

AUCKLAND UNITARY PLAN  
INDEPENDENT HEARINGS PANEL

*Te Paepae Kaiwawao Motuhake o te Mahere Kotahitanga o Tāmaki Makaurau*

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**Report to Auckland Council  
Hearing topic 013**

**Urban growth**

**July 2016**

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# Report to Auckland Council – Hearing topic 013 Urban growth

## Contents

1.	Hearing topic overview .....	3
1.1.	Topic description.....	3
1.2.	Summary of the Panel’s recommended changes to the Proposed Auckland Unitary Plan 3	
1.3.	Overview.....	4
1.4.	Scope .....	5
1.5.	Documents relied on.....	5
2.	Urban growth, land supply and the Rural Urban Boundary .....	6
2.1.	Statement of issue .....	6
2.1.1.	Urban Growth and land supply.....	6
2.1.2.	Rural Urban Boundary .....	6
2.2.	Panel recommendation and reasons.....	6
3.	Residential capacity .....	8
3.1.	Statement of issue .....	8
3.2.	Panel recommendation and reasons.....	8
4.	A quality built environment .....	10
4.1.	Statement of issue .....	10
4.2.	Panel recommendation and reasons.....	10
5.	Affordable housing .....	12
5.1.	Statement of issue .....	12
5.2.	Panel recommendation and reasons.....	12
6.	Commercial and industrial capacity .....	12
6.1.	Statement of issue .....	12
6.2.	Panel recommendation and reasons.....	12
7.	Rural and coastal towns and villages.....	13
7.1.	Statement of issue .....	13
7.2.	Panel recommendation and reasons.....	13
8.	Open space and recreation facilities.....	15
8.1.	Statement of issue .....	15
8.2.	Panel recommendation and reasons.....	15
9.	Social facilities.....	16
9.1.	Statement of issue .....	16

9.2.	Panel recommendation and reasons.....	16
10.	Structure plan requirements .....	16
10.1.	Statement of issue.....	16
10.2.	Panel recommendation and reasons .....	16
11.	Consequential changes .....	17
11.1.	Changes to other parts of the plan.....	17
11.2.	Changes to provisions in this topic .....	17
12.	Reference documents .....	17
12.1.	General topic documents.....	17

# 1. Hearing topic overview

## 1.1. Topic description

Topic 013 addresses the regional policy statement provisions of the proposed Auckland Unitary Plan relating to:

Topic	Proposed Auckland Unitary Plan reference	Independent hearings Panel reference
Urban Growth	B2 Enabling quality urban growth - Tāhuhu whakaruruhau ā-tāone	B2 Urban Growth
	Appendix 1.1	Appendix 1 Structure plan guidelines

Under the Local Government (Auckland Transitional Provisions) Act 2010, section 144 (8) (c) requires the Panel to set out:

the reasons for accepting or rejecting submissions and, for this purpose, may address the submissions by grouping them according to—

- (i) the provisions of the proposed plan to which they relate; or
- (ii) the matters to which they relate.

This report covers all of the submissions in the Submission Points Pathways report (SPP) for this topic. The Panel has grouped all of the submissions in terms of (c) (i) and (ii) and, while individual submissions and points may not be expressly referred to, all points have nevertheless been taken into account when making the Panel's recommendations.

## 1.2. Summary of the Panel's recommended changes to the Proposed Auckland Unitary Plan

- i. Notified B2.1 Providing for growth in a quality compact urban form and B2.3 Development capacity and supply of land for urban development have been merged as new B2.2 Urban growth and form. This section sets out the provisions for land supply and growing the city in a compact urban form.
- ii. Notified B2.2 A quality built environment in now B2.3. The objectives and policies have been re-written to focus on resource management issues and provide a clearer base for plan-level objectives and policies,
- iii. Notified B2.4 Neighbourhoods that retain affordable housing has been deleted for reasons discussed in Sections 6.2.5 and 6.2.6 of the Overview report.
- iv. A new section B2.4 Residential growth has been added. Provisions are in relation to how residential intensification will be provided for. This section also includes policies that will give effect to affordable housing.
- v. Relocated B3.1 Commercial and industrial growth to B2.5. Enable growth across the hierarchy of centres and for industrial land use.

