

# An ARC Guide to Structure Planning: A Regional Practice and Resource Guide 2005



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# Foreword

This second edition of **Structure Planning: A Regional Practice and Resource Guide 2005** (the Guide) seeks to support good practice and a consistent approach to Structure Planning across the Auckland region. The key users of the Guide are staff of councils across the region, infrastructure planners and others involved in structure planning. The Auckland Regional Council (ARC) hopes practitioners find the guide useful. The ARC would like to acknowledge the valuable input of council staff throughout the region, to both this updated and the original Guide.

This edition is being made available in advance of the notification of Change 6 to the Auckland Regional Policy Statement at the end of March 2005. The Auckland Regional Policy Statement changes seek to be consistent with the Regional Growth Strategy, and to give effect to its growth concept, as required by the Local Government (Auckland) Act 2004. The Auckland Regional Policy Statement changes reinforce requirements for Structure Planning to be used, after appropriate strategic planning has occurred, and preferably before (re)development is envisaged in a particular area. The final form of the Auckland Regional Policy Statement changes may impact on this Guide. It is recommended that users of the Guide also refer to the 2005 Auckland Regional Policy Statement Change 6, and to the wider Auckland Regional Policy Statement provisions.

Structure Planning seeks to support the effective planning for, and management of, growth. It is a process, with a plan as an output, that is then used in more detailed planning for an area, and/or changes to the District Plan. Structure Planning is an area where good practice is subject to ongoing change. This edition builds on experience with structure planning, and with the first edition since its publication in 2000. Over that period it was found to be a useful guide as Structure Plans have been developed across the region for developments to accommodate 400 people at East Fields in Pukekohe, to 44,000 people at Flatbush in Manukau.

The involvement of the local community is one important component of the structure planning process. There may well be some tensions between expectations agreed by the councils of the region through strategic planning processes, the local council, and the local community. The latter may at times have mixed awareness of how Auckland's natural and regional growth may affect their local area. Some in the community may want development, others may prefer the status quo, and some may want to protect key environmental values. Councils should ensure the community is informed about the wider as well as the local context, so that there are realistic expectations of the process, including timeframes, the immediate outcomes of the

structure planning process, and what is likely to happen after that. This also includes the links between structure planning and other planning, for example, Integrated Catchment Management Planning and open space planning.

Successful Structure Planning occurs within a wider strategic framework. Scoping, designing and appropriately funding the Structure Planning process; identifying the area involved; and monitoring implementation are all key elements. The early and ongoing involvement of the ARC may assist with these, and in helping set the wider context with the local community. The Auckland Regional Transport Authority (ARTA) should be consulted on transport matters.

There are three areas in particular where the Guide has been updated to reflect changes in practice. These are

- First, this Guide now contains information on Integrated Catchment Management Plan for those undertaking Structure Planning. It is important that the two processes are integrated as urban development has significant impacts on the environment. Such integration supports better protection of environmental outcomes and improved management of the adverse effects of development. ARC and TA thinking, policy and practice in this area is evolving to keep pace with best practice. The Regional Plan: Coastal and The Regional Plan: Air, Land and Water include requirements about Integrated Catchment Management Plans. The ARC is also developing an Integrated Catchment Management Plan guide.
- Secondly, the Guide acknowledges redevelopment in existing urban areas, particularly outside areas earmarked for redevelopment in the Auckland Regional Policy Statement Change 6. In existing urban areas, structure planning provides an opportunity to remedy poor urban design, transport, stormwater and other outcomes. Rather than ad hoc development of individual sites that may not work well together, structure planning has the potential to improve the amenity in local urban areas. This could be through improving heritage protection, stormwater, local landscape elements, open space and connectivity.
- The third focus of change is Structure Planning in rural areas. There, possible outcomes include the protection of key environmental values, and/or the enabling of comprehensive countryside living areas in identified locations. In areas where there are proposals for countryside living, other strategic tools should be in place prior to structure planning. These include rural sector agreements which provide a broad strategic context across relevant council areas, and rural district strategies developed in accordance with sector agreements.

Any development that emerges from the structure planning process is expected to meet the Auckland Regional Policy Statement and relevant regional plan requirements; be consistent with the Regional Growth Strategy, give effect to its growth concept, and consider relevant sector agreements; take into account the Regional Land Transport Strategy, the Passenger Transport Plan, and other documents; consider other strategic local and regional documents; and the matters covered in this and other relevant ARC guides.

