

PART 2 - RESOURCE MANAGEMENT

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Plan change annotations - key



Indicates where content is affected by proposed plan modification x.
Refer to plan modification folder or website for details.



Indicates where the content is part of plan modification x, which is
subject to appeal.

Underlined content to be inserted.

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PART 2 - RESOURCE MANAGEMENT

2.1 URBAN SUSTAINABLE MANAGEMENT

This Plan has been developed under the Resource Management Act. The Act sets the Council's planning functions and the matters which this Plan can and must address. The Act has a single overriding purpose which is to "promote the sustainable management of natural and physical resources".

Sustainable management is defined by the Act as meaning 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 -

- (a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations; and
- (b) Safeguarding the life-supporting capacity of air, water, soil, and ecosystems; and
- (c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.

On the Isthmus, sustainable management must occur in the context of an urban environment. While the Isthmus has important natural resources which give it its unique identity, it has been substantially modified. The resulting mix of natural and physical resources presents a challenge to the Council to develop a sustainable resource management strategy which protects, maintains and enhances these resources. At the same time the community's desire for quality living environments, robust social and economic growth, and a healthy community must be achieved.

2.2 ISSUES

Auckland is a dynamic and evolving city. It faces a number of issues which the Plan must address -

- The need to accommodate ongoing change within the urban area while maintaining and enhancing the quality of the present environment.
- The need to recognise that the Isthmus is part of the wider Auckland Region. In this context unchecked urban sprawl can no longer be allowed. Instead a policy of planned growth and urban consolidation must be pursued.

- The need to encourage intensification of use within the Isthmus while recognising the pressure on existing infrastructure, transportation and utility services that such intensification brings.
- The need to integrate land use and transport to avoid adverse effects on the environment.
- The need to manage the physical growth of Isthmus in a way which recognises the value of the existing built resource while providing the flexibility to meet a variety of community aspirations.
- The need to provide flexibility in residential areas so that a range of housing types suited to different cultural, ethnic and family needs can be realised.
- The need to provide for a range of different community needs and services including healthcare, education and leisure.
- The need to provide a regulatory environment for business which provides a choice of location; allows innovation to develop; and which permits adaptation to changing economic circumstances.
- The need to ensure that business growth does not compromise the protection and enhancement of the environment.
- The need to protect and maintain valued elements of the City's heritage, particularly those areas of the built environment which reflect Auckland's colonial past.
- The need to protect and maintain the elements of the natural environment which contribute to the City's unique character, particularly its coast; its volcanic features (such as cones, tuff rings, explosion craters and lava caves); its parks and reserves.



2.3 OBJECTIVES

The principal objectives of the Council which are directed at achieving the sustainable management of the resources of the Isthmus are as follows.

2.3.1 NATURAL ENVIRONMENT AND RESOURCES

- *To conserve, protect and enhance the district's natural environment.*
- *To conserve the district's resources in order to meet the present and ongoing needs of the community.*
- *To protect the district's resources from significant adverse effects of activities and development.*
- *To protect, preserve and enhance significant habitats and flora.*
- *To conserve the district's significant landscape features.*
- *To conserve significant features of the district's coastline.*
- *To protect outstanding natural features formed by volcanic activity from inappropriate subdivision, use and development.*

2.3.2 HERITAGE

- *To retain and enhance the amenity of the district.*
- *To protect and conserve significant items of cultural heritage.*
- *To provide for further growth in activities while maintaining the quality of the built environment.*
- *To give particular recognition to taonga.*
- *To protect the natural and physical environment of features with significant natural and cultural heritage values.*

2.3.3 COMMUNITY

- *To take into account the principles of the Treaty of Waitangi (Te Tiriti o Waitangi).*

- *To achieve a healthy and safe living environment for the citizens of the district.*
- *To allow for the development of a range of residential neighbourhoods and environments.*
- *To protect and enhance residential amenities.*
- *To give recognition to the status of the tangata whenua and provide for their interest.*
- *To encourage the wide use and provision of education, health, recreation and community resources and facilities.*
- *To encourage the development of community identity and distinctiveness.*
- *To allow maximum flexibility for individual site development without adversely impacting on neighbouring activities.*
- *To encourage compact residential and mixed use developments within specified growth areas.*