- vi. Enabling growth and development of existing or new rural coastal towns and villages;
- vii. Open space and recreation facilities:
  - a. provide for all open space and recreation facilities whether in public or private ownership;
  - b. ensure reverse sensitivity effects between open spaces and recreation facilities and neighbouring land uses are avoided, remedied or mitigated;
- viii. Social facilities:
  - a. the definition of social infrastructure is deleted and instead the Plan refers to social facilities. Social facilities are not defined in reliance on the common meaning of the term;
  - b. ensure reverse sensitivity effects between social facilities and neighbouring land uses are avoided, remedied or mitigated;
  - c. enable the efficient and flexible use of social facilities by providing on the same site for accessory activities, and co-location of complementary residential and commercial activities.
- ix. Introduced in B2.2 criteria for shifting the location of the Rural Urban Boundary and a requirement to follow the structure planning guidelines when doing so. The mapped location of the Rural Urban Boundary has been moved to the district plan.
- x. Revised the structure planning guidelines and widened their application to include when proposing a change to the Rural Urban Boundary, rezoning from Future Urban Zone for urbanisation, and when proposing significant expansions of rural and coastal towns and villages.

### 1.3. Overview

There was a considerable number of submissions lodged and evidence presented on this topic which was scheduled early in the hearing sequence. The Panel subsequently heard more detailed evidence in the various topics related to urban growth and therefore was able to evaluate the Plan's issues, objectives, policies and methods as a whole before coming to a view on the structure and content of the regional policy statement.

The Panel's approach to the regional policy statement is described in the Panel's report to Auckland Council – Overview of recommendations July 2016 (Section 8.2.2 Chapter B).

The regional policy statement has been comprehensively recast with a focus on the statutory planning framework under the Resource Management Act 1991. Narratives of issue statements which generally repeat the content of the Auckland Plan have been edited to deal only with resource management matters and distributed as lists of specific issues among the relevant sections. The resource management issues have been separated out, edited and placed in the relevant sections rather than gathered together in the first section. This allows each section to contain its statement of issues, objectives, policies, explanation and principal reasons for adoption in one place and be read as an integrated whole (Overview of recommendations, Section 8.2).

Chapter B2 is the new section addressing urban growth and form. It includes:

- i. B2.1 issues;
- ii. B2.2 Urban growth and form;
- iii. B2.3 A quality built environment;
- iv. B2.4 Residential growth;
- v. B2.5 Commercial and industrial growth;
- vi. B2.6 Rural and coastal towns and villages;
- vii. B2.7 Open space and recreation facilities;
- viii. B2.8 Social facilities;
- ix. B2.9 Explanation and principal reasons for adoption.

The Panel considers that this approach to urban growth implements the growth strategy in the Auckland Plan, including promoting a compact urban form by focussing growth in and around centres, transport nodes and corridors.

#### **1.4. Scope**

The Panel considers that the recommendations in 1.2 above and the changes made to the provisions relating to this topic (see 1.1 above) are within scope of submissions.

For an explanation of the Panel's approach to scope see the Panel's Report to Auckland Council – Overview of recommendations July 2016.

#### **1.5. Documents relied on**

Documents relied on by the Panel in making its recommendations are listed below in Section 12 Reference documents.

## 2. Urban growth, land supply and the Rural Urban Boundary

### 2.1. Statement of issue

#### 2.1.1. Urban Growth and land supply

- i. The extent to which the proposed Auckland Unitary Plan enables sufficient development capacity (market feasible capacity) as opposed to plan-enabled capacity to achieve a quality compact urban form approach to managing growth.
- ii. Whether there is a need to reference to a 'land release programme'.
- iii. Whether there should be a greater recognition of the character and amenity values of existing neighbourhoods with respect to intensification.

#### 2.1.2. Rural Urban Boundary

- i. Whether there should be a Rural Urban Boundary, and if so, where in the Plan should it be located; and
- ii. Whether criteria for extensions to the Rural Urban Boundary should be included in the regional policy statement.

### 2.2. Panel recommendation and reasons

Urban growth issues permeated most topics heard by the Panel. The Panel's response to urban growth issues likewise permeates most topics in order for the recommended Plan to provide a coherent response to the growth issues facing the Auckland region. Section 6 Enabling Growth of the Panel's Overview of recommendations (as referenced above) addresses in more detail the way in which the Panel has addressed urban growth issues and the evidence provided in this topic. Due to the interrelated nature of urban growth with other topics evidence in this topic has influenced the Panel's response under other topics, for example Topic 012 Infrastructure, energy and transport, Topic 016/017 Rural Urban Boundary, Topic 043/44 Transport or Topics 059/060/062/063 Residential. What follows is an extract from the Panel's Overview of recommendations.

The Auckland Plan envisages the need for approximately 400,000 additional dwellings in the Auckland region by 2041 to accommodate an increase of somewhere between 700,000 to 1 million residents over that period. Considerable demand is also expected for commercial and industrial capacity. The rate and scale of this expected growth is unprecedented for a New Zealand city.

The Auckland Plan also envisages a more quality compact urban form than is currently the case with intensification focused on centres and transport nodes, and along transport corridors (which the Panel has pursued as a centres and corridors strategy), and a wider choice of housing types and more affordable housing.

