

THE **PROPOSED** AUCKLAND
UNITARY PLAN

**Briefing to Auckland Development Committee
on Independent Hearings Panel
recommendations**

Independent Hearings Panel Overview report - What we have received

- Overview of recommendations report – 123 pages
- Annexure 1 to overview of recommendations report – 84 pages
- Report on RUB rezoning and precincts – 37 pages
 - Annexure 1 Precincts Auckland wide - 14 pages
 - Annexure 2 Precincts Central – 92 pages
 - Annexure 3 Precincts South – 132 pages
 - Annexure 4 Precincts North – 202 pages
 - Annexure 5 Precincts West – 45 pages
 - Annexure 6 Changes to RUB – 30 pages
- 58 reports covering all topics
- Recommended Unitary Plan
 - Objectives, policies and rules
 - GIS viewer maps

Independent Hearings Panel's overall approach

Resource Management Principles

The Panel has taken as its starting point Council's own principles for developing the Unitary Plan:

- Be clear on process
- Be simple
- Be outcome focussed
- Indicate what activities require public notification and what do not
- Provide stronger and more directive objectives and policies
- Use rules only where critical
- Manage intensification, scale and form through urban design parameters
- Only put proposals into the resource consent process if the outcome justifies this

Independent Hearings Panel's overall approach

Resource Management Principles

In addition, the Panel added the following:

- Unitary Plan should express a clear purpose through its provisions
- The statutory purpose of the Unitary Plan is to promote and achieve sustainable management of natural and physical resources
- The RMA 1991 and plans made under it cannot do everything
 - Should address managing effects of people's activities on their neighbours and the environment
- Plan-making is outcome led – starts with identification of objectives, then policies and methods to achieve those objectives
- Plans are not blueprints or prescriptive methodologies – they are intended to guide the ways activities are undertaken

Independent Hearings Panel's overall approach

Resource Management Principles continued

- Plans require both vertical integration and horizontal integration
- Councils have a range of statutory tools and other methods to keep in mind when developing plans
- Good design is based on principles rather than rules
- Plan provisions must be based on objective evidence rather than anecdotes or subjective considerations
- The Unitary Plan must be read as a whole
- Taking into account the principles of the Treaty of Waitangi/Te Tiriti o Waitangi requires continuing planning and resource management effort by the Council
- The Unitary Plan will be made operative but planning never stops

Overview report

The Panel's approach to scope:

Against that background and conscious of its special power to make out of scope recommendations, the Panel has prepared its recommendations on the basis of having:

- Read the plan provisions as notified, together with any relevant section 32 reports prepared by the Council;
- Read the submissions and further submissions;
- Heard the Council and other submitters and read the material lodged by them;
- Taken into consideration the relevant plan-making provisions of the Resource Management Act 1991, especially sections 32 and 32AA and the provisions specifically listed in section 145(1)(f) Local Government (Auckland Transitional Provisions) Act 2010;
- Had regard to the Auckland Plan; and
- Applied the specialist knowledge and expertise of the members of the Panel in relation to making statutory planning documents based on sound planning principles.

Independent Hearings Panel's overall approach

Consideration of scope

The overview report indicates:

- While submission process is very important part, it's not the only part
- To achieve the Plan's purpose of sustainable management for the whole of Auckland, the whole includes not only all people and communities but also future generations and all other living things that are part of the environment as defined by the RMA
- Also important is the identification of significant resource management issues and appropriate methods to address them
- Addressing such issues is not simply a numbers game

Independent Hearings Panel's overall approach

Consideration of scope continued

Therefore there are 4 distinct types of consequential changes that have arisen:

1. Format or language changes

- Plain English, consistent terms, consistent format

2. Structural changes

- Tagging of specific sections/provisions as RPS, RCP, RP, DP
- Merging or separation of sections
- Movement of sections between plan layers (provisions for overlays, zones, Auckland-wide rules or precincts)

3. Vertical or horizontal integration and alignment

- Down through provisions to give effect to policy change
- Up from methods to fill the absence of a policy direction
- Across sections to achieve consistency and removal of duplicate controls

Independent Hearings Panel's overall approach

Consideration of scope continued

4. Spatial changes to overlays, zonings or precincts

- Where a zone change for one property raises an issue of the consistency of the zoning for neighbouring properties
- The identification of a rational boundary to the zone when considered against a change in the character, intensity or scale of existing development or the existence of a particular development constraint or opportunity
- Where there are good reasons to recommend in favour of a particular rezoning sought in a submission and also good reasons for that rezoning to include neighbouring properties as a consequence, the Panel's recommendations include those neighbouring properties even when there are no submissions from the owners or occupiers of them.