2.3.4 COMMERCE

- *To provide for economic growth and development which does not unduly compromise environmental values.*
- *To provide for robust, innovative and productive business activities so as to maintain and enhance the vibrancy of the district.*
- *To maintain and enhance the qualities of the district which contribute to its attractiveness for commerce and industry.*
- *To protect the resources of the district which attract visitor activities.*
- *To encourage the sustainable management of the existing building stock.*

2.3.5 URBAN GROWTH

- *To manage urban growth and development in a manner that:*
 - a) *supports compact town centres, passenger transport and business areas*
 - b) *facilitates integrated transport management and a multi-modal transport network*



- c) *integrates land transport and land use provisions to support a quality, compact sustainable and contained urban form*
- d) *encourages higher density residential and commercial activity as a priority in and around specific high density town centres and sub-regional centres (urban living communities), and enables such activities in intensive corridors (which should have good access to passenger transport, a variety of housing types, jobs, services, recreational, cultural, entertainment and other activities) and in other locations (having regard to Policies 2.6.5.9 and 2.6.5.11 of the Regional Policy Statement).*
- e) *recognises that some commercial and retail activities which are ill-suited to locating in high density centres and intensive corridors, because of their form, scale or customer base, can be enabled in appropriate business (and Mixed Use) zones provided that they will not compromise the achievement of 2.6.5 Strategic Policies Urban Structure of the Auckland Regional Policy Statement.*
- f) *promotes high standards for urban amenity, form and design which are applied appropriately to the circumstances to facilitate a range of quality environments around town centres, transport nodes and growth areas.*
- g) *avoids or mitigates conflicts or incompatibility (including reverse sensitivity effects) between new land uses and both existing and planned future regionally significant infrastructure. For the purpose of this Objective "planned future regionally significant infrastructure" is regionally significant infrastructure which is the subject of a Notice of Requirement, designation or resource consent, or which otherwise has statutory planning approval.*
- *To enhance the visual amenity and urban identity and character of identified growth areas, by encouraging well designed buildings, lively streetscapes, safe and attractive public spaces, convenient pedestrian linkages and good access to transport facilities.*

2.4 STRATEGY

A resource management strategy which accommodates future development and realises the City's potential, without destroying its resource base, is crucial. Community input is essential for developing such a strategy as each part of the community brings different priorities and perspectives. This variety is important if the resource management strategy for the Isthmus is to reflect the true nature of the community's hopes and concerns for the Isthmus environment.

In addition, the City stands to reap long-term gains or suffer irreversible losses from decisions about the future management of its resources. To help avoid the prospect of such losses the strategy must adopt certain agreed environmental outcomes applicable to all circumstances. The strategy must also have a statutory foundation. It must recognise the resource management imperatives of the Act and give effect to these.

This Plan contains such a strategy. It is based on integrated provisions operating within a regulatory framework designed to facilitate community aspirations. The strategy allows maximum freedom for those activities which the Council is satisfied will not adversely impact on the environment or on other activities. Controls are imposed only to achieve specific objectives, or to remedy particular problems. To ensure that desired environmental outcomes are achieved the strategy involves comprehensive programmes for:

- the consistent enforcement of the Plan's rules;
- the ongoing monitoring of the effectiveness of these rules.

Together with the City's Strategic Plan, Annual Plan, Adopted Growth Management Strategy, and Bylaw provisions the general aim of the Plan is:

- to build on the City's considerable assets
- to protect its heritage
- to foster suitable growth and development

so as to further enhance the Isthmus as a place to live and work for current and future generations.

Natural Environment and Resources

An essential component of the Plan is the preservation and protection of the remaining significant features of the natural environment. These features include those distinctive elements of the natural environment which are part of the landform of the Isthmus such as the coastline, volcanic cones, vegetation and ecological habitats as well as the open space areas. Many of these natural features could be irreversibly lost or damaged because of the pressures of use placed on them by the community. The protection and



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maintenance of these natural features is therefore a priority. Such action will ensure that future generations can benefit from the continued existence of these features.

There is an additional economic benefit to be gained from such a strategy of conservation. Preservation of these natural resources contributes to the attraction of the Isthmus as a destination for visitors. Moreover, these resources contribute significantly to the overall "quality of life" enjoyed on the Isthmus. They also enhance its appeal as an attractive location for business.