Structure Planning is an iterative process. It needs strong links across a wide number of matters, including Integrated Catchment Management Plan, and open space planning. Its outcomes may lead to changes to more strategic documents, for example where growth envisaged by this is found to be unrealistic, given environmental constraints. It also identifies where more detailed work may be needed. Structure planning needs to respond to the particular circumstances of the area being considered. The focus of necessary technical and other work should reflect this.

The ARC welcomes feedback on this new edition, **Structure Planning: A Regional Practice and Resource Guide 2005**. Such feedback, further experience with structure planning, and reviews of key strategic documents are likely to lead to future updates, facilitated by the ARC and with the involvement of the other councils in the region. Depending on the need one option may be to focus a future guide on a particular type of development, for example, intensification.

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# 1. Introduction

## 1.1 Growth in the Auckland Region

Auckland has a history of above average growth of population, household numbers, and economic activity. About 50-70% of immigrants to New Zealand settle in Auckland, and about 40% of Auckland's growth is the result of migration to the region from overseas or from other parts of New Zealand - the balance (approximately 60%) is the result of natural increase<sup>1</sup>.

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 infilling.

Accommodating growth gives rise to various forms of development in many parts of the region. Within the developed urban area higher densities are encouraged at locations which offer good access to services and employment, and where the infrastructure has capacity to support growth and/or additional infrastructural capacity can be provided.

"Greenfields" land at the edge of the urban area is converted to urban use at places where infrastructure exists or to which it can be extended, and where adverse effects on the environment can be avoided, mitigated or remedied. Countryside living or rural "lifestyle" development occurs in selected rural areas, where significant natural resource values will not be adversely affected.

The pattern of activities which result from growth related (re)development may have different effects, both positive and negative. The effects will depend on the extent to which opportunities are maximised, valued features and qualities of the environment are protected; infrastructure and services to support urban activities are available or provided; and (re)development processes are regulated and managed. To anticipate the effects of growth, and to guide (re)development so that its location, form and intensity has minimal adverse effects and maximum positive on the environment, requires an integrated approach by all agencies and interest groups involved in the (re)development process. This will also help to ensure high standards of amenity and convenience are achieved.

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<sup>1</sup> Statistics provided by the ARC, June 2003

## 1.2 Structure Planning and Integrated Catchment Management Planning

This Guide describes the context for Structure Planning in the Auckland region, and relates those processes to other processes through which growth in the region is managed, including Integrated Catchment Management Planning. Figure 1.1 (page 4) provides an overview of this.

The Guide is intended as a reference for the ARC, Territorial Authorities (TAs), providers of infrastructure and services, and other stakeholders in the (re)development process. The objective is to promote a consistent approach to Structure Planning and Integrated Catchment Management Planning in the Auckland region. Application of the Structure Planning process is provided for by the **Auckland Regional Growth Strategy 2050: A Vision for Managing Growth in the Auckland Region**, and is required by the Auckland Regional Policy Statement for a diverse range of areas, including when urban and rural intensification (the latter generally through countryside living) is planned. The Proposed Auckland Regional Plan: Air, Land and Water (2001) provides for Integrated Catchment Management Planning.

## 1.3 What is Structure Planning?

In Auckland, Structure Planning is applied to the process of formulating a physical plan to guide development so the form and intensity is appropriate to the character of the land, the surrounding area, the sector or sub-region and region. A Structure Plan is a plan that guides the development or redevelopment of a particular area of land.

Structure Planning is a process through which, in association with regional and sector planning, significant growth in the region can be managed. Strategic regional and sector planning is currently developed through the Auckland Regional Growth Forum. In 1999 the Forum launched the Regional Growth Strategy, and councils in different geographic sectors have since developed sector agreements under this to provide for anticipated growth in specific areas. Structure planning takes place within this context, and is expected to accord with the higher level strategic planning documents. Further information on the Forum is in Section 2.

Structure Planning considers the natural and physical resources of the land, including its values, the location and scale of infrastructure (with specific emphasis on transport infrastructure), and identifies the future pattern of significant land uses based on a consideration of alternatives. This process includes identifying the constraints to growth and development as well as the

formulation and commitment to programmes for the provision of services such as utilities (and their funding), open spaces and reserves, access, and social facilities required to support any future community. The long-term form and design of the area, and how it integrates with the wider area is also important.

