicable or generally acceptable to the New Zealand public.

Cultural and commercial redress includes:

- transfer of Crown assets to the claimant group to help meet their economic interests
- transfer of Crown assets to the claimant group to help meet their cultural interests
- recognition of claimant groups' interests in other ways – for instance, involvement in decision-making about resources of cultural significance, or the creation of statutory instruments.

Parcels of Crown land transferred to Mana Whenua ownership as cultural redress include open space reserves. In many cases, Mana Whenua have agreed to receive and retain open space for the access and enjoyment of all Aucklanders. Any existing third party rights over Crown land (such as easements, leases and licenses) are also protected even if the land is transferred to Mana Whenua ownership.

A number of claims have recently been settled in Auckland, while other claims are still in the process of negotiation. Therefore there is a need to develop a consistent approach to recognising and providing for cultural and commercial redress components of Treaty settlements. The principles of active protection and redress guide the approach in the Unitary Plan to recognise Mana Whenua interests and values and to enable Mana Whenua to achieve the outcomes intended through the settlement of historical Treaty claims.



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

Wāhi tapu, sites or places 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 places within Auckland can be traced back to the aristocratic tūpuna who journeyed from Hawaiiki and who define the mana, identity and tikanga of Mana Whenua. These sites and places are imbued with mauri and wairua which bind the current generations through mana, tapu and whakapapa to these sites and places and associated tūpuna. Mana Whenua have an obligation to preserve the values associated with cultural landscapes and heritage. These sites and places are non-renewable resources that should be protected where possible, and ultimately enhanced or restored in order to revitalise the well-being and cultural integrity of Mana Whenua.

Auckland's growth and development has contributed to the loss and degradation of many ancestral taonga, the degradation of Mana Whenua culture and historic heritage, and the compromise of Mana Whenua interests and values. Infrastructure and development has destroyed numerous areas, sites and places of significance to Mana Whenua. 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.

Mana Whenua values and associations with a site and place have not always been appropriately acknowledged. The management of significant sites and places has not always enabled Mana Whenua aspirations. As a consequence, Mana Whenua have been hesitant to provide information to support scheduling of sites and places for protection in Auckland's legacy regional and district plans.

The protection of Mana Whenua sites and places must be improved to reflect the understanding that Māori identity is Auckland's point of difference. There is an urgency to identify and develop a method to enhance, protect and manage the values associated with cultural landscapes. Cultural landscapes provide the context for specific sites and places of significance to Mana Whenua, and articulate the narrative behind historical settlement patterns in Auckland. The volcanic maunga, moana and water tributaries are significant areas within these cultural landscapes. The use of place names which refer to Mana Whenua narratives is an example of how these resources can be recognised.

### **Māori economic, social and cultural development**

Mana Whenua continue to express a desire to occupy and use land within their ancestral rohe to develop social, economic and cultural activities. A small proportion of Auckland is Māori land, owned by Mana Whenua. Through the settlement of claims under the Treaty, Mana Whenua are acquiring further land and interests in resources in Auckland. The development of the Māori land resource is a priority for Mana Whenua, as is the development of land acquired through Treaty settlements.

Many Mana Whenua aim to re-establish marae and papakāinga within their ancestral rohe. Marae are a focal point for social, economic, and cultural development. Papakāinga is a form of communal development that encourages community identity and participation. Potential sites for marae and papakāinga include locations with access to customary resources or connections to sites and places of significance to Mana Whenua. Providing for marae and papakāinga in these locations provides for the relationship of Mana Whenua with their taonga. Marae and papakāinga may be established in urban or rural areas, on Māori land or on general land, in accordance with tikanga Māori. Marae and other Māori cultural institutions are also important facilities for mataawaka, and the wider community. Papakāinga-style development is a concept that could provide affordable housing and community infrastructure for mataawaka and the wider community.

### **Mana Whenua mātauranga and tikanga in sustainable management**

Kaitiakitanga denotes the practice of 'guardianship' in accordance with tikanga Māori and describes the Mana Whenua world view 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 tikanga and mātauranga which apply to the region's resources. For example, mātauranga indicators and monitoring frameworks have been developed by Mana Whenua. These indicators and monitoring

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frameworks can be used in conjunction 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 of resources are maintained for future generations.

Mana Whenua perspectives on other resource management matters are addressed in relevant issues. For example, concerns about water quality are included in 'Sustainably Managing our Natural Resources'. This approach reflects the importance of integrating Mana Whenua interests and values across the spectrum of resource management issues.

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

Mana Whenua often find they are not engaged early enough to participate in the design of plans and policies, and not involved in decision-making which can affect their interests, values, and customary rights. This lack of engagement limits Mana Whenua in their role as kaitiaki. It also minimises the opportunity for the Mana Whenua values associated with specific resources to be understood and addressed through resource management processes.

Mana Whenua expect to be actively involved in resource management processes, and require greater participation in resource management decision-making. Mana Whenua have requested joint management arrangements under s. 36b of the RMA to create shared decision-making bodies. Mana Whenua have also requested the full transfer of powers in accordance with s.33 of the RMA for particular resource management activities, for example, the consideration of resource consent applications for activities on Māori land.

It is important to build stable and equal partnerships which enable Mana Whenua to actively and meaningfully participate in the management of natural resources. For example, the council could contribute to Mana Whenua capacity to respond to requests to engage on resource management issues.

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

Mana Whenua maintain an unbroken cultural and spiritual connection with the whenua and resources of Auckland as kaitiaki. Kaitiakitanga is irrespective of 'ownership' in a contemporary sense. In many parts of Auckland, industrial, commercial, residential and rural development has destroyed, damaged, or polluted resources and degraded the mauri of the natural environment. This degradation has obstructed the ability of Mana Whenua to maintain their relationship with natural resources, and to sustainably manage resources in accordance with mātauranga and tikanga. Mana Whenua have an obligation to look after and preserve our environment for future generations. As kaitiaki, Mana Whenua emphasise the need to enhance and restore, or where not possible, to maintain and enhance the mauri of Auckland's biodiversity and natural resources.

Mana Whenua also maintain customary use of indigenous flora and fauna. Many plant species and animal products are valued for use in activities such as weaving, rongoā and kai. Mana Whenua value the ability to access, harvest and use ancestral taonga for customary, social, cultural and economic purposes. Public open space, areas of ecological significance and the coastal environment provide opportunities to facilitate customary use and cultural activities to revitalise the mātauranga and tikanga of Mana Whenua.

The waiora of water relates to water's spiritual essence to cleanse. 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 affects the capacity of Mana Whenua to extend manaakitanga. Mana Whenua cannot manaaki when there is no more plentiful food to harvest or water levels are too low to sustain food resources. The well-being of people relies on water remaining a natural asset – a taonga – for generations to come.

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

The coast is of utmost importance to Mana Whenua. The ongoing disturbance and development of the coastline causes great concern. Pollution continues to impact on the mauri of waterways and harbours. These concerns relate to the adverse effects of development on the mauri of harbours and coastal waters, and on sites and places of significance in coastal areas.

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

Sites and places of significance to Mana Whenua are concentrated in coastal areas. These sites and places include ancestral papakāinga, pā, mahinga kai, mātaimai, wāhi pakanga, urupā and wāhi tapu, tauranga waka, and areas of cultivation. These sites are at risk of destruction unless a precautionary approach is taken to protecting Mana Whenua cultural heritage.

### **Link to Auckland Plan**

#### **Auckland Plan strategic direction and priorities**

Strategic direction 2: Enable Māori aspirations through recognition of Te Tiriti o Waitangi and customary rights.

- Establish papakāinga in Auckland
- Enable Māori aspirations for thriving and self-sustaining marae
- Enable Mana Whenua to participate in co-management of natural resources
- Explore partnerships with Mana Whenua to protect, identify and manage wāhi tapu.

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

## 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 sustainably 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, significant infrastructure, wastewater disposal, stormwater and discharges to air. We have to manage natural resources such as water, aggregates, soil, and coastal resources in ways that minimise the impact on the environment and communities.

### Freshwater systems

Auckland's natural freshwater systems are susceptible to adverse effects from urban and rural land use and development. Many of our rivers, streams, wetlands and their margins have been permanently lost or fragmented through infilling and piping, or degraded as a result of land use and development practices. This has led to a loss of biodiversity and the important community, cultural and natural values that freshwater systems provide.

Development needs to be appropriately managed so that these important natural and community resources are not lost or further degraded.

### Water quality

The quality of Auckland's fresh and coastal waters can be degraded by urban and rural land uses. Unless appropriately managed, future development may increase existing effects and degradation.

Stormwater runoff is a significant cause of degraded fresh and coastal water and sediment quality in urban areas. Contaminants like sediment, metals and hydrocarbons from buildings, roads, carparks and other hard surfaces are carried in stormwater to groundwater, rivers, streams, estuaries and harbours where they affect aquatic life. Pollutants from industrial sites, or even everyday activities like painting or house washing, can also affect water quality.

Parts of central Auckland are still serviced by a combined stormwater/wastewater sewer system which is designed to discharge a mix of stormwater and wastewater. Intensification, ageing infrastructure and poor wastewater connections can also increase the frequency and volume of wastewater overflows which can degrade water quality in our harbours and city beaches to levels that can affect human health, use and enjoyment of these areas.

In rural areas, nutrients from livestock wastewater systems, pasture and fertiliser application can runoff directly into estuaries, tidal inlets, streams and lakes or leach into groundwater. Sediment from land and stream bank erosion, particularly where riparian margins are not present, also degrades fresh and coastal water quality.

Point source discharges are the easiest source of nutrients to control as flows are concentrated and managed. However, diffuse runoff from rural land contributes significantly to sediment and nutrient loads and is more

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difficult to manage, generally requiring a change in farming and land use practices.

### **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.

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 Waitemata 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 groundwater 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.

### **Genetically modified organisms**

The outdoor use of genetically modified organisms could adversely affect our environment, economy and social and cultural resources and values. There is a lack of information, including scientific uncertainty, concerning the effects of GMOs in the environment and risks of irreversible adverse effects which could be substantial. We need to adopt a precautionary approach to managing the risks associated with the outdoor use of GMOs.

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### 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, adjacent to streams and exposed ridgelines. Some existing development, including infrastructure, is already located on land that may be subject to natural hazards. This needs managing to ensure that the risk is not increased.

The most frequent natural hazards in Auckland are:

- flooding from river inundation and overland flows
- 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 effects of natural hazards and impacts of climate change.

Flooding has significant effects on people, property and the environment across Auckland, in both rural and urban catchments. Flood hazards include flooding of river and stream valleys, overland flow of stormwater and inundation in areas where the drainage system can become blocked during storm events (flood prone areas). Flood peaks can be heightened by an increase in impermeable surfaces in urban catchments. Risk associated with these hazards is often exacerbated by the inappropriate location of buildings and infrastructure.

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, air quality sometimes fails to meet the government's national environmental standards for air quality or Auckland Ambient Air Quality standards (AAAQS). Emissions to air can result in elevated levels of particulate matter, nitrogen dioxide and other pollutants which are linked to negative health effects.

The social and economic cost from particulate emissions in Auckland is significant.

The main contributors to air pollution are domestic fires, transport (predominantly motor vehicle emissions), and to a lesser extent, industry. Reduction in emissions from transport 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.

Over the years emissions from industry have reduced due to more efficient production methods, better control technology and change to cleaner burning fuels. However, while industry contributions to regional air pollution have reduced, industry emissions can still impact on local air quality.

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Adverse effects from air quality can be exacerbated by land use. Population growth in Auckland is intensifying pressure on competing and incompatible land uses. The inappropriate location of activities that discharge pollutants to air or activities sensitive to air discharges can aggravate any adverse effects from air discharges.

Our focus on a compact urban form and improvements through the provision of alternative transport options supported by operating the transport system in an integrated manner can contribute to lowering air discharges and improving air quality.

### **Link to Auckland Plan**

#### **Auckland Plan strategic direction and priorities**

Strategic direction 7: Acknowledge that nature and people are inseparable.

- Value our natural heritage
- Sustainably manage natural resources
- Build resilience to natural hazards



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

## 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.**

**Subdivision, use and development within the coastal environment needs to be in an appropriate location and of an appropriate form. Some forms of subdivision, use and development are dependent on the natural and physical resources of the coastal environment for their operation, and provision needs to be made for these in appropriate locations.**

### 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.

Some activities that generate significant benefits to the national and regional economy are dependent on a coastal location for their operation, including the commercial port, international airport, marine industry and aquaculture. The coastal environment also plays a significant role in the delivery of passenger transport services in Auckland.

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

Subdivision, use and development of the coast for marine-related and other activities, including significant infrastructure such as ports, airport and maritime transport, contributes to our social and economic well-being. There is a need to provide for the efficient use and development of significant infrastructure within the coastal environment to enable the Auckland community to provide for its social, economic, and cultural well-being. However, these activities need to be accommodated in a way that will result in the sustainable management of the natural and physical resources of the coastal environment.

The coast is a desirable place to live and competition for land has the potential to displace or limit marine-related and other activities relying on a strategic coastal location, if this is not carefully managed. Coastal land owned by Mana Whenua provides important locations for papakāinga, marae, and related activities. In some cases, coastal land has been returned through Treaty settlement as cultural or commercial redress.

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 pollution affect human health and 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.



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

### **Link to Auckland Plan**

#### **Auckland Plan strategic direction and priority**

Strategic direction 7: Acknowledge that nature and people are inseparable.

- Sustainably manage our natural resources
- Treasure our coastline, harbours, islands and marine areas
- Build resilience to natural hazards.

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

## 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 can result in loss of rural character and increased demand for new or upgraded physical and social infrastructure services such as stormwater, wastewater or public transport. This may lead to ad-hoc and unintended growth of new rural settlements. However, rural land owned by Mana Whenua provides important locations for papakāinga, marae, and related activities. In some cases, rural land has been returned through Treaty settlement as cultural or commercial redress.

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 and priorities

Strategic direction 9: Keep rural Auckland productive, protected and environmentally sound.

- Create a sustainable balance between environmental protection, rural production and activities

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

connected to the rural environment

- Support rural settlements, living and communities.

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

## 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 increasing 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, flooding and erosion in low-lying coastal land.
- Decline and changes in biodiversity and ecosystems, including shifting habitats in coastal areas as a result of sea level rise.

The 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 including from the Awhitu Peninsula, the South Head and eastern edge of Kaipara Harbour. However, this is reliant on emerging technologies and we have to balance the benefits of new technology against environmental effects. Auckland has potential for additional wind capacity and micro or mini hydropower generation, but there is limited potential for tidal, geothermal and biomass generation. There is also potential for a substantial increase in the uptake of solar thermal (hot water) generation, and small-scale applications for solar photovoltaic methods and systems.

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Renewable generation will also be important for Auckland's rural communities, improving their energy resilience and making opportunities of currently unused energy sources.

### **Adaptation**

Experts expect future climate variability to have a profound effect on the environmental processes that cause natural hazard events. Climate change will affect the location of new development and infrastructure and how we manage risks in existing locations. 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 uses a greater proportion of renewable energy, conserves energy and resources and minimises waste.

### **Link to Auckland Plan**

#### **Auckland Plan strategic direction and priorities**

Strategic direction 8: Contribute to tackling climate change and increasing energy resilience.

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

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

## 2 Enabling quality urban growth - Tāhuhu whakaruruhau ā-tāone

### *He tāhuhu whakaruruhau*

The sheltering ridge pole.

### 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 include the metropolitan area, the satellite towns of Warkworth and Pukekohe and the rural and coastal towns and serviced villages.

The primary policy approach is to provide for housing choice and affordability and focus residential and business growth in centres, within neighbourhoods and along frequent transport routes. Transport and other infrastructure is to be integrated with growth, while enabling business and residential development. Emphasis is placed on creating a quality built environment. Urban growth needs to make the best use of existing significant infrastructure, recognising protected values such as historic character and ecological areas, while considering constraints such as natural hazards.

Objectives, policies, methods relating to business land supply and business activities are in the RPS - Commercial and Industrial Growth section.

#### Objectives

1. A quality compact urban form with a clear defensible limit (Rural Urban Boundary - RUB) to the urban expansion of the metropolitan area, satellite towns, rural and coastal towns and serviced villages.
2. Urban growth is primarily focussed within the metropolitan area 2010.
3. Land within and adjacent to centres, frequent public transport routes and facilities is the primary focus for residential intensification with a lesser degree of intensification in surrounding neighbourhoods.
4. The focus for urban growth outside of the metropolitan area 2010, 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, the metropolitan area 2010, the RUB, the satellite towns, rural and coastal towns and serviced villages.
2. Enable higher residential densities and the efficient use of land in neighbourhoods:
  - a. within and around centres and within moderate walking distances from the city, metropolitan, town and local centres
  - b. in areas close to the frequent public transport routes and facilities
  - c. in close proximity to existing or proposed large open spaces, community facilities, education and healthcare facilities
  - d. adequately serviced by existing physical infrastructure or where infrastructure can be efficiently upgraded.
3. Provide for and encourage residential intensification within centres while ensuring that:
  - a. there is a broad mix of activities within centres
  - b. residential activities do not compromise the ability for mixed use developments, or commercial activities to locate in centres
  - c. development uses land efficiently.

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### Methods

#### Regulatory

Unitary Plan:

- Appendix 1.1 and 1.2 on structure plan guidelines and the metropolitan area 2010.
- RUB – RPS maps on the council GIS viewer to show the maximum extent of the urban area.
- The Unitary Plan will be changed to define the RUB around rural and coastal towns and serviced villages and other areas the council has deemed necessary.
- Zones objectives policies and rules for the Future Urban zone.

#### Explanation and reasons

These objectives, policies and methods recognise the need for a well-located and designed compact urban form, and the natural and built character of the urban environment. A quality compact urban form delivers a range of benefits by:

- creating a range of housing choices 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
- supporting access to open space, community facilities, and education facilities.

The objectives and policies recognise the need to focus residential intensification within the metropolitan area 2010 and within centres. The benefit of this policy approach is that it provides for more efficient use of existing infrastructure and services and enables people to be closer to employment opportunities.

The policy approach focuses urban activities to identified areas, rather than urban activities developing in an ad hoc manner in the rural environment. It also focuses infrastructure investment in identified locations and supports the development of identified growth areas or existing towns and serviced villages.

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## 2.2 A quality built environment

### Introduction

This section sets out objectives and policies to deliver quality, sustainable development as Auckland moves to a compact urban form. A quality built environment is one which maximises opportunities for the well-being of communities and social and economic exchange by providing safe and lively streets and public spaces, fronted by visually rich and engaging buildings. In the New Zealand, and particularly the Auckland context, with its numerous volcanic cones and extensive shoreline, it is one where buildings respect and respond to the natural environment in which they are placed.

A robust design process is part of achieving a quality built environment, and results in development that contributes to an Auckland that is a sustainable, attractive and desirable city to live, work and play in.

### Objective

1. A quality built environment where development, including subdivision, across the site, street, block, neighbourhood and city scales:
  - a. recognises Auckland's sense of place and enriches its landscape, character, heritage and legibility (identity)
  - b. provides for a rich mix of choice and opportunity for our communities and can adapt to changing needs (diversity)
  - c. considers and reinforces use, activity centres, energy systems and movement networks which are well connected and provide convenient and equal access for all (integration)
  - d. supports and optimises the full potential of a site's intrinsic qualities, including its shape, landform, outlook and relationship to its surroundings (efficiency).

### Policies

1. Require development to be designed to integrate all elements of a place, buildings or space into a coherently designed solution.
2. Design development to respond positively to the site, its context and the planned future character of the place, and to reinforce the role of the public realm as the primary place for public interaction.
3. Require development to contribute to the safety of the street and neighbourhood.
4. Encourage development which is designed for change of use through time.
5. Design development with a level of amenity that enables long term options for living and working.
6. Encourage development to be designed to have equal access for people of all ages and abilities.
7. Require a high standard of design in areas of residential and business intensification.
8. Enable the development of a range of built forms within neighbourhoods to support maximum choice and recognise different lifestyles.
9. 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.
10. Balance the place and movement functions of streets while emphasising their role as places for people over movement of vehicles in centres and areas of residential intensification.
11. Require large scale development, and encourage all other development, to minimise its environmental impact through best practice sustainable design which incorporates energy efficiency, renewable energy generation, waste minimisation and water sensitive design.



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### Methods

#### Regulatory

Unitary Plan:

- Design statements
- Auckland-wide objectives, policies, rules and assessment criteria
- Zone objectives, policies, rules and assessment criteria
- Precinct objectives, policies, rules and assessment criteria.

#### Non-Regulatory

- The [Auckland Design Manual](#)
- Design review panels including the Auckland Design Panel
- Programmes that provide the community with information and increase their understanding on design and sustainability issues.

#### Explanation and reasons

A quality built environment is critical to the well-being of Auckland's communities and to its competitiveness, particularly as the city becomes more compact. Good design is a creative process that takes into account these issues and explores opportunities to deliver quality, sustainable and aesthetically pleasing development that provides for good public and private amenity.

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## 2.3 Development capacity and supply of land for urban development

### Introduction

This section sets out objectives and policies to enable sufficient development capacity in the urban area and sufficient land for new housing and businesses over the next 30 years, to support population and business growth within the RUB.

The objectives and policies direct where urban growth should be located. They identify how suitable land will be managed, until the land is re-zoned for urban development. They also set out the process the council will follow to ensure urban development is supported by infrastructure and services to deliver a quality compact urban form.

### Objectives

1. Sufficient development capacity and land supply to accommodate projected population and business growth.
2. Up to 70 per cent of total new dwellings by 2040 occurs within the metropolitan area 2010.
3. Up to 40 per cent of total new dwellings by 2040 occurs outside of the metropolitan area 2010.
4. The development of land zoned future urban within the RUB occurs in an orderly, timely and planned manner.

### Policies

1. Maintain sufficient unconstrained residential and business land within the RUB to accommodate an average of seven years land supply at any one time.
2. Enable the continued use of land zoned future urban within the RUB for rural activities until urban zonings are applied through a structure plan and plan change process, provided that rural subdivision, use and development does not compromise the future urban use of the land or lead to land fragmentation.
3. Avoid urban development within:
  - a. areas with significant environmental, heritage, natural character or landscape values, including areas identified in [Appendix 3.1-3.2](#), [Appendix 5.1](#), [Appendix 6.2](#), [Appendix 9.1](#) and land governed by the Waitākere Ranges Heritage Area Act
  - b. scheduled sites and places of significance to Mana Whenua
  - c. areas of significant mineral resources
  - d. elite land
  - e. close proximity to existing or planned significant infrastructure, particularly where residential activities would cause reverse sensitive effects
  - f. greenfield land or future urban land affected by coastal inundation and projected sea level rise
  - g. areas prone to natural hazards. Where avoidance cannot be achieved in areas prone to natural hazards, urban development must be done in such a way that, individually or cumulatively, protects people, property and the environment from significant risks of natural hazards.
4. Stage the structure planning and rezoning of future urban zoned land and the provision of infrastructure within the RUB, in accordance with the following principles:
  - a. land should be rezoned following the approval of a structure plan prepared by either the council, the private sector, or public private sector partnership in accordance with [Appendix 1.1](#)
  - b. rezoning and infrastructure provision should be done in a logical sequence, and out of sequence infrastructure provision should be specifically avoided
  - c. new urban growth within the RUB should be immediately adjacent to existing urban land unless

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the separation is necessary to:

- i. avoid, remedy or mitigate significant conflict between activities
  - ii. ensure the efficient provision of infrastructure, including transport
  - iii. take account of the topography or other physical constraints
  - iv. avoid the areas outlined in Policy 3 above
- d. there is sufficient development capacity and land supply for both business and housing in each sector i.e. north, central, 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
  - f. the urban form and range of housing choices desired for the area are met
  - g. the ability to supply housing that is more affordable to households on low to moderate incomes.
5. Require comprehensive planned development of greenfield land zoned for business and residential uses, through a structure plan process to ensure development is aligned with the provision of significant infrastructure, stormwater management and achieves a well planned quality community.
  6. Require provision or upgrading of significant infrastructure to be coordinated with the structure and sequencing of growth and development, prior to the approval of an activity and/or development.
  7. Enable growth in new urban zones while protecting existing significant infrastructure from reverse sensitivity effects.

### Methods

#### Regulatory

Unitary Plan:

- Appendix 1.1 and 1.2 on structure plan guidelines and the metropolitan area 2010.
- RUB – RPS maps on the council GIS viewer to show the maximum extent of the urban area.
- The Unitary Plan will be changed to define the rural urban boundary around rural and coastal towns and serviced villages and other areas the council has deemed necessary.
- Zone objectives policies and rules for Future Urban zone.

#### Non-regulatory

- A sub-regional analysis will be prepared by the council in conjunction with infrastructure providers, iwi, landowners, developers, central government and other stakeholders to integrate and prioritise land delivery and investment in infrastructure to support the development of brownfield and greenfield land.
- Review the council's rating and development contributions policy.
- Investigate funding mechanisms to support urban development and the provision of infrastructure.

#### Monitoring and information gathering

- Monitoring - development capacity and land supply.

#### Explanation and reasons

These objectives, policies and methods provides a target for unconstrained land supply to ensure there is adequate land to meet projected population and business growth. The preparation of a sub-regional analysis will inform the council's land strategies and other documents such as the long-term plan, annual plan and asset

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management plans.

A higher proportion of growth is to occur inside the metropolitan area 2010. This means that growth can be avoided in more sensitive locations. It also provides for efficient use of infrastructure, and supports the use of public transport, community facilities and services.

