

Appendix A

Planning Processes

Introduction

This appendix outlines a number of planning processes which are used in the Auckland Region to support the effective management of development in the region's rural and urban areas. These include statutory and non statutory methods. Some methods, for example, strategic planning, that previously did not have a statutory base, have now been recognised in legislation in amendments to the Local Government Act (LGA) 1974, the LGA 2002, with its requirements for Long Term Council Community Plans (LTCCPs) and the LGAAA 2004. The focus in this Appendix is on those methods where there is limited statutory or other guidance, in particular structure planning.

The Auckland Region is characterised by continuing growth. Development has widespread effects on the environments, both positive and negative. Responsibility for growth management and its adverse effects, is shared by the ARC, other TAs, the Minister of Conservation, developers and the community. Growth pressures led to the 1988 Auckland Regional Planning Scheme bringing into effect metropolitan urban limits (MULs) to contain the expansion of urban Auckland, and requirements for the sequencing and structure planning of future urban areas. The MUL continues to be a crucial management tool.

In the last decade or so, growth has moved from a predominant focus on peripheral urban expansion, to the situation today where more than 50% of growth occurs in existing urban areas through redevelopment and intensification. Structure planning has relevance to existing urban areas, areas to be urbanised and to rural areas, where some development may occur.

In the mid 1990s, the ARC, in co-operation with the region's TAs, established the Auckland Regional Growth Forum. The Forum considers strategic growth issues across the region from a regional sustainable development perspective, and supports district planning within a regional context. The 1998 LGA Amendment provided statutory recognition of the Forum and its work on a regional growth strategy and this is retained in the LGA 1974. The Regional Growth Strategy, launched by the Forum in late 1999 provides a vision for the region

out to 2050, a growth concept to fulfil the vision, and sector agreements at the sub-regional level to support implementation. The 2005 changes to this RPS and to the region's district plans seek to give effect to the growth concept. The Auckland Regional Land Transport Strategy, and reviews of this, are also crucial to the effective implementation of the growth strategy.

The Regional Growth Forum enables a high level of partnership and consultation across the local authorities within the region, and a means of working through issues, and ensuring consistent regional approaches, where appropriate. The Regional Land Transport Committee is another formal consultation mechanism that supports regional integration. Informal mechanisms include the Auckland Mayoral and other forums. Joint officials groups, involving senior staff from councils and at times from central government, also support improved regional outcomes.

The LGA 2002 now also requires councils to develop LTCCPs that contain community outcomes. This gives statutory recognition of the importance of strategic planning, and of councils working with their communities. Outcomes from these plans can set key directions and have major implications for Council Annual Plans, Asset Management Plans and RMA planning documents.

At the regional level work to underpin strategic planning includes preparation of forecasts of land requirements for housing, jobs and related activities, economic and social information, the evaluation of transport needs, the preparation, evaluation and consultation on development options. Strategic planning also includes guidance for councils and stakeholders on key outcomes, such as for integrated catchment management planning and structure planning. Such planning may occur at the city or district level and reflects the development pressures and degree of change, as well as the range of infrastructure and community services such councils may provide. It is important that council budgets reflect LTCCPs, and provide for the effective implementation of strategic, including resource management, outcomes.

Planning Processes

| Type of process | Responsibility | General scope and outputs |
|-----------------------------|---------------------------|--|
| Strategic regional planning | Auckland Regional Council | <p>Strategic planning at the regional level includes preparation of forecasts of land requirements for housing, jobs and related facilities, and the articulation and evaluation of a range of development options.</p> <p>Evaluation of options will lead to the formulation of objectives and policies designed to guide development in the Region towards directions and a form which give effect in appropriate ways to the purposes and principles of the RM Act. Evaluation will include consideration of the following:</p> <ul style="list-style-type: none"> ○ effects on land, water and air resources; ○ economic effects, including capital works and operating costs; ○ effects on heritage values; ○ social effects. <p>The process leads to the determination of a strategic direction for the Region, which is expressed in the Regional Policy Statement, and will be reflected in regional plans prepared under the RM Act. It will also be important to ensure that the annual work programmes and budgetary commitments of local authorities detailed in the annual plan process under the Local Government Act are consistent with the strategic directions for the Region.</p> |

