



Part 2


Resource management overview


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Plan modification annotations

-  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.

-  ~~Struck through~~ content to be deleted.

2.1 Introduction

This part of the Plan describes the characteristics that make up the islands, sets out the statutory context of the Plan, describes how the Plan encourages sustainable management and identifies broad gulf-wide resource management issues and related objectives.

2.2 Description; environment and community

2.2.1 Environment

The islands all lie within the Hauraki Gulf Marine Park, and are spread over a large area of the Hauraki Gulf. They are a significant part of Auckland City, and are all subject to the Hauraki Gulf Marine Park Act 2000 ('the HGMPA'), which recognises the regional and national significance of the Hauraki Gulf. The islands contain substantial natural and physical resources which include location, climate, topography and landscape. In particular, the landscape values inherent in the natural environment of the islands contribute to the unique identity of this part of the city. The landscape values include the:

- varied coastline
- rugged interior
- volcanic landforms
- bushed slopes
- sweeping white sand beaches on north and eastern coastlines
- visual amenity
- ridgelines
- bays and coastal headlands with significant areas of native bush and shrubs
- catchments including; extensive wetland, watercourse and estuarine systems
- significant and extensive wildlife habitats and ecological corridors
- ecosystems.

The natural environment has been modified significantly in some areas by historical land use practices and development of physical resources including buildings and structures. In some areas the built environment dominates, but in others it is well integrated with the natural landscape features. The islands are an essential part of the city's heritage as a place of conservation and preservation of the natural environment, as well as an area where wide opportunities exist for recreational activities.

2.2.2 Community

The character of the islands has been influenced by the culture of its people from the early Maori inhabitants to the later European settlers.

Maori have a history of long occupation on different islands and this is evidenced by a large number and range of archaeological sites which can be identified today. The islands have played a significant part in Maori pre-history and history, dating from the time of the arrival of the first canoes in Aotearoa.

While European heritage is far more recent, there is a rich and varied history of European settlement and activities. Many resident families have origins tracing back to those early settlers.

The people who live, work and visit the islands affect the natural and physical resources. They influence the pattern of development and their enterprise will affect its future viability and prosperity. Consideration must be given to the integration of the natural and physical environment and the complex set of issues that development of the islands brings with it. Conservation of the landscape and natural environment; respect for and protection of heritage values; and the fostering of cultural aspirations, are all issues which need to be addressed in the management of future development on the islands.

Transport linkages and energy and communications network services are crucial to investment potential and economic wellbeing. It is also important to facilitate recreational opportunities consistent with a conservation ethic.

The amenity values of the islands include:

- Waiheke's small village character
- Great Barrier's settlement area character
- farmland and viticulture
- other land based activities.

Further information about the history of human settlement in the islands can be found in [annexure 1a - The history of human settlement of the islands](#).

2.3 Statutory context

The RMA is the primary statutory document governing the Plan. The Hauraki Gulf Marine Park Act 2000 also needs to be considered as do a range of other national and regional planning documents.

2.3.1 The Resource Management Act 1991

The purpose of the preparation, implementation and administration of the Plan is to assist the council to carry out its functions in order to achieve the purpose of the RMA. The council's functions are further described in section 31 of the RMA but they are, broadly, to manage and control the effects of the use, development and protection of land.

The purpose of the RMA is 'to promote the sustainable management of natural and physical resources'. Section 5(2) defines 'sustainable management' as follows:

- "(2) In this Act, 'sustainable management' means 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 wellbeing 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."

Environment is defined in section 2 as including:

- "a. Ecosystems and their constituent parts, including people and communities; and
- b. All natural and physical resources; and
- c. Amenity values; and
- d. The social, economic, aesthetic, and cultural conditions which affect the matters stated in paragraphs (a) to (c) of this definition or which are affected by those matters:"

Section 6 identifies matters of national importance, which need to be recognised and provided for in achieving the purpose of the RMA. Section 6 states:

"In achieving the purpose of this Act, all persons exercising functions and powers under it, in relation to managing the use, development, and protection of natural and physical resources, shall recognise and provide for the following matters of national importance:

- a. The preservation of the natural character of the coastal environment (including the coastal marine area), wetlands, and lakes and rivers and their margins,

and the protection of them from inappropriate subdivision, use, and development:

- b. The protection of outstanding natural features and landscapes from inappropriate subdivision, use, and development:
- c. The protection of areas of significant indigenous vegetation and significant habitats of indigenous fauna:
- d. The maintenance and enhancement of public access to and along the coastal marine area, lakes, and rivers:
- e. The relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga.
- f. The protection of historic heritage from inappropriate subdivision, use, and development.
- g. The protection of recognised customary activities."