Independent Hearings Panel's overall approach

Consideration of scope continued

Overall report says:

- While participation by all potentially affected persons may be desirable, the Panel considers the legislation governing this planning process does not require it.
- The Panel has sought to ensure that there should not be appreciable amendments to the UP without real opportunity for participation by those potentially affected.
- The process, involving notification, submission, summarising the points of relief, further submission and the opportunity for waivers for late submission and further submissions has provided that real opportunity.
- As a result of the Panel's considerations:
 - Very few text out of scope recommendations
 - Very few precinct out of scope recommendations
 - Very few out of scope zoning recommendations

First Impressions

- Pared-back plan
 - “information” to be removed
 - Greater use of alternative methods
- Some restructuring of chapters and re-writing of objectives and policies
- Retention, and in some places, greater emphasis of much of the Auckland Plan development strategy
 - Quality compact urban form to be retained
 - Rural Urban Boundary to be retained
 - Has had regard to 70/40 split
 - Role of Structure Planning in new urban areas has been recognised
- Many aspects of notified PAUP and/or the council case at hearings have been endorsed and retained

First Impressions

- Key recommended changes
 - The spatial extent and nature of future growth provision
 - “information” to be removed
 - Provisions which lack sufficient evidence to be removed
 - Provisions which are implemented through alternative methods to be removed e.g. through other legislation

Reading the Panel's recommendations

- Panel's overview report essential to understand approach
 - Outlines the Panel's 28 recommended headlines
- Not always clear when the Panel recommends different position to council's case at hearings
 - Many of the recommendations are in accordance with council's case
- Individual topic reports contain a summary of recommendations
 - However often need to read recommended plan for the detail

Providing for Growth – Growth capacity modelling

- *“The model is an industry accepted process to evaluate residential development capacity, and the recommended IHP modifications have provided a feasible urban development capacity of 270,071 dwellings within ACDS’s model v3.8, assuming a 30 year development period, which is comfortably within the 60-70% Auckland Plan target range”*
 - Patrick Fontein, Studio D4
- The model outputs are a measurement, based on a snapshot in time, of the opportunities for commercially feasible development given ‘today’s’ costs, prices and planning frameworks.
- The capacity figures should be read as an indication of what would reasonably be expected, not as a forecast or target. They are not a definitive measurement.

Providing for Growth -

Growth enabled by IHP recommendations

- As a guide, the Panel used the Auckland Plan development strategy
 - 60-70% enabled residential capacity within existing 2010 MUL and
 - 30-40% outside the 2010 MUL
- *“enables a development pattern that is capable of meeting residential demand over the long-term and that it errs towards over-enabling capacity”*
- Recommended UP enables development pattern to meet estimated long-term demand of around 400,000 dwellings
 - Housing development not readily reversible – general economic life of at least 50 years
 - Complementary investments in infrastructure also not readily reversible and long term view needed
 - Implications for individuals and communities from an under-supply of enabled residential capacity much more severe than those of an over-supply

Providing for Growth - Growth enabled by IHP recommendations

- The recommended RPS requirement is for sufficient feasible enabled capacity to meet at least the next 7 years demand
 - Current shortfall of 40,000 dwellings
 - In addition an estimated annual demand of 13,000 dwellings
 - 13,000 dwellings x 7 = 91,000 additional dwellings
 - 7 year feasible enabled capacity required of 40,000 + 91,000 = 131,000 dwellings
- Recommended Unitary Plan enables 422,000 dwellings
 - 270,000 in existing urban areas
 - 23,000 in live-zoned land in new urban areas
 - 14,000 in rural zones
 - 115,000 in Future Urban zones (unlikely to be available in the next 7 years)

270,000 additional dwellings capacity in existing urban area achieved by:

Panel recommending:

- Retention of all residential zones and many of the rules
- Greater spatial application of Terrace Housing and Apartment Building (THAB), Mixed Housing Urban (MHU) and Mixed Housing Suburban (MHS) across Auckland
- Location of higher density zones around town centres, along corridors and adjoining open space and schools
- Adoption of different walkable catchments for higher density zones – from 200-400m to 400-800m
- Retention of council's position of no density controls in THAB and MHU
- Removal of density control from MHS
- Retention of zone heights
- In MHU and MHS, up to 4 dwelling units is a permitted activity (5 or more require a resource consent)
- Minor dwelling units up to 65m² permitted in Large Lot, Rural Coastal Settlement and Single House zones
- Removal of the relationship between the flood plains and Single House and Mixed House Suburban zones
- Areas previously subject to the pre-1944 overlay to be zoned similarly to surrounding areas.

Percentage Change of zones by land area – WHOLE REGION

Zone		Area In Closing Statement (ha)	Area in Recommendation Version (ha)	Percentage Change in Zone Land Area
Residential	Large Lot Zone	3052.08	2926.99	-4.10
	Rural and Coastal Settlement Zone	1594.35	1856.16	16.42
	Single House Zone	10962.52	8551.05	-22.00
	Mixed Housing Suburban Zone	14344.22	15048.57	4.91
	Mixed Housing Urban Zone	5097.41	7530.58	47.73
	Terrace Housing and Apartment Buildings Zone	1983.24	2485.75	25.34