Urban Growth

The population of the Auckland Region is expected to grow from around one million to over two million people over the next 50 years. The Auckland Regional Growth Strategy was adopted in 1999 "to ensure that growth is accommodated in a way that meets the best interest of people in the Auckland Region". The Auckland Regional Growth Strategy contains a Regional Growth Concept, which is a snapshot of how the region could look in 2050 if growth is managed according to the vision, outcomes and principles of the regional growth strategy.

Key features of the Regional Growth Concept are;

- growth will be managed by promoting quality, compact urban environments (intensification)
- most growth will be within the existing metropolitan urban area
- urban growth will be focussed around town centres and major transport routes to create higher density communities with a variety of housing, jobs, services, recreational, and other activities
- much less emphasis on general infill throughout suburban areas
- development of the most highly valued and sensitive natural areas in the region is avoided
- new greenfield development is contained in identified growth areas in the north, south and west of the region.

Overall the Regional Growth Concept provides for around 70% of future growth to occur within the regions existing urban areas and around 30% elsewhere in the region in rural areas and towns.

The Council supports the vision and outcomes of the Auckland Regional Growth Strategy, and has signed a memorandum of understanding that commits the Council to implementing the Regional Growth Strategy within the city.

Together, with the Auckland Regional Council, the Council has adopted the Central Sector Agreement that sets out how capacity to cater for the next twenty years of projected growth will be planned for. In addition the Local Government (Auckland) Amendment Act 2004 requires all councils in the Auckland region to integrate their land transport and landuse provisions to give effect in an

integrated manner to the Regional Growth Concept in the Auckland Regional Growth Strategy.

The population of Auckland City could grow by another 141,800 people by 2021 (based on 2001 projections). While the majority of this population growth is from natural increase, the growth also comes from people moving to Auckland from other parts of New Zealand and international migration.

Much of the Isthmus is built up but to a low density. Its central location within the greater Auckland region, its proximity to major areas of work and recreation, and the high standard of amenity found in many of its suburbs, have made the Isthmus a popular place to live. The demand for more housing on some parts of the Isthmus is placing considerable pressure on the existing infrastructure and services, particularly the drainage system. To ensure that the demand does not result in adverse effects on the environment, especially the Isthmus' coastal environment, a comprehensive strategy towards residential growth is adopted.

This comprehensive strategy is based on two premises;

- The need to manage future growth through more compact living in appropriate residential and mixed use areas of the City; and
- The need to maintain a range of housing types in order to provide for a variety of lifestyles throughout the City

The Council, as recorded in its planning strategy documents recognises the importance of managing future growth in the city in a sustainable manner which co-ordinates areas of growth with improvements to physical and social infrastructure, passenger transport and amenities. In order to manage the effects of population growth on the City, the Council adopted a Growth Management Strategy dated December 2003 as one of its key planning documents. The Growth Management Strategy integrates land use development with transport planning and infrastructure improvements to achieve a sustainable and accessible urban form. It concentrates population growth in specified growth areas, which are located around transport nodes and around town centres with good passenger transport access.

Growth Management Strategy

There are two types of specified growth areas identified in the Growth Management Strategy: urban living communities (the CBD, town centres and sub-regional centres) and business development areas.

Urban living communities and business development areas are defined in Appendix 12 "Auckland City Specified Growth Areas".

In identifying the urban living communities in the Growth Management Strategy, the following particular matters were taken into account:

- Accessibility to community facilities, open space and



education facilities;

- Provision of infrastructure such as stormwater, wastewater and water;
- Protection of character areas (Residential 1-4), heritage items, ecological features and coastal areas; and
- Accessibility to employment areas for both workers and goods.

The Growth Management Strategy also identifies Business Development Areas where growth in business and employment will be encouraged, with criteria for these areas including the ability to support job increases, good road and transport access for workers, robust environmental qualities, and market interest.

These growth areas were first prioritised for growth planning in Council's Growth Management Strategy. Areas where planning was underway were priority one, priority two areas were identified as resources became available, and priority three and four areas required infrastructure upgrades before planning could commence. The priorities for the growth of urban living communities were introduced into the district plan and modified as a result of plan modification 175.

In addition, the Growth Management Strategy sets a framework for ensuring the physical and social infrastructure needs generated from having more people living in the City are funded, where appropriate, through the Annual Plan.