Section 7 deals with 'other matters' which need to be given particular regard to in achieving the purpose of the RMA.

Section 8 requires the principles of the Treaty of Waitangi (Te Tiriti O Waitangi) to be taken into account in achieving the purpose of the RMA.

2.3.2 The Hauraki Gulf Marine Park Act 2000

The entire area covered by the Plan is subject to the provisions of the Hauraki Gulf Marine Park Act 2000 (the 'HGMPA'). The preamble outlines the background to the HGMPA. The purpose of the HGMPA is to:

- "a. integrate the management of the natural, historic, and physical resources of the Hauraki Gulf, its islands, and catchments:
- b. establish the Hauraki Gulf Marine Park:
- c. establish objectives for the management of the Hauraki Gulf, its islands, and catchments:
- d. recognise the historic, traditional, cultural and spiritual relationship of the Tangata Whenua with the Hauraki Gulf and its islands:
- e. establish the Hauraki Gulf Forum."

The HGMPA requires the council to ensure that any part of the Plan that applies to the Hauraki Gulf, its islands, and catchments does not conflict with sections 7 and 8 of that Act which recognise the national significance of the Hauraki Gulf and set out objectives for its management.

Section 10 of the HGMPA requires sections 7 and 8 of this Act to be treated as a New Zealand Coastal Policy Statement ('NZCPS'). Under section 75(3) of the RMA a district plan must give effect to any NZCPS.

The HGMPA also requires the council, when considering an application for a resource consent for the Hauraki Gulf, its islands and catchments, to have regard to the matters set out in sections 7 and 8 of the HGMPA.

The provisions of the Plan accord with those of the HGMPA. The council will have regard to the sections 7 and 8 of the HGMPA when considering any application for a resource consent that may reasonably impact on the Hauraki Gulf, its islands and catchments.

The interrelationship between the Hauraki Gulf, its islands, and catchments and the ability of that interrelationship to sustain the life-supporting capacity of the environment of the Hauraki Gulf and its islands are recognised as matters of national significance by the HGMPA and by this Plan.

Sections 7 and 8 of the HGMPA state:

- "7 Recognition of national significance of Hauraki Gulf
1. The interrelationship between the Hauraki Gulf, its islands, and catchments and the ability of that interrelationship to sustain the life-supporting capacity of the environment of the Hauraki Gulf and its islands are matters of national significance.
 2. The life-supporting capacity of the environment of the Gulf and its islands includes the capacity-
 - a. to provide for-
 - i. the historic, traditional, cultural, and spiritual relationship of the tangata whenua of the Gulf with the Gulf and its islands; and
 - ii. the social, economic, recreational, and cultural well-being of people and communities:
 - b. to use the resources of the Gulf by the people and communities of the Gulf and New Zealand for economic activities and recreation:
 - c. to maintain the soil, air, water, and ecosystems of the Gulf.
- 8 Management of Hauraki Gulf
- To recognise the national significance of the Hauraki Gulf, its islands, and catchments, the objectives of the management of the Hauraki Gulf, its islands, and catchments are-
- a. the protection and, where appropriate, the enhancement of the life-supporting capacity of the environment of the Hauraki Gulf, its islands, and catchments:
 - b. the protection and, where appropriate, the enhancement of the natural, historic, and physical resources of the Hauraki Gulf, its islands, and catchments:
 - c. the protection and, where appropriate, the enhancement of those natural, historic, and physical resources (including kaimoana) of the Hauraki Gulf, its islands, and catchments with which tangata whenua have an historic, traditional, cultural, and spiritual relationship:
 - d. the protection of the cultural and historic associations of people and communities in and around the Hauraki Gulf with its natural, historic, and physical resources:
 - e. the maintenance and, where appropriate, the enhancement of the contribution of the natural, historic, and physical resources of the Hauraki Gulf, its islands, and catchments to the social and economic well-being of the people and communities of the Hauraki Gulf and New Zealand:
 - f. the maintenance and, where appropriate, the enhancement of the natural, historic, and physical resources of the Hauraki Gulf, its islands, and catchments, which contribute to the recreation and enjoyment of the Hauraki Gulf for the people and communities of the Hauraki Gulf and New Zealand."