Structure Plans are desirable for the following areas:

- The intensification of identified high density centres and corridors, and other urban areas of 5,000 m<sup>2</sup> where redevelopment is occurring.
- Identified new greenfield urban expansion areas.
- Rural town expansion areas.
- Countryside living, and other rural development.

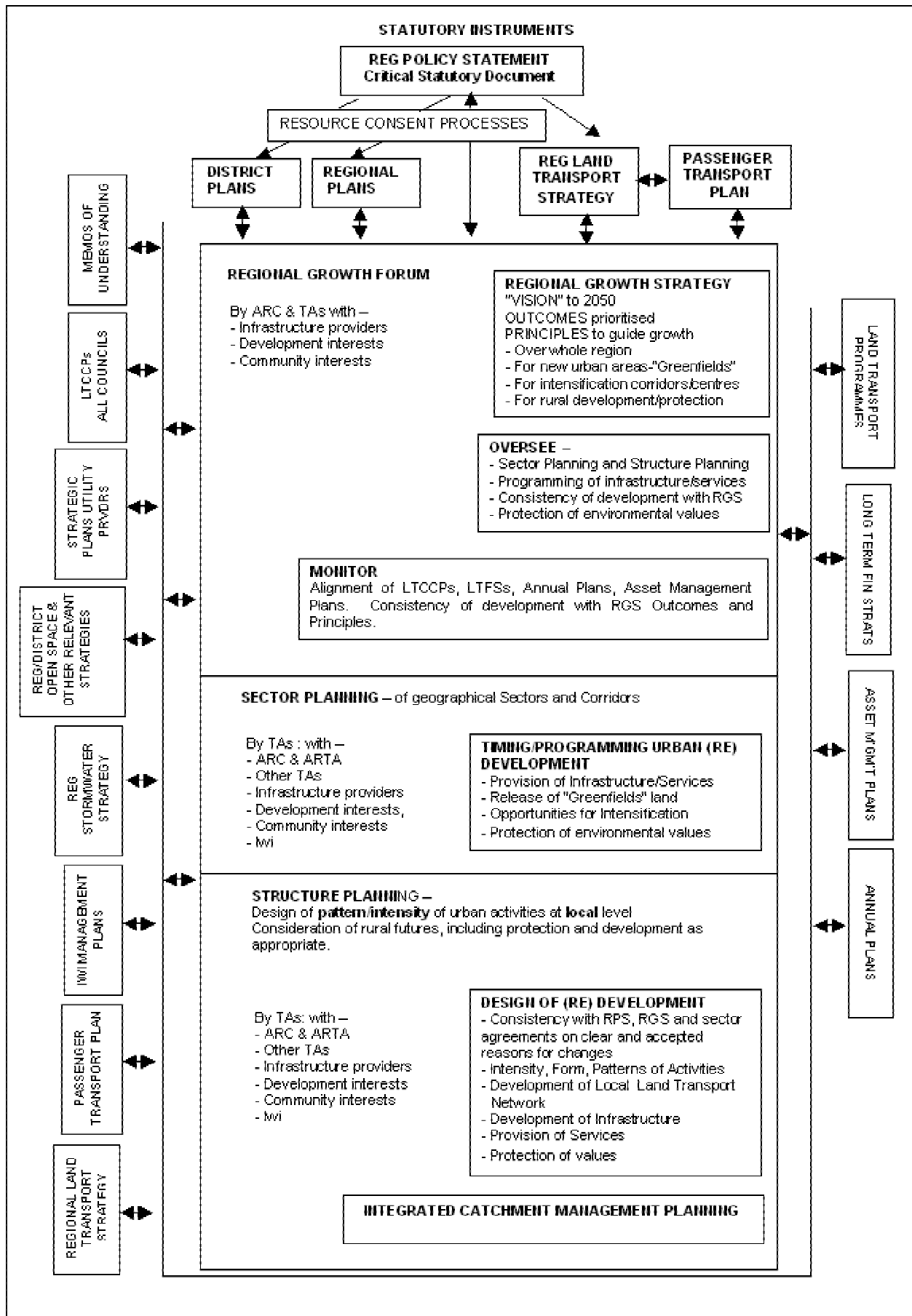
## 1.4 What is Integrated Catchment Management Planning?