The Panel convened two expert groups to develop methods to estimate the feasible enabled capacity (residential, commercial and industrial) of the proposed Auckland Unitary Plan and of possible alternatives put to the Panel. The results identified a severe shortfall in the

proposed Auckland Unitary Plan relative to expected residential demand. Shortages of commercial and industrial capacity appear less acute, except possibly for the availability of industrial-zoned land in some areas. Thus a central theme in the Panel's work has been to enable greater residential capacity and to a lesser extent, greater commercial and industrial capacity, while promoting the centres and corridors strategy, greater housing choice and more affordable housing.

The Panel considers the Unitary Plan should err toward over-enabling, as there is a high level of uncertainty in the estimates of demand and supply over the long term, and the costs to individuals and the community of under-enabling capacity are much more severe than those arising from over-enabling capacity. To provide for sufficient residential capacity the Plan needs to both enable a large step-change in capacity in the short to medium term and to provide a credible pathway to ongoing supply over the long term.

The Panel recommends the following approaches to increase residential, commercial and industrial capacity.

- i. Enable the centres and corridors strategy in line with the development strategy envisaged in the Auckland Plan. This involves significant rezoning with increased residential intensification around centres and transport nodes, and along transport corridors (including in greenfield developments).
- ii. Modify some of the objectives, policies and rules in residential, commercial and industrial zones to be more enabling of capacity (e.g. remove density rules in the more intensive residential zones and provide for greater height in some of the centres).
- iii. Remove or moderate parking rules to allow the supply of parking to respond to what users require and to improvements in the level of public transport and changes in transport technologies, and to enable greater flexibility in how parking is supplied and traded.
- iv. Introduce, where justified by the evidence, operative urban zones (including Business - Light Industry Zones) in areas that would otherwise have been zoned Future Urban Zone.
- v. Increase the extent of land zoned Business - Heavy Industry.
- vi. Be more explicit as to the areas and values to be protected by the Unitary Plan (e.g. viewshafts, special character, significant ecological areas, outstanding natural landscapes, and so forth) and otherwise enable development and change.
- vii. Expand the Rural Urban Boundary to include 30 per cent more land area targeted for future urbanisation, and not impose a Rural Urban Boundary around smaller towns and villages so they are able to grow organically.
- viii. Locate the Rural Urban Boundary line at the district plan level, with criteria for any change set out in the regional policy statement, so that there is a firm framework for any change but that such change can be initiated by parties in addition to Council. Refer to redrafted Policy B2.2.2. See also the discussion in section 7 of the Overview report.

- ix. Increase lifestyle choices by expanding the extent of land zoned Rural - Countryside Living Zone.
- x. Include in the regional policy statement a requirement for the Council to monitor and ensure that there is always suitably zoned land to meet expected demand for residential, commercial and industrial use for at least seven years. The Panel commends as the starting point for this task the methods and models developed by the two expert groups for estimating enabled capacity.
- xi. Notified B2.1 Providing for growth in a quality compact urban form and B2.3 Development capacity and supply of land for urban development have been merged as new B2.2 Urban growth and form. This section sets out the provisions for land supply and growing the city in a compact urban form.
- xii. Amendments have been made to notified B.2.2 A quality built environment which is now B2.3. The provisions seek to manage the form and design of subdivision, use and development.
- xiii. Removed provisions relating to the 70/40 to provide a quality urban city as the Panel considered this to be a method rather than a policy.
- xiv. Removed reference to a land release programme. This is because the land release programme is currently not complete and therefore not available for review, there will be little public and stakeholder input as the process under which the land release programme is being prepared sits outside of the Resource Management Act 1991 and the programme represents a return to “failed growth policies of the past” and could be used as a means by the Council for constraining growth in the Future Urban Zone.

While the Unitary Plan sets the stage to enable growth in the region it does not of itself create additional homes, offices, retail precincts, industrial parks and so forth. Growth requires substantial and ongoing investment from a wide range of land owners, developers, businesses and households, major investments in infrastructure, and expeditious consenting and plan change processes. It is imperative to the success of the region that the Council and its infrastructure subsidiaries Auckland Transport and Watercare implement expeditiously their aspects of the growth path envisaged in the Auckland Plan and enabled in the Panel’s recommended Unitary Plan.