The entire Hauraki Gulf Marine Park Act 2000 is attached to the Plan as [appendix 10 - Hauraki Gulf Marine Park Act 2000](#).

2.3.3 Other statutory documents

The Plan is influenced by the planning documents of other agencies. Those documents include:

- national policy statements and the NZ coastal policy statement
- regional policy statements and plans

- management plans and strategies prepared under other legislation (such as the conservation management strategy prepared by the Department of Conservation under the Conservation Act 1987).

Other influences include:

- iwi considerations (including iwi management plans)
- the Treaty of Waitangi.

Note: The degree to which the Plan is influenced by these other documents varies depending on the requirements of the RMA. These requirements are that the Plan must give effect to any national policy statement, any NZ coastal policy statement and any regional policy statement (made operative after 10 August 2005). It must not be inconsistent with any regional plan or any water conservation order.

2.4 Sustainable management

2.4.1 Concept of sustainable management

As noted above, the purpose of the RMA is 'to promote the sustainable management of natural and physical resources'. The concept of sustainable management is complex and involves a range of considerations, including the following elements:

- managing the adverse effects of human activities on the environment
- considering the natural environment
- enabling people to meet their needs
- considering future generations.

These four elements are briefly outlined below.

Managing the adverse effects of human activities on the environment

The use of natural and physical resources can result in adverse effects on the environment. Controlling these effects is an important part of sustainable management. Their impacts can be managed by establishing environmental limits for the effects of development.

Considering the natural environment

The natural environment has values that are extremely important to the district. Where significant values are identified, the Plan is used to manage and protect the particular sites, areas and systems.

Enabling people to meet their needs

The Plan makes provision for activities that enable people to meet their needs and aspirations while at the same time it aims to ensure that the effects of these activities are managed appropriately. This provides a level of certainty to the community about what can happen in their environment and gives people the ability to influence how things occur.

Considering future generations

Each generation has a continuing obligation to ensure that they do not, in pursuit of their own wellbeing, consume or destroy the existing stock of natural and physical resources, so as to deprive future generations of the ability to meet their reasonably foreseeable needs.

2.4.2 Sustainable management and the Plan

The district plan is one of the tools used by the council to promote sustainable management. The district plan is most effective when it works together with the long-term community plan, the annual plan, and other council regulatory and non-regulatory methods and initiatives to promote good resource management outcomes.

The Plan will encourage, and in some cases require, particular methods to be used as part of development, to promote sustainable management.

Examples of these methods include:

- Controlling the type, scale and location of activities and development to encourage:
 - the safeguarding of the life-supporting capacity of air, water, soil, and ecosystems, and
 - the sustaining of the potential of natural and physical resources (excluding minerals) to meet the reasonably foreseeable needs of future generations.
- Protecting sites and items with significant heritage values including archaeological sites, historic buildings, conservation areas, sites of ecological significance, geological items, and notable trees.
- Protecting areas of landscape significance.
- Including a sustainable design guideline to encourage low impact development (refer [appendix 11 - Sustainable design guidelines for the islands](#)).

2.5 Resource management issues and objectives

2.5.1 Introduction

This part of the Plan sets out the broad high-level issues and resulting objectives for the islands as a whole. [Part 3 - Strategic management areas](#) sets out issues and objectives and policies for particular islands or groups of islands. Other parts of the Plan have more specific issues, objectives, policies and rules relating to particular topics (such as heritage, natural hazards, hazardous facilities and contaminated land) or areas (such as a particular land unit or settlement area).