Policy 2 outlines how the Future Urban zone is to be managed until a structure plan and a plan change is prepared to rezone the land to enable urban development. This policy supports a comprehensive approach to planning new urban areas. The structure plan guidelines in [Appendix 1.1](#) outlines what needs to be included in a structure plan.

The policies identify where urban development should be avoided and the principles for rezoning of land and infrastructure provision. These policies ensure that the Future Urban zone is developed in a logical sequence, is supported by planning and funding and significant infrastructure is aligned with growth and development. Growth is enabled while recognising that growth can have reverse sensitivity effects on significant infrastructure.

Policy 5 recognises that there are areas of greenfield land zoned for urban purposes that require comprehensive planning to avoid ad hoc development, ensure provision of infrastructure and enable efficient stormwater management.

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## 2.4 Neighbourhoods that retain affordable housing

### Introduction

This section sets out objectives and policies that seek to improve the affordability of dwellings for households on low to moderate incomes. These policies complement other policies that increase the supply of land for housing.

The purpose of the following policies is to provide dwellings that are affordable to households that are part of the intermediate housing market within new large-scale residential development. As of 2013, the intermediate housing market is estimated to be 18 per cent of all households within Auckland. In simple terms these households usually have incomes that are between 80 and 120 per cent of regional median household incomes.

The council will review the state of Auckland's housing market at least once every five years and identify the extent to which the land and housing market are meeting Auckland's housing needs. This review will take into account land supply, development costs and central government assistance in terms of income support and provision of social housing. This will help inform any future changes to the Unitary Plan including those that increase, reduce or remove the provisions relating to retained affordable housing.

### Objective

1. Neighbourhoods contain quality homes that help meet the housing needs of current and future, low to moderate income households.

### Policies

1. Encourage residential development to provide a range of dwelling types and sizes that help meet the housing needs of households on low to moderate incomes, including social housing and lower cost, market rate housing.
2. Require new large-scale residential development within the RUB and encourage all other development to provide a proportion of dwellings that are affordable for the intermediate housing market.

### Methods

#### Regulatory

Unitary Plan:

- Structure plan requirements
- Auckland-wide objectives, policies and rules for affordable housing.

#### Non Regulatory

- Regular regional housing needs assessment
- Provision of information on an annual basis house and site prices that would meet the definition of retained affordable housing
- Advocacy and liaison with central government, including housing accords
- Development of council owned land and joint ventures with the private and not-for-profit sectors.

### Explanation and reasons

Housing is fundamental to Aucklanders' social well-being and providing a diverse range of housing choice is necessary for building thriving, mixed communities. It is also critical for Auckland's economic performance. The Auckland Plan identifies increasing the supply of housing that is affordable to current and future Aucklanders as a significant issue for the region. There are three broad types of housing need in terms of affordability:

- Social housing - normally rental units where the rents are substantially below market rates, providing accommodation for households that are on very low incomes and/or are substantially disadvantaged. Typically this involves Housing New Zealand, but also involves a number of social housing providers

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including local government. It can include temporary and emergency shelter.

- Market rate affordable housing - housing that is offered for sale or rent on the open market without any form of subsidy or direct public assistance and which is affordable to households with moderate incomes because it is below median house prices due to its location, size and/or design.
- Affordable housing - housing that can be accessed by households who are part of the intermediate housing market without these households spending more than 30 per cent of their gross household income. Affordable housing can include a wide range of products such as shared ownership, shared equity, as well as controls on rental/capital growth that ensure that the units remains affordable into the long term.

The objectives and policies recognise the need to intervene in the housing market to increase the supply of housing that is affordable to households in the intermediate housing market. The priority given to the intermediate housing market recognises and complements the role government plays in the provision of social housing and the broader objective of the Unitary Plan to increase the supply of housing and neighbourhoods that provide a wider range of market rate homes.

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## 2.5 Rural and coastal towns and villages

### Introduction

This section sets out the objectives and policies to manage urban growth in rural and coastal towns and villages. It sets out how the 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 the council will consider proposals for new towns or villages and provide criteria that will be used to assess such proposals.

### Objectives

1. Growth in towns and villages is sustainable and efficient, capturing and enhancing the local 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 zones existing at September 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 and well-performing wastewater facilities with additional or planned and funded capacity, to be developed in a manner that:
  - a. achieves an orderly and contiguous connection with the existing settlement
  - b. achieves a clear break between other nearby towns and villages
  - c. incorporates affordable, feasible, sequenced and funded social and physical infrastructure
  - d. provides high resilience to future risks, avoiding locations with significant natural hazard risks for urban development
  - e. avoids urbanisation of elite and prime land, and maintains adequate separation between incompatible land uses
  - f. achieves high environmental performance and a 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 1.1](#)
  - k. avoids identified sites, places and areas:
    - 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
    - vi. within an electricity transmission corridor.
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 rural community

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- 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 with the exception of 1a.
  - b. does not compromise the achievement of the objectives and policies in section 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 1.1](#)
  - g. achieves environmental restoration and enhancement of degraded areas with an overall net benefit
  - h. provides attractive public open space, walking and cycling opportunities.

### Methods

#### Regulatory

##### Unitary Plan:

- Appendix 1.1 and 1.2 on structure plan guidelines and the metropolitan area 2010.
- RUB – RPS maps on the council GIS viewer to show the maximum extent of the urban area.
- The Unitary Plan will be changed to define the rural urban boundary around rural and coastal towns and serviced villages or other areas the council has deemed necessary.
- Zone objectives policies and rules for Future Urban zone.

#### Non-regulatory

- A sub-regional analysis will be prepared by the council in conjunction with infrastructure providers, iwi, landowners, developers, central government and other stakeholders to integrate and prioritise land delivery and investment in infrastructure to support the development of brownfield and greenfield land.

#### Monitoring and information gathering

- Monitoring - development capacity and land supply.

#### Explanation and reasons

These objectives, policies and methods identify the growth management approach for rural and coastal towns, serviced villages and unserved villages.

The establishment of a RUB around towns and serviced villages will provide for growth to be undertaken in a complementary manner to their existing character and physical environment. Policy 1 will only be in place until



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a RUB is established around each town and serviced village.

Policy 2 anticipates little or no growth in unserviced villages, recognising the servicing constraints of these areas and the need to capture and enhance their local character. This policy encourages the development of existing lots while limiting the need for the provision of infrastructure. It also provides for limited business and local recreation opportunities recognising that these activities support the surrounding rural community.

The objectives and policies outline the management approach for proposals that seek to expand existing towns and serviced villages. The policy supports existing towns and serviced villages by directing growth to them, allowing for the efficient use of existing infrastructure and future infrastructure funding.

Objective 4 and policy 3 seek to avoid new towns or villages outside the RUB and to prevent urban expansion into rural areas. The criteria in policy 1 relating to the expansion of towns and serviced villages emphasises the priority for growing them over establishing new towns and serviced villages. It is expected that any new towns or villages established under Policy 3 will need to provide the necessary infrastructure and services to be self-sufficient.

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## 2.6 Public open space and recreation facilities

### Introduction

Auckland has a vast network of public open spaces that covers a wide variety of environments ranging from volcanic cones to coastal habitats and from bush covered areas to artificial playing fields.

Collectively Auckland's public open spaces perform a wide range of functions which include:

- providing opportunities for a variety of recreational activities such as sports, exercising, relaxing and socialising
- providing public access to the coastline, islands and beaches
- providing amenity and respite
- protecting and enhancing our natural and cultural heritage, landscapes and ecological values.

Individual public open spaces may serve communities located within a close walking distance or may attract Aucklanders travelling by car and public transport across the region. These different functions make a significant contribution to the character of Auckland, the well-being of its people and its reputation for having an outstanding lifestyle with easy and free access to the outdoors.

Examples of public open space include:

- parks and reserves, which include local and regional parks, bush and wilderness areas e.g. Long Bay, Murphy's Bush, Otuataua Stonefields, Western Springs and the Waitākere Ranges
- sports parks, which include sports fields, hard courts and greens e.g. Victoria Park and Lloyd Elsmore Park
- the margins of waterways and the coast, which includes esplanade reserves, beaches and coastal walkways, including land previously reclaimed e.g. Takapuna Beach Reserve, Mission Bay and Manukau coastal walkways
- civic spaces, which include civic squares and plazas e.g. Aotea Square.
- greenways, which include a network of walkways, trails, cycleways and bridle tracks e.g. the Coast to Coast Walkway
- islands and volcanic cones/maunga e.g. Maungawhau (Mt Eden) and Rangitoto island.

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

- bowling greens and golf courses
- club rooms, changing facilities and toilets, boat ramps and parking areas
- swimming pools e.g. Tepid Baths and West Wave, Henderson
- recreation centres e.g. Massey Leisure Centre
- event and entertainment facilities e.g. Waikaraka Park.

Auckland's roads, streets and lanes, which include shared spaces and street berms are also an important component of the public open space network e.g. Elliot Street. These do not have a public open space zoning.

Auckland's CMA is a significant public open space and recreational resource. For additional policy direction on managing the CMA and public open space to and along the CMA see section 7 - Sustainably managing our

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coastal environment.

Open spaces and recreation facilities may be privately or publicly owned and operated. A Public Open Space zone has only been applied to privately owned land and or a facility where this is supported by the landowner.

As Auckland's population grows and development occurs, new public open spaces and recreation facilities will be required, and the existing networks of open space and recreation facilities will need to be expanded and upgraded to meet the needs of new residents and the increased level of use.

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### Objectives

1. A high quality network of public open spaces and recreation facilities that enhances quality of life for the diverse communities of Auckland, and contributes positively to Auckland's unique identity.
2. The protection and enhancement of the natural environment of public open spaces and cultural heritage places.
3. The recreational needs of Aucklanders are met through the provision of sufficient public open space, particularly in intensified urban areas.
4. Public access to Auckland's coastline, foreshore, beaches and special natural areas is maintained and enhanced.
5. 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, experiences and functions for Auckland's residents and visitors to enjoy.
2. Increase the public open space network and recreation facilities in areas where there is an existing deficiency, particularly in areas of intensification or growth, or where there is a future identified need.
3. Ensure the public open space network contains representative examples of the diverse landscapes, heritage (archaeological, historic and cultural) and natural values (ecological and biodiversity) of the Auckland region, and provides opportunities for people to interact with and appreciate this heritage.
4. Ensure Auckland has high quality and diverse public open space and recreation facilities sufficient to meet the needs of its growing and changing population.
5. Ensure public open space and recreation facilities are in locations accessible to users.
6. Connect public open spaces physically and visually, to create a network that enables people and wildlife to move around efficiently and safely.
7. Protect and enhance the landscape, heritage (archaeological, historic and cultural) and natural values (ecological and biodiversity) of Auckland's public open spaces.
8. Design and develop public open spaces and recreation facilities that:
  - a. are safe and attractive to users
  - b. reflect the character of the area and needs of the community in which they are located
  - c. incorporate the principles of sustainability so that designs are adaptable, multifunctional and use resources efficiently
  - d. are accessible to people of all ages and abilities.
9. Enable the provision of utility services necessary to service public open spaces and recreation facilities.
10. 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
11. Develop public open spaces which reflect Mana Whenua values, including:
  - a. providing for cultural institutions, including marae
  - b. restoring and enhance ecosystems and indigenous biodiversity, particularly taonga species
  - c. providing natural resources for customary use
  - d. providing opportunities for residents and visitors to experience Māori cultural heritage, while

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protecting Māori cultural heritage and sites and features of significance to Mana Whenua.

12. Require land use or development on surrounding land does not compromise the natural and cultural heritage values, landscape values, or recreational opportunities of public open space or recreation facilities, or access to them.
13. Facilitate public access and enjoyment of the margins of lakes, rivers, streams and the coast by:
  - a. providing areas of public open space that have high amenity values in these locations, including new parks and multi-use trails
  - b. enabling facilities that support water recreation activities to ensure they are appropriately located and designed e.g. boat ramps
  - c. ensuring landscape and natural values are protected.
14. Enable public access to, and along, the margins of lakes, rivers and streams unless restricting access 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.

### Methods

#### Regulatory

##### Unitary Plan:

- Auckland-wide objectives, policies and rules for: infrastructure, transport; network utilities and energy, subdivision, artworks, lighting, noise and vibration, signs and temporary activities.
- Zones objectives, policies and rules for: public open space, social infrastructure and major recreation facilities.
- Overlays objectives, policies and rules for: historic heritage, outstanding natural features, outstanding natural landscapes, volcanic viewshafts, significant ecological areas, Auckland War Memorial viewshaft, and indicative roads and open space.
- Precincts objectives, policies and rules for: public open space, social infrastructure precincts and major recreation.
- Taking esplanade reserves when land is being subdivided or developed.
- Designations by Auckland Council for regional parks and public open space.

##### Bylaws

- Public Safety and Nuisance Bylaw

##### Other

- Reserve Act status and preparation of Reserve Management Plans (Reserves Act 1977).
- Orders in Council for regional parks.

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- Auckland Conservation Management Strategy and conservation management plans.

### Non-Regulatory

Non-statutory plans and strategies:

- City Centre Master Plan
- Parks and Open Spaces Acquisition Policy
- Parks and Open Spaces Strategic Action Plan
- Sport and Recreation Strategic Action Plan
- Open Space Network Plans
- Provision Guidelines
- Greenway Plans
- Weed Management Plan
- Operational Guidelines
- Indigenous Biodiversity Strategy
- Asset Management Plans
- Historic Heritage Plan

### Advocacy and education

Monitoring and information gathering

Funding and assistance:

- developing, maintaining and operating the public open space network and recreation facilities (Long Term Plan, Annual Plan)
- development contributions policy.

### Explanation and reasons

The objectives, policies and methods set out above detail the individual components needed to provide, extend and improve a high quality network of high quality public open spaces and recreation facilities. Providing a network of high quality public open spaces and recreation facilities is particularly important for a growing city, as increasing numbers of people will rely on this network for their general well-being and recreational needs. Public open spaces also contribute significantly to Auckland's sense of place, including Auckland's Māori identity.

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## 2.7 Social infrastructure

### Introduction

Social infrastructure relates to public and private facilities and networks, which provide for Aucklanders' quality of life and socioeconomic outcomes such as 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
- facilities to support the justice system
- places where the community can come together to discuss issues, to participate in recreation activities or to 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 a high-value knowledge economy.

### Objectives

1. A high quality network of social infrastructure that meets Aucklanders' needs both locally and regionally.
2. Social infrastructure is located where it is accessible by a range of transport modes.

### Policies

1. Make social infrastructure accessible to users by providing for:
  - a. local small-scale social infrastructure so they are accessible to local communities e.g. medical centres, places of worship, care centres, primary schools, community halls
  - b. medium-scale social infrastructure e.g. civic buildings, libraries and art galleries in the city centre and in metropolitan and town centres
  - c. larger-scale land extensive social infrastructure e.g. hospitals, universities, large community churches and secondary schools in locations where the existing and/or proposed roading network has sufficient capacity, and 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 in brownfield and greenfield areas
  - 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. identifying new growth areas well in advance of their development so that forward planning of the provision of social infrastructure can occur via tools such as structure planning and designations to secure sites for future social infrastructure.

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3. Enable 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. Manage the transport effects of large scale social infrastructure in an integrated manner.
6. Require social infrastructure to:
  - a. be safe and functional for its users
  - b. be sympathetic to the character, both existing and future, of the area and community in which it is located
  - c. incorporates the principles of sustainable building design
  - d. maintain the amenity of any adjoining streets and sites.

### Methods

#### Regulatory

##### Unitary Plan:

- Auckland-wide objectives, policies and rules for: infrastructure, transport; network utilities and energy, subdivision, artworks, lighting, noise and vibration, signs, universal access, sustainable design and temporary activities.
- Zones - objectives, policies and rules for: rural, residential, business, city centre and future urban, cemetery, healthcare facility, major recreation facility, schools, universities and Māori purpose.
- Overlays - objectives, policies and rules for: airport approach path, aircraft noise areas, city centre port noise, high land transport noise and Māori land.
- Precincts - objectives, policies and rules for: observatory, learning, zoo and MOTAT, Auckland Museum and Ngati Whatua o Ōrākei.
- Designations by Requiring Authorities – such as Auckland Council, and the Ministers of Corrections, Courts, Education, Police, Social Development and Tertiary Education for sites to accommodate social infrastructure facilities.

##### Bylaws:

- Public Safety and Nuisance Bylaw.

#### Non-Regulatory

##### Non-statutory plans and strategies:

- City Centre Master Plan
- Community Facility Network Plans
- asset management plans
- National Infrastructure Plan 2011

Advocacy and education

Monitoring and information gathering

Funding and assistance:



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- Developing, maintaining and operating council owned social infrastructure and community facilities (Long Term Plan, Annual Plan)
- Development Contributions Policy

### **Explanation and reasons**

The objectives, policies and methods set out above outline 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 social, economic and cultural well-being.

## 3 Enabling economic well-being - Te whakatupu oranga whānau

### *Hei whakatupu oranga whānau*

Growing family well-being

#### 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, and for meeting demands for economic and social well-being associated with population growth.

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 provide for social and economic well-being
- an efficient urban form is achieved and productivity is maximised
- new development and commercial intensification and expansion is managed to achieve high amenity, efficiency and compact urban form.

##### Objectives

1. Employment and business opportunities 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 that:
  - a. promote sustainable and ongoing economic development
  - b. provide for the efficient use of buildings, land and infrastructure in business areas
  - c. avoid conflicts between incompatible activities.

##### 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 centres).
3. Sustain and enhance the role and function of centres as focal points for community interaction, by ensuring development within centres positively contributes to:
  - a. an attractive, functional and efficient urban environment with a distinctive sense of place, and a quality public realm
  - b. a diversity of activities including retail, with the greatest mix and concentration of activities in the City Centre, and a distribution of compact centres that provide for the needs of Auckland and its communities
  - c. increased employment opportunities with compatible residential development
  - d. a character and form that supports or serves compact mixed use environments
  - e. the efficient use of land, buildings and infrastructure and the redevelopment of sites
  - f. economic development and business activity
  - g. high quality street environments including pedestrian and cycle networks and facilities.

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4. Require development within identified growth corridors to primarily be of a character and form that supports or serves compact mixed use environments.
5. Provide for the outward expansion of metropolitan and town centres having regard to whether 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
  - d. retains or enhances the existing centre's role and function
  - e. adversely impacts the role, function and viability of other centres in the hierarchy
  - f. manages the effects of commercial activity at the interface with adjoining land uses
  - g. substantially reduces the opportunity for medium to high density residential development
  - h. 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
  - 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 above
  - 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 on identified growth corridors:
  - a. in business and mixed use zones, having regard to:
    - i. any strategic or significant adverse effects, including cumulative effects, of non-centre commercial activities on the functions and roles of the city centre, metropolitan and town centres
    - ii. community social and economic well-being and accessibility
    - iii. 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
    - iv. impacts on transport efficiency, including public transport and the road network
    - v. the impacts of the development on the efficient use of any scarce industrial land, in particular opportunities for employment for land extensive industrial activities
    - vi. avoiding conflicts between incompatible activities



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### Advocacy and education

- Reference documents e.g. National Guidelines for Crime Prevention through Environmental Design in New Zealand.

### Monitoring and information gathering

The council will seek to identify:

- a) the amount and location of greenfield land for the future growth of Land Extensive Industrial Activities
- b) changes to the existing patterns of distribution and levels of use of commercial centres;
- c) business supply and capacity changes, and whether these are sufficient to meet anticipated household growth.

### Funding and Assistance

- Align Long Term Plan processes including infrastructure funding processes with the development of City Centre, Metropolitan and Town Centres and Identified Growth Corridors.

### **Explanation and reasons**

The distribution and location of business activity plays a key role in the form and growth of urban Auckland. Business activity is vital to social and economic well-being.

The Unitary Plan seeks to enable business activity whilst achieving high environmental standards through avoidance, remediation or mitigation of any adverse effects. Intervention with regard to the distribution, scale and function of business activity is critical to promote sustainable resource management and a compact urban form. This intervention is for two main reasons:

1. To achieve a distribution of business activity that integrates with:
  - a. strategic servicing and transport infrastructure;
  - b. existing centre locations; and
  - c. higher density residential living.
2. There is strong demand for business and commercial activities in Auckland and if these are left unplanned there is an increased cost to the community.

In terms of the distribution of commercial activity, a compact urban form encourages more trips to be made by sustainable modes like walking and cycling, and provides for efficiencies in terms of public transport. At the same time, for some trips (such as accessing larger format retail activities) private transport will remain the primary mode for the foreseeable future, even with significant increases in public transport patronage.

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## 3.2 Significant infrastructure and energy

### Introduction

Auckland's network of significant infrastructure plays key roles locally, regionally and nationally. Infrastructure services and facilities are critical to enable people and communities and future generations to provide for their economic and social well-being and contribute to economic growth. Significant infrastructure includes transport networks (land, sea and air), water, wastewater and stormwater reticulation, energy transmission (electricity and liquid fuels), electricity generation, telecommunication and radio communication, defence facilities and public institutions.

Managing the effects of more sensitive land uses (reverse sensitivity) on the operation and capacity of infrastructure is required as Auckland grows. Conflicts or incompatibilities between adjoining land uses need to be avoided, or mitigated where possible, in order to ensure that the operation of significant infrastructure is not compromised.

National policy statements such as Renewable Electricity Generation 2011 also assist council to balance competing national benefits and local costs. Some of the adverse effects from network utilities and electricity generation facilities' are also addressed by other documents, such as national environmental standards, New Zealand standards and codes of practice.

As the transport system is both an infrastructure network and an integrated system, the objectives and policies in section 3.3 Transport must also be considered when addressing transport related matters.

### Objectives

1. Resilient infrastructure and a high quality service.
2. The benefits of significant infrastructure 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, safety 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 significant infrastructure is provided for and 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 electricity generation is enabled, and energy efficiency and conservation promoted.
5. Infrastructure planning and development is integrated and co-ordinated at an early stage with land use and development to support residential and business growth.
6. Auckland's significant infrastructure is protected from reverse sensitivity effects and incompatible subdivision, use and development.
7. The locational or function-based requirements of significant infrastructure are recognised.

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## Policies

### Provision of significant infrastructure

1. Provide for the efficient development, use, operation, maintenance and upgrading of secure and reliable infrastructure.
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 significant infrastructure with land use development by ensuring it is:
  - a. planned and funded at an early stage with land use provisions to provide for growth
  - b. provided to service land use development within the RUB
  - c. 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 significant infrastructure.
5. Provide for the locational requirements of significant 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 maintenance, upgrade, and future development, of significant infrastructure.

### Reverse sensitivity

7. Avoid reverse sensitivity effects by requiring subdivision, 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.

### Managing adverse effects

8. Where new or major upgrades to significant infrastructure are proposed within those overlays identified to protect landscapes, natural and historic heritage, ecological, biodiversity values, and scheduled sites and places of significance to Mana Whenua, the following matters must be considered 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. scheduled sites and places 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

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- v. natural ecosystems and habitats
  - vi. the extent to which the adverse effects can be avoided, remedied or mitigated.
9. Manage the adverse effects on the health and safety of communities and amenity values from new and/or major upgrades to significant infrastructure.
10. 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 electricity generation, energy efficiency and energy conservation**

11. Provide for renewable electricity generation activities to occur at different scales and from different sources, including small and community-scale renewable generation activities.
12. 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.

### **Methods**

#### **Regulatory**

##### Unitary Plan:

- Auckland-wide objectives, policies and rules for: network utilities and electricity generation facilities and subdivision
- Zone objectives, policies and rules for the Airport zone and application of zones to minimise reverse sensitivity effects on significant infrastructure
- Overlay objectives, policies and rules for the: Electricity Transmission Corridor overlay, Aircraft Noise overlay, Approach Path overlay
- Precinct objectives, policies and rules for the Airport precincts and Rodney Thermal Energy precinct
- Designations by Network Utility Operators.

##### Other

- National Environmental Standards for Electricity Transmission Activities and Telecommunications Facilities.
- The NZECP 34:2001
- National Code of Practice for Utility Operators' Access to Transport Corridors

#### **Non-Regulatory**

##### Non-statutory plans and strategies

- Preparation of plans and strategies on infrastructure e.g. Digital Enablement Strategy

##### Advocacy and education

- Advocacy to central government on the undergrounding of transmission lines in the urban area
- Education of communities around noise associated with ports and airports

##### Council coordination



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- Council led forums and working groups on infrastructure
- Liaison with Road Controlling Authorities and infrastructure providers to manage competing pressures for use of the road corridor.

### **Explanation and reasons**

The objectives and policies and methods recognise 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, the Unitary Plan seeks to ensure delivery is integrated and co-ordinated.

Significant infrastructure is critical to how Auckland functions, making it regionally and, in some instances, nationally important. This means subdivision, 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 objectives and policies also recognise that the development of significant infrastructure can have significant adverse effects on natural, landscape, cultural, and amenity values. Policy 8 provides guidance on how to balance the provision of significant infrastructure with the protection of these values. Policy 10 encourages co-location and co-siting as one means of reducing or avoiding adverse effects.

The objectives and policies give effect to the National Policy Statement for Renewable Electricity Generation 2011 and the National Policy Statement on Electricity Transmission 2010. These policy statements require the council to include provisions within the plan to support electricity transmission and renewable electricity generation infrastructure; in addition to managing their effects.

The demand for energy is a significant driver of demand for infrastructure. Amendments introduced to the Resource Management Act in 2004 now require 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.