## 3. Residential capacity

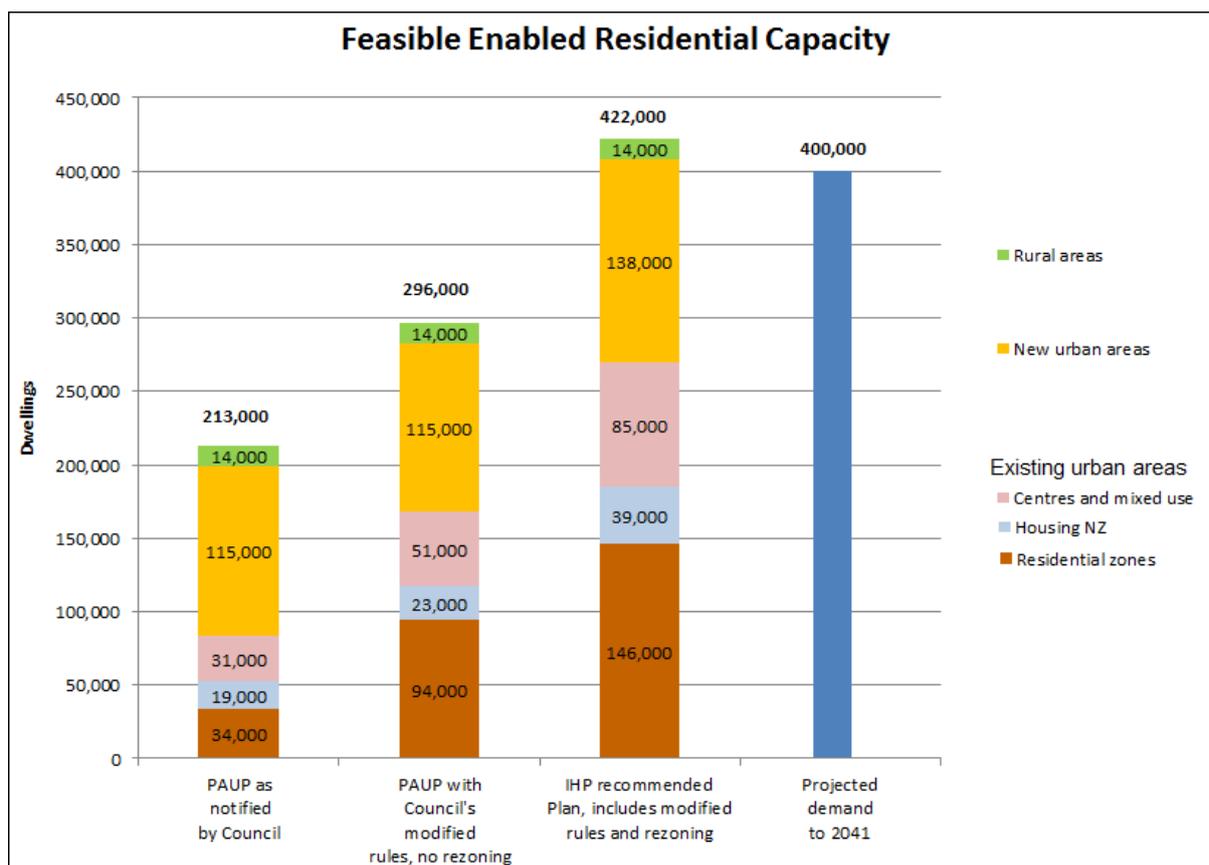
### 3.1. Statement of issue

A policy gap in the regional policy statement was identified by the Panel to address the need for additional dwellings in the Auckland region by 2041 as noted in Section 2 above.

### 3.2. Panel recommendation and reasons

Figure 1 below sets out estimates of the feasible enabled residential capacity of the proposed Auckland Unitary Plan (left hand bar), of the changed objectives, policies and rules (but no changes to zoning) as proposed by the Council in late 2015 (middle bar), and of the Panel’s recommended Plan (right hand bar).

**Figure 1 Estimated feasible enabled residential capacity**



The Panel considers it critical to the long-term well-being of people and communities in the region that the Unitary Plan enables a development pattern that is capable of meeting residential demand over the long term, and that it errs toward over-enabling capacity. The Panel considers its recommendations go as far as possible toward achieving this by enabling sufficient capacity for projected long-term demand (based on current information). The recommendations also ensure flexibility in the location of the Rural Urban Boundary should it emerge that more supply, or supply in more efficient locations, is required.

The Panel has recommended in the regional policy statement that the Council be required to ensure on an ongoing basis there is sufficient feasible enabled capacity to meet at least the next seven years' demand, and that the Council undertakes periodic market studies to test the extent to which this requirement is being met. It is also appropriate that this recommended regional policy statement requirement is used to test the sufficiency of the Panel's recommended Unitary Plan.

A reasonable estimate of residential demand over the next seven years includes a current shortfall of around 40,000 dwellings and annual demand in the order of 13,000 dwellings or 91,000 over the seven years.

This suggests total demand in the order of 131,000 dwellings.

The estimate of live zoned feasible enabled residential capacity relevant to the next seven years in the Panel's recommended Unitary Plan includes:

- i. 270,000 in existing urban areas;

- ii. 23,000 in live zoned land in new urban areas; and
- iii. 14,000 in rural zones.