All the issues, objectives, policies and rules set out in the Plan are targeted at achieving sustainable management of natural and physical resources.

2.5.2 Sustainable management

Issues

The significant resource management issues which need to be addressed in the Plan are:

1. How to encourage sustainable management of natural and physical resources.
2. How to ensure that development occurs in a manner that is sustainable.

Objectives

1. To encourage the current use of natural and physical resources (excluding minerals) at a rate which allows future generations to meet their reasonably foreseeable needs.
2. To promote the safeguarding of the life-supporting capacity of air, water, soil, and ecosystems.
3. To manage land use activities to ensure that adverse effects are avoided, remedied or mitigated.
4. To manage subdivision and land use to a scale that is appropriate to the different characteristics of various island environments.
5. To promote more sustainable transport options such as walkways and cycleways as an alternative to use of the private motor vehicle.
6. To enable the investment in and growth of the local economy, including business and employment.
7. To encourage low impact methods of resource use and development including more sustainable building practices and cleaner production techniques.

2.5.3 Environment

Issues

The significant resource management issues which need to be addressed in the Plan are:

1. How to encourage sustainable management of natural and physical resources so as to avoid, remedy or mitigate adverse effects on the natural environment.
2. How to ensure that the development pressures do not result in adverse effects on the natural environment. This includes adverse effects on:
 - indigenous vegetation and fauna habitat
 - coastal areas
 - wetlands
 - the margins of lakes and rivers
 - water resources
 - the natural character of the landscape
 - areas of high ecological value
 - geological features
 - biodiversity
 - historic heritage.
3. How to prevent the loss and degradation of the ecological value of significant ecological features and ecosystems. This can result from:
 - removal of indigenous vegetation
 - sediment runoff from vegetation removal, earthworks and erosion
 - reduced water quality, or changes in the quantity or flow of water
 - pest and weed encroachment
 - stock.
4. How to address conflicts between the use and preservation of the natural environment.
5. How to address the potential for mining, and its associated adverse effects on the natural environment.

Objectives

1. To protect the significant elements of the natural environment.
2. To protect and preserve areas of significant ecological value.
3. To prohibit, throughout the islands, the introduction, keeping or farming of new organisms, and identified plant and animal pest species.
4. To prohibit mining throughout the islands.

2.5.4 Coastal

Issues

The significant resource management issues which need to be addressed in the Plan are:

1. How to encourage sustainable management of the natural and physical resources of coastal environments.
2. How to manage the hazards posed to people, property, and the natural environment by the potential impacts of climate change and climate variability. These hazards may include, but are not limited to:
 - coastal erosion

- inundation by the sea
 - change in rainfall patterns
 - change in frequency and intensity of extreme weather events
 - high wind areas.
3. How to recognise the requirements of coastal policy statements, plans and legislation (such as the New Zealand Coastal Policy Statement, Auckland Regional Policy Statement, Auckland Regional Plan: Coastal, and the Hauraki Gulf Marine Park Act 2000) which apply to the islands, and encourage integrated management across mean high water springs.
 4. How to ensure that development pressures do not result in adverse effects on sensitive coastal environments and unique coastal character.
 5. How to ensure that public access to and along the coastal marine area is maintained and improved.
 6. How to ensure that land uses activities do not degrade coastal water quality due to:
 - sediment runoff from earthworks and erosion
 - effluent runoff from inadequate or malfunctioning effluent disposal systems
 - other contaminant runoff from roads or other hard surfaces
 - other contaminant runoff from farming and other activities.

Objectives

1. To ensure that coastal subdivisions provide for improved public access to the coast except where this is not practicable due to erosion or safety concerns.
2. To prevent subdivision and development in coastal areas where there is a high risk of natural hazards.
3. To limit the intensity of land use and subdivision to a level which is appropriate to the natural character of the coastal environments.
4. To limit and manage earthworks and vegetation clearance so as to avoid or minimise sediment runoff into coastal waters.
5. To protect waterways from development activities including subdivision.
6. To manage the quality and quantity of runoff and stormwater with sustainable solutions.