Percentage Change of zones by land area – WHOLE REGION

	Zone	Area In Closing Statement (ha)	Area in Recommendation Version (ha)	Percentage Change in Zone Land Area
Business	City Centre Zone	270.18	258.10	-4.47
	Metropolitan Centre Zone	343.52	382.34	11.30
	Town Centre Zone	435.30	441.52	1.43
	Local Centre Zone	229.10	245.82	7.30
	Neighbourhood Centre Zone	134.89	131.59	-2.45
	Mixed Use Zone	942.33	983.95	4.42
	General Business Zone	281.21	356.82	26.89
	Business Park Zone	60.27	60.65	0.63
	Heavy Industry Zone	1856.42	1869.52	0.71
	Light Industry Zone	4712.74	4586.51	-2.68

North - Percentage Change of zones by land area - NORTH

	Zone	Area In Closing Statement (ha)	Area in Recommendation Version (ha)	Percentage Change in Zone
Residential	Large Lot Zone	482.7031	462.9682	-4.09
	Rural and Coastal Settlement Zone	56.78815	56.78815	0.00
	Single House Zone	1478.053	1212.547	-17.96
	Mixed Housing Suburban Zone	2302.053	2471.499	7.36
	Mixed Housing Urban Zone	856.763	957.5883	11.77
	Terrace Housing and Apartment Buildings Zone	159.8808	179.7372	12.42

North - Percentage Change of zones by land area – NORTH

	Zone	Area In Closing Statement (ha)	Area in Recommendation Version (ha)	Percentage Change in Zone
Business	City Centre Zone			
	Metropolitan Centre Zone	90.15262	90.75855	0.67
	Town Centre Zone	34.43803	34.883	1.29
	Local Centre Zone	30.86141	31.65948	2.59
	Neighbourhood Centre Zone	17.72073	17.59821	-0.69
	Mixed Use Zone	134.9275	151.5856	12.35
	General Business Zone	21.04577	112.7838	435.90
	Business Park Zone	36.38771	36.38771	0.00
	Heavy Industry Zone			
	Light Industry Zone	644.0795	542.2081	-15.82

Percentage Change of zones by land area - SOUTH

Zone		Area In Closing Statement (ha)	Area in Recommendation Version (ha)	Percentage Change in Zone
Residential	Large Lot Zone	493.7116	392.4538	-20.51
	Rural and Coastal Settlement Zone	382.6567	475.44	24.25
	Single House Zone	2955.335	2214.612	-25.06
	Mixed Housing Suburban Zone	6953.733	6795.064	-2.28
	Mixed Housing Urban Zone	1460.26	2396.113	64.09
	Terrace Housing and Apartment Buildings Zone	430.7206	578.3594	34.28

Percentage Change of zones by land area - SOUTH

Zone	Area In Closing Statement (ha)	Area in Recommendation Version (ha)	Percentage Change in Zone	
Business	City Centre Zone			
	Metropolitan Centre Zone	93.02665	109.8734	18.11
	Town Centre Zone	158.8456	158.8185	-0.02
	Local Centre Zone	73.91028	81.86281	10.76
	Neighbourhood Centre Zone	64.96336	60.17275	-7.37
	Mixed Use Zone	202.89	203.7591	0.43
	General Business Zone	83.95911	69.23008	-17.54
	Business Park Zone			
	Heavy Industry Zone	1262.095	1261.21	-0.07
	Light Industry Zone	2673.093	2618.535	-2.04

Percentage Change of zones by land area – CENTRAL

Zone		Area In Closing Statement (ha)	Area in Recommendation Version (ha)	Percentage Change in Zone
Residential	Large Lot Zone	1.006677	1.006677	0.00
	Rural and Coastal Settlement Zone			
	Single House Zone	1901.218	1091.736	-42.58
	Mixed Housing Suburban Zone	2907.938	2934.052	0.90
	Mixed Housing Urban Zone	1016.957	1630.294	60.31
	Terrace Housing and Apartment Buildings Zone	770.6155	935.1051	21.35



Percentage Change of zones by land area - CENTRAL

	Zone	Area In Closing Statement (ha)	Area in Recommendation Version (ha)	Percentage Change in Zone
Business	City Centre Zone	262.8537	251.0618	-4.49
	Metropolitan Centre Zone	36.30561	57.67605	58.86
	Town Centre Zone	122.7516	128.8071	4.93
	Local Centre Zone	58.40698	52.18615	-10.65
	Neighbourhood Centre Zone	23.07826	23.07826	0.00
	Mixed Use Zone	468.8786	487.7402	4.02
	General Business Zone	21.59886	51.29198	137.48
	Business Park Zone	23.87826	24.26521	1.62
	Heavy Industry Zone	452.0575	459.0847	1.55
	Light Industry Zone	613.9041	544.2873	-11.34

Percentage Change of zones by land area – WEST

Zone		Area In Closing Statement (ha)	Area in Recommendation Version (ha)	Percentage Change in Zone
Residential	Large Lot Zone	949.4121	953.272	0.41
	Rural and Coastal Settlement Zone	39.954	262.3279	556.57
	Single House Zone	1563.804	937.5235	-40.05
	Mixed Housing Suburban Zone	1158.636	1565.499	35.12
	Mixed Housing Urban Zone	1529.798	2195.617	43.52
	Terrace Housing and Apartment Buildings Zone	589.8834	713.983	21.04