This indicates feasible enabled residential capacity of around 307,000 dwellings. This estimate excludes the expected capacity in Future Urban Zones of 115,000 (which is included in the total of 422,000 in Figure 1 above) as this capacity is unlikely to be available in the next seven years. As the amount of feasible enabled residential capacity exceeds expected demand over the next seven years, the Panel finds that its recommended Unitary Plan meets this proposed regional policy statement requirement.

A new Section B2.4 Residential growth has been added because this has been identified as a policy gap in the regional policy statement. There are provisions in the regional policy statement in relation to how centres will be provided for. However, policy direction in relation to how residential intensification will be provided for was missing. This section also includes policies that will give effect to affordable housing.

## 4. A quality built environment

### 4.1. Statement of issue

- i. How should the Unitary Plan address issues of quality?
- ii. Whether functional and operational need are both required?

### 4.2. Panel recommendation and reasons

A quality built environment was addressed in Section B2.2. With the reorganisation of the regional policy statement it is now Section B2.3.

The single objective in the proposed Auckland Unitary Plan as notified is recommended to be amended by:

- i. re-ordering the four components to reflect the order of related sections of the regional policy statement;
- ii. merging the first and fourth components;
- iii. splitting the second component so that choice and opportunity is separate from adapting to changing needs; and
- iv. adding a component to maximise resource and infrastructure efficiency.

The Panel also recommends adding objectives to encourage design to address environmental effects and to promote health and safety.

The policies in the proposed Auckland Unitary Plan as notified are recommended to be substantially rewritten to reduce them from eleven to five. The intention is to gather the elements for form and design into one policy and for health, safety and well-being in another, together with separate policies to enable a range of built forms, balance the functions of streets as public places and as transport routes and mitigate effects through appropriate design.

The recommended amendments to the wording of the policies are intended to focus on resource management issues and provide a clearer base for the corresponding objectives and policies at the level of the regional plan, regional coastal plan and district plan. Some words and phrases that appeared to have subjective meanings and were difficult to define or explain in objective terms have been amended to provide clearer wording to guide the drafting of the Unitary Plan. For example, the phrase 'sense of place' in the objective is capable of a very broad range of meanings, not all of them relevant to the control of the effects of subdivision, use and development. The Panel recommends focussing the first objective on the intrinsic qualities and physical characteristics of sites and areas, including their settings. This provides a clearer framework for design and for the assessment of a design. Some qualifiers have also been deleted or amended, such as replacing 'rich' by 'diverse' in relation to the mix of choices and opportunities that the Plan enables.

The issue of what 'quality' means in the context of the strategy of a 'quality compact urban form' is discussed in Section 5.4 of the Panel's Overview of recommendations. That discussion is also relevant here. The Panel recognises the challenges of promoting quality in a complex and diverse environment such as Auckland through a resource management planning document. Those challenges are increased when the standards of quality are not made explicit. In submissions the Council argued that the relevant provisions of the Auckland Plan supported a design-led approach based on concepts of identity, diversity, integration and efficiency. The Panel considers that the purpose of the Resource Management Act 1991 and its framework for the regional policy statement and plans involves an objective-led approach, with design, shaped by policies and in appropriate circumstances limited by rules, being a method by which the objectives can be achieved. The concepts of identity and diversity, as explained in the Auckland Plan, diverge with the former seeking to maintain character while the latter seeks to encourage differences. The concept of efficiency, like quality, is one that requires some specified objectives to hold any clear meaning.

This approach has led the Panel to recommend changes to this section of the Unitary Plan, and a number of others, which seek to promote the enablement of people's choices within a clearly defined framework of provisions that seek to control the adverse external effects of those choices.

An issue that arose in mediation and the hearing session was whether, in Policy B2.3.2(1)(e), reference to both the functional and the operational needs of a use were relevant to the form and design of subdivision, use and development. The Council argued that 'functional' and 'operational' were synonymous, while a number of other submitters considered that those words conveyed different meanings, both of which should be recognised by the policy. The Panel agrees with the other submitters that there is a relevant difference between functional and operational in the context of need for resource management purposes. A functional need relates to the existence of the use in a particular location, while an operational need relates to the relative efficiency or effectiveness of the manner of use in that location. So a port has a functional need to be in the coastal environment and operational needs for the size of its structures and the transport, noise, lighting and water and air quality effects it has on the neighbouring environment. The Panel accordingly recommends that both words be used in this policy and elsewhere in the Unitary Plan where an assessment of need is relevant and appropriate.

## 5. Affordable housing

### 5.1. Statement of issue

Should the Unitary Plan regulate retained affordable housing?

### 5.2. Panel recommendation and reasons

The affordable housing provisions as notified (B2.4 Neighbourhoods that retain affordable housing) have been deleted as these are not resource management matters. Instead policies to enable a range of housing typology to contribute to affordable housing is now included in B2.3.