| Type of process | Responsibility | General scope and outputs |
|-----------------------------|----------------|---|
| Strategic district planning | TAs | <p>The approach to strategic planning by TAs will vary from district to district, depending on the nature of the development pressures and change which is expected to occur in the future. TAs not only provide regulatory services, but may also deliver to the community a wide range of infrastructural and community services (i.e., the provision and operation of social and cultural facilities and services).</p> <p>The general aim of strategic district planning is to bring into effect corporate objectives and policies which will ensure that the whole range of regulatory responsibilities and service delivery functions at district level are provided consistently, cost-effectively, and in a manner which meets community expectations and fulfils statutory obligations.</p> <p>Where significant development pressures are anticipated, strategic district planning will include preparation of forecasts of land requirements for housing, jobs and related facilities, and the articulation and evaluation of development options for the district.</p> <p>Where development patterns are established and limited development is expected in the foreseeable future, strategic district planning may be focussed mainly on determining the level of resourcing necessary to achieve appropriate levels of service.</p> <p>In both situations, the evaluation will include a similar range of matters as occurs at the regional level. Within a Region, it will be important to ensure that the developmental aspects of strategic planning at the district level are consistent with the strategic objectives and policies for the Region. To a large extent this may be achieved through the processes established by the RM Act, and through the annual plan process under the Local Government Act through which local authorities establish yearly work programmes and related budget commitments. Consistency with regional objectives and policies will also be facilitated by a high level of consultation between local authorities within the Region.</p> |

| Type of process | Responsibility | General scope and outputs |
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| Integrated Catchment Management Planning | <p>TAs: the Auckland Regional Plan: Air, Land and Water includes policies on the development of Integrated Catchment Management Plans (ICMPs) by TAs. At times the ARC may be involved in developing an ICMP.</p> <p>The Plan also anticipates preparation of Network Management Plans (NMPs) by stormwater & wastewater network utility operators.</p> | <p>Identifies and describes the important characteristics of a catchment in which resource management problems already exist or may occur as a result of expected changes. The expected changes may include urban development or redevelopment, or other major changes in activity patterns.</p> <p>Integrated catchment management planning will promote the integrated and sustainable management of diversions, discharges and associated river and lake bed activities.</p> <p>Guidance on ICMPs is provided in Policy 5.4.10 of the Proposed Auckland Regional Plan: Air, Land and Water.</p> <p>The ARC is also developing a best practice guide on ICMPs.</p> |

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|--------------------|----------------|---|
| Structure planning | TAs | <ol style="list-style-type: none"> 1. Structure planning is both a strategic planning tool, a design tool and a comprehensive planning process with public and technical input. It tests more general planning assumptions from higher level more strategic documents, builds on relevant technical assessments, and provides a basis for future development options/scenarios, and a preferred option. It may identify where more detailed work, including master plans may be needed. Structure plans guide future development and redevelopment through being an input into more detailed master plans and subdivision plans. 2. In the Auckland region structure planning is used for the: <ul style="list-style-type: none"> • Identification and consideration of land which is to be urbanised; • Identification and consideration of the location and scale of residential, commercial or industrial (re)development to be provided for, or that has been provided for but has not yet occurred, and where density, amenity and other outcomes could be enhanced; this includes land both within and outside High Density Centres and Intensive Corridors, and in commercial or other areas; at times it may involve small but significantly located parcels of land of around 5,000 square metres or more, or larger areas; and • Identification and consideration of rural land which may or may not be appropriate for rural development, including countryside living. 3. Structure planning will consider: <ul style="list-style-type: none"> • Effective ways to educate, inform and consult the community and to involve key stakeholders, including the ARC and landowner(s); • The broader strategic context, including the relationship of the structure plan area, with the surrounding area both within the city/district, and the sub-region; • Growth needs within the wider city/district and sub-regional area, and how to ensure the structure plan area effectively integrates with these; • How to ensure the structure plan integrates with the wider district and sub-regional strategies; |

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| | | <ul style="list-style-type: none"> Any relevant national RMA documents, such as the New Zealand Coastal Policy Statement, other national policy statements and national environmental standards; The need to give effect to the Regional Policy Statement requirements, particularly Chapter 2 but also including other chapters; Any relevant regional plans; management plans; regional, sector, city or district strategic policy and plans; including Long Term Council Community Plans (LTCCPs); How to achieve integrated land use and transport outcomes, the objectives of the Regional Land Transport Strategy, the Passenger Transport Plan and the Land Transport Programmes of ARTA, TA's, Transit New Zealand and ONTRACK; Recognition of strategic transport issues, strategies and plans, including planned public transport improvements and the strategic roading and rail networks; Local transport and accessibility issues, and in particular the need for safe and attractive walking environments, with good links to public transport and local facilities and amenities, and for cycling provision, and for good integration between the local and strategic transport network; Consideration of the content of integrated transport assessments, in accordance with Appendix J; The natural character of the land (steepness, natural hazards including flood proneness or propensity to erosion or slippage vulnerability of ecosystems, and existing vegetation patterns); The existence of features or values which warrant protection or preservation (such as sites of significance to Maori, other cultural heritage sites, natural heritage including indigenous vegetation, sensitive areas such as stream valleys and estuaries, and regionally significant or outstanding landscapes), and the need for open space and green networks; |