Percentage Change of zones by land area – WEST

	Zone	Area In Closing Statement (ha)	Area in Recommendation Version (ha)	Percentage Change in Zone
Business	City Centre Zone			
	Metropolitan Centre Zone	124.0348	124.0348	0.00
	Town Centre Zone	27.08826	26.83075	-0.95
	Local Centre Zone	28.81721	39.50505	37.09
	Neighbourhood Centre Zone	9.922825	10.18503	2.64
	Mixed Use Zone	58.68326	62.34012	6.23
	General Business Zone	30.90099	30.90099	0.00
	Business Park Zone			
	Heavy Industry Zone	119.5248	119.5364	0.01
	Light Industry Zone	505.9889	507.7827	0.35

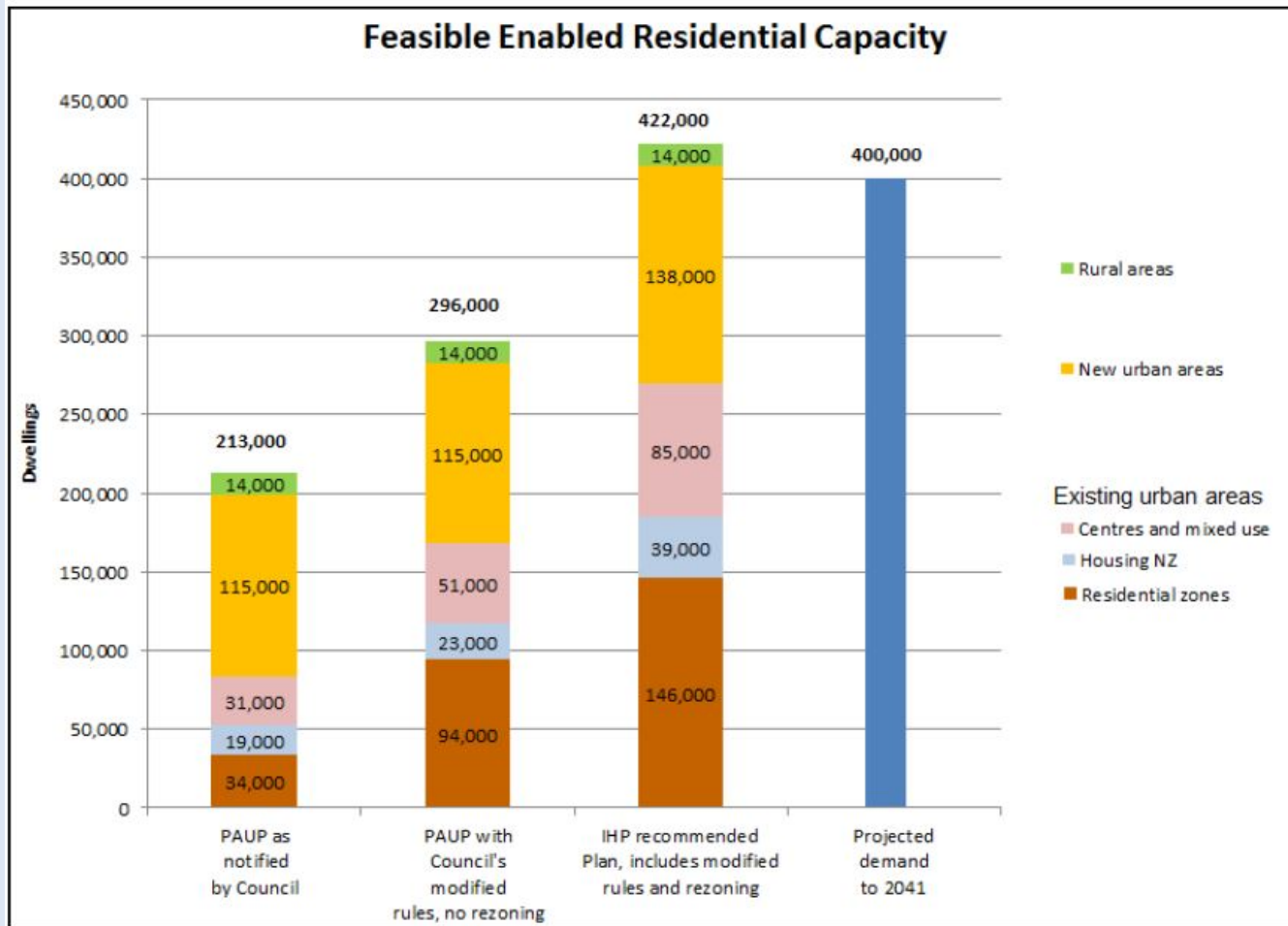
Percentage Change of zones by land area - RODNEY