The reasons for this are set out in Sections 6.2.5 and 6.2.6 of the Panel's Overview of recommendations. The Panel recommends deletion of all the provisions in the proposed Auckland Unitary Plan as notified which dealt with 'retained affordable housing' for the reasons set out in the Overview.

In place of that section of the regional policy statement, the Panel recommends objectives and policies that focus on intensification of residential areas in ways that support the quality compact urban form strategy. This includes promoting increases in housing capacity and housing choice. It also promotes quality development in the context of the planned built character of areas – that is, recognising that different neighbourhoods and different zones are likely to have differences in built form and style.

This section complements Section B2.2 Urban growth and form, which focuses on broader issues of capacity, by being more specific about the ways in which the residential zones should be used to help achieve those growth and form objectives.

The Panel recommends a policy for affordability in Section B2.3 which promotes sufficient supply and a diverse range of dwelling types and sizes to meet the housing needs of different people and communities.

## 6. Commercial and industrial capacity

### 6.1. Statement of issue

Appropriate policies for commercial and industrial growth, integrated with residential growth.

### 6.2. Panel recommendation and reasons

This section has been relocated from Section B3.1 in the proposed Auckland Unitary Plan as notified. The Panel considers that the growth of the city has as much to do with growing employment choices and opportunities as it does with ensuring that people have places to live. The growth objectives and policies of the regional policy statement should therefore be located together and integrated.

These provisions contain some amendments to the wording to clarify issues.

The main objective for commercial and industrial zones is the centres and corridors policy, which is a principal component of the quality compact urban form strategy. This policy provides locations for the concentration of more intensive growth areas.

These objectives and policies also address the issues that arise at the interface between different types of zones, especially where there are adverse effects that may be difficult to contain within a site, such as the noise and air quality effects that can be produced by heavy industry. While seeking to contain those adverse effects as far as practicable, the Unitary Plan also recognises that heavy industry provides benefits for the economic and social well-being of people and communities and therefore seeks to protect existing areas of heavy industry from the effects of reverse sensitivity, where residential or commercial growth might result in complaints leading to the closure or relocation of industrial activities.

From the evidence before the Panel there appears to be sufficient commercial and industrial capacity in the region for the next seven years (and the Panel's recommendations add to that capacity), however the Panel is cautious about drawing definitive conclusions on the sufficiency of this capacity. The Panel encourages the Council to develop further the approach developed as part of the hearing process to estimate demand of and supply for commercial and industrial land uses, and to monitor regularly demand and supply to inform future plan changes. In the interim the Panel encourages the Council to respond expeditiously to any requests for operative Business - Light Industry or Business - Heavy Industry Zones in the Future Urban Zones.

## **7. Rural and coastal towns and villages**

### **7.1. Statement of issue**

Whether new towns and villages are to be avoided outside the Rural Urban Boundary.

### **7.2. Panel recommendation and reasons**

Towns and villages throughout the region providing different housing choices and support for rural communities and activities.

The principal changes recommended by the Panel are:

- i. to remove the distinction between serviced and un-serviced villages;
- ii. not to require the Rural Urban Boundary around rural and coastal towns and villages; and
- iii. to enable new towns and villages and extensions to existing towns and villages within clear circumstances.

On the evidence presented, the main issue in relation to whether villages are serviced or not is the adequacy of the sizes of sites (and the nature of the soil) to accommodate on-site wastewater treatment and discharge facilities. As part of the consideration of rural subdivision, the Council presented evidence which acknowledged that this can be properly assessed as part of subdivision applications. On that basis there is no need to differentiate villages for this purpose in the regional policy statement.

The evidence also showed that the lists of serviced and un-serviced villages were not completely accurate and in some cases villages contain both serviced and un-serviced sites. In these circumstances site specific analysis in the context of an application for resource consent is more efficient than fixing the status of the villages in the Unitary Plan.

A secondary issue was that the growth of rural towns and villages posed a challenge to the quality compact urban form strategy by enabling growth outside the Rural Urban Boundary. At the outset of the hearings the Council was proposing that further work would need to be done to identify locations where such a boundary should be placed, beyond its primary location around the main urban areas of Auckland, Warkworth and Pukekohe.

As explained in the Panel's Report to Auckland Council – Changes to the Rural Urban Boundary, rezoning and precincts July 2016, the Panel does not recommend that the Rural Urban Boundary be placed around the rural and coastal towns and villages. The purpose of the control is to address the growth issues of those urban areas by identifying areas for future urbanisation. There is no evidence that this purpose needs to be addressed at the smaller towns and villages in the region. A better approach to controlling the growth of these towns and villages is by a combination of the restrictions on the intensity of rural subdivision and the expectation that any change of zoning, and in particular any change from a rural to an urban zone, will involve a structure planning process done in accordance with the structure plan guidelines in the Plan (see Appendix 1 Structure plan guidelines).