Integrated Catchment Management Plan is a process which manages water resources and land use on a catchment scale. It is a management tool to integrate receiving environment values and the risk of discharges. It considers catchment, stormwater and wastewater network management. This includes environmental sensitivity, catchment values, effects from the quality and quantity of discharges, affordability and proposes a management plan for discharges while balancing these considerations. It is often linked with Structure Planning, and is particularly important in areas to be urbanised, and for countryside living areas.

The Integrated Catchment Management Plan identifies important characteristics of a catchment in which resource management problems exist or may occur as a result of (re)development or other major changes in activity patterns. An Integrated Catchment Management Plan identifies the natural and physical constraints of the catchment that control the form and intensity of growth/land use. It may describe alternative futures and identify and evaluate the cost-effectiveness of addressing their consequences/adverse effects on the catchment environment, particularly on the hydrological cycle.

The Regional Plans use a two tiered approach for stormwater and wastewater discharges. The Regional Plan: Air, Land and Water requires the development of Integrated Catchment Management Plans and Network Management Plans. The latter is required to support a resource consent application and implements the direction of the ICMP and documents a detail implementation plan and timetable. This two tiered approaches recognises the organisational structure of Auckland local authorities where several TAs have separate departments or Council Controlled Organisations for infrastructure management.

Figure 1.1  
 Structure Planning in the context of Auckland Region Growth Management Processes



It is also acknowledged that Integrated Catchment Management Planning can also have links to TA planning for open space, including reserves, and the development of ecological habitats, for example, through green networks. Where possible, this planning should also be integrated with ICMP and structure planning.

## 1.5 Why do we need both Integrated Catchment Management and Structure Planning?

Integrated Catchment Management Planning is of particular value in rural areas to be urbanised, and in areas where countryside living is being considered. The preparation of an ICMP for an area targeted for significant growth includes the identification of natural and physical resources, and identification of areas susceptible to natural hazards. This process assists with identifying the natural and physical constraints on the form and intensity of growth that can be achieved in the Structure Plan Area. An ICMP can also signal parts of a catchment that should not be developed, or will require appropriate mitigating measures to be provided, and/or assists in avoiding on-going costs associated with managing cumulative adverse effects associated with hazards (e.g. flooding and erosion). Redevelopment can provide opportunities for remedying problems in existing urban areas.

In instances where Structure Plans are prepared without an ICMP, natural resource constraints may only become apparent after major infrastructural components such as roading have been established. Development potential may be foregone in parts of a catchment if natural and physical constraints identified in a subsequent ICMP process are realised after a Structure Plan has been completed and implemented.

## 1.6 How can the two processes work together?

Integrated Catchment Management Planning and Structure Planning are iterative processes that continually inform and mutually support each other. When an ICMP and a Structure Plan are integrated then the additional costs of needing to revisit or reconfigure a Structure Plan Area are avoided or substantially reduced. An ICMP supports the Structure Plan and provides certainty for the TA, the developers, and the community. The Structure Plan may be less likely to be challenged significantly in the process of incorporating it into the District Plan on catchment related issues, where the process takes these into account. It

should be noted that Integrated Catchment Management Planning may be undertaken for purposes other than to support Structure Planning.

## 1.7 Who prepares the Plans?

Structure Planning (with associated Integrated Catchment Management Planning) will usually be initiated and undertaken by the TAs in whose area (re)development is to occur. Where development crosses TA boundaries more than one TA may be involved or combine in the development of the structure plan. Sometimes, however, Structure Planning processes may be initiated by land-owning and/or developmental interests. Where this occurs it is important that the TA is involved in a co-ordinating or auditing role in order to achieve consistency with the relevant planning documents.