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## 3.3 Transport

### Introduction

Auckland's transport system comprises:

- state highways, all other roads, rail, ports, airports and airfields, public transport (land and sea), parking spaces and structures, accessways, cycle and pedestrian routes, and all of their related facilities.
- broader elements including transport users and their behaviours, and the interaction between land use activities and transport networks.

Safeguarding the operation and management of the transport system as a physical resource requires consideration of multiple assets, activities, forms and functions. The establishment of transport infrastructure has had a fundamental role in shaping the form and 'structure' of urban development in Auckland. Some transport infrastructure requires significant investment in physical structures of a permanent nature.

Operating the transport network as part of a single transport system requires a combined and co-ordinated approach across many parties, including Auckland Council, Auckland Transport, New Zealand Transport Agency, Ports of Auckland Limited, Auckland International Airport Limited, KiwiRail and public transport operators. In addition, transport corridors may also contribute to the locational needs of other infrastructure networks.

Auckland's transport system contributes to Aucklanders' social, economic and cultural well-being and their health and safety, and the enabling of growth and shaping of Auckland's urban form. The effective, efficient, safe development, ongoing maintenance and operational improvements to the transport system are fundamental to the regional and national economies.

As the transport system is both an integrated system and an infrastructure network, the objectives and policies of section 3.2 Significant Infrastructure and Energy must also be considered when addressing transport related matters.

### Objectives

1. An effective, efficient and safe transport system that supports the integrated movement of people, goods and services throughout Auckland and to other regions and nations.
2. An effective, efficient and safe integrated transport system that is integrated with, and supports, a quality, compact form of urban growth and associated land use.
3. A well developed, operated and maintained transport system that manages potential adverse effects on the natural environment and the health, safety and amenity of people and communities.
4. A transport system that facilitates transport choices and enables accessibility and mobility for all sections of the community.

### Policies

#### Provision of an integrated transport system

1. Enable the effective, efficient and safe development, operation and maintenance of an integrated intra-regional and inter-regional transport system including:
  - a. state highways and all other roads, including the rural road network
  - b. the rail network
  - c. Auckland Airport and Auckland and Onehunga ports, including their local, national and international trade, freight and visitor connections
  - d. smaller airports, airfields and port facilities

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- e. the public transport network, including the development and operation of bus and train stations and stops, bus way, park and rides, ferry wharves and terminals
  - f. pedestrian and cycle networks.
2. Support the management of Auckland's transport system to optimise, in an effective, efficient and safe manner, the people and/or goods carrying capacity of transport routes recognising the full range of trips being undertaken throughout Auckland by all sections of the community.
  3. Require activities sensitive to noise to be located or designed to avoid, remedy or mitigate potential adverse effects arising from the use and operation of strategic transport infrastructure.
  4. Identify and protect areas and routes critical for developing Auckland's future transport infrastructure including:
    - a. high quality transport corridors that improve connections between:
      - i. Auckland and Northland
      - ii. Auckland and the Waikato
      - iii. east Auckland to west Auckland
      - iv. The city centre, the Auckland International Airport and Manukau Metropolitan centre (including State Highway 1)
      - v. The North Shore and the city centre, and the city centre to the Auckland Isthmus
    - b. improvements to the rapid and frequent service network
    - c. regional and inter-regional walking and cycling connections.

### Transport infrastructure and growth

5. Recognise the arterial road network needs to be managed to provide priority to public transport and freight movements.
6. Protect existing and future rail and shipping corridors and air flight paths so they can meet future passenger and/or freight and trade demand.
7. Manage the increase in transport movements associated with development which is in accordance with the quality compact form of urban growth provided for in the Unitary Plan while recognising that there may be increased delays in some locations and during some periods of the day.
8. Provide for the development of additional road capacity along those corridors where:
  - a. the management of travel demand alone is not able to provide for increased movement
  - b. the effective, efficient and safe movement of public transport services and/or freight is required
  - c. there is a need to provide priority to cyclists and pedestrians.
9. Improve the integration of land use with transport by:
  - a. the delivery of a transport system that is planned, funded, staged to enable the delivery of quality urban growth as outlined in section 2 - Enabling quality urban growth.
  - b. ensuring activities likely to generate significant trip numbers support, and can be serviced by the rapid and frequent service network
  - c. managing activities along freight routes, other heavily trafficked roads, rail lines, or adjacent to ports and airports so that they do not compromise the effective, efficient and safe operation of these routes or give rise to reverse sensitivity effects
  - d. requiring proposals for high trip generating developments, located outside of centres and/or not

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provided for in the Unitary Plan, to demonstrate integration with the transport network and mitigate adverse effects on that network.

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

10. Avoid, remedy or mitigate the potential adverse effects associated with the 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.
11. Avoid, remedy or mitigate potential adverse effects from the transport system on community safety by:
  - a. ensuring all transport infrastructure (including new vehicle access) is designed to facilitate the safe movement of people and goods by managing potential conflicts between pedestrians, cyclists and vehicles
  - b. ensuring safe and secure environments for transport projects
  - c. providing for the transport needs of people with special mobility requirements, including the young, aged and those with disabilities
  - d. providing for maintenance and construction works to be undertaken in a manner that reduces conflict with the movement of pedestrians, cyclists and vehicles.
12. Avoid, remedy or mitigate the potential adverse effects of transport infrastructure on amenity values and ensure that transport infrastructure is designed, located and managed to:
  - a. integrate with adjoining land uses taking into account their planned use, intensity, scale, character and amenity
  - b. effectively provide pedestrian and cycle connections.

### Managing travel demand and travel choices

13. Support land use development and patterns that reduce the rate of growth in demand for private vehicle trips, especially during peak periods.
14. Improve the attractiveness and efficiency of more sustainable transport options, such as buses, trains, ferries, cycling and walking, by:
  - a. enabling an integrated public transport network to service all urban areas
  - b. limiting parking supply in locations served by the rapid and frequent service network
  - c. incorporating pedestrian and cycle networks and facilities in public and private developments
  - d. providing for improved integration between public transport and the pedestrian and cycle networks.
15. Recognise that where access to activities cannot be made effectively, efficiently or safely by public transport, walking or cycling, trips will continue to be made by private vehicle.

### Methods

#### Regulatory

#### Unitary Plan:

- General provisions information requirements for Integrated Transport Assessments refer to General Provisions - section 2.7.9.

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- Auckland-wide objectives, policies and rules for: transport, including parking, loading and access; network utilities; subdivision
- Zone objectives, policies and rules for the: Strategic Transport Corridor, Minor Port, Ferry Terminal, Airport
- Overlay objectives, policies and rules for: High Land Transport Noise; Airport (approach paths and noise notification areas); City Centre Port Noise; Indicative Roads and Open Space
- Precinct objectives, policies and rules for the Airport, and the Port
- Designations by Auckland Transport and other transport agencies

### Bylaws

- Transport related bylaws by Auckland Transport and Auckland Council

### Other

- Transport programmes, plans and strategies by Auckland Transport undertaken under other statutes (non-RMA)
- Management and operation of Auckland's transport system by Auckland Transport as Road Controlling Authority.

### Non-Regulatory

#### Non-statutory plans and strategies

- Transport Codes of Practice
- Comprehensive parking management plans, transport plans, corridor management plans, and network plans by Auckland Transport.

#### Advocacy and education

- Coordination with NZTA and KiwiRail to deliver a single transport system
- Advocacy to central government, NZTA and KiwiRail about route protection and funding of priority transport projects.

#### Monitoring and information gathering

#### Funding and assistance

- Developing, maintaining and operating the transport network and transport services, including parking facilities, by Auckland Transport and Auckland Council.

### Explanation and reasons

Providing a range of transport options enables transport users to make considered choices to meet their transport needs. This includes choosing to travel by private vehicle, public transport, cycle, walk – or not to travel at all. To make these choices viable, improvements to the transport system will continue to be required. The regulatory framework must therefore enable the on-going development, operation and management of an effective, efficient and safe transport system as a significant physical resource to support Auckland's population and economic growth.

The Unitary Plan seeks to achieve a quality, compact form of urban growth and the policies set out above outline the framework by which transport infrastructure should be provided to support this. Integrating transport

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infrastructure with land use development is an essential component. This includes supporting high density development around transport centres or interchanges served by the rapid and frequent service network. A key step in providing an integrated transport system is ensuring that all necessary infrastructure and services can be planned, funded, developed and then operated, maintained and upgraded to better support planned urban growth.

Some elements of the transport system are essential for the wider regional and national economy. Providing for the effective and efficient development, operation, maintenance and upgrading of Auckland Airport and the ports of Auckland and Onehunga recognises the essential role these facilities play in serving and facilitating the growth of Auckland, forming part of New Zealand's transport system and in securing local and national economic prosperity.

The provision of effective, efficient and safe transport infrastructure and services are critical to Auckland and to the country. The infrastructure itself and the work required to operate, maintain and when necessary improve its performance should be provided for and protected from reverse sensitivity effects.

The development, operation and use of transport infrastructure can have significant effects on the natural and physical environment. Negative impacts on people and communities, such as, noise, vibration, air emissions and the severance of communities need to be avoided, remedied and mitigated through good planning, construction and maintenance practices and through the appropriate design of sensitive activities close to key parts of Auckland's transport infrastructure.

However, there may also be positive effects if transport infrastructure and services are well-designed, planned and constructed in a timely manner integrated with urban growth, other elements of the environment and adjoining land uses. These positive effects can include personal and economic benefits associated with improved accessibility, leveraging higher land values to support centre growth and promoting improved user safety.

In terms of safety, pedestrians and cyclists are the most vulnerable users. The safe management of cycle and pedestrian networks includes separation from general traffic and slowing traffic speeds, which are expected to directly contribute to increasing pedestrian and cycle mode share and reducing community severance.

Private vehicle travel is the most predominant mode of transportation for many people and destinations in Auckland and is likely to remain so into the foreseeable future. However, effective demand management is required to reduce the need to travel by private vehicle,(including the frequency and length of trips), as is the effective management of parking, particularly long term parking in centres and mixed use zones served by the rapid and frequent service network. Demand management will assist in managing increases in road congestion (along with its associated effects) and encourage the use of other modes. It will also assist in improving the travel time for freight and commercial traffic, essential to economic productivity and competitiveness.

To meet urban growth, economic and environmental objectives, users of Auckland's transport system require effective alternatives for many private vehicle trips. The continual improvement to Auckland's public transport system is key to achieving this.

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## 4 Protecting our historic heritage, special character and natural heritage - Te tiaki taonga tuku iho

*Tuia i runga, tuia i raro,  
tuia ki te waonui a Tiriwa.*

Bind the life forces of heaven and earth  
to the great realm of Tiriwa

### 4.1 Historic heritage

#### Introduction

Historic heritage is important to Auckland because it helps us understand and appreciate our history, culture and identity. Our heritage contributes to Auckland's distinctiveness as a visitor destination and to its economic vitality. 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. It comprises buildings and structures, archaeological and maritime sites, gardens and plantings, places of historical or cultural importance, including sites and places of significance to Mana Whenua, areas, townscapes, streetscapes, landscapes, and other places of heritage value.

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

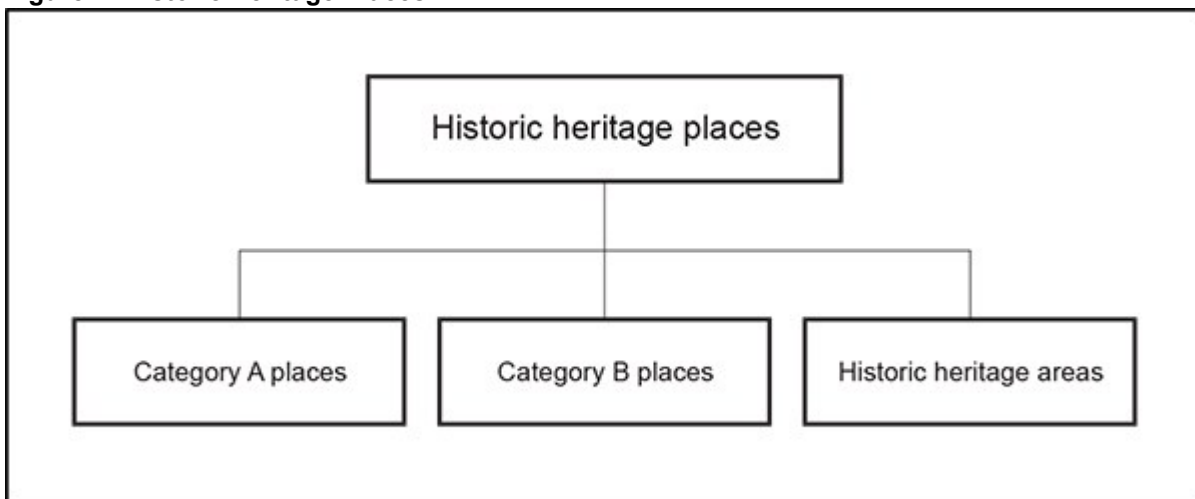
1. Identify and protect Auckland's historic heritage places through a holistic and multidisciplinary approach, considering all historic heritage values that contribute to the significance of a place.
2. Identify a place as having historic heritage value if it has one or more of the following values:
  - 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,

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method of construction, craftsmanship or use of materials or the work of a notable architect, designer, engineer or builder;

- g. aesthetic: 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 or cultural context, streetscape, townscape, landscape or setting.
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 considerable overall significance to the locality or greater 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 a defined area around features where appropriate.
  5. Include significant historic heritage places, including areas, in 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. Historic heritage areas - groupings of inter-related, but not necessarily contiguous, places or features that collectively meet the Category A or B criteria above. Areas may include both contributing and non-contributing places or features, places individually scheduled as Category A or B places, and notable trees.

**Figure 1: Historic Heritage Places**



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 partial, total 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



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structures

- vi. a lack of conservation and appropriate maintenance
  - vii. the loss of interiors fundamental to the historic heritage value 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.
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 place of potential historic heritage value is discovered to avoid damage or destruction of the place until the level of significance is evaluated and appropriate actions are determined.
11. Encourage a coordinated approach with Mana Whenua and heritage agencies in the assessment of values of archaeological sites and of the effects of subdivision, use or development on them.

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

12. 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.

### **Methods**

#### **Regulatory**

Unitary Plan:

- Auckland-wide objectives, policies and rules for: historic heritage, natural resources - Land disturbance activities and subdivision.
- Zones objectives, policies and rules for: coastal, public open space, rural.
- Overlay objectives, policies and rules for historic heritage.
- Precincts - objectives, policies and rules for residential and city centre.

#### **Non-Regulatory**

Non-statutory plans and strategies:

- Historic Heritage Plan
- Parks and Open Spaces Strategic Action Plan

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- Waterfront Plan
- City Centre Master Plan
- Conservation plans for Council-owned or controlled heritage.

### Memoranda of understanding (MOUs) and interagency agreements:

- MOUs with government departments and agencies,
- Agreements with council controlled organisations,
- MOUs with Mana Whenua groups and other entities
- Koiwi (human remains) discovery protocol.

### Advocacy, education and Information provision

- Cultural Heritage Inventory (CHI) linked to the Council GIS
- GIS-based archaeological alert layers identifying areas where there is a high likelihood of unrecorded or unidentified sites being present
- Land and project information memoranda (LIMs and PIMs)
- Advice notes on resource consents
- Technical advice.

### Monitoring and information gathering

- Ongoing research to identify significant historic heritage places
- Methodology for evaluation of historic heritage significance
- Thematic research framework.

### Funding and assistance:

- Heritage incentives and assistance
- Heritage acquisition fund
- Auckland Heritage Survey: guidance for area assessments
- Guidelines for nominating a historic heritage place for evaluation
- Maintaining council-owned or controlled historic heritage places.

### **Explanation and reasons**

These policies outline a process for identifying significant historic heritage places that is integrated and multidisciplinary in that 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, function, meaning and relationships of the place.

This process has already been used to identify a large number of significant historic heritage places across

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Auckland and will also be used to assess additional significant 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. Policies 9-11 relate to the management of places that may have historic heritage value. Policy 11 recognises that there are opportunities to avoid unnecessarily complicated consent processes by co-ordinating the various regulatory requirements for the management of archaeological sites.

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.

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## 4.2 Special character

### Introduction

Special character areas have collective and cohesive importance, relevance and interest to a locality or region. Special character areas include older established suburbs, settlements, rural, institutional, maritime, commercial and industrial areas, or settlements of special architectural or other character value, the character or appearance of which should be retained and enhanced. In special character areas the maintenance and enhancement of the amenity values and quality of the environment is ensured by controls on demolition, new buildings and additions and alterations.

The special 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
- streetscape cohesiveness.

There are four key components in managing special character areas:

- identification of areas with special character values
- protection of the overall special 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 special character value but have not yet been evaluated.

Charater area statements for special character areas are contained in [Appendix 10](#).

### Objectives

1. Special character areas are identified in neighbourhoods and business centres in Auckland.
2. The character of identified special character areas is retained and enhanced.
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 special character significance.

### Policies

1. Identify special character areas to retain and enhance places that reflect settlement, development and/or landscape quality over time.
2. Identify special character areas using the following criteria:
  - a. physical and visual qualities: groups of buildings or the area collectively reflects an important or representative aspect of architecture, design and/or landscape or streetscape, or is distinctive for its aesthetic quality.
  - b. Legacy; the area collectively reflects an important or representative a significant period of settlement within the region or locality

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- c. Social; the area collectively has symbolic, spiritual, commemorative, traditional or other cultural value or reflects the identity of a particular community.
3. Ensure identified special character areas are retained and enhanced by:
  - a. requiring new buildings, additions and modifications to existing buildings to maintain and enhance the special character of the area
  - b. avoiding the demolition and destruction of buildings and features that define, add to or support the special character of the area
  - c. retaining 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 special character values.
4. 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 but not identified as significant historical heritage place or a special character area, where:
  - a. the area may have unidentified historic heritage or special character values
  - b. the demolition may result in a reduction of the areas architectural or streetscape values.

### Methods

#### Regulatory

##### Unitary Plan:

- Regional Policy Statement objectives, policies for special character areas
- Overlay objectives, policies and rules for Special character areas and Pre-1944 Demolition Control
- Special character area statements.

#### Non-Regulatory

##### Non-statutory plans and strategies:

- Parks and Open Spaces Strategic Action Plan
- Waterfront Plan
- City Centre Master Plan
- Conservation plans for council-owned or controlled special character.

##### Memoranda of understanding (MOUs) and interagency agreements:

- MOUs with government departments and agencies, council controlled organisations, mana whenua groups and other entities.

##### Advocacy, education and information provision

- Auckland Heritage Survey: guidance for area assessments
- Advice notes on resource consents
- Technical advice
- Land and project information memoranda (LIMs and PIMs).

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### Monitoring and information gathering

- Methodology for evaluation of special character places
- Thematic research framework
- Heritage evaluation
- Surveys (Auckland Heritage Survey).

### Funding and assistance

- Special character areas incentives and assistance
- Maintaining council-owned or controlled special character areas
- Guidelines for nominating a special character place for evaluation.

### **Explanation and reasons**

These objectives and policies provide for the identification of areas of special character. They also provide for the retention of the identified character through giving direction about the construction of new buildings, alterations and additions to existing buildings and demolition of existing buildings.

It is recognised that not all significant historic places or areas or special character area have been identified. Accordingly the objectives and policies take a precautionary approach to the demolition of pre-1944 buildings in areas where there is a concentration of pre-1944 buildings.

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## 4.3 Natural heritage

### 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.

### 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

[rps/rp/rcp/dp]

1. Subdivision, use and development in the coastal environment is designed and located to avoid significant adverse effects on natural character, and to retain the particular elements or features that significantly contribute to the natural character of an area.
2. The natural character of areas with high or outstanding natural character value is preserved, and subdivision use and development is managed to maintain their high levels of naturalness.
3. Where practicable areas with degraded natural character are restored or rehabilitated, and 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, are enhanced.

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### Policies

[rps/rp/rcp/dp]

#### Natural character values of the coastal environment

1. Subdivision, use and development must avoid significant adverse effects on the natural character of the coastal environment, and avoid, remedy or mitigate other adverse effects of activities, taking into account:
  - a. the extent of man-made changes to landform, vegetation, coastal processes and water movement
  - b. the presence or absence of structures and buildings
  - c. the particular elements, features and experiential values that contribute significantly to the natural character value of the area, and the extent to which they are affected
  - d. whether it is practicable to use an alternative location or form of development that would have lesser adverse effects on natural character
  - e. the extent to which functional need, or an existing use, limits location and development options.
2. Promote land use practices and restoration projects that will restore or rehabilitate natural character values.

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

3. Areas of outstanding and high natural character are identified using criteria in Policy 13(2) of the NZCPS.
4. Protect the physical and visual integrity and the natural, and wilderness 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. promote land use practices that help maintain and enhance natural character values
  - f. maintaining, and where practicable, enhance Mana Whenua values.
5. 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
  - e. avoid adverse effects on Mana Whenua values.
6. Provide for the use of transferable development rights to avoid latent potential for inappropriate development in areas identified as having outstanding natural character value.
7. Exclude ONC areas from being recipient areas for transferable development rights.

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### Outstanding natural character of the coastal environment

8. 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. existing uses and/or where an existing use right applies
  - c. small-scale buildings.
9. 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

10. Require subdivision, use and development to be undertaken outside of a HNC area where there is an alternative.
11. Avoid significant adverse effects and avoid, remedy and mitigate other adverse effects on HNC areas by:
  - a. protecting the physical and visual integrity, and natural processes of the location
  - b. minimising 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.

### Methods

#### Regulatory

##### Unitary Plan:

- Regional Policy Statement objectives and policies
- Auckland-wide vegetation management objectives, policies and rules
- Mapping of outstanding and high natural character areas in the coastal environment
- Overlays for mapped areas – objectives, policies and rules applying to zones on land and in the CMA.

#### Non-Regulatory

- Funding and assistance for restoration and rehabilitation of natural character values
- Education and advocacy for land use management practices that maintain and enhance natural

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character value.

### **Explanation and reasons**

Natural character is a highly valued feature of the coastal environment and s. 6(a) RMA and Policy 13 of the NZCPS direct that the natural character of the coastal environment be preserved and protected from inappropriate subdivision, use and development.

The NZCPS requires that areas with high and outstanding natural character value be identified, and that the adverse effects of activities on the natural character of these areas be avoided. In all other areas significant adverse effects of activities on natural character has to be avoided.

Outstanding and high natural character areas are a highly valued resource. It is important that use and development of these largely unmodified areas is 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.

Highly modified areas of the coastal environment still contain elements or features that contribute to their natural character. This may be vegetation, a significant landform, or in areas such as the waterfront, tidal movement and sights and sounds of the sea. Use and development needs to avoid significant adverse effects, and avoid, remedy or mitigate other effects, on the elements or features that contribute to the natural character value of an area.

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, may have a significant impact on that natural character value.

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## 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. These volcanic features are recognised as having international, national, regional and local significance and a strong association with the character and identity of Auckland.

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

[rps/rp/rcp/dp]

1. Auckland's ONLs and ONFs are protected from inappropriate subdivision, use, and development.
2. The ancestral relationships of Mana Whenua with, and their perspectives on, the landscapes and natural features of Auckland is identified and provided for.
3. 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/Tikapa Moana islands is promoted.
4. The visual and physical integrity and values Auckland's volcanic features that are of local, regional, national and/or international significance are protected and where practicable enhanced.
5. The significant views to and between Auckland's maunga are protected.
6. The multiple values of ONFs are protected and enhanced.
7. The role of existing rural production is recognised in the management of landscape values.

### Policies

[rps/rp/rcp/dp]

#### 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
  - c. the extent to which it is an outstanding representative example of the diversity of Auckland's natural landforms and geological features
  - d. the extent to which the landform, geological feature or site is a component of a recognisable

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group of geologically associated features

- e. the extent to which the landform, geological feature or site contributes to the aesthetic value or visual legibility of the wider natural landscape
  - f. the community association with, or public appreciation of, the values of the feature or site
  - g. the potential value of the feature or site for public education
  - h. the potential value of the feature or site to provide additional understanding of the geological or biotic history
  - i. the state of preservation of the feature or site
  - j. 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
  - k. the importance of the feature or site to Mana Whenua
  - l. 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

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- c. to maintain their range and diversity
  - d. that maintains, and where practicable, enhances Mana Whenua values.
6. Enable works and development that maintains or enhances the values or appreciation of the outstanding 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
    - e. avoid adverse effects on Mana Whenua values.

### 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
  - c. maintaining, and where practicable, enhancing Mana Whenua values associated with ONLs.
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 inappropriate 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. Maintain, and where practicable enhance, the overall contribution of the regionally significant volcanic

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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.

### Methods

#### Regulatory

Unitary Plan:

- ONF overlay rules
- ONL overlay rules
- Volcanic Viewshaft and Blanket Height Sensitive areas overlays, objectives, policies and rules
- Auckland wide objectives, policies and rules
- Coastal Marine zone objectives, policies and rules.

Bylaws

Other regulatory provisions

#### Non-Regulatory

Non-Statutory plans and strategies

- Open Space Strategy
- Marine spatial planning
- Resource consent guidelines.

Advocacy and education

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- Guidance and advice
- MoU with DOC.

Funding and assistance

Monitoring and information gathering

- State of the Environment Reporting.

### **Explanation and reasons**

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

- changes in primary production i.e. moving from pastoral farming to horticulture or viticulture
- more intensive use of rural areas for a range of non-production activities, particularly countryside living
- transformation from rural to urban uses at the urban edge
- 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, while still providing for appropriate urban and rural land uses.