This approach would apply with even greater force in the event that there was a proposal for a new rural or coastal town or village. In the proposed Auckland Unitary Plan as notified, such a possibility was prohibited. The Panel does not recommend that approach be continued. Instead, the Panel considers that the policy and zoning structure of the Unitary Plan is sufficiently robust to address any such proposal and to see whether, in the particular circumstances of an area, a new town or village, or a substantial increase in the extent of one, can be achieved.

The Panel, the Council and submitters agree that the notified provisions of B2.5 clearly conflict each other, with Objective 4 being 'New towns and villages are avoided outside the RUB' and Policy 3 requiring any proposal for a new town or village outside of the Rural Urban Boundary go through a plan change process and demonstrate that it met certain criteria.

Council's strategic policy position is that new towns and villages outside the Rural Urban Boundary should be avoided and, as such, Council proposed a new policy to express this strategic approach in B2.1 (B2.2 in the recommended version of the Plan) because it represents a policy response to the objectives of providing for growth in a quality compact urban form with a clear defensible limit and containing urban growth within the Rural Urban Boundary.

The Panel, after hearing the regional policy statement submissions and evidence of the Council and submitters considers that it is appropriate and necessary to provide for new towns and villages outside of the Rural Urban Boundary. The redrafted provisions at B2.5 include:

- i. requiring the establishment of new or expansion of existing rural and coastal towns and villages provided the development meets criteria such as avoiding elite soils;
- ii. avoiding locating new or expanding existing rural and coastal towns and villages in or adjacent to areas that contain significant natural and physical resources, unless the growth and development protects and enhances resources i.e. public access;
- iii. enable the establishment of new or significant expansions of existing rural and coastal towns and villages through the structure planning and plan change processes in accordance with Appendix 1 Structure plan guidelines.
- iv. enable small-scale growth of and development in rural and coastal towns and villages without the need for structure planning
- v. enable the development and use of Mana Whenua's resources for the economic well-being.

## **8. Open space and recreation facilities**

### **8.1. Statement of issue**

Address all open space and recreation facilities and not just publicly owned land and buildings.

### **8.2. Panel recommendation and reasons**

These issues are also addressed in the Panel's Reports to Auckland Council for Topic 058 Open space and 076 Major recreation facilities.

These provisions of the regional policy statement are as important to the strategy for growth as the sections on residential and commercial and industrial growth.

Intensification within the urban area will place pressure on open space and increase the demand for buildings to be erected on public reserves. In Topic 058 Open Space, the Panel concluded that open space, particularly in public ownership, should remain as open as possible. Greater use of resource consents is required to determine the appropriate range of activities (Panel's report to Auckland Council – Hearing topic 058 Open Space, Section 3.2).

Buildings and activities on open space and neighbouring land uses are susceptible to reverse sensitivity effects, particularly when intensification occurs. A new objective ensures that reverse sensitivity effects are avoided, remedied or mitigated (Objective 3 in B2.7.1).

The section has been rewritten to clarify its objectives and policies, but there are no significant changes in the overall approach.

The heading for this section is recommended to be amended to refer to all open space, as many areas zoned 'public' open space are not owned by the Council or the Crown.

## **9. Social facilities**

### **9.1. Statement of issue**

Provide for social facilities in their own right and not as sub-set of infrastructure.

### **9.2. Panel recommendation and reasons**

These issues are also addressed in the Panel's Report to Auckland Council – Hearing topic 055 Social facilities July 2016.

The issue of what is infrastructure is addressed in the Panel's reports to Auckland Council for topics 042 Infrastructure and 065 Definitions. The Panel recommends that the term 'infrastructure' be used in a manner that is consistent with its definition in the Resource Management Act 1991. This refers to activities which provide support for other activities through connected networks for transport, water and wastewater, energy and telecommunications.

In contrast, the activities in this section are activities in their own right, which do not exist for the purpose of serving other activities. The Panel considers it surprising that so many of these activities sought to be described as 'infrastructure' and makes it clear that these social facilities are equally as important to the well-being of people and communities as residential and business activities. In working through the topics for residential and business provisions, the Panel has generally sought to recommend that more enabling provision be made for social facilities. As well, the structure plan guidelines in Appendix 1 have been reviewed to ensure that proper account is taken of the need for social facilities in any structure planning process.

The amendments also seek to maintain the clear link between the scale or intensity of social facilities and the location of them in the centres and corridors framework of the Unitary Plan.

With intensification, there is a need to address two matters; more efficient use of existing social facilities and reverse sensitivity effects. In B2.8.2, new Policy 5 enables the efficient and flexible use of social facilities by providing on the same site for accessory activities and co-location of complementary residential and commercial activities. A new objective recognises the need to avoid, remedy or mitigate reverse sensitivity effects between social facilities and neighbouring land uses (Objective 3 in B2.8.1). Both amendments facilitate the provision for and management of social facilities particularly around centres and along corridors.