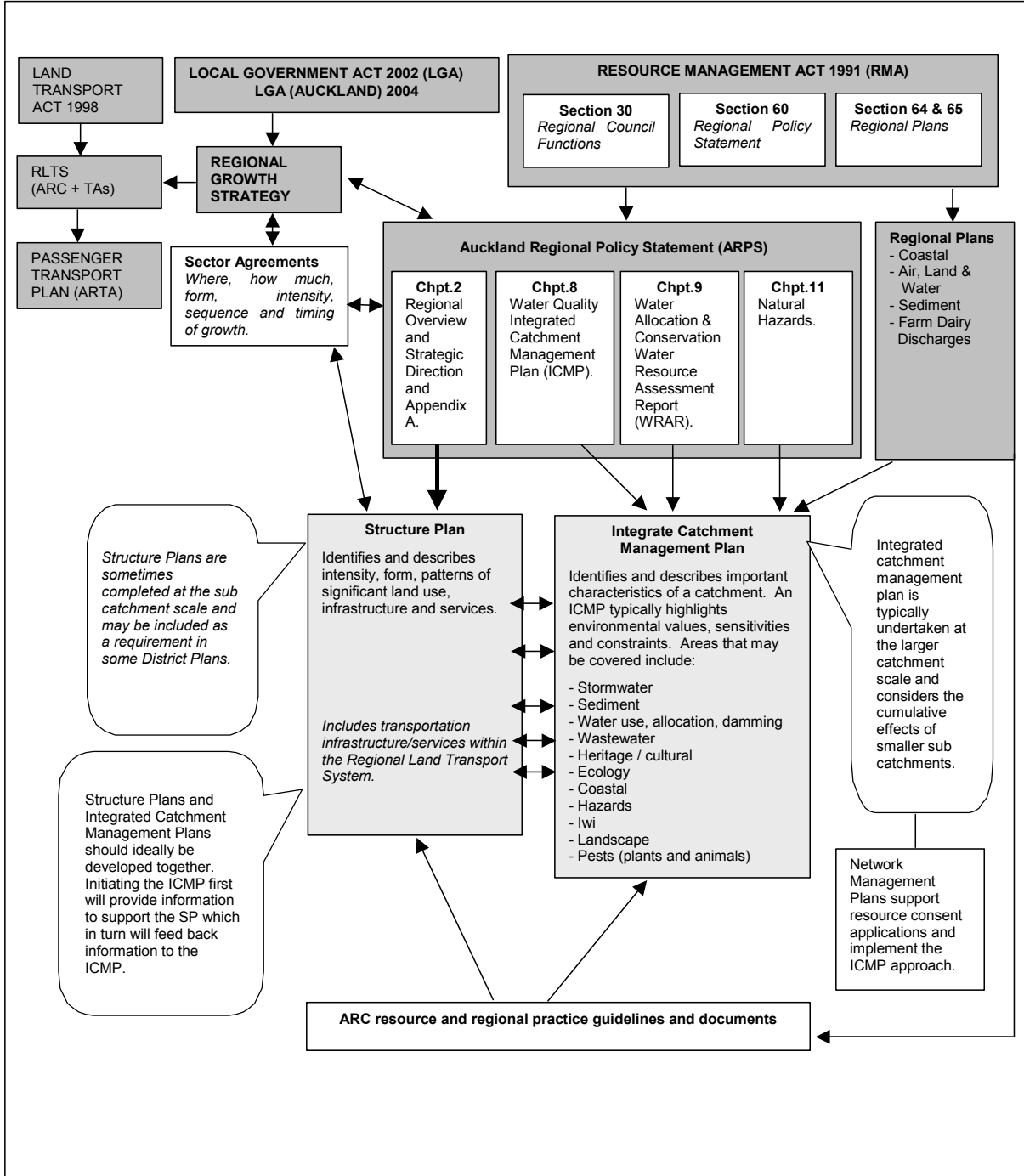
It is essential that the TA discuss the structure plan with the ARC and ARTA early in the process and have ongoing contact during the development of the structure plan.

An Integrated Catchment Management Plan is usually undertaken by a TA, although it may be initiated by the ARC, usually in conjunction with TAs. Coincidence of structure plan area boundaries with Integrated Catchment Management Plan boundaries is highly desirable. Where this is not achievable, the Structure Plan and the Integrated Catchment Management Plan must take into account the effects of the Structure Plan on the whole catchment, including any cumulative effects. The scale of the assessment may vary and should be confirmed with the ARC.

TAs undertaking structure planning will want to check to see whether other linked planning processes should be included in the structure planning process, or at the very least linked with it, to ensure integrated outcomes. This includes, for example, the links to their open space, natural and cultural heritage, and weed and pest strategies, and the work that may be needed to ensure sound outcomes. Figure 1.2 shows the relationship between the different planning documents for the region.

Figure 1.2

Relationships between Auckland Regional strategic/environmental planning documents



## 2. Planning for and Managing Growth

### 2.1 Introduction

This section indicates some of the key strategic documents and processes for planning for and managing growth, and provides some comments on structure planning. There are a wide number of other documents that those with responsibility for structure planning should consider in the light of the particular structure plan area. These documents are included in Appendix A.