	Zone	Area In Closing Statement (ha)	Area in Recommendation Version (ha)	Percentage Change in Zone
Residential	Large Lot Zone	1125.21	1117.25	-0.71
	Rural and Coastal Settlement Zone	1113.969	1060.651	-4.79
	Single House Zone	3062.679411	3092.576	0.98
	Mixed Housing Suburban Zone	1018.102	1278.621	25.59
	Mixed Housing Urban Zone	233.4602	350.8167	50.27
	Terrace Housing and Apartment Buildings Zone	31.87129	78.23746	145.48

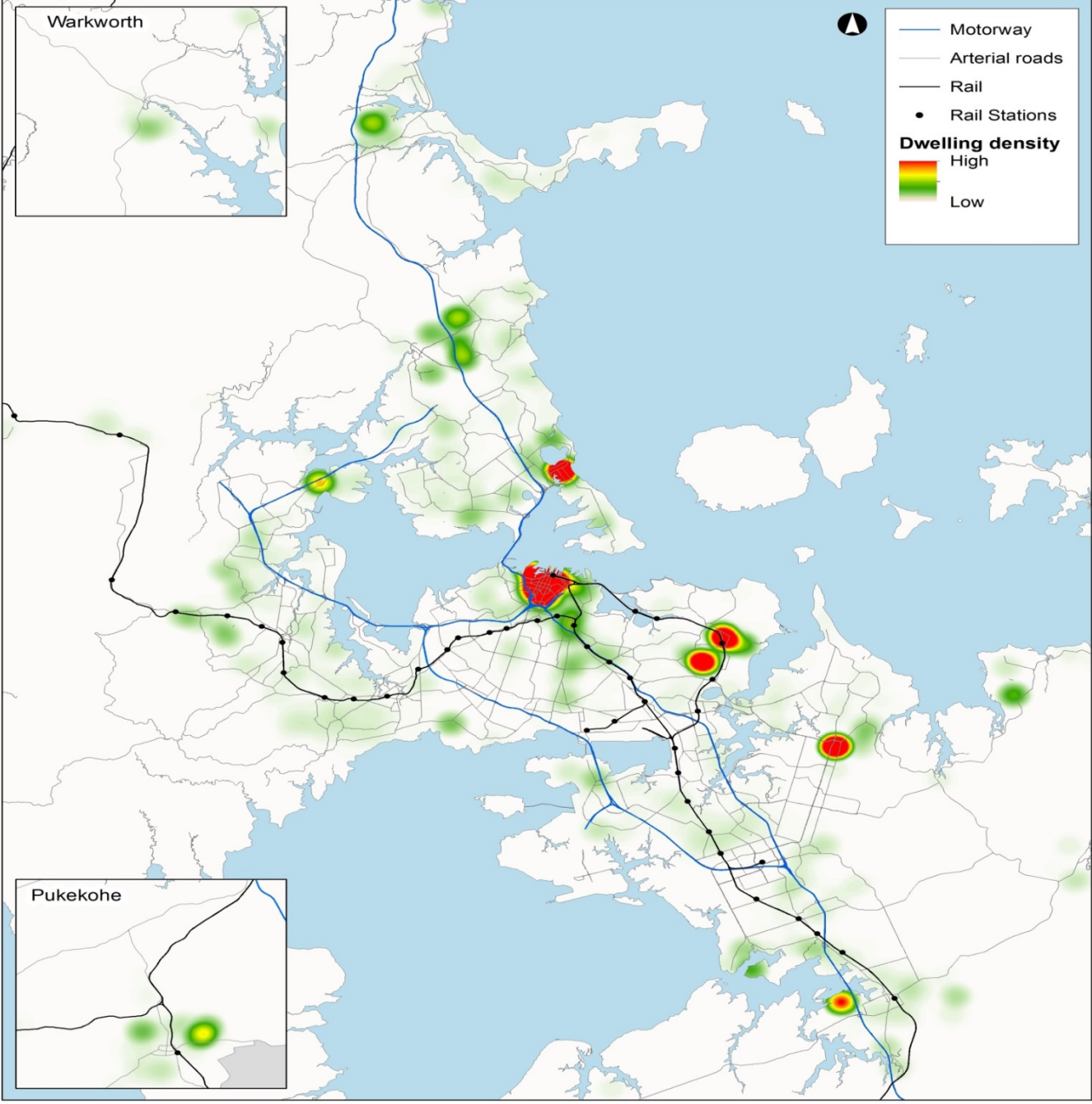
Percentage Change of zones by land area - RODNEY

Zone		Area In Closing Statement (ha)	Area in Recommendation Version (ha)	Percentage Change in Zone
Business	City Centre Zone			
	Metropolitan Centre Zone			
	Town Centre Zone	92.18114	92.18115	0.00
	Local Centre Zone	37.09993	40.60216	9.44
	Neighbourhood Centre Zone	19.17847	20.53187	7.06
	Mixed Use Zone	76.84338	78.32139	1.92
	General Business Zone	123.706	92.61317	-25.13
	Business Park Zone			
	Heavy Industry Zone	21.89224	28.83194	31.70
	Light Industry Zone	273.9849	371.0374	35.42