## **10. Structure plan requirements**

### **10.1. Statement of issue**

Nature and application of structure planning.

### **10.2. Panel recommendation and reasons**

It became increasingly apparent during the hearing of submissions on Topic 013 Urban growth that the process for urbanisation needs to be done carefully and with attention to all

relevant matters. The integrated management of the natural and physical resources of the region and of the effects of the use, development, or protection of land and associated natural and physical resources of the district requires a comprehensive approach.

The proposed Auckland Unitary Plan as notified included in Appendix 1.1 Structure plan requirements for future urban zoned greenfield land and brownfield land. These requirements closely followed the format and content of existing structure plan requirements.

It became evident in the hearings that there were other stages in the use, development and protection of land where structure planning was also required, and in particular with any proposal to shift the Rural Urban Boundary, and for any proposal to expand significantly rural and coastal towns and villages. The application of the structure planning guidelines has been expanded to include these other stages.

Changes to the requirements include renaming them 'guidelines' and clarifying the documents that need to be considered in the structure planning process.

## **11. Consequential changes**

### **11.1. Changes to other parts of the plan**

B2 Urban growth contains fundamental objectives and policies affecting almost all resource management issues in the region. The Panel's recommendations on this topic influenced its approach to all other hearing topics.

### **11.2. Changes to provisions in this topic**

There are no changes to provisions in this topic as a result of the Panel's recommendations on other hearing topics.

## **12. Reference documents**

The documents listed below, as well as the submissions and evidence presented to the Panel on this topic, have been relied upon by the Panel in making its recommendations.

The documents can be located on the aupihp website ([www.aupihp.govt.nz](http://www.aupihp.govt.nz)) on the hearings page under the relevant hearing topic number and name.

You can use the links provided below to locate the documents, or you can go to the website and search for the document by name or date loaded.

(The date in brackets after the document link refers to the date the document was loaded onto the aupihp website. Note this may not be the same as the date of the document referred to in the report.)

### **12.1. General topic documents**

[013 - Submission Points Pathway Report - 19 June 2015](#)

[013-Submission Point Pathway Report - 18 December 2014](#) (19 December 2014)

[013- Parties and Issues Report- 2 December 2014](#)

[013- Parties and Issues Report- 2 December 2014 \(3 December 2014\)](#)

### **Mediation Statements**

[013- B2.7 Social Infrastructure -Mediation Joint Statement \(5 November 2014\)](#)

[013 - B2.7 Social Infrastructure - Track changes \(5 November 2014\)](#)

[013- B.2.1 and B.2.3 Capacity for growth and Compact Urban Form-Mediation Record \(11 November 2014\)](#)

[013-B.2.3 Future Urban and Structure Plan-Mediation Joint Statement \(19 November 2014\)](#)

[013-B.2.6 Public open space and recreation facilities- Mediation Joint Statement \(10 November 2014\)](#)

[013-B2.2 Quality Built Environment- Mediation Joint Statement \(14 November 2014\)](#)

[013-B2.4 Affordable Housing- Mediation Joint Statement \(18 November 2014\)](#)

[Mediated outcome on B.3.1 for Industries group - 27 November 2014 \(1 December 2014\)](#)

[Mediated outcome on B.3.1 for Commercial group- 28 November 2014 \(1 December 2014\)](#)

### **Expert Conference**

[013- B.3.1 Commercial and Industrial growth Expert Conference joint statement \(1 December 2014\)](#)

[013 - Expert Conference - Urban Economics - Urban Feasibility Model for Housing \(23 July 2015\)](#)

[013 - Expert Conference - Urban Economics - Urban Feasibility Model Methodology and Applications \(23 July 2015\)](#)

[Final Draft Residential Capacity Report 013 Expert Group - Round 3 2016-03-03 \(4 March 2016\)](#)

### **Auckland Council marked up version**

[000- Auckland Council- Conferencing Statement - David Mead 2 February 2015 \(3 February 2015\)](#)

### **Auckland Council closing statement**

[B.3.1 Closing Statement \(16 February 2016\)](#)

[Closing Statement \(B2.1, B2.3, B2.5 and Appendix 1.1\) - Annexure A \(16 February 2015\)](#)

[Closing Statement \(B2.6 and B2.7\) \(16 February 2015\)](#)

### **Panel Interim Guidance**

[013 Urban Growth - PAUP Sections B2.1 and B2.3 \(PDF 183KB\) \(24 February 2015\)](#)

013 Urban Growth - PAUP Sections B2.2, B2.4, B2.5, B2.6, B2.7 and B3.1 (PDF 1.71MB)  
(20 March 2015)