ONFs, including the volcanic cones, are finite resources – once they are destroyed they are lost forever, and restoration options are limited. The focus is therefore on protection of values and the avoidance of adverse effects such as buildings, structures and earthworks or land disturbance, that are physically or visually intrusive. ONFs frequently have multiple values which must be considered.

Protecting views to the cones maintains their visual integrity and provides place making landmarks across Auckland. Buildings or structures that are of a scale or location that dominate the local landscape or reduce the visual significance or amenity values of the feature are to be avoided.

Development within ONLs should focus on maintaining the high levels of naturalness within these areas. Subdivision, use and development needs to be carefully managed in terms of its type, scale, intensity and location to ensure that the built environment remains subservient to the natural.

The objectives and policies seek to promote the appropriate management of areas of high and outstanding landscape, geological and geomorphic values by:

- providing criteria to identify areas with these values, and identifying these areas in the plan to provide certainty to landowners and others. Areas identified are: ONFs, ONLs, Regionally Significant Viewshafts and Blanket Height Sensitive Areas.
- requiring that activities which affect the values for which the feature or area is identified are avoided, including through controls on size, height and location of buildings within the Regionally Significant Viewshafts and the Blanket Height Sensitive Areas.
- requiring that appropriate accidental discovery protocols are followed for previously unidentified natural features
- promoting the maintenance and enhancement of the multiple values of the maunga
- encouraging restoration of landscape values and natural features where appropriate.



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## 4.3.3 Trees and vegetation

### Introduction

Individually and collectively, trees represent a significant element of Auckland's natural character and biodiversity. Those located in streets and public open space, 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 ecosystem services including natural hazard mitigation.

Vegetation cover in sensitive environments and in areas of contiguous cover also makes a significant contribution to indigenous biological diversity and ecological services including hazard mitigation. Large 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.

### Objectives

1. Auckland's sense of place and identity is maintained and enhanced through the recognition and protection of the contribution of trees and vegetation to our cultural and natural heritage.
2. The contribution of trees and vegetation to the maintenance of indigenous biodiversity, and the provision of ecosystem services including soil conservation, water quality, stormwater control and the mitigation of natural hazards is recognised and enhanced.
3. The retention of trees and groups of trees in urban areas which contribute to neighbourhood amenity and character are promoted.

### 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:
    - 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

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- 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. Promote the values that trees provide in urban areas and neighbourhoods.
  3. Identify and protect areas where vegetation contributes significantly to the maintenance of indigenous biodiversity and to ecosystem services including soil conservation, water quality and quantity management and the avoidance and mitigation of natural hazards.
  4. Promote the appropriate planting and maintenance of trees on public and private land.
  5. Recognise the benefit public trees provide within streets and public open space while acknowledging the multiple uses of these spaces.

### Methods

#### Regulatory

##### Unitary Plan:

- Auckland-wide objectives, policies and rules for Vegetation management, Trees in streets and public open space, Coastal Environment, Freshwater
- Overlays objectives, policies and rules for the: Notable tree overlay, Significant Ecological Areas, Outstanding Natural Landscapes, Outstanding and High Natural Character Areas, Outstanding Natural Features
- Waitakere Ranges Heritage Area Act
- Covenants (including QE II and Nga Whenua Rahui)
- Consent Conditions

#### Non-Regulatory

##### Monitoring and information gathering

##### Advocacy and education:

- Including education on the benefits of urban trees
- Design guidelines for the retention of trees and vegetation in developments.

##### Funding and assistance:

- Waiving of resource consent application fees for Notable Trees
- Enhancement funding for restoration programmes/planting
- Funding for tree retention programmes.

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Plans and Strategies:

- Regional Pest Management Plan.

### **Explanation and reasons**

Trees have multiple values, including cultural heritage, intrinsic and scientific values. Trees also make an important contribution to amenity values. The objectives and 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.

While the council is limited in its abilities to use regulatory methods to protect trees in urban areas for amenity purposes it still seeks to promote the benefits that trees provide in terms of neighbourhood character. The council uses consent conditions and a range of other regulatory and non regulatory mechanisms to achieve this.

Areas of trees and 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 on land which may be subject to instability and erosion. The objectives and policies above seek to ensure that these benefits are recognised and protected.

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### 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. Auckland contributes significantly to New Zealand's biodiversity with a high diversity of habitats for its size. 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.

However, development has impacted on Auckland's natural heritage resulting in loss of habitats and a reduction of biodiversity. Auckland also has significant animal and plant pests that have naturalised and threaten the viability of indigenous ecosystems and species. 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.

#### SEA-Marine 1

SEA-Marine 1 include areas which, due to their physical form, scale or inherent values, are considered to be the most vulnerable to any adverse effects of inappropriate subdivision, use and development. They include regionally or nationally rare habitat types, such as saline herbfields, as well as the best examples of saltmarshes and mangroves in Auckland. Some identified SEA-Marine 1 form part of an ecotone (sequence) of coastal vegetation which extends from significant native vegetation on land into saline vegetation and intertidal and subtidal seaweed communities.

Parts of Auckland are of national and international significance as a seasonal home to tens of thousands of migratory wading birds from the arctic and sub-arctic and the South Island, as well as a permanent home to many more birds. The Manukau and Kaipara Harbours and the Firth of Thames are the most important areas, and other harbours and estuaries form part of a regional network of feeding and roosting sites. Other threatened, endangered and more commonplace birds, breed and roost in sand dunes and coastal vegetation, and feed in the adjacent CMA. SEA-Marine 1 status has been given to key roosting areas and to parts of the foreshore adjoining known bird nesting areas.

#### SEA-Marine 2

These areas are of regional, national or international significance that are generally more robust than SEA-Marine 1. Many areas still require more protection than that accorded under a general coastal marine zone as their physical form or inherent values make it more difficult to avoid, remedy or mitigate any adverse effects on the environment. SEA-Marine 2 include the main intertidal banks of Auckland's harbours and estuaries, which are the key feeding grounds for international and national migratory wading birds. Often these areas surround

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the high tide roosts contained within an identified SEA-Marine 1. Areas of mangroves which are of regional importance because of their size and degree of intactness, or areas of rare or uncommon coastal vegetation such as saltmarshes, have been given SEA-Marine 2 status.

The CMA has not been comprehensively surveyed for the purpose of identifying SEA-Marine. In particular, the identified SEA-Marine may under-represent the significant marine communities and habitats present in the subtidal areas of the region.

### Objectives

[rps/rp/rcp]

1. Areas of significant indigenous biodiversity in terrestrial, freshwater, and coastal environments are protected from the adverse effects of subdivision use and development.
2. Indigenous biodiversity is maintained through protection and restoration in areas where ecological values are degraded, or where development is occurring.
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.
4. Coastal ecosystems and their life supporting capacity are protected, and where possible, enhanced.
5. The relationship of Mana Whenua and their customs and traditions with Auckland's and its biodiversity is acknowledged.

### Policies

[rps/rp/rcp]

#### Identifying areas

1. Identify and protect areas of significant indigenous vegetation and the significant habitats of indigenous fauna in terrestrial, freshwater and coastal environments as 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 cumulatively for 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

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- c. steep or erosion prone areas
- d. areas that make a significant contribution to landscape or natural character values.

### Mana Whenua

- 3. Recognise the relationship of Mana Whenua with Auckland's indigenous biodiversity through engagement 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 and minimising 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 remediation where adverse effects cannot be avoided
  - c. requiring mitigation where adverse effects on the areas identified above cannot be avoided or remediated
  - d. 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 ecosystem.
- 8. Adverse effects on indigenous biodiversity to be avoided, remedied, mitigated or offset in accordance with Policies 6 and 7 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 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

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- 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
  - q. disturbance to indigenous fauna that is likely or known to increase threats, disturbance or pressures on indigenous fauna.
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 building
  - d. the maintenance of lawfully established activities, structures and buildings
  - e. provision of one dwelling per site.
10. Prevent the establishment and avoid the spread of pest species that threaten indigenous biodiversity by:
- a. developing, and providing for, pest management plans and programmes to exclude, contain or control pests
  - b. managing activities such as aquaculture, shipping or moorings and marinas in the CMA to avoid or reduce opportunities for the establishment and spread of pest species
  - c. managing works in the vicinity of kauri, such as deadwood removal or earthworks, to control kauri dieback disease by preventing the spread of soil and kauri plant material.
11. Avoid the clearance or damage of areas of significant indigenous biodiversity for buildings, access and infrastructure 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 and associated services, 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

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- f. using techniques that minimise the effects of construction and development
- g. utilising techniques to minimise the introduction and spread of animal and plant pests.

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

- 12. Protect and enhance biodiversity when undertaking new use and development by:
  - a. using transferable rural site subdivision 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. Enhance and restore indigenous biodiversity values and remedy, mitigate or offset adverse effects including by the:
  - a. provision of further opportunities for threatened ecosystems and additional habitats for rare or threatened indigenous species
  - b. control and where possible eradicate plant and animal pests
  - c. fencing of significant ecological areas to protect them from stock impacts
  - d. legal protection of significant ecological areas and areas of value to kaitiaki and the wider community through covenants or similar mechanisms
  - e. improvement in the ecological quality of areas of indigenous biodiversity in the Waitākere Ranges Heritage Area and the Gulf and its islands.
  - f. development and implementation of management plans to address adverse effects on SEAs
  - g. use, where possible, indigenous species sourced from naturally growing plants in the vicinity of the re-vegetation site, and from places which match the climactic and environmental conditions
  - h. provision of opportunities for the practical expression of kaitiakitang.

### **Protecting significant indigenous biodiversity in marine areas**

- 14. Avoid use and development within the CMA 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. increased risk to threatened and at risk marine species including Maui's and Hector's dolphins and Bryde's whales
  - d. more than a minor adverse effect on the value identified for an affected SEA-Marine
  - e. the permanent use or occupation of the foreshore and seabed to the extent that the value, function or processes associated with any SEA-Marine are significantly reduced
  - f. 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
  - g. a reduction in water quality which would adversely affect the natural ecological functioning of the area



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- h. the deposition of material at levels which would adversely affect the natural ecological functioning of the area
  - i. greater risk of access and establishment of pest species
  - j. 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. where they are of benefit to the regional and national community, including significant 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 CMA.
  - 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 the CMA.
  - 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 6.6](#); or
  - b. maintain or enhance public access, such as developing boardwalks, consistent with protecting the geological or ecological values of the SEA-Marine; or
  - c. enable the reasonable operation, maintenance and use of lawful structures and/or allowing for the efficient functioning of drainage systems; or

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- 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-Marine 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 and threatened species in the coastal environment.

### Methods

#### Regulatory

##### Unitary Plan:

- SEA Overlay rules
- Auckland wide objectives, policies and rules
- Coastal Marine Zone objectives, policies and rules.

##### Bylaws:

- Dogs on Beaches
- Other animals.

##### Other:

- The Regional Pest Management Plan.

#### Non-Regulatory

##### Non-Statutory plans and strategies

- Indigenous Biodiversity Strategy
- Open Space Strategy
- Marine spatial planning
- Weed Management Policy
- Resource consent guidelines
- Urban Design Manual.

##### Advocacy and education

- Coordination of voluntary efforts
- Planting and other guidance
- MoU with DOC

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- Internet resources for community groups such as 'Nature Space'.

### Funding and assistance:

- Rates relief
- Grants
- Provision of weed and pest management equipment.

### Monitoring and information gathering

- Terrestrial Biodiversity Monitoring Programme
- State of the Environment Reporting.

### Explanation and reasons

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.

Activities must be managed to protect and enhance indigenous biodiversity, and actions taken to address existing threats and areas of degradation. Effectively addressing these issues requires a combination of regulatory and voluntary efforts.

The objectives and policies seek to promote the protection of significant vegetation and fauna and the maintenance of indigenous biodiversity by:

- providing objective, complementary and evidence based criteria to identify areas of significant indigenous biodiversity in terrestrial, freshwater and coastal environments
- identifying areas of ecological significance so as to provide greater certainty to people managing and using areas with these values
- promoting restoration efforts to improve the quality, functioning and extent of indigenous biodiversity, and to remedy, mitigate and offset adverse effects of activities
- promoting the identification and enhancement of ecosystem services afforded by indigenous biodiversity
- providing for Mana Whenua's role as kaitiaki, and as owners of land with a high proportion of significant indigenous biodiversity
- proscribing a management approach which avoids adverse effects on significant biodiversity, and requires that, where adverse effects arise, they are remedied, mitigated and offset, so as to ensure activities do not significantly degrade indigenous biodiversity
- providing for reasonable use by landowners and the continuation of existing lawful activities
- providing for the management of mangroves in a way that supports biodiversity values as well as the legitimate expectations of access to, and use of, the coastal marine area
- recognising the vulnerability and importance of coastal indigenous biodiversity, (including threatened marine mammals) and the particular pressure the coastal environment is under from use and development
- directing that activities are undertaken so as to ameliorate the threat of pest, and providing for the establishment and implementation of effective pest management programmes

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- recognising the particular threat to Auckland's biodiversity from kauri dieback disease
- recognising that there are some uncertainties in the management of indigenous biodiversity for which a precautionary response is appropriate.

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## 4.3.5 The Waitākere Ranges Heritage Area

### Introduction

The Waitākere Ranges are locally, regionally and nationally significant and, together with their foothills and coasts, cover 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 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

### Objectives

1. The natural and historic resources, including the significant environmental values and heritage features of the Waitākere Ranges are protected, restored and enhanced 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. 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, use or development does not adversely affect the heritage features or contribute to urban growth outside 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 well-being.
8. The water supply catchments and their related supply functions are protected.

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9. The natural and historic resources of the Waitākere Ranges Regional Park are protected in perpetuity for their intrinsic worth and for the benefit, use, and enjoyment of the people and communities of Auckland and New Zealand.

### 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.

### Methods

#### Regulatory

##### Unitary Plan

- Auckland-wide objectives, policies and rules for vegetation management
- Objectives, policies and rules for the Waitakere Ranges Heritage Area precinct.

#### Non-Regulatory

- Monitoring and information gathering
- Monitor and report on matters relating to the Heritage Area
- Advocacy and education.

### Explanation and reasons

The policies above recognise the significance of the heritage area and its features, which are:

- terrestrial and aquatic ecosystems of prominent indigenous character
- the different classes of natural landforms and landscapes within the area
- the coastal areas
- naturally functioning streams
- quietness and darkness of the Waitakere Ranges
- opportunities that the area provides for wilderness experiences, recreation, and relaxation

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- the historical, traditional, and cultural relationships of people, communities, and Mana Whenua with the area
- evidence of past human activities in the area, including those in relation to timber extraction, gum-digging, flax milling, mineral extraction, quarrying, extensive farming, and water impoundment and supply
- its distinctive local communities
- Waitakere Ranges Regional Park
- public water catchment and supply system, the operation, maintenance, and development of which serves the people of Auckland.

The Waitakere Ranges Heritage Area Act describes the local, regional and national significance of the ranges and directs council to prevent cumulative adverse effects from degrading their features and finite resources.

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### 5 Addressing issues of significance to Mana Whenua - Ngā take matua a ngā Ahikā-roa mai i tawhiti

#### *Ngā ahikā roa mai i tawhiti*

The original inhabitants from afar.

#### **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 / Treaty of Waitangi, and recognise the historic, traditional, cultural, and spiritual relationship of Mana Whenua with the Hauraki Gulf/Te Moana Nui o Toi/Tīkapa Moana.

#### **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. shared decision-making
  - e. active protection
  - f. mutual benefit
  - g. right of development
  - h. redress.
2. Mana Whenua can exercise Tino Rangatiratanga 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 circumstances 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 Mana Whenua
  - b. commercial redress is intended to contribute to the social and economic development of Mana Whenua.

##### **Policies**

1. Provide opportunities for Mana Whenua to actively participate in the sustainable management of



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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 including development of resource management policies and plans
  - 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
  - f. acknowledges historical circumstances and impacts on resource needs
  - g. recognises and provides for mātauranga and tikanga
  - h. 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 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. Recognise the following matters, where a proposal affects land or resources subject to Treaty settlement legislation, and provide 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. Take into account, where Mana Whenua propose an activity on Treaty settlement land, 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 for the future use and development of Treaty settlement land, including:
    - a. during negotiation, providing information to the Office of Treaty Settlements and Mana Whenua to support the negotiation process
    - b. following the signing of a Deed of Settlement, assessing whether existing zoning meets iwi

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aspirations

- c. after the relevant Claims Settlement legislation has passed, working with iwi to develop site specific plan changes to fulfil iwi aspirations and meet the objectives and policies of the Unitary Plan.
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.

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## Methods

### Regulatory

#### Unitary Plan

- Auckland wide objectives, policies and rules for Treaty Settlement land
- Zone objectives, policies and rules for the Maori Purpose Zone
- Auckland wide rules for cultural impact assessments in the General Provisions.

### Non-regulatory

#### Non-Statutory layers, plans and strategies

- Memoranda of understanding between the council and Mana Whenua
- Co-management framework
- Land subject to Treaty Settlement legislation identified in the council's GIS database
- Treaty Settlement legislation statutory acknowledgements (non-statutory) in Appendix 4.3.

#### Advocacy and education

- Governance meetings between iwi authorities and Auckland Council elected members, to discuss issues of importance
- Toolkits guiding the preparation of a cultural impact assessment
- Toolkits guiding early, effective and meaningful engagement with Mana Whenua
- Toolkits to assisting the understanding Mana Whenua values
- Preparation of expert advice training for Mana Whenua
- Toolkits guiding the implementation of mātauranga Māori
- Encourage and promote new technologies that implement mātauranga Māori
- Toolkits to assist with the development of Treaty Settlement land.

#### Monitoring and information gathering

- Partnerships with Mana Whenua to develop and update performance measures and state of the environment reporting based on mātauranga Māori
- Monitoring of consented planning applications by Mana Whenua kaitiaki.
- Making information on Mana Whenua values available using the council's GIS.

#### Funding and assistance

- Advice, information and funding for Mana Whenua when resource management information and advice is sought by the council
- Assistance for regional Mana Whenua Kaitiaki forums and integrated resource management groups.

## Explanation and reasons

The policies above recognise the responsibility of the 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. The council acknowledges the importance of the Treaty and Treaty settlements to Mana Whenua and recognises the aspirations of Mana Whenua through its

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statutory obligations the specific provisions of the RMA, and the NZCPS.

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.

The strongest RMA mechanisms to encourage greater Mana Whenua participation in resource management are the ability for Mana Whenua and the council to establish joint management arrangements, and for the council to transfer powers over a particular resource to Mana Whenua.

These policies identify how Treaty settlements should be taken into account in resource management processes, and outline a process for the council to work with Mana Whenua as claims under the Treaty are settled, to determine appropriate planning outcomes for Treaty settlement land.

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### 5.2 Recognising Mana Whenua values through integrating mātauranga and tikanga in the sustainable management of Auckland's natural and physical environment

#### Objectives

1. Mana Whenua values, 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 are 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 or historic heritage values is recognised and provided for.

#### Policies

1. Enable Mana Whenua to identify and articulate their values associated with:
  - a. ancestral lands, biodiversity, water, air, coastal sites, wāhi tapu and other taonga
  - b. freshwater, including rivers, streams, aquifers, lakes, wetlands and associated values
  - c. air, geothermal and coastal resources.
2. Integrate Mana Whenua values, 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. Ensure that resource management decisions take into account relevant iwi and hapū resource management plans.
4. Promote the preparation of a cultural impact assessment for activities that may adversely affect the values of Mana Whenua.
5. Provide opportunities for Mana Whenua to be involved in the integrated management of natural and physical 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.
6. 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 in addition to the ecological values of the water resource.
7. Require resource management decisions to have particular regard to potential impacts on:
  - a. the exercise of kaitiakitanga
  - b. mauri, particularly in relation to freshwater and coastal resources

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- c. customary activities, including mahinga kai
  - d. places, sites and areas with significant spiritual or cultural heritage value to Mana Whenua.
8. 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.

### Methods

Methods identified within section 5.1 and the following:

### Regulatory

#### Unitary Plan

- Auckland wide objectives, policies and rules for natural resources
- Objectives, policies and rules in Auckland-wide, Mana Whenua Management precinct.

#### Bylaws

- Solid Waste.

### Non-regulatory

#### Non-Statutory layers, plans and strategies

- Iwi planning documents.

#### Funding and assistance

- Development and updating of iwi planning documents
- Environmental Initiatives Fund Grants.

### Explanation and reasons

These policies seek to ensure that resource management processes in Auckland are informed by Mana Whenua perspectives, including values, mātauranga and tikanga. Mana Whenua perspectives need to be considered early within resource management processes, accorded status in decision-making and have an opportunity to influence outcomes. Consideration of the values of Mana Whenua form part of the consideration of cultural and social well-being required under s. 5 and 6 of the RMA. A number of iwi and hapū in Auckland have developed iwi planning documents (also known as Iwi Management Plans, Hapū Environmental Management Plans, or similar names) which articulate their specific resource management issues, objectives, policies, and methods. Iwi planning documents are recognised as a valuable source of information for integrating mātauranga and tikanga into resource management in Auckland.

These policies also seek to give certainty to, and enhance, the involvement of Mana Whenua in resource management processes. Significant adverse effects on ancestral tāonga occur largely as a result of uninformed actions. Under Part 2 of the RMA, applicants and the council have certain responsibilities to Mana Whenua, and before making decisions which may affect customary rights, an understanding of the nature of the tāonga to Mana Whenua is required. This understanding can only be gained from those who have customary rights over the taonga.

These policies give guidance on how Mana Whenua values, mātauranga and tikanga should be considered in the management of, and decision-making around, Auckland's natural and physical environments, including

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freshwater and freshwater ecosystems in accordance with the National Policy Statement on Freshwater Management 2011.

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## 5.3 Māori economic, social and cultural development

### Objectives

1. Development supports the economic, social and cultural aspirations of Māori.
2. Mana Whenua occupies, develops and use their land within their ancestral rohe, particularly in areas identified as Māori cultural landscapes.

### Policies

1. Provide for papakāinga, marae, customary use, cultural activities and commercial activities across urban and rural Auckland to support Māori economic, social, and cultural development.
2. Provide for the integration of mātauranga and tikanga in design and development.
3. Provide for the development of Māori cultural institutions, including institutions which provide economic opportunities through cultural education and tourism.
4. Enable the occupation, development and use of Māori land for the benefit of its owners, their whānau, and their hapū.
5. Enable Mana Whenua to occupy, develop and use Māori land within areas scheduled for natural heritage or historic heritage values in ways that recognise and provide for those values.

### Methods

Methods identified within section 5.1, 5.2 and the following:

### Regulatory

#### Unitary Plan

- Auckland wide objectives, policies and rules for Māori Land
- Zone objectives, policies and rules for Special Purpose – Māori Purpose zone
- Precinct objectives, policies and rules in Māori Purpose Zone and other zones to provide for aspirations for specific sites
- Policies and rules to provide for the development of marae complex in Residential, Rural, Public Open Space, Future Urban, and Business zones.
- Policies to provide for the development of papakāinga in Residential and Rural zones
- Rules to provide for customary use in Rural, Future Urban, and Public Open Space zones
- Assessment criteria relating to Mana Whenua values in design.

### Non-regulatory

#### Non-statutory layers, plans and strategies

- Open Space Strategy
- Open Space Acquisition Policy
- Property Disposal and Acquisition Policy
- Auckland Design Manual, including Te Aranga Design Principles and principles of Māori cultural landscapes.

#### Advocacy and education



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- Toolkits to assist with the development of Māori land.

### **Explanation and reasons**

These policies acknowledge that Māori have identified a wide range of activities they would like to undertake to support social, cultural and economic development. 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. Some economic activities may be based on promoting Māori culture, or utilising customary rights such as aquaculture.

These policies recognise there is little Māori land remaining in Auckland and that it is also necessary to provide for Mana Whenua and mataawaka 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 responds to the values of Mana Whenua associated with the site or landscape.

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. The interests of mataawaka are addressed in the Unitary Plan through providing for Māori cultural institutions and through a special purpose zone. These tools recognise rangatiratanga and the right of all Māori to express their Māoritanga, as affirmed by articles 2 and 3 of the Treaty.

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### 5.4 Protection of Mana Whenua culture and heritage

#### Objectives

1. The tangible and intangible values of Mana Whenua cultural heritage are identified, protected and enhanced.
2. The relationship of Mana Whenua with their cultural heritage is provided for.
3. Mana Whenua cultural, spiritual and historical values associated with their cultural landscapes are recognised, protected and enhanced.
4. The knowledge base of Mana Whenua 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 Mana Whenua cultural heritage.
5. Mana Whenua cultural heritage and related sensitive information and management approaches are respected.

#### Policies

1. The council will work with Mana Whenua to develop a methodology for identifying, researching and assessing unscheduled sites and places of significance to Mana Whenua that will be nominated for scheduling.
2. Schedule Mana Whenua cultural heritage where it can be demonstrated it is of significance to Mana Whenua.
3. Identify and protect the values of Mana Whenua cultural heritage using one or more of the following criteria to support scheduling:
  - a. **Mauri**

Ko te mauri me te mana o te wāhi, 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**

Ko tērā wāhi, taonga rānei he wāhi 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 wāhi tapu of special, cultural, historic, metaphysical and or spiritual importance to Mana Whenua.
  - c. **Kōrero Tūturu/historical**

Ko tērā wāhi 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 wāhi 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 wāhi 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 wāhi 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.