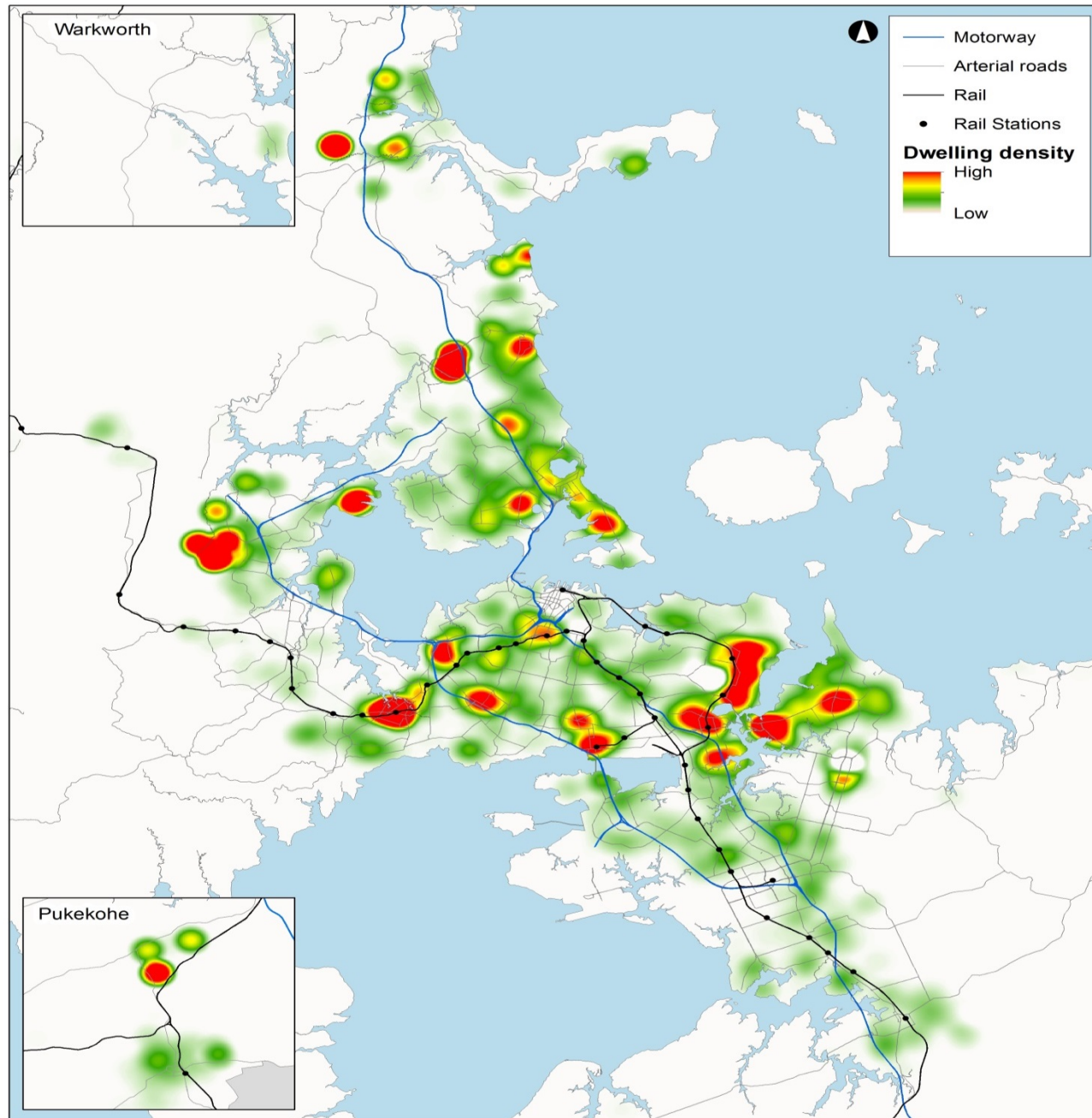
Growth – enabled by IHP recommendations



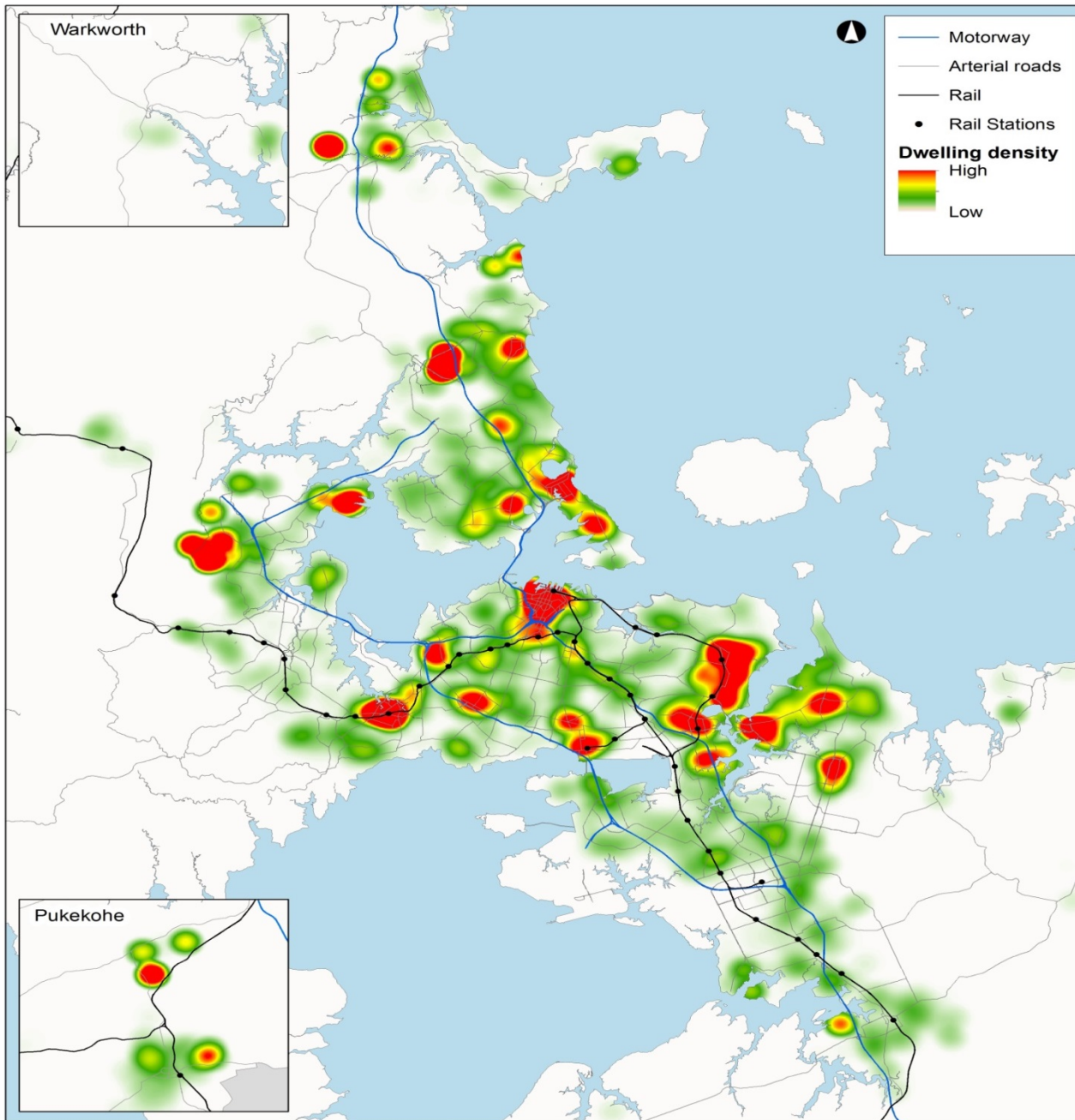
Distribution of feasible enabled residential capacity – proposed Auckland Unitary Plan as notified



Distribution of Panel recommended feasible enabled residential capacity additional to that enabled in the proposed Auckland Unitary Plan as notified



Distribution of total feasible enabled residential capacity of Panel's recommended Unitary Plan



23,000 additional dwelling capacity on land rezoned urban achieved by:

Panel recommending:

- Rezoning of some land currently zoned Future Urban/Rural to urban zones
 - Wainui (SHA area)
 - Okura (130ha of urban zoning)
 - Puhinui
 - Redhills (600ha)
 - Scotts Point
 - Pararekau Island
 - Oratia
 - Swanson

14,000 additional dwelling capacity in rural zones achieved by:

Panel recommending:

- Increase in spatial application of Countryside Living zone:
 - Kumeu,
 - Coatsville
 - Dairy Flat
 - Warkworth
 - Riverhead
- Increase in spatial application of some Rural and Coastal Settlement zones and addition of new areas:
 - Puhoi
 - Clevedon Waterways
 - Clevedon Village
 - Karaka North
- More permissive rural subdivision provisions
 - Emphasis moved from protecting all Rural Land for rural production activities to only elite land
 - Prime land protected 'where practicable'
 - Policy provisions for ecological and biodiversity strengthened
 - New subdivision opportunity through revegetation planting of any land (5ha – 1 site, 10ha = 2 sites) can be in situ or transferred to Countryside Living zone.
 - Reduction in the size of area of vegetation (SEA or other) required to be protected in exchange for additional subdivision rights

115,000 additional dwelling capacity in Future Urban zones achieved by:

- Council's position at hearing sought increase in land area of Future Urban zone
- Panel accepted council's position and extended Future Urban zone
- Difference between two positions around an additional 934ha

Panel recommending:

- Additional Future Urban zoned areas:
 - Warkworth
 - Wainui to Dairy Flat
 - Kumeu-Huapai
 - Riverhead
 - Hatfields Beach
 - Okura (20ha)
 - Area north of Pukekohe
 - Area north of Takanini
 - Part of Puhinui Structure Plan area