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| | | <ul style="list-style-type: none"> • The feasibility of creating green networks, environmental restoration and/or other means to protect biodiversity, and the requirement for the establishment and retention of riparian protection yards, esplanade reserves or marginal strips between land use activities and water bodies and coastal waters; • The location and scale of infrastructure, including water and sewerage systems, adequate treatment of stormwater, and recognition of regionally significant infrastructure. In particular, structure planning should consider how these fit within integrated catchment management plan/s for the area, and any necessary changes to improve outcomes. • The provision for adequate levels of social infrastructure (including open space) in the context of wider regional and sub-regional networks. • The existence of or potential for natural hazards including flooding, erosion, land slips/instability, coastal hazards, subsidence, sea-level rise, and active faults. <p>4. In areas to be (re-)urbanised structure plans will also consider:</p> <ul style="list-style-type: none"> • The preferred urban form and design of the area, whether this fits efficiently and effectively with the values of the wider city/district and sector of the region, including existing urban character and aesthetic coherence; • How to achieve the optimal densities, in High Density Centres and Intensive Corridors, particularly those served by public transport; • The maintenance and enhancement of urban amenity values, throughout the change period and into the longer term; • The type of urban edge or boundary (hard or soft) to be created, its appropriateness to the structure plan and wider city/district, sector and region, and how transitions between and within the area to be (re-)urbanised and other areas with different activities and uses, and/or different densities are to be managed. <p>5. In areas to remain rural, structure plans will also consider:</p> <ul style="list-style-type: none"> • The rural population strategy for the relevant sector, city/district, and structure plan area. This strategy should include information on the current development potential available, and whether this potential is consistent with the protection of key environmental values; |

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| | | <ul style="list-style-type: none"> • How to ensure that any development meets the requirements of Chapter 2 and other RPS chapters; • The avoidance of urban activities in rural areas, and whether the area is appropriate for that type of activity including development; • The maintenance and enhancement of rural amenity values and character of the area, within the wider city/district, sector and region; • Acknowledgement that rural areas are working areas and the avoidance of conflicts, including reverse sensitivity effects, between a range of rural activities and countryside living; where avoidance is not possible, effective management must be able to be realistically achieved; • The location, scale and significance of identified physical rural resources such as productive soils and mineral resources, and how these may be affected by any proposed development; • The potential adverse and beneficial effects on the environment of different options, and whether the location, scale and extent of any options for countryside living give effect to the RGS and RPS outcomes and policies; • The most appropriate types of countryside living (whether this should be scattered throughout the structure plan area, or located in one or more specific locations); • Explicit evaluation of the trade-offs between general rural amenity values and character, and the creation of countryside living with its different amenity values and character (through closer subdivision and potentially changing land use patterns), and the future risks to general rural amenity values and character through the likelihood of pressure for urban type services, and/or further subdivision; • Techniques to ensure an equitable (as far as practicable) and consistent evaluation of the tools available for the management of countryside living opportunities, including transferable development rights, and the use of covenants to provide certainty regarding protection of key environmental values into the longer term. |

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| | | <p>6. The process will produce a plan that guides development so that the form and intensity of development is consistent with the strategic outcomes for the sector (north, west, central and southern), broader local area, and appropriate to the character of the land in the structure plan.</p> <p>7. For example, in urban areas the Structure Plan will identify the key desirable urban design (including structure) outcomes and the future pattern of significant landuses, including:</p> <ul style="list-style-type: none"> • Values to be protected, and land uses consistent with such protection that may support local character and amenity values; • The scale and intensity of development, having regard to the urban density required to support the public transport (see Appendix H); • Key infrastructure requirements including roads, schools, open space, including reserves and land required for public access and other community utilities and facilities, and the timing of their availability; • Arterial and local roads, the range of public transport modes, and the transport network, and how traffic will be managed in the area; • Safe and attractive walking and cycling routes, and their integration with land uses, public transport, and the transport network; • High Density Centres and Intensive Corridors and/or other commercial, industrial or mixed use areas and their integration with the transport system, with the wider urban area, and vice versa; • Land to be reserved for environmental protection purposes, including hazard avoidance and mitigation, flood protection and green networks and their integration with the wider area. |

For more information on structure planning refer to “An ARC Guide to Structure Planning: A Regional Practice and Resource Guide 2005”.