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4. Protect the values and associations of Mana Whenua with their sites and places of significance or value, which are identified in the Unitary Plan, where subdivision, use and development may result in the loss or degradation of those values and associations by avoiding:
  - a. the destruction in whole or in part of the site or place and its extent
  - b. adverse cumulative effects on the site or place
  - c. adverse effects on the location and context of the site or place
  - d. the lack of assessment of and provision for mātauranga and tikanga Māori when making decisions
  - e. significant adverse effects on the values and associations Mana Whenua have with the site or place.
5. Recognise, enhance and protect Mana Whenua values associated with their cultural landscapes by developing an agreed methodology to:
  - a. identify and record, assess and map the values within a spatial context in accordance with tikanga and mātauranga Māori
  - b. determine the most appropriate mechanisms to recognise, enhance and protect Mana Whenua values and associations
  - c. prioritise areas where there is a higher level of threat to the loss or degradation of Mana Whenua cultural heritage such as the coastal and freshwater environments, and areas subject to structure planning.
6. Provide opportunities to reflect the context provided by Māori cultural landscapes in public open space.
7. Manage the impact on unidentified sites and places of significance to Mana Whenua that are uncovered during subdivision, use and development by:
  - a. requiring a protocol for the accidental discovery of kōiwi, archaeology and artefacts of Māori origin
  - b. undertaking appropriate actions in accordance with mātauranga and tikanga Māori
  - c. undertaking appropriate measures to avoid adverse effects.
8. Recognise that Mana Whenua are specialists in determining their values and associations with their cultural heritage.
9. Recognise that Mana Whenua cultural heritage may be significant to whānau, hapū or iwi.
10. Enable Mana Whenua to practice their customs and traditions in relation to their cultural heritage by having regard to cultural impact assessments undertaken during a resource consent and during the exercise of accidental discovery protocols.
11. Require a cultural impact assessment where subdivision, use or development may affect Mana Whenua cultural heritage.
12. Adopt a precautionary approach where structure planning is required by undertaking a Maori cultural landscape assessment, with Mana Whenua to:
  - a. identify Mana Whenua values associated with the landscape
  - b. identify sites and places that are suitable to schedule for their Mana Whenua cultural heritage values as part of a future plan change
  - c. reflect Mana Whenua values.
13. Encourage best practice in the provision of infrastructure in areas near the coast and around natural waterways and bush environments because of the known historic settlement and occupation patterns of the tupuna of Mana Whenua.

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14. Recognise that some information surrounding the values and associations of Mana Whenua to their cultural heritage may be sensitive and put a site or place at risk of destruction or degradation, meaning it may not be appropriate to make it public.
15. Develop, together with Mana Whenua the knowledge base and methods, systems and protocols for recording, managing and protecting information relating to Mana Whenua cultural heritage.
16. 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.

### Methods

Methods identified within section 5.1, 5.2, 5.3 and the following:

### Regulatory

Unitary Plan:

- Overlay objectives, policies and rules for sites and places of significance to Mana Whenua and for sites and places of value to Mana Whenua.
- General Provisions for Mana Whenua Cultural Heritage: Accidental Discovery Protocols and Information Requirements.

Other

- Mana Whenua cultural heritage plan change
- Memoranda of understanding between the council, Mana Whenua and heritage protection agencies on processes for identifying and protecting Mana Whenua cultural heritage.

### Non-regulatory

Non-Statutory layers, plans and strategies

- Information Management Protocols
- Road Naming Guidelines.

Monitoring and information gathering

- Identifying archaeological sites of Māori origin.
- Development and continual update of methods for the identification and protection of Mana Whenua cultural heritage and the values associated with cultural landscapes
- Partnerships with Mana Whenua to identify and protect Mana Whenua cultural heritage, including through a future plan change
- Ongoing work to identify and map the Mana Whenua values associated with cultural landscapes using GIS tools.

Funding and assistance

- Funding for further investigation and scheduling of Mana Whenua cultural heritage, including funding of specialist input from Mana Whenua
- Funding for a plan change to schedule additional Mana Whenua cultural heritage
- Heritage acquisition fund.

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### Explanation and reasons

The approach to Mana Whenua cultural heritage addresses the multiple levels of Mana Whenua cultural heritage, incorporates the provisions of Policy 2 of the NZCPS and applies a precautionary approach where information is lacking but protection is warranted. Sites and places where the significance has been identified are protected through the Sites and Places of Significance to Mana Whenua overlay. Protection is also provided to sites and places where the presence of Mana Whenua cultural heritage has been confirmed and where Mana Whenua values exist through the Sites and Places of Value to Mana Whenua overlay. These values need to be recognised and provided for, but their significance has not yet been assessed in detail. Cultural landscape assessments are required for areas subject to structure planning to build the knowledge base and to identify additional sites that warrant protection. Cultural impact assessments are required for resource consent applications where Mana Whenua values are affected including archaeology of Māori origin where council information confirms the location. Accidental discovery protocols based on Mana Whenua values are provided for the unexpected discovery of archaeology or artifacts of Māori origin.

For reasons such as limited investment, cultural sensitivities and mismanagement of information in the past, very little Mana Whenua cultural heritage has been scheduled despite the large number of Mana Whenua groups with strong associations to Auckland. The council has a statutory responsibility, through Part 2 of the RMA, to protect Mana Whenua cultural heritage from inappropriate subdivision, use and development. These policies recognise this 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 Mana Whenua cultural heritage including Māori cultural landscapes. Māori cultural landscapes, which provide the context for individual sites and places, are the footprint/tapu wae of Mana Whenua and will be identified in the Unitary Plan.

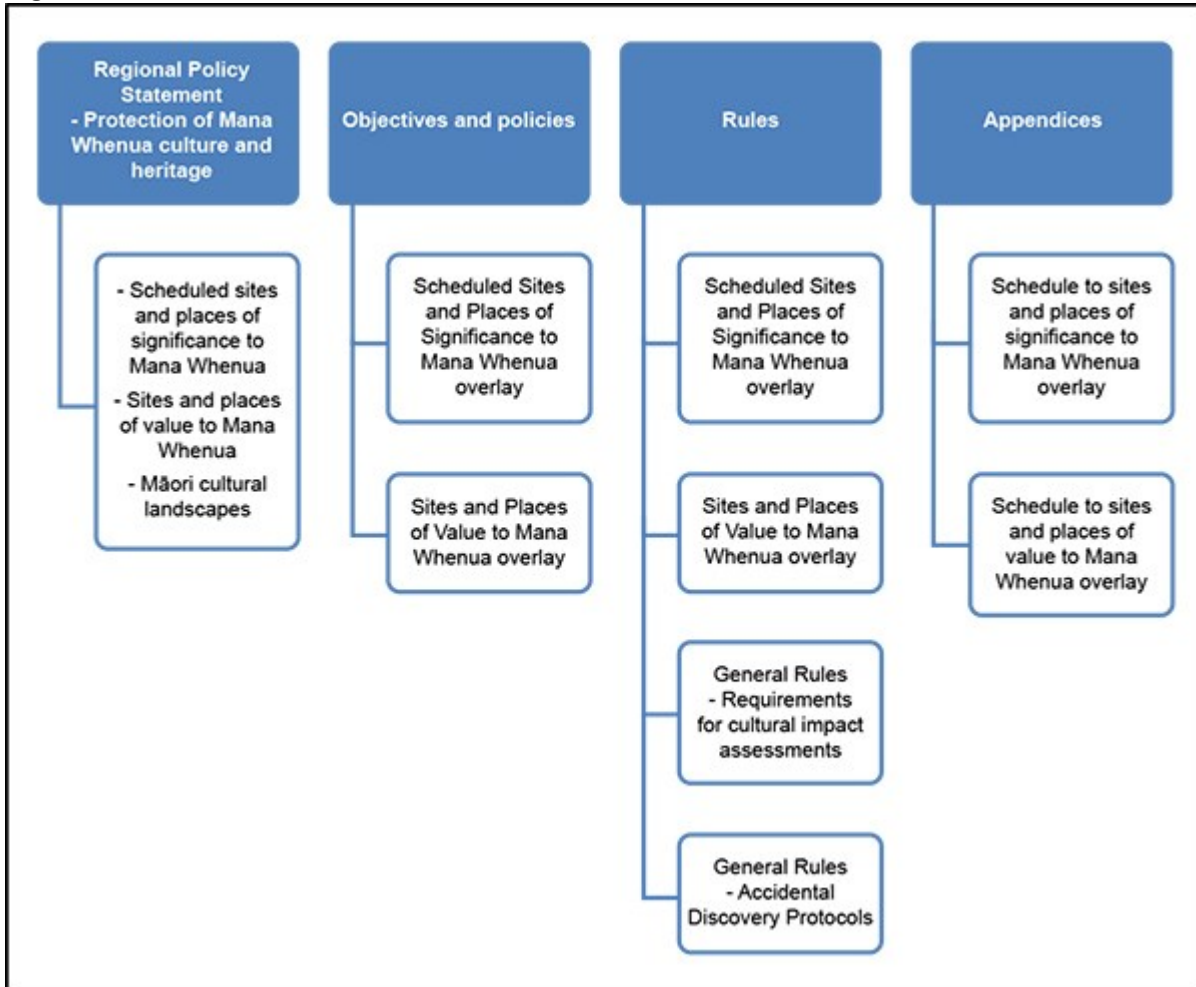
The knowledge base of information surrounding Mana Whenua cultural heritage is continually developing and tools that provide a form of protection and inform subdivision, use and development while respecting Mana Whenua protocols, are increasingly valuable. An improved knowledge base helps reduce the risk of damage, enables development that properly reflects the values associated with the context of an area, informs land owners and applicants of the characteristics of their site, and helps to avoid major time and cost implications to applicants when development is halted by accidental discovery.

The use of tools to identify unscheduled sites and places of significance to Mana Whenua where the locations have been confirmed and areas where there is a high potential for accidental discovery, is consistent with Policy 2 of the NZCPS.

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## Where to follow this in the Unitary Plan

Figure 1



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## 6 Sustainably managing our natural resources - Toitū te whenua, toitū te taiao

*Ngā ariki o te rangi,  
ngā ariki o te whenua, ngā ariki o te moana, ngā ariki o te taiao.*

The chiefly deities of the sky, of the earth, of the sea, the spiritual caretakers of the environment.

### 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 pollution, and for the wider use and enjoyment of our environment. As people need to be able to use vehicles and heat their homes and 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. These focus mainly on the control of PM<sup>10</sup> particulate matter, but also set maximum acceptable air concentrations for other contaminants such as nitrogen dioxide. To reduce the health impacts caused by poor air quality and meet the national standards, the Auckland Plan set a target to reduce Auckland's human generated PM<sup>10</sup> levels by 50 percent from 2005 levels by 2016. Nitrogen dioxide concentrations occasionally do not meet guidelines and standards so emissions of nitrogen oxides should also be decreased. There are other air 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 Ambient Air Quality Standards (AAQS) 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, and can vary considerably across Auckland. Air quality worsens in light wind conditions and on 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 overall, but to a much lesser extent than domestic fires and vehicle emissions. However, industrial emissions can have localised adverse effects on amenity and some industrial emissions can contain noxious or dangerous substances that are hazardous to human health. Industry emissions therefore need to be managed to avoid or reduce these effects. When new sensitive activities are put in close proximity to activities with air discharges, reverse sensitivity may occur, impacting on the effective long-term operation of the existing activity.

#### Objectives

1. Air discharges and the use and development of land are managed to improve air quality, enhance amenity values and reduce reverse sensitivity in Auckland's urban areas and to maintain air quality at existing levels in rural and coastal marine areas.
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>) and hourly and 24-hourly standards for nitrogen dioxide.
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 air discharges on human health, property and the environment are avoided, remedied

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or mitigated including those from:

- a. domestic solid fuel burning
- b. outdoor burning
- c. industrial and trade premises
- d. application of chemicals
- e. motor vehicles.

### 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 and rural production activities, that have air discharges
  - e. protect 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 caps for the total discharge of fine particles (PM<sup>10</sup> and PM<sup>2.5</sup>) and nitrogen dioxide 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.
  - d. advocating for the reduction of discharges of nitrogen oxides in motor vehicles emissions
  - e. advocating for reductions in sulphur dioxide emissions from marine sources.
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. phasing out domestic open fires in urban Auckland areas
  - 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 solid fuel domestic fires, while supporting their progressive replacement by more efficient and lower emission heating options.



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4. 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, working from home 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.

### Methods

#### Regulatory

##### Unitary Plan:

- Auckland-wide objectives, policies and rules for air quality.
- Overlay objectives, policies and rules for industry transition, sensitive activity restriction and transport corridor separation.
- Land use zoning that encourages the development of a compact city and enables greater walking and cycling, use of public transport and a reduced reliance on private motor vehicles.

##### Bylaws

#### Non regulatory

##### Advocacy and education:

- Raising awareness of air quality issues
- Education about low emission home heating, insulation and waste management.
- Education encouraging reduced reliance on the private motor vehicle.

##### Monitoring and information gathering

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### **Explanation and reasons**

Approaches to managing air quality vary, depending on the type of contaminant discharge. Some pollutants are managed by the reduction, 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 associated activities by encouraging more efficient land use patterns to reduce reliance on the private motor vehicle. Further measures can also be taken such as separating the source of emissions from sensitive activities.

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## 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.

In the past, Auckland's quarries have produced nearly 10 million tonnes of aggregates per year. Currently a number of mineral extraction sites still operate in Auckland. 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 the 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 scheduled sites and places of significance to Mana Whenua.
4. Where there are no practicable alternatives to locating outside the areas in Policy 3, the 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 environment by:

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- 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.

### Methods

#### Regulatory

##### Unitary Plan

- Zone objectives, policies and rules for: Special Purpose and Quarry.
- Overlays objectives, policies and rules for: Quarry Buffer Area.
- Designations e.g. Whitford Quarry.

#### Non-Regulatory

##### Non-statutory plans and strategies:

- Quarry management plans.

##### Monitoring and information gathering

#### Explanation and reasons

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 minerals and in particular 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 a specific zone, and enabling mineral extraction 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.

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### 6.3 Freshwater and Geothermal Water

#### Introduction

Lakes, rivers, streams and wetlands (including their headwaters, margins and associated flood plains) and aquifers make up our 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. Freshwater systems also provide an essential link between the land and the sea, including natural processes to 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 water resources in Auckland. The sources of municipal water supply for Auckland include a number of water supply lakes (created by dams), rivers and groundwater aquifers. Maintenance of the quality of freshwater and improved management of its quantity, allocation and use can improve the relationship between demand and supply of both surface and groundwater.

The loss of freshwater systems and degradation of their values, particularly small 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 resulted in the permanent loss of important community and ecological resources and their values.

Sediment runoff from land development and the runoff of contaminants from urban land uses have contaminated urban streams, and led to undesirable impacts on coastal water quality and use and enjoyment of the CMA. Increased impervious surfaces in urban areas have also changed the amount and intensity of surface water runoff which can create or worsen flooding events, and the erosion of rivers and streams.

However, rivers and streams in particular also have an essential role as a natural component of an urban stormwater collection and management system. Development must therefore be managed to facilitate this function while retaining the natural, recreational and amenity values.

Past land development has had a significant impact on Auckland's freshwater systems. It is now recognised that in many situations a water sensitive approach to development can provide for land development while retaining natural water systems and enhancing them where they are degraded. Intensification and redevelopment can also offer opportunities to restore and enhance degraded freshwater systems, and improve the natural environment in Auckland.

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.

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 freshwater systems during subdivision, use and development. The National Policy Statement for Freshwater Management 2011 (NPSFM) and the New Zealand Coastal Policy Statement 2010 (NZCPS) provide both short-term and long-term directions that the Unitary Plan has to implement.

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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, social, economic and cultural values of freshwater and geothermal water resources are safeguarded when land, freshwater and geothermal water is used and developed.
2. The quality of freshwater and the natural and cultural values of freshwater systems are maintained and restored and enhanced where they have been degraded below levels necessary to safeguard life supporting capacity and meet community values.
3. Freshwater and geothermal resources are managed and allocated to support their natural and cultural 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. The adverse effects of stormwater runoff and wastewater discharges on communities, freshwater systems and coastal waters are minimised and existing adverse effects are progressively reduced.
6. Mana Whenua values, mātauranga and tikanga associated with freshwater resources are recognised.
7. Mana Whenua actively participate in freshwater management processes and decision-making.

### Policies

#### Integrated management of land use and freshwater

1. Integrate the management of use and development and freshwater systems by:
  - a. ensuring water supply, stormwater and wastewater collection and treatment infrastructure is adequately provided for in areas of new growth or intensification
  - b. requiring greenfield and brownfield development to be supported by comprehensive and integrated land use and water management planning processes, and adopt sensitive design and green infrastructure as a core development approach
  - c. controlling the use of land to minimise the adverse effects of stormwater runoff on freshwater systems and coastal waters, and reduce existing adverse effects where those systems or waters are degraded
  - d. avoiding development where it will increase existing adverse effects, unless these adverse effects can be adequately mitigated.

#### Freshwater systems

2. Manage land use, development and subdivision to:
  - a. avoid the permanent loss of lakes, rivers, streams and wetlands and their margins, particularly through 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 and natural, social and cultural values 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, freshwater systems and the coast
  - e. avoid the permanent diversion of rivers and streams unless necessary for public health and safety or significant infrastructure only where other alternatives are not practicable
  - f. manage stormwater flows to minimise adverse effects on stream channels and the natural, social and cultural values of freshwater systems

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- g. maintain and enhance as far as practicable, navigation along rivers and public access to and along rivers
- h. maintain and enhance existing riparian vegetation located on the margins of streams in natural stream management areas
- i. use opportunities provided by land use change, development and redevelopment to restore and enhance natural, social and cultural freshwater values where practicable.

### Managing freshwater quality

- 3. Manage use and development, discharges and other activities to avoid where practicable, and otherwise minimise and reduce:
  - a. adverse effects on the water quality and biodiversity values in identified natural lake, natural stream and wetland management areas and in SEAs
  - b. adverse effects on Mana Whenua values associated with freshwater resources, including wāhi tapu, wāhi taonga and mahinga kai
  - c. 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
  - d. significant bacterial contamination of freshwater and coastal waters
  - e. the adverse effects of discharges on the quality of freshwater and coastal waters by:
    - i. reducing the potential for contaminants generated on or discharged to land at both point source and non-point sources to enter surface water and groundwater
    - ii. requiring management and treatment of discharges and contaminants
    - iii. managing land use activities that generate and discharge contaminants
    - iv. adopting the best practicable option for managing stormwater and wastewater network diversions and discharges.
- 4. Use opportunities provided by land use change, development and redevelopment to progressively improve the quality of freshwater and coastal waters.

### Mana Whenua mātauranga, values and tikanga in the sustainable management of freshwater

- 5. Facilitate the identification, definition and goal setting for freshwater 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 for example the Cultural Health Index
  - c. iwi planning documents.

### Freshwater and geothermal quantity, allocation and use

- 6. Manage the quantity of water taken from freshwater systems by:
  - a. avoiding further over allocation of water
  - b. establishing limits beyond which water cannot be allocated
  - c. safeguarding spring flows, surface water body base flows, the recharge of adjacent aquifers, and geothermal temperature and amenity.
- 7. Promote the efficient taking of groundwater rather than the taking of water from rivers and streams in

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areas where groundwater is available for allocation.

8. Manage the allocation of geothermal water, heat or energy by giving priority in the following order to taking or use:
  - a. in accordance with tikanga Maori for the communal benefit of Mana Whenua
  - b. existing lawfully established water uses
  - c. heating public pools
  - d. all other uses.

### Sediment runoff

9. Minimise the loss of sediment from land use, development and manage sediment discharges into surface water bodies and coastal water by requiring land disturbing activities to be designed and undertaken to:
  - a. retain soil and sediment on land and not discharge it to surface water bodies and coastal water, as far as practicable
  - b. use industry best practices and standards appropriate to the nature and scale of the land disturbing activity and the sensitivity of the receiving environment to minimise sediment discharges
  - c. limit the amount of land being disturbed at any one time to minimise the risk to receiving environments particularly where the:
    - i. nature of the soil type or topography is likely to result in increased sediment loss; or
    - ii. resulting sediment laden discharge is likely to adversely affect sensitive areas.

### Urban stormwater

10. Manage the adverse effects of use, development, and the discharge of contaminants from stormwater networks in urban areas on freshwater systems and coastal waters by:
  - a. using land use change and development opportunities to reduce the adverse effects of existing land use
  - b. controlling the extent of impervious surfaces to minimise adverse effects on rivers and streams, the capacity of the stormwater network, flood risk and overflows from the sewer network;
  - c. controlling stormwater volumes and runoff from use and development in areas that discharge to rivers and streams that are identified as being susceptible to the adverse effects of increased stormwater flows
  - d. minimising the generation and discharge of stormwater and contaminants to the stormwater network
  - e. adopting the best practicable option to manage discharges from public stormwater networks and enabling prioritised improvements to those networks and reduction in adverse effects on a catchment, network or receiving environment basis.

### Urban wastewater

11. Manage the adverse effects of discharges from wastewater networks by:
  - a. ensuring that new development is supported by wastewater infrastructure of a capacity that is sufficient to cater for expected population growth within the area to be serviced
  - b. progressively reducing existing overflows, and associated adverse effects, with a priority for areas that are sensitive to the adverse effects of wastewater discharges by:



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- i. adopting the best practicable option for preventing and minimising the adverse effects of discharges from the separated and combined wastewater networks, including works programmes to reduce overflow frequencies and volumes
- ii. ensuring operations and maintenance plans are in place for the effective operation of the wastewater network and to minimise dry weather overflow discharges
- iii. ensuring response processes are in place to mitigate the adverse effects of overflows on public health and safety and the environment where they occur
- iv. managing discharges from wastewater treatment plants to meet community and environmental objectives.

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## Methods

### Regulatory

#### Unitary Plan

- Auckland-wide objectives, policies and rules for lakes, rivers, streams and wetland management, water quality and integrated management, water quantity, allocation and use, stormwater management, onsite wastewater, wastewater network management, taking, using, damming and diversion of water and drilling
- Auckland wide objectives, policies and rules for agrichemicals and VTAs and rural production discharges
- Riparian yard controls which control earthworks and vegetation removal and contribute to maintaining water quality and in-stream habitats
- Overlay objectives, policies and rules for stormwater management area: flow, water allocation, freshwater management areas, water supply management area, wetland management area.

### Non regulatory

#### Advocacy and education:

- Education about how water quality can be safeguarded by behaviour change at home and work.

#### Monitoring and information gathering:

- Pollution response team and hot-line
- Active management of council owned close landfills.

#### Funding and assistance:

- Incentives for improved riparian management and planting
- Funding hazardous waste collection services.

### Explanation and reasons

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 land uses, 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 and wastewater overflows from the public wastewater network. These discharges have the greatest adverse effects on the physical form and quality of urban streams, and are also a major source of degradation of coastal water quality and ecosystem values. Past experience has shown that the adverse effects of stormwater discharges cannot solely, or effectively, be managed "at the end of the pipe". Stormwater management must also encompass the land use activities that contribute stormwater and associated contaminants to the stormwater network and integrated land and water management is an important focus of this approach.

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Sediment being discharged from urban and rural streams is also a major source of freshwater and coastal contamination. The Auckland Plan sets a target 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.

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 principal 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 the Unitary Plan.

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## 6.4 Land - hazardous substances

### Introduction

Industry and commercial activities (including the energy sector), farms 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. Some of these activities rely on bulk storage and distribution facilities.

The storage, use, disposal and transport of hazardous substances are subject to minimum performance requirements that are set by regulations under the Hazardous Substances and New Organisms Act 1996 (HSNO). These requirements apply regardless of circumstances such as activity and location. Additional land use controls may also be made under the RMA for the prevention or mitigation of any adverse effects of the storage, use, disposal and transport of hazardous substances. Land use controls may manage the risk, likelihood and consequence, of adverse effects, such as those resulting from spills, fires and explosions, having regard to the site-specific circumstances of an activity.

### Objective

1. The environment is protected from the adverse effects and risks associated with the storage, use, disposal and transport of hazardous substances, while recognising and providing for the social and economic benefits of these activities.

### Policies

1. Manage the use and development of land for hazardous facilities to avoid unintended discharges or other unintended events resulting in adverse effects on human health and the environment.
2. Manage the use and development of land for hazardous facilities:
  - a. so that hazardous facilities are resilient to damage caused by natural hazards that could result in adverse effects, including risks to people, property, and the contamination of air, land, ground and surface waters
  - b. to minimise risks caused by a natural hazard event.
3. Manage the effects associated with use and development of land for hazardous facilities by:
  - a. not allowing sensitive activities to be established near hazardous facilities or areas identified for hazardous facilities if they are likely to be adversely affected by any hazardous facility or if they have the potential to constrain operation of the hazardous facility
  - b. not allowing new hazardous facilities to be located near sensitive activities unless adverse effects are avoided
  - c. providing areas for hazardous facilities within Auckland away from sensitive activities so that they may carry out their operations without unreasonable constraints.

### Methods

#### Regulatory

##### Unitary Plan

- Auckland wide objectives, policies and rules for managing hazardous substances, biosolids and industrial and trade activities.