Other Rural Urban Boundary and Future Urban zone related matters

Panel recommending:

- Rural Urban Boundary retained but can be amended through private plan changes
- No Rural Urban Boundary around rural or coastal settlements or on Waiheke Island
- Future Urban zone can be applied outside the Rural Urban Boundary through a plan change
- Policy that enables new towns and villages outside the Rural Urban Boundary through a plan change

Removal of provisions where there are alternative methods

- The RMA 1991 and plans made under it cannot do everything

Panel recommending:

- Deletion of rules where other legislation exists
 - e.g. Building Code to cover internal dwelling rules, minimum unit size, floor heights in flood plains
- Deletion of rules where bylaws provide an alternative method e.g. domestic fires
- Deletion of rules requiring all new residential development to meet Homestar or alternative sustainability criteria
 - Panel considers sustainable design is better achieved through Council Guidance and Auckland Design Manual.
- Deletion of Retained Affordable Housing provisions. Panel considers the following better promotes affordable housing:
 - Providing adequate feasible enabled residential capacity relative to demand
 - Enabling a range of housing types
 - Supporting centres and corridors strategy
 - Not imposing undue implementation costs

Removal of 'information'

- Recommended Plan has been pared back to remove aspects that were included to provide information to users

Panel recommending:

- Removal of many of the non-statutory layers
- Removal of standard requirement to provide, as part of resource consent applications:
 - Cultural Impact Assessments
 - Design Statements
 - Integrated Transport Assessments
- Panel considers these 3 tools can be used on a case-by-case basis as part of the assessment of effects of a resource consent

Removal of provisions where there was insufficient evidence

Panel recommending:

- Pre-1944 overlay to be deleted.
 - Consequently, the zoning applying to these areas is to be in accordance with the Panel's zoning principles.
- Sites and Places of value to Mana Whenua
 - Panel noted that a two-tier approach to Mana Whenua sites and places is appropriate but did not consider evidential basis for a second tier (sites and places of value) existed
- Deletion of requirement for Framework Plans in precincts
 - Panel did not consider the provisions were the best way of achieving the objectives of the Unitary Plan

Overview report

The Panel's Recommended Headlines:

1. Provide a more integrated and coherent strategy for management of the region's resources.
2. Focus urban growth on centres, transport nodes and corridors to achieve a quality compact urban form.
3. Retain the Rural Urban Boundary but expand it to include 30 per cent more land and enable it to be changed by private plan changes.
4. Enable a development pattern to meet demand for the next 30 years and double the feasible enabled residential capacity to exceed 400,000 dwellings.
5. Ensure sufficient capacity for the next seven years.
6. Enable the growth and development of new or existing rural towns and villages.
7. Provide live residential and business zonings for some developments on the edge of existing urban areas.
8. Support new precincts as a place-based response to local planning issues and to enable greater and more targeted development opportunities.

Overview report

The Panel's Recommended Headlines:

9. Delete provisions for framework plans and enable comprehensive consenting processes for subdivision, including earthworks and provision of infrastructure.
10. Remove density controls in residential zones.
11. Maintain amenity values using bulk and location standards.
12. Promote good quality residential development through assessment methods.
13. Provide for affordable housing choice with a mix of dwelling types, adaptation of existing housing stock and doubling of enabled supply.
14. Protect historic heritage places and retain special character areas
15. Delete the pre-1944 building demolition control overlay.
16. Use the statutory notification provisions in the Resource Management Act 1991 as the standard tests.
17. Ensure that assessment matters for restricted discretionary activities are in fact restricted.
18. Remove or reduce requirements for on-site parking.
19. Streamline network infrastructure provisions in one section.

Overview report

The Panel's Recommended Headlines:

20. Enable rural production activities and rural subdivision that supports rural production and the protection of biodiversity values
21. Protect air, land, water and ecosystem resources from the adverse effects of population growth.
22. Protect identified natural, social and cultural values of significant ecological areas, outstanding natural landscapes and features, areas of outstanding and high natural character and views to and between the maunga
23. Promote resilience to natural hazards.
24. Delete the Schedule of Sites of Value to Mana Whenua until the evidential basis for it has been assembled.
25. Delete references to cultural impact assessments and design statements and rely on the standard requirements for assessment of effects on the environment.
26. Delete plan provisions where effects are better managed by other methods
27. Promote evidence-based methods for ongoing assessment of urban capacity (for both residential and business activities) and for identifying significant resource values
28. Do not use plan methods (zones, overlays and Auckland-wide provisions) to duplicate controls

Process for the rest of today

- **12:15-1:15pm** Media briefing by staff
- **1:30pm** Panel's recommendation reports and recommended Unitary Plan live on Council website
- **1:30pm** Copy of this briefing presentation live on Council website
- **1:30pm** 1 hard copy of zoning maps available in councillors' area on Level 26
- **2:00-3:00pm** Key stakeholder briefing by staff