### 2.2 The Auckland Regional Policy Statement and Change 6, March 2005

The Auckland Regional Policy Statement 1999 (ARPS), developed to meet the requirements of the Resource Management Act, sets out policies to promote sustainable management and to achieve the integrated management of natural and physical resources in the region. It includes provision for the control of urban growth such as defined metropolitan urban limits to contain urban development.

Change 6 to the Auckland Regional Policy Statement notified at the end of March 2005 seeks to be consistent with the Regional Growth Strategy, and to give effect to its growth concept, as required by the Local Government (Auckland) Act 2004. The Auckland Regional Policy Statement Change 6 reinforces requirements for structure planning to be used, after appropriate strategic planning has occurred, and preferably before re-development is envisaged in a particular area. The requirements for structure planning for areas of potential countryside living are clearer; in addition potential (re-)development of small urban areas (of 5000m<sup>2</sup> or more) is included to support improved urban outcomes.

The new Change 6 strategic objectives and policies in Chapter 2 also provide clear guidance for those undertaking structure planning. Relevant policies focus on urban containment; urban structure: high density centres and corridors, and future and existing urban areas; urban design; land use and transport; supporting infrastructure; and rural development control. Change 6 introduces both Schedule 1 that indicates new urban growth and redevelopment areas, and Appendix H that highlight densities to be achieved to better support public transport; these should also be considered. The final form of the Auckland Regional Policy Statement changes may impact on this Guide, and how structure planning is undertaken. It is recommended that users of the Guide also refer to the 2005 ARPS Change 6, and to the wider Auckland Regional Policy Statement provisions.

## 2.3 Auckland Region's District Plans and March 2005 changes

District Plans play a vital role in resource management and provide for the control of the effects on the environment of subdivision, (re)development and use of land, and promote the sustainable management of urban and rural areas. Some District Plans define areas for future urban development and some indicate the sequence and/or timing of development of those areas. This information can be important in defining areas for Structure Planning.

Changes to the Auckland region's District Plans notified in March 2005 seek to be consistent with the Regional Growth Strategy, and to give effect to its growth concept, as required by the Local Government (Auckland) Act 2004.

District Plans are the key mechanism for implementing Structure Plans. Once a Structure Plan for an area has been prepared the pattern of roads and other transport infrastructure, and provision for open spaces, reserves and green networks and public facilities such as schools and recreation facilities should be included in District Plans.

## 2.4 RMA Statutory Documents

Regional Plans offer a means for the Regional Council to give effect to its responsibilities under the RMA to control discharges to land, air or water; to control use and development in the Coastal Marine Area; to manage the use of water resources; and to control the use of land for reasons of soil conservation, protection of water quality and quantity, and avoidance or mitigation of the effects of natural hazards. The following plans provide the policy framework and explicit requirements for permitted activities and consents associated with a Structure Plan process:

- The Auckland Regional Plan: Sediment Control 2001.
- The Operative Auckland Regional Plan: Coastal (Highlighted to Indicate Provisions Appealed) 1999, and Variation 1 to this Plan.
- The Proposed Auckland Regional Plan: Air Land and Water 2001, with decisions and Variation 1 to this Plan. Chapter 5 of the Proposed Auckland Regional Plan: Air, Land and Water specifies when a ICMP for stormwater management should be prepared.

The New Zealand Coastal Policy Statement is a statutory document that provides guidance on the management of the coastal environment. The New Zealand Coastal Policy Statement directs that local authority policy statements and plans should identify areas in the coastal environment where natural hazards exist.

## 2.5 Long Term Council Community Plans

Long Term Council Community Plans (LTCCPs) describe the activities of the local authority, the community outcomes for the region, city or district, and provide a long-term focus for the decisions and activities of the local authority. This is required by the Local Government Act 2002; such plans must look out at least ten financial years, be reported on at least every three years, and updated at least every six years.

Such Plans should incorporate the Regional Policy Statement, Regional Growth Strategy and Sector Agreements as well as district plan requirements. Future Regional Growth Strategy reviews and Sector Planning may lead to a need to update the Long Term Council Community Plan of councils having responsibilities for the Structure Plan area. This would include resourcing for the Structure Plan preparation process and, when the Structure Plan is in place, the delivery of services to co-ordinate with (re)development programmes.