#### Non regulatory

##### Advocacy and education:

- Making available guidance to assist operators of hazardous facilities in achieving compliance with relevant requirements, such as brochures or web-based information

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- Promotion of good practices by hazardous facilities operators, including best management practices and adoption of environmental or quality management systems
- Promotion of 'Cleaner Production' principles
- Identification and promotion of suitable industrial standards, guidelines and codes of practice
- Education of public on risk issues associated with hazardous substances and hazardous facilities
- Providing generic information on reverse sensitivity issues
- Making available information on examples of comparable cases and precedents for reverse sensitivity effects on hazardous facilities.

### Monitoring and information gathering

### Funding and assistance

- Liaison with parties involved with hazardous substance management – such as adjoining territorial authorities, central government departments, the New Zealand Police and Fire Service and owner/operators of hazardous facilities - will allow for more effective risk management co-ordination
- Council facilitating a resolution process outside the consents process to manage reverse sensitivity effects on hazardous facilities.

### Explanation and reasons

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.

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## 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 land containing elevated levels of contaminants.

### Policies

1. Identify potential and confirmed land containing elevated levels of contaminants 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 land containing elevated levels of contaminants 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. development or subdivision of land is proposed.

### Methods

#### Regulatory

#### Unitary Plan

- Auckland wide objectives, policies and rules for contaminated land, agrichemicals and vertebrate toxic agents, discharge of contaminants, industrial and trade activities, managing hazardous substances.

#### Non regulatory

#### Monitoring and information gathering:

- Pollution response team and hot-line
- Active management of council owned contaminated land

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- Collection of information about contaminated land.

Funding and assistance:

- Funding hazardous waste collection services.

### **Explanation and reasons**

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.

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## 6.6 Genetically Modified Organisms

### Introduction

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

### Objective

1. The sustainable management of the natural and physical resources of Auckland with respect to the outdoor use of GMOs.

### Policy

1. Adopt a precautionary approach, including adaptive responses, to the outdoor use of GMOs.

### Methods

### Regulatory

Unitary Plan:

- Auckland wide objectives, policies and rules for GMOs.

### Non regulatory

- Promoting farming and land management practices that do not require the use of GMOs.

### Explanation and reasons

Genetic modification (GM) refers to a set of techniques that alter genetic makeup by adding, deleting or moving genes (within or between species) to produce new and different organisms. Genetically modified organisms (GMOs) are products of genetic modification.

The benefits of GMOs is continually being redefined as biotechnology advances. However, there remains scientific uncertainty of the potential adverse effects of GMOs on natural resources and ecosystems. The risks could be substantial and certain consequences irreversible. Once released into the environment, most GMOs would be very difficult to eradicate. If the GMO is related to a food product, the "GE Free" food producer status of Auckland would likely be permanently lost, along with any marketing advantages that status confers.

The relevant legislation which applies to the management of GMOs in New Zealand is the Hazardous Substances and New Organisms Act 1996 (HSNO Act). The HSNO Act establishes the legal framework for assessments by the national regulator, the Environmental Protection Authority (EPA). This Act sets minimum standards and enables the EPA to set additional conditions for a particular GMO activity.

Councils also have jurisdiction under s. 30 and 31 of the RMA to control field trials and the release of GMOs, to promote sustainable management. This enables gaps in the national regulatory regime for the management of GMOs to be addressed. In particular to:

- ensure GM operators are financially accountable for the full costs associated with the GMO activity including unintentional contamination, clean-up, monitoring and remediation
- adopt a precautionary approach to manage potential risks (economic, environmental, social and cultural) associated with the outdoor use of GMOs
- protect marketing advantages associated with a "GE free" status
- address cultural concerns of Mana Whenua.

The council does not seek to foreclose potential opportunities associated with a particular GMO that could benefit the community or the area. However, the outdoor use of GMOs, without taking adequate precautions,



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can have irreversible adverse effects on the environment, including people and communities and their social, economic and cultural well being. To protect the community, it is important to allow for the desired benefits, while managing the risks and potential adverse effects.

There is the ability to review a particular GMO activity if it were to become evident during the field trial stage or in light of other new information that it would be of net benefit to Auckland and that potential risks can be managed to the satisfaction of the council. The council or a GMO developer can initiate a plan change to change the status of a GMO activity.

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## 6.7 Natural hazards

### Introduction

Auckland is affected by a wide range of natural hazards including those that occur frequently such as flooding (coastal and freshwater) and land instability, and those that occur less frequently including volcano activity, tsunami, earthquakes, meteorological hazards (cyclones, tornadoes, drought) and fire. The risk that these hazards pose is not just a reflection of the frequency of these events, rather it is made up of a number of factors including:

- the size and nature of the hazard
- the likelihood of the hazard occurring
- the exposure and vulnerability of elements at risk (people, buildings, infrastructure etc).

Each of these elements needs to be considered to determine the most effective way to reduce natural hazard risk. Some risks can be effectively managed through land use planning and are addressed through objectives, policies and rules in the Unitary Plan, while others are better managed through public education, emergency preparedness, early warnings, building consents and insurance and through the provision of new or upgraded infrastructure.

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 avoided, mitigated or accepted 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.

### 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 risk 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 human health

across a range of timeframes appropriate to the hazard, including a 100 year timeframe for flooding and coastal hazard

4. 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

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- c. considering the location and design of significant infrastructure and future urban areas.

### Management approaches

5. 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.
6. 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.
7. 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 re-locatable 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.
8. Encourage existing development, on land subject to natural hazards, to reduce existing risk and ensure that it does 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
  - d. change of use to a less vulnerable activity.

### Infrastructure

9. Minimise the risk to new significant infrastructure which functions as a lifeline utility by:
  - a. assessing the risk from a range of hazard events including low likelihood, high consequence events such as tsunami, earthquake and volcanic eruptions
  - b. utilising design, location and network diversification to minimise the adverse effects on that piece of infrastructure and to minimise the adverse effects on the community from the failure of that piece of infrastructure.

### Methods

#### Regulatory

#### Unitary Plan:

- Land use zoning and policies
- Auckland wide objectives, policies and rules for natural hazards
- Coastal zone objectives, policies and rules
- Ensuring the safety of buildings through the Building Consent process.

Land Information Memoranda

Building consent process

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

### **Non regulatory**

Non-statutory plans and strategies:

- Preparation and implementation of a Natural Hazard Risk Management Action Plan for Auckland.

Advocacy and education material:

- Providing information about natural hazards in Auckland to the public.

Civil defence and emergency management.

### **Explanation and reasons**

These objectives and policies seek to ensure adequate spatial planning to reduce the risk from natural hazards. They also seek 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.

## 7 Sustainably managing our coastal environment - Toitū te taiwhenua

*Te tere i uta*

*Te tere i tai*

The shoals from the shallows and the shoals from the deep.

### Introduction

Auckland's coast and harbours are one of its most highly valued natural features. 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 Waitemātā, Mahurangi and Whangateau on the east, and Port Fitzroy and Tryphena at Great Barrier Island. The outstanding quality and diversity of biology and landscape of the Hauraki Gulf and its islands (the Gulf) has been recognised through their inclusion in the Hauraki Gulf Marine Park.

Coastal areas all have their own distinct qualities, values and uses and share a rich history of Māori and European settlement. The 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 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.

### Managing the coastal environment

The seaward extent of the coastal environment includes the coastal marine area (CMA) (mean high water springs to 12 nautical miles), except where this crosses a river, and includes islands within the CMA. The landward extent of the coastal environment is determined by the natural and physical elements, features and processes associated with the coast, including vegetation, landscape, landforms, coastal processes and the other matters included in Policy 1 (2) of the New Zealand Coastal Policy Statement 2010 (NZCPS). (Refer Figure 1).

The importance of the coastal environment is reflected in the statutory resource management framework, particularly the NZCPS and s. 6 and 7 of the RMA. 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 of the Gulf to sustain the life-supporting capacity of the environment of the Hauraki Gulf and its islands, to a matter of national significance.

### Values of the coastal environment

Auckland's coastal environment is a finite resource with high environmental, social, economic and cultural values. It is the location of New Zealand's largest commercial port and international airport, and marine industry, transport and aquaculture activities all contribute to our social and economic well-being. The coastal environment also contains potentially significant renewable energy resources. It is a highly desirable location for often competing residential, commercial, industrial and recreational use of both land and water. These demands will increase as Auckland grows.

Auckland's CMA is highly used for a range of recreation activities and valued as an open space resource. There is a public expectation of free rights of use and access to the coast. These long-standing 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. However there is a need to restrict public access in certain circumstances, including for safety, security and biosecurity reasons, or to enable the carrying out of activities, such as port or marine industry.

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 port and marine activities, recreational activities, marine industry, transport and aquaculture that support our economy. The many uses made of the

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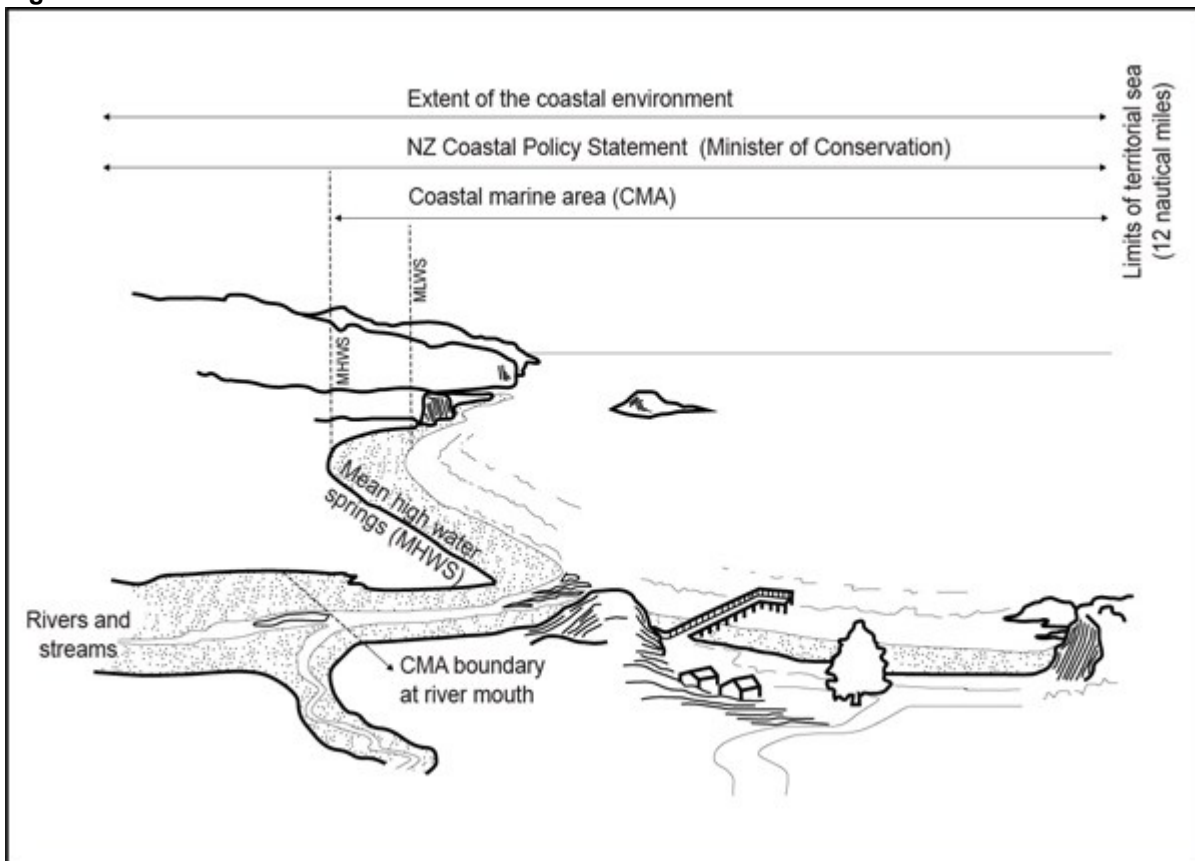
coast have to be managed to ensure that they do not threaten the life-supporting capacity of the marine environment, as a healthy marine environment is fundamental to many of the activities and values of the coast.

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. There is a need to ensure integrated management of activities on both the land and sea to ensure the ecosystem services and values of the CMA are maintained.

In addition to the objectives and policies in this section the values of the coastal environment are recognised and provided for in the objectives and policies relating to:

- historic heritage (RPS - section 4.1)
- natural character (RPS – section 4.3.1)
- landscape and natural features (RPS – section 4.3.2)
- biodiversity (RPS – section 4.3.4)
- Mana Whenua values (RPS – sections 5.1 to 5.4)

**Figure 1: Extent of the coastal environment**



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

## 7.1 Subdivision, use and development in the coastal environment

### Objectives

1. Subdivision, use and development in the coastal environment is located in appropriate areas, taking into account the range of uses and values of the coastal environment.
2. The natural and physical resources of the coastal environment are used efficiently and activities that depend on the use of the natural and physical resources of the coastal environment are provided for in appropriate locations.
3. Conflict between activities is minimised, and rights to occupy parts of the CMA are limited to activities that have a functional need to be located below MHWS.
4. There is integrated management of activities on land and in the CMA, to ensure that the efficient operation of established activities that depend upon the use of the CMA, is not adversely affected by other land or CMA activities.
5. The risk of subdivision, use and development in the coastal environment being adversely affected by coastal hazards is minimised.

### Policies

1. Determine the appropriateness of subdivision, use and development in the coastal environment having regard, in addition to the objectives and policies in this section, to the regional policy statement objectives and policies in the historic heritage, natural character, landscape and natural features, biodiversity and Mana Whenua sections.
2. Avoid sprawling or sporadic patterns of subdivision, use and development that will individually or cumulatively compromise the RUB or 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. Provide for subdivision, use and development for activities that have a functional need to use the natural and physical resources of the coastal environment in appropriate areas having regard to the matters in Policies 1 and 2 above.
4. Maintain the value of the coast as an open space area with free public access by limiting use, occupation and development in the CMA to activities that:
  - a. have a functional need to be located below MHWS
  - b. are for public benefit, including infrastructure that cannot be reasonably or practicably be located outside the CMA, including existing uses
  - c. enable the cultural or traditional use of the CMA by Mana Whenua.
5. Provide for activities that are necessary to allow for the on-going use and operation of infrastructure and existing activities in the CMA, including port activities, while avoiding significant adverse effects to the extent practicable, and avoiding, remedying or mitigating other adverse effects.
6. Require subdivision, use and development in the coastal environment to assess the effects of activities on both the land and the CMA, including the effects on existing uses and on the coastal receiving environment.

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

## Methods

### Regulatory

#### Unitary Plan

- RPS objectives and policies for providing for growth in coastal settlements
- Auckland wide objectives, policies and rules for natural hazards, mineral extraction in the CMA, subdivision
- Zone objectives, policies and rules for the General Coastal Marine, Marina, Mooring, Minor Port, Ferry Terminal, Defence and Rural Coastal zones
- Overlay objectives, policies and rules for Historic Heritage, Natural Heritage, Mana Whenua
- Precinct objectives, policies and rules for coastal precincts.

#### Bylaws

- Bylaws that control use and activities in the coastal environment, including navigation and safety, vehicles on beaches and temporary events in the CMA.

### Non-Regulatory

#### Non-statutory plans and strategies:

- Marine spatial planning; to identify conflicts, values and appropriate locations for activities
- Catchment management planning; to integrate land-use and coastal receiving environment planning.

#### Advocacy and education

#### Monitoring and information gathering

### Explanation and reasons

The objectives and policies recognise that the coastal environment is a finite resource with a range of values that need to be provided for. As Auckland grows the coastal environment is under increasing pressure for use and development and its natural and physical resources must be used efficiently to ensure it is able to sustain the needs of future generations.

The objectives and policies provide guidance to ensure that subdivision, use and development in the coastal environment is appropriate by:

- ensuring it is located in appropriate areas, taking into account the values identified and the strategic direction for managing subdivision, use and development in the coastal environment, in addition to the values of the coastal environment that need to be considered in other parts of the plan
- recognising that some forms of use and development rely on the use of the natural and physical resources of the coastal environment, for example renewable energy generation, and that this should be provided for in appropriate locations
- recognising that the CMA is a limited and highly valued public resource, and that use, development in the CMA should be for activities that have a functional need to be undertaken below MHWS and cannot be undertaken on land
- providing for activities associated with the on-going operation of infrastructure and existing activities in the CMA, including Auckland's largest commercial port and airport recognising the social and economic benefit they provide, subject to managing the adverse effects



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

- requiring the impacts of land use activities on the CMA be taken into account, including impacts on water quality, and that the effects on established CMA activities like aquaculture, port activities, and recreational use
- requiring that both the landward and seaward aspects of use and development be considered in an integrated manner, for example the parking and access on land that may be required as part of providing for an activity in the CMA.

Subdivision, use and development, including redevelopment needs take into account the risk of being affected by coastal hazards, including the effects of climate change, and avoid increasing the future risk of social, environmental and economic harm.

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

## 7.2 Public access and open space in the coastal environment

### Objectives

1. Public access to and along the CMA is maintained and enhanced in a manner that is sensitive to the use and values of an area.
2. The open space, recreation and amenity values of the coastal environment are maintained or enhanced, including through the provision of public facilities in appropriate locations.
3. Public access is restricted where necessary to ensure health or safety, the efficient and safe operation of activities, or to protect the value of areas that are sensitive to disturbance.

### Policies

1. Subdivision, use and development in the coastal environment must where practicable:
  - a. be designed and located to minimise impacts on public use and access of the CMA
  - b. be set back from the CMA to protect public open space values and access
  - c. take into account the likely impact of coastal processes and climate change, and be set back sufficiently to not compromise the ability of future generations' to have access along the coast
  - d. maintain, or where possible, enhance public access to the CMA, including through the provision of esplanade reserves and strips.
2. Facilitate the provision of public access, particularly walking access, to and along the coast through:
  - a. acquiring esplanade reserves or strips on subdivision, and linking reserves, access strips and open space areas
  - b. investigating the option of using paper roads to provide access in appropriate locations
  - c. working with landowners to seek agreement for walking access to be allowed through private property to enable linkages between areas, or to provide access to areas or sites of historic or cultural significance
  - d. where appropriate providing boardwalks in the CMA to connect access between land-based walkways or open space areas.
3. Provide for a range of open space and recreational use of the coast by:
  - a. enabling a diverse range of recreational uses while managing uses to avoid conflicts and safety issues
  - b. identifying and providing areas for particular recreational use where this ensures the most efficient use of space, and supports the provision of land-based facilities for those uses
  - c. enabling the provision of facilities in appropriate locations to enhance public access and amenity values.
4. Manage the level and form of public access to retain the sense of remoteness and predominance of natural character in areas valued for their wilderness experience.
5. Public access to, and along, the CMA, particularly walking access, will only be restricted 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 scheduled sites and places of significance to Mana Whenua

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

- f. have a level of security necessary to carry out an activity or function that has been established or provided for
- g. provide for exclusive use of an area to carry out an activity granted an occupation consent under s. 12 of the RMA.

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

## Methods

### Regulatory

#### Unitary Plan:

- Auckland-wide objectives and policies and rules for public open space, public access, and subdivision, including esplanade reserve provisions
- Zone objectives, policies and rules for the General Coastal Marine, Marina, Mooring, Minor Port, Ferry Terminal and Defence zones.
- Precinct objectives, policies and rules for the Rowing and Paddling precinct.

#### Reserve Management Plans

### Bylaws

- Bylaws that control use and activities in the coastal environment, including navigation and safety, vehicles on beaches and temporary events in the CMA.

### Non-Regulatory

#### Non-statutory plans and strategies:

- Open space strategy
- Parks and reserve management plans
- Marine spatial planning

#### Advocacy and education

### Explanation and reasons

Both the RMA (s. 6(d)) and the NZCPS (Policies 18 and 19) recognise the national significance of maintaining and providing public access, particularly walking access, to and along the coast, and to recognise the significant open space values of the coast.

The coast is one of Auckland's most highly used and valued open space areas. It is used for a range of recreational activities and will be subject to increasing pressure as Auckland grows. To meet these growing needs it will be necessary to work towards linking walking access around the coast and to provide facilities such as boardwalks and boat ramps in appropriate locations. In parts of the coast it may be appropriate to identify areas for a particular recreational activity, in order to make the most efficient use of coastal space and to avoid conflicts between activities.

Public access needs to be restricted in some circumstances to ensure public health and safety, enable the safe use and operation of activities provided for in the CMA, and to protect sensitive areas. This is consistent with Policy 19 (3) of the NZCPS.

#### The objectives and policies recognise that:

- subdivision, use and development can have a significant impact on public open space and access. It may enhance access through the provision of esplanade reserves and open space areas, or the design and form of development can limit or detract from open space value and public access
- The likely future impact of coastal erosion and sea level change needs to be taken into account in considering the appropriate width of reserves and set backs from the coastal edge, particularly for new greenfield development. There is otherwise a risk that coastal reserves will erode and access will be

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lost, or that foreshore protection works will be required, if they are to be retained in the long term

- the provision of facilities, including boardwalks, boat ramps and pontoons can considerably enhance public access and amenity values. Facilities should be enabled in locations where there is high recreational use and it would enhance public access and use of the coast
- as Auckland grows and there is greater intensification and less private open space it will be important to ensure that there continue to be areas that people can still 'escape' the city and experience wilderness values. These areas need to be managed to ensure changes to access, including car-parking, or changing nature of access (e.g low impact walking tracks to formed accessways or vehicle access) do not result in losing the wilderness experience these areas are valued for
- Restrictions on public access to or along the CMA may need to be limited where it is necessary to protect public health and safety or the values of areas sensitive to disturbance. Restrictions may also be necessary to enable the efficient operation of activities undertaken in the coastal environment, including port, airport and marine industry activities, including access restrictions necessary for customs, security and biosecurity requirements. Some activities in the CMA are granted rights of occupation under s. 12 of the RMA, for example aquaculture or moorings, which require public access to be restricted or limited in parts of the CMA.

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### 7.3 Areas of degraded water quality

Auckland's coastal receiving environments are under continued pressure from both coastal and land-based activities. Low energy inner harbour and estuarine areas where sediments and contaminants accumulate are usually most adversely affected areas. This is particularly the case in Auckland, where the city has historically developed around the Waitemata and Manukau Harbours.

Degradation of coastal receiving environments can have significant adverse effects on recreational, amenity, Mana Whenua and economic values.

Degraded areas have been identified based on water quality, sediment contamination and benthic health. Where an area was identified as degraded for any one of these measures, it has been identified as degraded.

Degraded 1 areas are the areas where monitoring data shows a high level of degradation, or that can be identified with high certainty. Degraded 2 areas are where monitoring data shows a moderate level of degradation, or that can be identified with reasonable certainty. The distinction between degraded 1 and degraded 2 does not imply a ranking of degradation or priority for action. It is important that they are considered together because of the dynamic and interconnected nature of coastal environments and because the divisions may shift over time as more knowledge is gained and as pressure on receiving environments change. There is evidence that even moderate levels of degradation can result in ecosystem level changes, and it is not yet known how reversible these changes might be.

Identifying an area as degraded does not imply that it has no value. Degraded areas may contain valuable habitats, support important species, or form critical connections with other systems. Many are identified as SEAs.

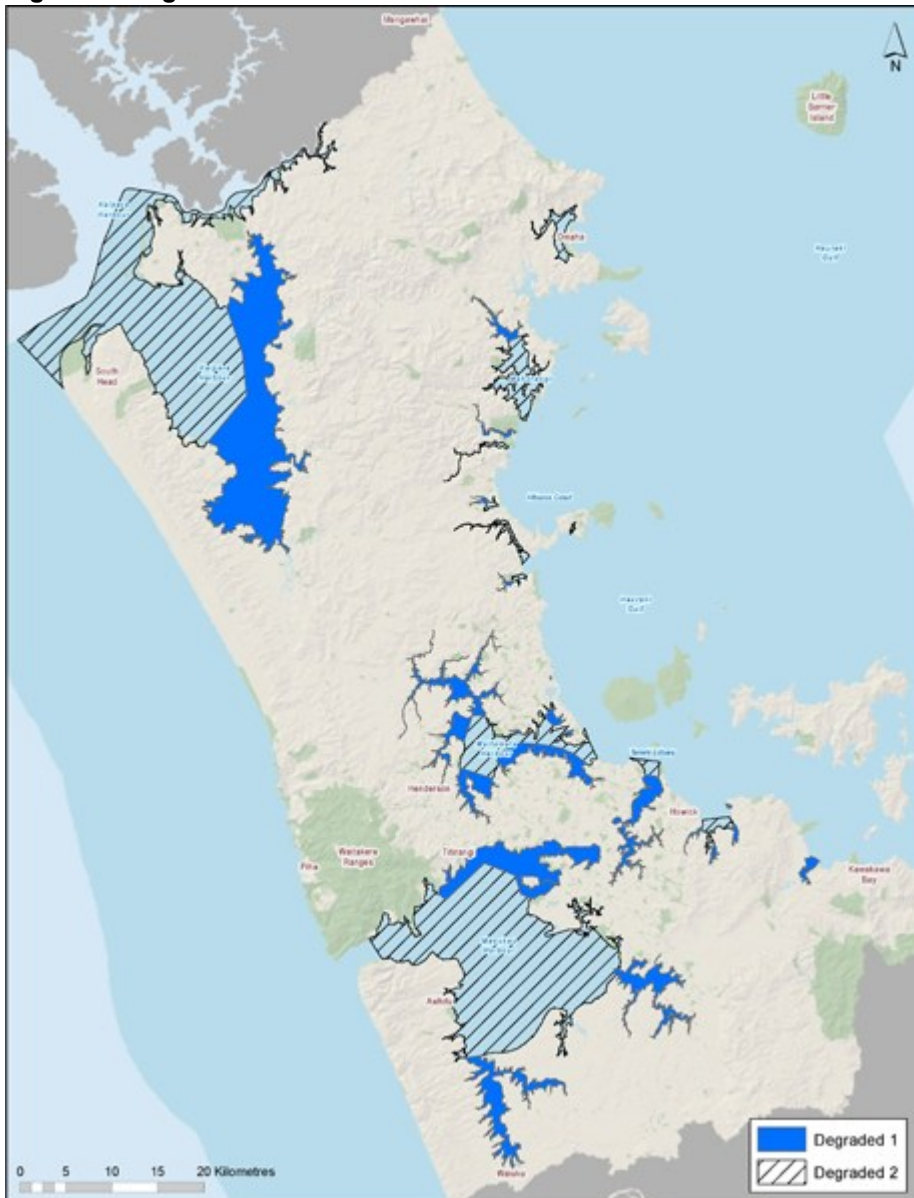
#### Objectives

1. There is no further decline in the water quality and ecological integrity of degraded areas.
2. The ecosystem functioning and water quality of degraded areas is improved over time and can support a range of recreational, cultural and other activities.
3. The water quality of areas of special value to Mana Whenua is such that it provides for the traditional and cultural use and values of the CMA.