District Plan

The priorities for growth are shown in Table 1, Appendix 12 to the Plan. Table 1 is not an exhaustive list as further investigations may lead to additional urban living communities (including Intensive Corridors) being added to the list or may change the centre classification and priorities that an urban living community should have for growth via a plan change or a new district plan process.

The two maps (Figures 1 and 2) in Appendix 12 identify the urban living communities and business development areas respectively. The third map (Figure 3) combines the urban living communities and business development areas and shows them in one map called "Specified Growth Areas". The circles denoting urban living communities in Figure 1 and 3 are indicative boundaries for the study areas that will be subject to detailed assessment and consultation through the liveable community plan or precinct plan process, prior to the formal consideration of rezoning proposals for each area by a plan change or through a new district plan. The areas will be expected to absorb significant levels of growth, albeit in a variety of manners and locations within each area whilst taking into account local conditions. The specific locations for growth would be determined by the need to protect character and amenity within their bounds and promote good urban design.

Within these Specified Growth Areas shown in Figure 3, great emphasis is given to achieving quality urban design

outcomes in new developments and in the public realm. In providing for more intensive forms of development by a plan change or through a new district plan, regard shall be had to densities set out in Appendix H of the Regional Policy Statement wherever practicable to do so, accepting that the densities are non-mandatory guidelines and may not be achievable due to constraints identified during the growth planning process. Such constraints include incompatibility (such as reverse sensitivity effects) between new land uses and both existing and planned future regionally significant infrastructure. For the purposes of this strategy "planned future regionally significant infrastructure" is regionally significant infrastructure which is the subject of a Notice of Requirement, designation or resource consent, or which otherwise has statutory planning approval.

In addition to the Specified Growth Areas, the Plan has identified former business areas of the city in close proximity to the Central Area, or to existing Business 2 and 3 zoned centres which are experiencing an increase in residential activities. These areas have been zoned Mixed Use and are also shown in Figure 3. The provisions of that zone encourage a mix of residential, commercial and leisure activity. The Mixed Use Zone works in tandem with the Specified Growth Areas to accommodate future population and commercial growth. Some of these areas may in the future be identified as urban living communities in a new district plan. As there are currently no Intensive Corridors identified in Table 1, Appendix 12, the Plan will need to be amended to enable commercial activities to occur in those locations in the future.

Work on Specified Growth Areas

As of 1 July 2009, liveable community plans were completed for Panmure, Glen Innes, Avondale, Ellerslie, Newmarket and Otahuhu. The aim of liveable community plans was to focus growth around town centres (particularly those with good public transport) to increase the density of development and to increase the services, commercial activities and employment in those centres.

Plan changes were initiated as a result of the liveable community plans for Panmure, Glen Innes and Newmarket. The plan changes for Panmure and Glen Innes are now operative. The plan change for Newmarket reached decision stage in March 2009, but is not yet operative as of December 2010 because of appeals.

Plan changes were not initiated for the remaining areas for which liveable community plans had been completed (Avondale, Ellerslie and Otahuhu) as it was expected that the work would be incorporated into the Isthmus district plan review.

A liveable community plan was not prepared for the Mt Wellington quarry. However, this area underwent a plan change as a result of separate processes.



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Work commenced in 2006 on a Mt Wellington/Sylvia Park precinct plan, that was to be both a liveable community plan and a business precinct plan for an extensive area around Sylvia Park/Mt Wellington. However, that precinct plan was not completed.

In July 2009, a "Future Planning Framework" (FPF) was released which re-examined how growth and development could occur in Auckland City. The FPF includes a citywide spatial framework that expresses spatially and in words how the city might grow and change in the long term (up to 2050). The FPF incorporates ten area plans which are integrated with the citywide spatial framework, but form a second tier level of planning below city-wide plans, focusing on how land may be used in the next 10-20 years. The FPF further modified the priorities of centres for growth. For example, it identified St Lukes as a new urban living community/town centre. The FPF also recognises the roles of mixed use corridors in that growth. Parts of Great North Road, Dominion Road, Manukau Road, Great South Road, Remuera Road and Mt Wellington Highway are identified as mixed use corridors, some of which may be identified as Intensive Corridors in a new district plan in the future.