2.5.5 Landscape

Issues

The significant resource management issues which need to be addressed in the Plan are:

1. How to enable sustainable use of natural features and landscapes.
2. How to ensure that outstanding natural features and landscapes are recognised and protected from inappropriate subdivision, use and development.
3. How to maintain the dominance of natural features over built features in areas which are valued for their natural landscapes.

Objectives

1. To ensure that buildings and structures in areas of high natural character and/or significant landscape value are sited and designed in a manner that maintains the dominance of the natural environment.
2. To protect regionally and locally significant geological landforms, significant ecological systems (SES) and ecosystems from being destroyed, or degraded through alteration or other means.

3. To encourage the retention, management and enhancement of existing indigenous vegetation and the rehabilitation and enhancement of degraded areas of existing indigenous vegetation.
4. To achieve positive environmental benefits from subdivision and development including planting and protection of significant environmental features, heritage features, and other notable landscape features.

2.5.6 Water

Issues

The significant resource management issues which need to be addressed in the Plan are:

1. How to encourage sustainable management of natural and physical resources so that activities occurring on land do not adversely affect water systems.
2. How to ensure that activities occurring on the land do not degrade or reduce the long term availability of water through natural systems such as aquifers and bores.
3. How to ensure that activities are managed sustainably on the land and do not adversely affect the quality, quantity or flows of water in permanently flowing streams and rivers, lakes and wetlands due to:
 - sediment runoff resulting from vegetation removal, earthworks and erosion
 - effluent runoff from inadequate or malfunctioning effluent disposal systems
 - other contaminant runoff from roads or other hard surfaces
 - changing volumes of runoff due to an increase in hard surfaces.

Objectives

1. To limit and manage earthworks and vegetation clearance so as to avoid or minimise sediment runoff.
2. To ensure that new development uses appropriate sustainable methods to minimise the quantity and quality of runoff.
3. To encourage the sustainable use and management of water by supporting the proposed Auckland Regional Plan; Air, Land and Water hierarchy of water use within the islands. These provisions encourage rainfall use over borewater use and borewater use over extraction from streams and rivers.
4. To recognise that Waiheke is a High Use Aquifer Management Area under the proposed Auckland Regional Plan; Air, Land and Water which has a potential influence on growth for Waiheke.

2.5.7 Community

Issues

The significant resource management issues which need to be addressed in the Plan are:

1. How to provide for a variety of occupational, lifestyle and residential opportunities including:
 - rural production
 - a range of residential property sizes
 - permanent residents, holiday homes, and temporary accommodation for seasonal visitors.
2. How to manage the effects of the use and development of land in accordance with the requirements of the RMA without placing unreasonable restrictions and costs on residents and landowners.
3. How to manage diverse and conflicting aspirations about the way in which the resources of the islands should be used, developed or protected.

4. How to appropriately protect the historic heritage of the Hauraki Gulf islands from the adverse effects of subdivision, use, and development.

Objectives

1. To ensure that residential development is undertaken in a manner which respects the character and amenity of the islands while allowing for a variety of lifestyle choices.
2. To ensure that the requirements of the RMA, Hauraki Gulf Marine Park Act 2000 and other relevant legislation are adhered to within the Plan while appropriately and fairly applying the costs of this administration.
3. To appropriately balance the varying requirements and aspirations of residents and visitors to the islands while recognising and protecting its unique character and amenity.
4. To appropriately manage and protect historic heritage items within the islands.

2.5.8 Maori

Issues

The significant resource management issue which needs to be addressed in the Plan is:

- How to ensure that matters of significance to Maori are not adversely affected by subdivision, use and development.

Objectives

1. To provide for Maori to develop and manage their ancestral lands and marae areas in a manner which meets their needs. On Waiheke, this includes the Piritahi Marae and the Ngati Paoa land at the eastern end. On Great Barrier this includes the Ngati Rehua land and marae at Motairehe and Kawa.
2. To recognise and provide for the protection of the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu and other taonga.
3. To recognise and have particular regard to the kaitiakitanga role of mana whenua.