#### Policies

1. Require discharges from catchments that are affecting the water quality of degraded areas to be managed to avoid further degradation of water quality and loss of ecosystem function.
2. Prioritise catchment management and restoration initiatives by:
  - a. identifying the key contributors and sources that are adversely impacting on the water quality of degraded areas
  - b. determining the restoration objective(s) by considering the current and future use and value of an area
  - c. consulting with Mana Whenua to identify areas they have a particular interest in.
3. Promote the restoration of the water quality and ecosystem function of degraded areas through:
  - a. targeted catchment management programmes
  - b. managing discharges to meet identified outcomes, having regard to the matters in policy 2.

Figure 2: Degraded marine areas



## Methods

### Regulatory

#### Unitary Plan:

- Auckland-wide objectives, policies and rules for lakes, rivers and wetlands, earthworks, on-site wastewater, other discharges of contaminants, rural production discharges, stormwater management, vegetation management, wastewater network management
- General Coastal Marine zone objectives, policies and rules for discharges and disturbance, including rules for stock access to CMA.

### Non-regulatory

#### Non-statutory plans and strategies

- Identification of the use and values of areas through marine spatial planning
- Catchment management programmes, including riparian planting and coast care

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- Integration of the work on identifying values for freshwater.

### Advocacy and education

- Working with groups such as the Hauraki Gulf Forum and Integrated Kaipara Harbour Management Group and the Manukau Forum to improve coastal water quality
- Working with Mana Whenua to identify areas of coastal waters they have a particular interest and in identifying ways to remedy or mitigate the adverse effects from degraded water quality.

### Explanation and reasons

Water quality is fundamental to a range of use and values, to the ecosystem function and the life-supporting capacity of the coast. The coast is the receiving environment for discharges, both from historic and present activities that are undertaken in the CMA and from land.

Policy 21 of the New Zealand Coastal Policy Statement 2010 requires that where the quality of water in the coastal environment has deteriorated so that it is having a significant adverse effect on ecosystems, natural habitats, or water based recreational activities, or is restricting existing uses, such as aquaculture, shellfish gathering and cultural activities, to give priority to improving water quality by identifying such areas and including provisions in plans to improve, and where possible restore water quality in these areas.

Both urban and rural activities have adverse impacts on coastal water quality. The most degraded areas are generally found in estuaries receiving runoff from the older, intensively urbanised and/or industrialised catchments, particularly in the Tamaki Estuary, Mangere Inlet and the Waitemata Harbour. Water quality is highly impacted by the condition of and type of network (stormwater, wastewater or combined) infrastructure found in the surrounding catchment. The best water quality is found at locations that are more exposed to open ocean water currents and have less development in their catchments, or have received upgrades to the network infrastructure.

Outside of urban areas, degradation also occurs in all of the smaller east coast estuaries. This is partly due to high sediment accumulation rates because of their size and shape, but also as a result of historic and ongoing land disturbance from rural activities in their catchments.

Water quality in marinas and ports are particularly impacted by the use of antifouling paints and other vessel related contaminants as well as often receiving inputs of urban stormwater. Port and marinas are also often subjected to high sedimentation rates created by their enclosed environment and as a result are often dredged.

There are large areas of the Auckland region where we do not have monitoring data and these areas were therefore not graded. In general, all enclosed estuaries and harbours around mainland Auckland were graded (except Matakana Estuary), while the open waters of the Hauraki Gulf, Tamaki Strait and areas around off-shore islands were not.

The objectives and policies seek to avoid on-going decline in water quality and to improve water quality over time through a range of mechanisms. They also recognise the significance and value of the coastal marine area for Mana Whenua, and that we need to work towards restoring the mauri of coastal water.



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

### Objectives

1. The management of the Gulf gives effect to s. 7 and 8 of the Hauraki Gulf Marine Park Act 2000.
2. The life-supporting capacity and ecological values of the Gulf and its marine ecosystems are protected, and where appropriate, enhanced.
3. Use and development supports 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.
4. Additional marine protected areas are created to support linkages with restored or high-value ecological areas on the islands or in catchments of the Gulf, and to enhance the recovery of ecosystems and enhance tourism opportunities.
5. The historic resources of the Gulf, its islands, and catchments are protected, and where appropriate enhanced.
6. The significant open space, recreation and amenity values of the Gulf are maintained or enhanced.
7. Economic well-being is generated from the use of the Gulf's natural and physical resources without resulting in further degradation of environmental quality or adversely affecting the life-supporting capacity of marine ecosystems.

### Policies

#### Integrated management

1. Encourage and support the restoration and enhancement of the Gulf's ecosystems, its islands, and catchments.
2. Require the integrated management of use and development in the catchments, islands, and waters of the Gulf to ensure that the ecological values and life-supporting capacity of the Gulf are protected, and where appropriate enhanced.
3. Require applications for use and development to be assessed in terms of the cumulative effect on the values of the Gulf, 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 natural character, landscape, conservation, and biodiversity values of the islands, particularly in areas identified as having significant values.
5. Promote the restoration and rehabilitation of natural character values of the islands of the Gulf.
6. 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.
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:

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

- 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. provide 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.

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

10. 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.
11. Incorporate mātauranga Māori with western knowledge in establishing management objectives for the Gulf.
12. Require management and decision-making to take into account the historical, cultural and spiritual relationship of Mana Whenua with the Gulf, and the ongoing capacity to sustain these relationships.

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

13. 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.
14. Identify, maintain, and where appropriate 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.
15. Encourage the strategic provision of infrastructure and facilities to enhance public access and recreational use and enjoyment of the Gulf.

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

16. Provide for commercial activities in the Gulf and its catchments while ensuring that the impacts of use, and any future expansion of use and development, do not result in further degradation or net loss of sensitive marine ecosystems.
17. Encourage the strategic provision of infrastructure and facilities that support economic opportunities for the resident communities of Waiheke and Great Barrier islands.
18. Promote economic development opportunities that complement the unique values of the islands and the Gulf.
19. Promote the national significance of the Hauraki Gulf 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.

### **Methods**

#### **Regulatory**

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### Unitary Plan:

- Regional Policy Statement – objectives and policies in: Protecting out historic heritage, historic character and natural heritage, Addressing issues of significance to Mana Whenua, Sustainably managing our natural resources, Sustainably managing our coastal environment
- Auckland-wide objectives, policies and rules for maori cultural heritage, natural resources and general
- Zone objectives, policies and rules for activities for all the zones that lie within the Hauraki Gulf Marine Park and catchments in the Hauraki Gulf Marine Park Land Drainage Area
- Overlay and precincts objectives, policies and rules that apply to land or water within the Hauraki Gulf Marine Park and catchments in the Hauraki Gulf Marine Park Land Drainage Area.

### Non-Regulatory

#### Non-statutory plans and strategies:

- Open space strategy
- Economic development strategy - promoting tourism and economic development consistent with protecting the values of the gulf.

#### Collaborative processes

- Marine spatial planning
- Hauraki Gulf Forum
- Department of Conservation
- Cross-boundary and jurisdiction management.

#### Monitoring and information gathering

- Hauraki Gulf Forum State of the Environment monitoring
- Council monitoring of environmental quality and research
- Monitoring and information from other agencies just a Ministry of Primary Industries (fisheries management), Department of Conservation and research agencies (Leigh Marine Laboratory and Auckland University research)
- Water quality and stormwater monitoring and information
- Consent monitoring and information.

#### Funding and assistance:

- Funding of catchment management initiatives to improve water quality
- Investment in infrastructure and facilities that support the social and economic well-being and management objectives for the gulf.

### Explanation and reasons

The provisions of s. 55 of the RMA apply as though s. 7 and 8 of this Act were a national policy statement and a regional council or a territorial authority must take action in accordance with that section.

The objectives and policies provide guidance on giving effect to the HGMPA by:

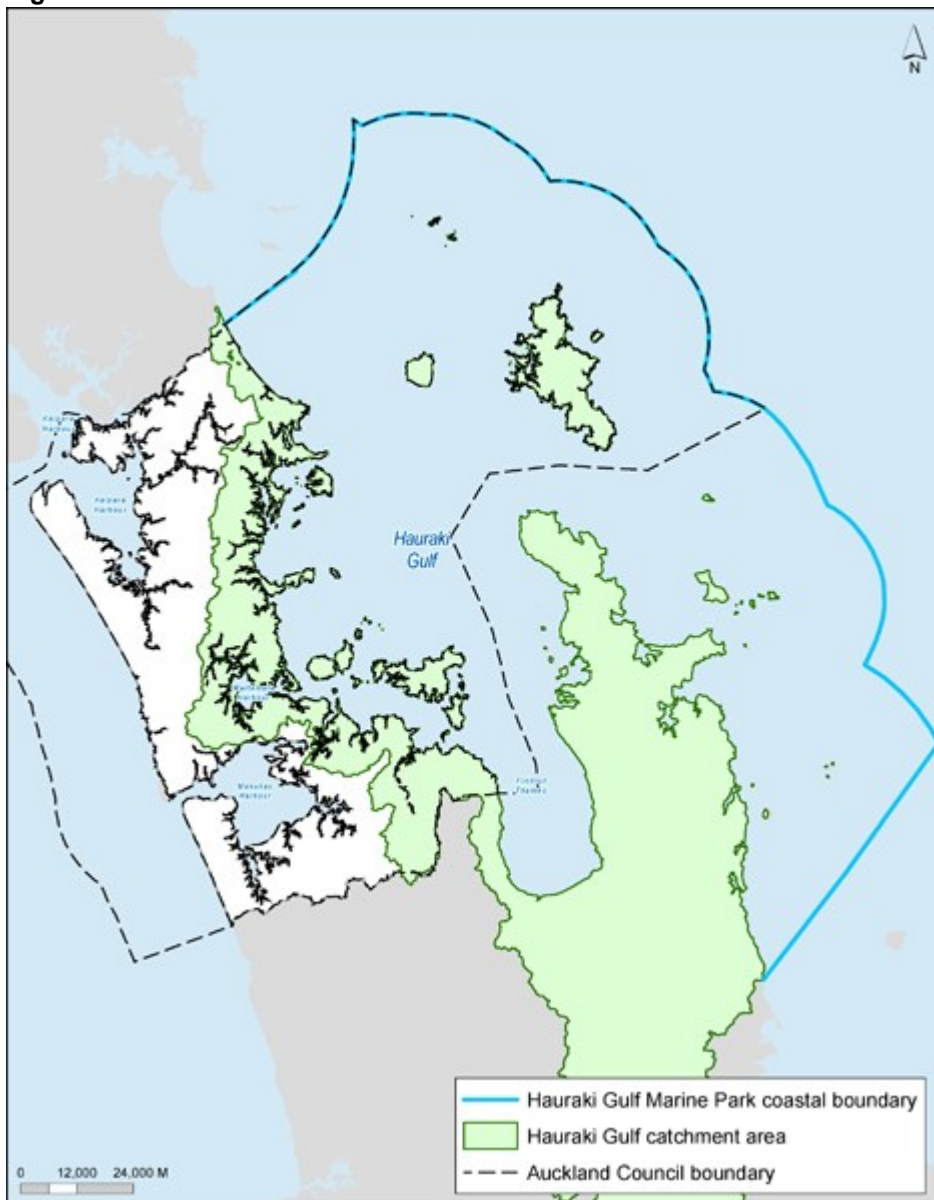
- recognising the need to integrate the management of the natural, historic, and physical resources of

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the Hauraki Gulf, its islands, and catchments

- promoting restoration efforts on islands and maintaining the values of conservation islands
- supporting protection of areas of significant ecological value, including linkages between land and sea
- promoting use and development that provides for social and economic opportunities while avoiding further degradation of the marine environment of the Gulf
- recognising the significance of the open space, recreation and heritage values of the Gulf
- working with Mana Whenua in managing the Gulf
- recognising the need for collaboration in achieving the outcome sought for the Gulf as management of the catchments, marine area and islands is split between different councils and agencies and controlled under different legislation.

Figure 3: Hauraki Gulf Marine Park



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## 8 Sustainably managing our rural environment - Toitū te tuawhenua

### *Me tupu te ora ki te tuawhenua*

Grow your livelihood inland

#### **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 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.

#### **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
  - 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 sensitive activities (such as rural lifestyle living) from establishing in areas zoned rural production, mixed rural, and rural coastal.
5. Support management practices that contain adverse effects from rural production activities on the site.

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6. Require new rural lifestyle living to adopt on-site methods to avoid reverse sensitivity impacts on existing rural production activities. Countryside Living zones, and sites in rural zone areas, should provide adequate separation between dwellings and rural production uses.
7. Maintain a range of site sizes in rural areas, particularly large lots, to ensure adequate choice for primary production activities, including large farm holdings.
8. 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.
9. 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.
10. Enable the location and operation of significant infrastructure, including renewable electricity generation, in rural areas.
11. Avoid subdivision and development that would result in sensitive activities (such as rural lifestyle living) being introduced into areas containing significant mineral resources.

### Methods

#### Regulatory

##### Unitary Plan

- Auckland-wide objectives, policies and rules for activities affecting natural resources.
- Zones objectives, policies and rules for Rural Production, Mixed Rural, Rural Coastal, Rural Conservation and Countryside Living zones.
- Overlay objectives, policies and rules for natural heritage, natural resources and Mana Whenua.
- Precinct objectives, policies and rules for rural areas.

Bylaws: for animal keeping

#### Non regulatory

Non-statutory plans and strategies

Advocacy and education

Monitoring and information gathering

Funding and assistance

#### Explanation and reasons

The policies seek to ensure that uses and subdivision do not undermine the productive potential of Auckland's rural areas, while maintaining those qualities (such as rural or coastal character) which the community values. The use and subdivision rules are intended 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.

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## 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 living 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.
7. Provide the ability to amalgamate sites and transfer their development potential into other appropriate locations in rural areas (such as Countryside Living zones).

### Methods

#### Regulatory

##### Unitary Plan:

- Auckland-wide objectives, policies and rules for subdivision in rural areas
- Zones objectives, policies and rules for rural production, mixed rural, rural coastal, rural conservation and countryside living zones.

##### Bylaws

#### Non regulatory

##### Non-Statutory plans and strategies

- Farm plans

##### Advocacy and education

##### Monitoring and information gathering

- Studies of highly productive areas to increase their resilience to adverse climatic events, and other ways of maintaining their productivity without degrading natural environment such as water quality.

##### Funding and assistance

- Enhancement funding for restoration programmes/planting
- Funding catchment management programmes (eg Mahurangi – Hoteo river)



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- Funding – beach clean ups

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### **Explanation and reasons**

Land of high productive potential for farming includes elite land (LUC Class 1) and prime land (LUC Classes 2 and 3). 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. Rural lifestyle 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. The subdivision rules allow the transfer of the residential development potential of existing sites from one place to another, and allow title boundaries to be adjusted or relocated to locations where they will more usefully enable the rural development potential to be realised.

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## 8.3 Rural subdivision

### Objectives

1. Land subdivision does not undermine the productive potential of rural land.
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. Enable the permanent protection of substantial areas of high quality indigenous vegetation or wetlands to generate the ability to subdivide land in:
  - a. appropriate, identified Countryside Living zones
  - b. other receiver areas identified in the Unitary Plan
  - c. rural or coastal towns or villages identified as receiver areas.
3. Provide new subdivision for purposes other than for rural lifestyle living 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. Through subdivision, enable the transfer of the residential development potential of rural sites from one place to another, and the rearrangement of site boundaries, to promote the productivity of land in 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
  - 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

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- e. consider opportunities for future intensification and retrofitting within the zone, including opportunities to be receiver areas for transferable rural site subdivision
- f. avoid reverse sensitivity effects that hinder the continued operation or growth of existing rural activities, or the establishment of new rural activities.

### Methods

#### Regulatory

##### Unitary Plan

- Zones objectives, policies and rules for Rural Production, Mixed Rural, Rural Coastal, Rural Conservation and Countryside Living zones.
- Auckland wide objectives, policies and rules for land use and subdivision

##### Bylaws

#### Non regulatory

Non-Statutory plans and strategies

Advocacy and education

Monitoring and information gathering

Funding and assistance

#### Explanation and reasons

These policies recognise that a rural lifestyle is attractive to many Aucklanders and enable countryside living in identified areas while balancing this against the imperative to protect the productive potential of rural land as well as its rural amenity values.

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## 9 Responding to climate change - He tīkapa ki te āhuarangi

*Ko te ua ki a Nuku,  
hei waiora mō te ao*

The raindrops that fall on Papatūānuku provide the life-giving waters to the world

### Introduction

The global impacts of climate change are already becoming evident and further change is inevitable due to greenhouse gases already in the atmosphere and which are continually being produced. Climate change will have a significant impact 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 uses a greater proportion of renewable energy, conserves energy and resources and therefore reduces emission which contribute to climate change.
- to develop resilience to the impacts of future climate change and position Auckland to take advantage of opportunities that arise from a changing climate.

Climate change is expected to increase the risk from natural hazards. Changes in the intensity of rainfall, increasing temperature variability and rising sea levels will mean that activities already at risk from natural hazards such as flooding, coastal inundation, and land instability will be affected more often. Some activities in locations that are not currently affected by these hazards will be at an increased risk of adverse effects. It is essential that climate change projections are included in all natural hazards and risk assessments so risk can be appropriately managed or avoided.

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 out competing or preying on native species.

Auckland must manage growth in a way that will increase efficiency of the end use of energy and therefore reduce greenhouse gas emissions. A more compact urban form will reduce reliance on energy intensive forms of private transport and increase the use of public transport, walking and cycling. Creating sustainable neighbourhoods and buildings will both increase resilience to the effects of climate change and minimise greenhouse gas emissions.

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

### Objectives

1. Auckland continually responds and adapts to the existing and future effects of climate change.
2. Auckland increases renewable energy use and maximises energy efficiency which will reduce emissions that contribute to the adverse effects of climate change.

### Policies

1. Increase energy efficiency, the use of renewable energy and carbon sinks to contribute to the mitigation of the adverse effects of climate change in Auckland by:
  - a. integrating land use and transport to enable an increase in the use of public transport networks and active modes such as walking and cycling.
  - b. requiring 5 or more new dwellings and office and industrial buildings over 5000m<sup>2</sup> to achieve best practice sustainable design

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- c. encouraging all development to incorporate energy efficient design through solar orientation of the building, location of windows and inclusion of appropriate insulation and thermal mass
  - d. enable the retrofit of existing buildings to improve their energy efficiency and where appropriate incorporate renewable energy generation
  - e. protecting existing carbon sinks and promoting new carbon sequestration opportunities
  - f. encouraging new neighbourhoods to be planned to incorporate community scale energy generation, waste management and water sensitive design along with public and active transport networks
  - g. waste minimisation initiatives to reduce the amount of waste going to landfills and energy consumption associated with transport of waste
  - h. enabling the development of renewable electricity generation activities including wind farms and solar photovoltaic generation
  - i. encouraging other activities which improve energy efficiency and reduce greenhouse gas emissions such as waste minimisation and local food production.
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, increased risk from natural hazards, more frequent and extreme weather events, and increased drought conditions, by:
- a. encouraging sustainable design in new development to increase water re-use and recycling which will lessen demands on the water infrastructure network design
  - b. 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
  - c. minimising the risk to urban development in areas vulnerable to sea level rise
  - d. ensuring development and associated infrastructure are designed and located taking into account most likely climate change predictions.

### Methods

#### Regulatory

##### Unitary Plan:

- Auckland-wide objectives, policies and rules for infrastructure, transport, network utilities and energy, natural hazards and flooding, air quality and sustainable design.
- Mapping of coastal inundation and flooding.

#### Non regulatory

##### Other strategies

- Waste minimisation strategy.

##### Advocacy and education

- Auckland Council will lead by example in its own operations and services as a catalyst for change
- Advocate adaptation and mitigation principles to Auckland communities.

##### Monitoring and information gathering

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- Undertake research into natural hazards, including modelling the effects of climate change on areas susceptible to natural hazards
- Monitor identified areas susceptible to future coastal inundation.

### **Explanation and reasons**

The objectives, policies and associated methods recognise the need for an integrated approach across the Unitary Plan to managing the risks, uncertainties and challenges for Auckland regarding climate change.

Transport is a major contributor to carbon emissions. Integrating land use and transport through a compact urban form and well connected neighbourhoods will help decrease travel demand, and therefore fossil fuel use. Walking, cycling and public transport will become more attractive alternatives to the private car.

Our homes and workplaces are commonly inefficient, damp and difficult to heat. Sustainability principles, which prioritise passive design to maximise energy efficiency will minimise greenhouse gas emissions at the building scale by reducing energy consumption.

Carbon sequestration is a natural process of absorbing carbon dioxide from the atmosphere and storing it for long periods in plant material, such as growing trees. Deforestation is a major contributor to global climate change. However converting land to forest or wetlands, or riparian planting can provide significant carbon sequestration opportunities. Protecting and enhancing the extent and quality of indigenous habitat increases the ability of indigenous biodiversity to adapt to changing climatic conditions.

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### 10 Methods

The Unitary Plan uses a range of regulatory and non-regulatory methods to implement the objectives and policies in the regional policy statement. The table below provides a summary of those methods. In addition, each section within the regional policy statement identifies specific methods within the categories below.

Table 1

<b>Regulatory</b>	Unitary Plan	Auckland-wide objectives, policies and rules
		Zone objectives, policies and rules
		Overlay objectives, policies and rules
		Precinct objectives, policies and rules
	Bylaws	
<b>Non-regulatory</b>		
	Non-statutory plans, strategies and statutory plans under other legislation	Strategies, policies or plans which guide or direct Auckland development such as: <ul style="list-style-type: none"> <li>• Auckland Plan</li> <li>• Long-term Plan</li> <li>• Housing Action Plan</li> <li>• area plans</li> <li>• local board plans</li> </ul>
	Advocacy and education	Programmes and toolkits that provide people and communities with information to increase their understanding on a particular subject such as: <ul style="list-style-type: none"> <li>• sustainability</li> <li>• Auckland Design Manual</li> <li>• pests and weeds</li> <li>• resource consent lodgement</li> <li>• environmental education</li> <li>• engagement and consultation with Mana Whenua</li> </ul>
	Monitoring and information gathering	Ongoing gathering of information to ensure policy is based on robust research such as: <ul style="list-style-type: none"> <li>• state of the environment monitoring</li> <li>• growth projections and capacity studies</li> <li>• Resource consent monitoring</li> <li>• heritage identification</li> <li>• natural hazards register</li> </ul>
	Funding and assistance	Financial or other mechanisms to implement and support policies such as: <ul style="list-style-type: none"> <li>• grants</li> <li>• reducing or waiving of resource consent application fees</li> <li>• development contributions</li> </ul>



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### 11 Cross-boundary issues

Our neighbouring local authorities are Northland Regional Council and Kaipara District Council to the north and Waikato Regional Council, Waikato and Hauraki District Councils in the south. The RMA requires the RPS to state the process that will be used to resolve or manage cross-boundary issues. Issues which affect Auckland and its neighbouring councils are:

- **Population Growth**

The alignment of regional and local growth management strategies within the upper north island, in particular between Auckland, Northland and Waikato to provide an integrated approach to accommodating future population growth among the cities, towns and settlements in these areas.

- **Transport Linkages**

The alignment of transport planning across the upper north island. This includes recognising and facilitating the different transport linkages between Auckland, Northland and Waikato. This is in terms of people and freight movement, the use and expansion of the roading and passenger transport network and maintaining accessibility to Auckland International Airport and Ports of Auckland as multi-regional transport nodes.

- **Economic Development**

Supporting economic development in both urban and rural parts of the three regions and facilitating the movement of goods, services and employees across Auckland's administrative boundaries. This includes the role of the Waikato region's infrastructure and mineral/aggregate industry for supporting the growth of Auckland.

- **Natural Environment**

The natural environment does not recognise local government administrative boundaries. Consistent cross boundary approaches are important for the management of natural resources such as the coastal environment, particularly the Kaipara Harbour and the Hauraki Gulf, indigenous biodiversity and weed and pest control and management of water takes from aquifers and streams that flow between regions.