In 2009/2010 precinct plans were prepared for Mt Albert, Point Chevalier, Onehunga and for Neilson St (business area). Precinct plans provide a third tier of planning below area plans. They are similar to liveable community plans but may also address the development of commercial/business areas, and consider development outside of centres, the provision of open space and better transportation linkages.

Anticipated Work on Specified Growth Areas

It is expected that the liveable community plans, precinct plans, the Future Planning Framework and work on a new district plan will further refine the list of areas that should be prioritised for growth, given the potential for centres to expand and provide employment growth, possible infrastructure constraints, limitations imposed by heritage and urban design considerations and the centre's (or corridor's) proximity to good public transport systems. In the development of a new district plan there may also be changes to the classification of some areas of growth to achieve regional consistency.

Early indications from the work in 2009/10 suggest that growth should be prioritised in accordance with Table 1, Appendix 12. In the meantime the Growth Management Strategy (including potential population capacity) will be utilised to guide development and regard should be had to the outcomes of the Future Planning Framework, precinct plans and the liveable community plans (including anticipated population and business growth). It is likely to take some time to initiate and implement the changes to the district plan that are required to accommodate anticipated population and business growth in and around urban living communities and business development areas. During the interim, it is desirable to accommodate growth that is anticipated by the

Auckland Regional Policy Statement in a manner that is generally consistent with the Council's expectations as expressed in the Growth Management Strategy, liveable community plans and precinct plans, or is otherwise consistent with the Regional Policy Statement by way of granting of appropriate applications for resource consents. In the circumstances the grant of any such consents should not in itself generate any loss of public confidence in the consistent administration of the district plan or raise issues of precedent.

The maps in Appendix 12 identify these areas, and the priority given to providing for growth in them. The circles denoting urban living communities are indicative boundaries for the study areas that will be subject to detailed assessment and consultation through the liveable community plan process, prior to the formal consideration of rezoning proposals for each area. The areas will however be expected to absorb significant levels of growth, albeit in a variety of manners and locations within each area. The specific locations would be determined by the need to protect character and amenity within their bounds and promote good urban design.

The Plan's housing provisions recognise that people require different types of housing. The provisions allow for the creation of a variety of choices while at the same time providing suitable controls to retain basic amenity levels. The range of choices is not spread geographically over the full City. Varying standards are applied.

Heritage

Auckland's unique and distinctive heritage derives from its landform, natural environment, the impacts and products of human habitation and the interaction between these.

Particular residential areas display distinctive characteristics important to the protection of the City's heritage. These areas include features such as heritage buildings, trees and views which combine to create a distinctive character. Such areas are identified in the Plan as special character residential areas and are subject to protective controls which are aimed at protecting their special qualities.

Emphasis is also given to identifying and protecting significant heritage features. The Plan ensures the preservation and conservation of these significant features through the use of special controls. This secures valuable heritage for future generations.

Community

Auckland is a multi-cultural city and this cultural diversity adds dimension and richness to life on the Isthmus. Widest opportunity is given to the different cultural groups to express the significant elements of their culture and to retain their particular identity.

Particular recognition is given to Maori and the special status of the iwi who have mana whenua. This status is given substance through the recognition of the Maori contribution



to the heritage of the City and the involvement of iwi in the decision making process where proposals impact upon things significant to them. Consultation with iwi is an important element to ensure the fulfilment of the obligations towards Maori and the Treaty of Waitangi required under the Act.

Business

The Plan provides a climate of opportunity for business decisions. The special needs of business, in relation to proximity to services and a range of locations, are recognised. Further, the Plan provides these elements in a manner that allows innovation and fosters enterprise. It also recognises the value of the existing commercial building stock as a sustainable resource and encourages where appropriate, its continued use.

2.5 EXPECTED OUTCOMES

The intention of this Plan is to present a clear vision and direction for the future integrated management of the physical and natural resources of the City in a manner which is in keeping with the long term aspirations of the community. The Council has taken these community values and aspirations and developed them into objectives, policies and rules.

It is expected that the Plan's resource management strategy will lead to an urban environment where the community makes its decisions on growth and development based on the effects such activity will have on the district's natural and physical resources. The significant and unique features of the City and its location will be conserved and protected. The community will enjoy flexibility and choice in locations for work, leisure and living, secure in the knowledge the certain levels of amenity will be attained. Overall the strategy will benefit the wider community and will leave a suitable legacy for future generations.