#### **Processes for dealing with cross boundary issues**

The council will use a number of processes to manage or resolve cross-boundary issues. Many of these processes operate outside the statutory framework of the RMA, but provide opportunities for both political and technical discussion of important issues and the development of agreed outcomes, which can be subsequently reflected in RMA documents. These processes also reflect that there are a broad range of stakeholders that will need to be involved in resolving cross boundary issues. Processes include:

1. Strategies, policies and processes set out in the Auckland Plan.
2. Participation in the following bodies to address the management of cross boundary issues:
  - a. the Hauraki Gulf Forum
  - b. integrated Kaipara Harbour Management Group
  - c. joint Kaipara Harbour Political Working Party
  - d. Upper North Island Strategic Alliance Agreement
  - e. the regional planners' forum.
3. Consultation requirements of the RMA Schedule 1, relating to the preparation and change of policy statements and plans by local authorities.
4. Participation in joint policy and research projects eg Hauraki Gulf and Kaipara Harbour Marine Spatial Plans.

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5. Technical co-operation on research and monitoring projects and the development of environmental indicators.
6. Cross boundary notification of significant resource consent applications and participation in joint hearing processes.

### 12 Environmental results anticipated

The RMA requires the regional policy statement to state the environmental results anticipated (ERAs) from the implementation of the policies and methods. ERAs identify the outcomes expected as a result of implementing the policies and methods and provide a link to the monitoring of the plan. ERAs therefore need to be measurable and provide the indicator that will be used when assessing progress in achieving the policy framework in the regional policy statement.

The objectives in the regional policy statement have all been written as outcome statements and therefore closely align with the purpose of ERAs. The ERAs for the Unitary Plan are stated as the indicators that will be used for monitoring the Unitary Plan.

Table 1

Quality urban growth objectives	Environmental results anticipated
Up to 70 per cent of total new dwellings up to 2040 occurs within the metropolitan area 2010.	The proportion of new residential dwellings consented within the metropolitan area 2010 between 2013 and 2041 is not less than 70 per cent of the regional total.
Up to 40 per cent of total new dwellings up to 2040 occurs outside of the metropolitan area 2010.	The proportion of new residential dwellings consented outside the metropolitan area 2010 between 2013 and 2041 is no greater than 40 per cent of the regional total.
Growth in towns and serviced villages is contained within the RUB.	100 per cent of development (measured by the issuing of resource consents for subdivision for residential or business use, or the issuing of building consents) takes place within towns and serviced villages within the RUB to 2041.
A high quality network of public open spaces and recreation facilities that enhances quality of life for the diverse communities of Auckland, and contributes positively to Auckland's unique identity.	No decline in the level of perceived accessibility or quality of council's parks and recreational facilities.
Social infrastructure is located where it is accessible by a range of transport modes.	Measures of perceived accessibility to social infrastructure such as town centres, schools, doctors are maintained or improved.

Table 2

Economic well-being objectives	Environmental results anticipated
Commercial growth is focussed within a hierarchy of centres and identified growth corridors that support the compact urban form	The proportion of floorspace (m <sup>2</sup> ) within the centres and corridors as identified in the Unitary Plan for commercial use does not reduce below that identified at the date of notification of this Unitary Plan.
Industrial growth occurs in appropriate locations that: promote sustainable and on-going economic development provide for the efficient use of buildings, land and infrastructure in business areas avoid conflicts between incompatible activities.	The proportion of floorspace (m <sup>2</sup> ) within appropriately zoned locations as identified in the Unitary Plan for industrial purposes does not reduce below that identified at the date of notification of this Unitary Plan.

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<b>Economic well-being objectives</b>	<b>Environmental results anticipated</b>
An effective, efficient and safe transport system that supports the integrated movement of people, goods and services throughout Auckland and to other regions and nations.	<ol style="list-style-type: none"> <li>1. Congestion levels in 2021 on the strategic freight network are no higher than the 2006-2009 average.</li> <li>2. Public transport patronage is increased to 140 million trips by 2022.</li> <li>3. Road crash fatalities and serious injuries are reduced to no more than 410 in 2020.</li> <li>4. All shipping corridors and flight paths are protected to meet future demands.</li> </ol>
An effective, efficient and safe integrated transport system that is integrated with, and supports, a quality, compact form of urban growth and associated land use.	<ol style="list-style-type: none"> <li>1. Key transport projects are advancing in line with the timeframes set out in the Auckland Plan, including early route protection.</li> <li>2. All transport projects are designed and constructed in a way that supports placemaking and a quality compact form of urban growth (as detailed in the Auckland Transport Code of Practice).</li> </ol>
A well developed, operated and maintained transport system that manages potential adverse effects on the natural environment and the health, safety and amenity of people and communities.	<ol style="list-style-type: none"> <li>1. All transport projects avoid, remedy or mitigate adverse environmental impacts.</li> <li>2. Reduce air pollutant emissions in line with Auckland Plan targets (5% by 2016, a further 20% by 2040, from 2006 levels).</li> </ol>
A transport system that facilitates transport choices and enables accessibility and mobility for all sections of the community.	<ol style="list-style-type: none"> <li>1. The proportion of people living within walking distance of frequent public transport is increased to 40% by 2022.</li> <li>2. Public transport modes share for vehicular trips to the city centre is on track to reach 70% by 2040.</li> </ol>

Table 3

<b>Historic heritage, special character and natural heritage objectives</b>	<b>Environmental results anticipated</b>
Auckland's significant historic heritage places are identified and protected.	There is no reduction in the total number of significant historic heritage places in the region.
Subdivision, use and development in the coastal environment is designed and located to avoid significant adverse effects on natural character, and to retain the particular elements or features that significantly contribute to the natural character of an area.	<ol style="list-style-type: none"> <li>1. Proportion of areas of high and outstanding natural character in the coastal environment under some form of protection.</li> <li>2. Change in 'protection index' for areas of high outstanding natural character in the coastal environment.</li> <li>3. Total area and proportion of areas of high and outstanding natural character in the coastal environment subject to inappropriate subdivision, use and development.</li> </ol>

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<b>Historic heritage, special character and natural heritage objectives</b>	<b>Environmental results anticipated</b>
<p>The natural character of areas with high or outstanding natural character value is preserved, and subdivision use and development is managed to maintain their high levels of naturalness.</p>	<ol style="list-style-type: none"> <li>1. Change in landscape scale indicators of biodiversity values, and weed and pest threats, for high or outstanding natural character areas, including the Hauraki Gulf Park and WRHA.</li> <li>2. Changed in 'index of naturalness' within areas with high or outstanding natural character.</li> <li>3. Proportion of areas of high or outstanding natural character covered in buildings or other impermeable surfaces.</li> </ol>
<p>Where practicable areas with degraded natural character are restored or rehabilitated, and 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, are enhanced.</p>	<ol style="list-style-type: none"> <li>1. Number of restoration and enhancement projects operating in areas of high and outstanding natural character, the WRHA and HGMP.</li> <li>2. Total area of habitat restored in areas of high and outstanding natural character, WRHA and HGMP benchmarked to 2013.</li> <li>3. Proportion of areas of high and outstanding natural character, WRHA and HGMP that are under active management for plant and animal pests.</li> </ol>
<p>Where practicable areas with degraded natural character are restored or rehabilitated, and 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, are enhanced.</p>	<ol style="list-style-type: none"> <li>1. Number of restoration and enhancement projects operating in areas of high and outstanding natural character, the WRHA and HGMP.</li> <li>2. Total area of habitat restored in areas of high and outstanding natural character, WRHA and HGMP benchmarked to 2013.</li> <li>3. Proportion of areas of high and outstanding natural character, WRHA and HGMP that are under active management for plant and animal pests.</li> </ol>
<p>Auckland's ONLs and ONFs are protected from inappropriate subdivision, use, and development.</p>	<ol style="list-style-type: none"> <li>1. The proportion of ONL's and ONF's under some form of protection.</li> <li>2. Change in the 'protection index' for ONL's and ONF's based on the quality of protection provided by different mechanisms.</li> <li>3. Number of resource consents issued with the potential to impact an ONL or ONF.</li> <li>4. The number (and proportion of 2a) consents that have a 'no more than minor' but measurable impact on an ONL or ONF.</li> <li>5. The number (and proportion of 2a) consents that have a significant (i.e. more than minor) impact on an ONL or ONF.</li> <li>6. Total area and proportion of ONL's and ONF's subject to inappropriate subdivision, use and development.</li> </ol>
<p>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/Tikapa Moana islands is promoted.</p>	<ol style="list-style-type: none"> <li>1. Number of restoration and enhancement projects operating in ONF's, ONL's and the WRHA and HGMP.</li> <li>2. Total area of habitat restored in ONF's, ONL's, the WRHA and HGMP benchmarked to 2013.</li> <li>3. Proportion of ONF's, ONL's, WRHA and HGMP that are under active management for plant and animal pest control.</li> </ol>

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<b>Historic heritage, special character and natural heritage objectives</b>	<b>Environmental results anticipated</b>
<p>The visual and physical integrity and values Auckland's volcanic features that are of local, regional, national and/or international significance are protected and where practicable enhanced.</p>	<ol style="list-style-type: none"> <li>1. Physical integrity - change in the relative proportion of LCDB landcover types on volcanic features.</li> <li>2. Physical integrity - number of resource consents issued for land on volcanic features that require significant excavation or earthworks of natural volcanic substrates (i.e. not fill).</li> <li>3. proportion of significant volcanic features impacted by significant earthworks of excavation.</li> <li>4. proportion of significant volcanic features (overall, by feature grouping and by individual feature) covered by buildings and/ or impermeable surfaces.</li> </ol>
<p>The multiple values of ONFs are protected and enhanced.</p>	<ol style="list-style-type: none"> <li>1. The proportion of geological/ geomorphic ONF's under some form of protection.</li> <li>2. Change in the 'protection index' for geological/ geomorphic ONF's based on the quality of protection provided by different mechanisms.</li> <li>3. Number and proportion of geological/ geomorphic ONF's that are actively managed to enhance visual recognition and/ or interpretation of these features.</li> </ol>
<p>Auckland's sense of place and identity is maintained and enhanced through the recognition and protection of the contribution of trees and vegetation to our cultural and natural heritage.</p>	<ol style="list-style-type: none"> <li>1. Landscape scale change in biodiversity/ natural heritage indicators across the whole Auckland region and by the following groupings: inside the RUB (i.e. urban Auckland); rural Auckland; Hauraki Gulf Islands; Regional Park network; SEAs; Waitakere Ranges; Hunua Ranges.</li> <li>2. Change in the percentage cover of different landcover types across the whole Auckland region, for urban Auckland (inside RUB) and for the 11 ecological districts that make up the majority of the Auckland region.</li> </ol>
<p>The contribution of trees and vegetation to the maintenance of indigenous biodiversity, and the provision of ecosystem services including soil conservation, water quality, stormwater control and the mitigation of natural hazards is recognised and enhanced.</p>	<ol style="list-style-type: none"> <li>1. Total percentage cover, and change in the percentage cover, of trees and other structurally complex vegetation across the whole Auckland region, for urban Auckland (inside RUB) and for the 11 ecological districts that make up the majority of the Auckland region.</li> <li>2. Average percentage cover of riparian vegetation by Local Board, Ecological District, inside the RUB, and rural Auckland.</li> <li>3. Total (and proportional) loss of riparian vegetation by Local Board, Ecological District, inside the RUB, and rural Auckland.</li> <li>4. Total (and proportional) gain of riparian vegetation by Local Board, Ecological District, inside the RUB, and rural Auckland.</li> </ol>

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<b>Historic heritage, special character and natural heritage objectives</b>	<b>Environmental results anticipated</b>
<p>The retention of trees and groups of trees in urban areas which contribute to neighbourhood amenity and character are promoted.</p>	<ol style="list-style-type: none"> <li>1. The total number and density of scheduled trees (and changes in these figures) inside the RUB, and by urban Local Board.</li> <li>2. Percentage cover of tree and scrub landcover, and changes in the percentage cover, inside the RUB, and by urban Local Board.</li> <li>3. Percentage cover, and changes in percentage cover, of urban forest (using LIDAR or dot grid) inside the RUB, and by urban Local Board.</li> </ol>
<p>Areas of significant indigenous biodiversity in terrestrial, freshwater, and coastal environments are protected from the adverse effects of subdivision use and development.</p>	<ol style="list-style-type: none"> <li>1. The condition of significant coastal habitats that support high biodiversity is maintained or improved and is protected from the adverse effects of land based discharges associated with urbanisation, subdivision and development.</li> <li>2. Landscape scale change in biodiversity/ natural heritage indicators for the Hauraki Gulf Islands, Regional Park network, in SEAs, Waitakere Ranges and Hunua Ranges.</li> <li>3. Percentage cover of building footprints and impermeable surfaces in the terrestrial coastal bioclimatic zone (across the region and by ecological district and Local Board).</li> <li>4. Average and median lot size of land parcels in the terrestrial coastal bioclimatic zone (across region and by ecological district and Local Board).</li> </ol>
<p>Indigenous biodiversity is maintained through protection and restoration in areas where ecological values are degraded, or where development is occurring.</p>	<ol style="list-style-type: none"> <li>1. Proportion of Auckland region (and by Local Board) under some form of biodiversity protection.</li> <li>2. Change in 'protection index' for Auckland Region (and by Local Board).</li> <li>3. Number and percentage of resource consents with some, but 'no more than minor' impacts on indigenous biodiversity (for the whole region and by Local Board).</li> <li>4. Number and percentage of resource consents with more than a minor impact on indigenous biodiversity (for region and by Local Board).</li> <li>5. Proportion of resource consents with a more than minor impact on biodiversity where this impact is partially offset.</li> <li>6. Proportion of resource consents with a more than minor impact on biodiversity where this impact is fully offset.</li> </ol>
<p>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.</p>	<ol style="list-style-type: none"> <li>1. Number of restoration and enhancement projects operating in the WRHA and HGMP.</li> <li>2. Total area of habitat restored in the WRHA and HGMP benchmarked to 2013.</li> <li>3. Proportion of WRHA and HGMP that are under active management for plant and animal pests.</li> </ol>

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<b>Historic heritage, special character and natural heritage objectives</b>	<b>Environmental results anticipated</b>
Coastal ecosystems and their life supporting capacity are protected, and where possible, enhanced.	<ol style="list-style-type: none"> <li>1. Proportion of the coastal environment under some form of protection.</li> <li>2. Change in 'protection index' for the coastal environment.</li> <li>3. Number of restoration and enhancement projects operating in the coastal environment.</li> <li>4. Total area of habitat restored in the coastal environment benchmarked to 2013.</li> <li>5. Proportion of the coastal environment under active management for plant and animal pests.</li> </ol>
The natural and historic resources, including the significant environmental values and heritage features of the Waitākere Ranges are protected, restored and enhanced for the benefit, use, and enjoyment of the community.	<ol style="list-style-type: none"> <li>1. Proportion of SEAs and scheduled historic features in the WRHA under some form of protection.</li> <li>2. Change in 'protection index SEAs and scheduled historic features in the WRHA.</li> <li>3. Number of active restoration and enhancement projects/ programs protecting (a) natural heritage and (b) historic/ cultural heritage features in the WRHA .</li> <li>4. Proportion of (a) SEA sites and (b) historic/ cultural heritage features in the WRHA that are under active management to preserve and promote their values.</li> <li>5. Landscape scale changes in biodiversity values within forest, scrub, wetland and duneland ecosystems in the WRHA plot network.</li> </ol>
Cumulative effects of activities on the environment, including its amenity values or its heritage features, are recognised and avoided.	<ol style="list-style-type: none"> <li>1. Number and percentage of resource consents with some, but 'no more than minor' impacts on (a) indigenous biodiversity, (b) amenity or (c) heritage values within the WRHA granted.</li> <li>2. Number and percentage of resource consents with a more than minor impact on (a) indigenous biodiversity, (b) amenity or (c) heritage values in the WRHA.</li> <li>3. Cumulative (from 2008) number of resource consents with some, but 'no more than minor' impacts on (a) indigenous biodiversity, (b) amenity or (c) heritage values within the WRHA granted.</li> <li>4. Cumulative (from 2008) number of resource consents with a more than minor impact on (a) indigenous biodiversity, (b) amenity or (c) heritage values in the WRHA granted.</li> <li>5. Proportion of resource consents with a more than minor impact on (a) biodiversity, (b) amenity or (c) heritage values where cumulative effects have been recognized and partially offset in the consenting process.</li> <li>6. Proportion of resource consents with a more than minor impact on (a) biodiversity, (b) amenity or (c) heritage values where cumulative effects have been recognized and fully offset.</li> </ol>



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<b>Historic heritage, special character and natural heritage objectives</b>	<b>Environmental results anticipated</b>
The character, scale and intensity of subdivision, use or development does not adversely affect the heritage features or contribute to urban growth outside the RUB.	<ol style="list-style-type: none"> <li>1. The number and proportion of SEAs in the WRHA that have been adversely effected by sub-division and development.</li> <li>2. The number and proportion of scheduled historic/ cultural features in the WRHA that have been adversely effected by sub-division and development.</li> <li>3. Proportion of WRHA outside the RUB that is characterised by urban landcover.</li> <li>4. Proportion of WRHA outside the RUB that is covered in building footprint or other impermeable surface. Total number of and average size of land parcels in the WRHA outside the RUB.</li> </ol>
The quality and diversity of landscapes are maintained by: a. protecting landscapes of local, regional, or national significance	<ol style="list-style-type: none"> <li>1. Proportion of local, regional and national significant landscapes in the WRHA that have rules which protect their landscape values.</li> <li>2. Change in 'protection index' for landscape values in locally, regionally and nationally significant landscapes in the WRHA.</li> </ol>
b. restoring and enhancing degraded landscapes	<ol style="list-style-type: none"> <li>1. Average change in landscape values, based on repeated and regular surveys by a landscape architect, across the WRHA.</li> <li>2. Number of sample locations (in repeated surveys) where landscape values have been restored/ enhanced from the previous measure.</li> <li>3. Number of sample locations (in repeated surveys) where landscape values have been restored/ enhanced from the baseline measure in 2008.</li> <li>4. Number of sample locations (in repeated surveys) where landscape values have degraded since the previous measure.</li> <li>5. Number of sample locations (in repeated surveys) where landscape values have degraded since the baseline measure in 2008.</li> </ol>
c. managing change within a landscape in an integrated way, including retaining a rural character.	<ol style="list-style-type: none"> <li>1. Change in the overall area of 'rural production' type landcover (including high production exotic pasture, low production exotic pasture, orchard and other perennial crops, short rotation cropland and major shelterbelt land class) in the WRHA.</li> <li>2. Change in the overall area and proportion of LUCD class 2,3 and 4 land in the WRHA that is characterised by 'rural production' type landcover.</li> <li>3. Proportion of LUCD class 2, 3 and 4 land in the WRHA covered by building footprints and/or impervious surfaces.</li> <li>4. Average land parcel size for sections on LUCD class 2, 3 and 4 land in the WRHA.</li> </ol>



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Table 4

<b>Mana Whenua objectives</b>	<b>Environmental results anticipated</b>
Mana Whenua occupies, develops and use their land within their ancestral rohe, particularly in areas identified as Māori cultural landscapes.	The mauri of identified Mana Whenua land will be sustained or enhanced.
The tangible and intangible values of Mana Whenua cultural heritage are identified, protected and enhanced.	The mauri will be sustained or enhanced of freshwater, marine and terrestrial ecosystems in areas defined as having special value and interest to Mana Whenua.

Table 5

<b>Natural resources objectives</b>	<b>Environmental results anticipated</b>
Air discharges and the use and development of land are managed to improve air quality, enhance amenity values and reduce reverse sensitivity in Auckland's urban areas and to maintain air quality at existing levels in rural and coastal marine areas.	Air discharges and the use and development of land are managed to improve air quality, enhance amenity values and reduce reverse sensitivity in Auckland's urban areas and to maintain air quality at existing levels in rural and coastal marine areas.
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> ) and hourly and 24-hourly standards for nitrogen dioxide.	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> ) and hourly and 24-hourly standards for nitrogen dioxide.
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.	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.
The natural, social, economic and cultural values of freshwater and geothermal water resources are safeguarded when land, freshwater and geothermal water is used and developed.	Measures of freshwater health are maintained when land is used or developed.
The quality of freshwater and the natural and cultural values of freshwater systems are maintained and restored and enhanced where they have been degraded below levels necessary to safeguard life supporting capacity and meet community values.	Measures of freshwater quality are maintained or improved to enable the healthy functioning of freshwaters and provide for social, cultural, and economical values.
Freshwater and geothermal resources are managed and allocated to support their natural and cultural values and to make efficient use of available water for economic, social and cultural purposes.	Measures of water quality and quantity are maintained to enable the values of freshwater and geothermal water to be maintained when water is used.
The amount of freshwater used by Auckland is progressively reduced on a per head basis.	Reduce the environmental impact of meeting Auckland's water demand through management options that reduce the per capita water consumption from 2004 levels by 15% by 2025.
The adverse effects of stormwater runoff and wastewater discharges on communities, natural freshwater systems and coastal waters are minimised and existing adverse effects are progressively reduced.	<ol style="list-style-type: none"> <li>1. Measures of freshwater quality as they pertain to stormwater (heavy metals, temperature and discharge) and wastewater (E.coli) are maintained or improved.</li> <li>2. Measures of the ecological integrity of marine ecosystems are maintained or improved.</li> </ol>

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Human health and the quality of air, land and water resources in Auckland are protected by the identification, management and remediation of land containing elevated levels of contaminants.	Measures of marine sediment contaminant levels at sites in the vicinity of known landfills or contaminated sites are maintained or improved.
Reduce risk to people, property and infrastructure from natural hazards while minimising any adverse effects on the environment.	Measures of natural hazard exposure reduce (e.g. number of properties on areas with high slope instability or number of properties with floodplains).

Table 6

<b>Coastal environment objectives</b>	<b>Environmental results anticipated</b>
The life-supporting capacity and ecological values of the Gulf and its marine ecosystems are protected, and where appropriate, enhanced.	Ecological quality and integrity of marine ecosystems within the Hauraki Gulf are maintained or improved beyond 2012 levels.
Additional marine protected areas are created to support linkages with restored or high-value ecological areas on the islands or in catchments of the Gulf, and to enhance the recovery of ecosystems and enhance tourism opportunities.	The number of and coverage of marine protected areas increases from 2012 levels.
Economic well-being is generated from the use of the Gulf's natural and physical resources without resulting in further degradation of environmental quality or adversely affecting the life-supporting capacity of marine ecosystems.	The level of ecosystems services provided by the Gulf is maintained.

Table 7

<b>Rural environment objectives</b>	<b>Environmental results anticipated</b>
Rural areas are a significant contributor to the wider economic productivity of Auckland.	The GDP of Auckland's agricultural sector is maintained or increased. The number of jobs in rural areas is maintained or increased.
The subdivision, use and development of elite and prime land is managed to maintain its capability, flexibility and accessibility for primary production.	1. The fragmentation of elite and prime land, as measured by the number of titles/ parcels, does not increase beyond existing levels. 2. The number of residential dwellings, as measured by the census of PIQ, on elite and prime land.
The productive potential of land of lower soil quality is recognised.	Measures of soil quality are maintained or improved.
Land subdivision does not undermine the productive potential of rural land.	The loss of elite and prime agricultural land from development is avoided.
Further fragmentation of rural land by sporadic and scattered subdivision for urban and rural lifestyle purposes is prevented.	Rural fragmentation outside in the rural production areas is avoided.
The use and development of existing titles rather than subdivision of land for new sites is encouraged.	At least 50% of new rural subdivision occurs as a results of TRSS process, by 2041.

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### 13 Monitoring and review procedures

The council has a monitoring programme, which has been developed to promote integrated management of our natural and physical resources and track indicators of progress and change across Auckland.

Section 35 of the RMA requires the council to monitor:

- the state of the environment
- the efficiency and effectiveness of policies, rules and other methods contained within the Unitary Plan
- the exercise of resource consents.

Monitoring of the efficiency and effectiveness of the Unitary Plan will be integrated with the state of the environment monitoring and will include:

- regular monitoring of resource conditions such as water quality and soil
- identification and understanding of pressures exerted on resources at selected sites across Auckland at regular intervals
- targeted investigations
- information on resource consents, such as resource use, location, and extent of use
- implementation of resource consents.

Findings from monitoring are reported in annual state of the environment report cards.

The council collects evidence based material such as technical reports, publications, and technical papers on a wide variety of subjects. The council also gathers metadata on the natural and physical environment, economics, land use and built environment, and social and cultural and demographic statistics. The council recognises the value of using cultural indicators for monitoring, such as the 'Cultural Health Index for Streams and Waterways' developed by the Ministry for the Environment, where appropriate.

Monitoring takes place across Auckland on the built environment, economics, transport, natural environment, heritage, and hazards. This data provides information on trends, opportunities and constraints within Auckland. It is used to help develop strategies, policies and plans and support decision-making.

#### Plan Review

1. The council may change the Unitary Plan when:
  - a. plan effectiveness monitoring identifies the need to enhance progress toward achieving anticipated environmental results, or
  - b. major resource management developments arise such as significant amendments to the RMA or the adoption of national policy statements or national environmental standards that impact on the contents of the Unitary Plan; or
  - c. the results of new scientific work enhance the Unitary Plan and make plan provisions more certain for resource users; or
  - d. there is a need to reflect new or changing needs or issues of importance to Auckland's community.

Changes to the regional policy statement provisions in the Unitary Plan can only be initiated by a Minister of the

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Crown or the council.

Changes to the regional or district plan provisions in the Unitary Plan may be requested by any person. The process used to review and change the Unitary Plan is set out in Schedule 1 of the RMA.