## 2.6 Key Transport Documents

The Regional Land Transport Strategy sets out the development of the transport system for the next 10 years. It is usually updated every three years. The Regional Land Transport Strategy integrates investment in transport infrastructure and services, with the overall pattern of projected development and land-use in the region.

ARTA, the Auckland Regional Transport Authority, is responsible for the Passenger Transport Plan. This states the timing and provision of public transport facilities and services and is critically related to the more intensive forms of growth related (re)development namely "greenfields" urban development, rural town expansion, and urban intensification. It is therefore essential that the policies and programmes of the passenger transport plan, and programmes to prepare and to implement Structure Plans, are co-ordinated.

Land Transport Programmes outline projects to be undertaken along with their costs and the improvements being made to road, public transport and walking and cycling improvements and should also be recognised and coordinated in the structure planning process. They are developed by all public organisations undertaking land transport implementation on an annual basis. This includes the region's TAs, ARTA, Transit New Zealand and NZ Railcorp.

## 2.7 Regional Growth Forum and Regional Growth Strategy

The Regional Growth Forum is a standing committee of the ARC with representation from the ARC and the region's TAs. To give effect to its role of managing the effects of growth in the region it has formulated an Auckland Regional Growth Strategy to 2050. The Regional Growth Strategy articulates a vision for managing growth and describes a growth concept plan. It also sets out and prioritises the outcomes to be achieved, and states the principles to be adhered to in the course of managing the form and direction of growth in the region through to 2050. The Forum and the Regional Growth Strategy have been given statutory recognition through the Local Government Act 1974, and the Regional Growth Strategy is a key focus of the Local Government (Auckland) Amendment Act 2004.

Responsibility for implementing the Regional Growth Strategy lies with partners of the Growth Forum and all other stakeholders in the growth process. Chapter 4 of the Regional Growth Strategy spells out the ways in which this is to be achieved and emphasises the need for a cooperative and integrated approach to the management of (re)development in order to achieve the outcomes identified in the Strategy.

Implementation of the Regional Growth Strategy relies on four themes:

- Establishing partnerships and relationships between stakeholders in the development process, including infrastructure and service providers, and development interests, along with the wider public. Good communication, co-operation, and the use of instruments such as Memoranda of Understanding between interested parties are essential for effective management of the growth process.

One example, the Memorandum of Understanding, to which the primary partners, the councils, of the Regional Growth Forum are signatories. This requires the parties to undertake sector planning to determine more specifically where, in what form, and when growth in each sector is to be accommodated. It also requires that structure planning be undertaken as a means of achieving integrated management of growth areas, whether they are to take the form of intensification within the urban area, greenfields development around the urban edge, expansion of rural towns, or countryside living.

- Policies and funding programmes of the primary partners must be brought into alignment with the Regional Growth Strategy and sector agreements. To achieve this will require active commitment of the various parties to adjust their policies and funding programmes so that infrastructure and services are provided where and when they are needed and development occurs in a coordinated manner across the region.

The process of preparing a Structure Plan is a means of securing the necessary commitments, and the Structure Plan itself is an instrument for recording those commitments.

- Commitment to a long term vision by all stakeholders is needed to manage short term growth in ways which achieve the outcomes identified in the Regional Growth Strategy, and direct (re)development toward this long term vision. The vision is a means whereby stakeholders share a common sense of direction. Preparing Structure Plans is a means of translating that common direction into concrete plans and programmes which establish the location, form and timing for growth related (re)development in the region.
- A flexible approach to implementation - which makes use of a wide range of adaptable techniques. These are described in Chapter 4 of the Regional Growth Strategy. Structure Planning and Integrated Catchment Management Planning are two of those techniques.

## 2.8 Sector Planning

The Regional Growth Strategy provides for the preparation of plans for Regional Sectors as an intermediate level between the Regional Growth Strategy and locally focused Structure Planning. Sectors are usually defined geographically (Figure 4 of the Regional Growth Strategy) but may also include Transit Corridors, which cross sector boundaries. The primary partners to the Regional Growth Strategy committed themselves through Memoranda of Understanding, to preparing plans for each geographical sector of the region. Sector Agreements have been prepared for the southern, central and northwestern urban sectors; the south is currently considering one for its rural area.

With the Regional Growth Strategy as a base these Agreements show:

- **How much growth** is expected to be accommodated within the sector, and **where it is and is not to occur**.
- **What form and intensity** each growth area will take.
- **What infrastructure and services** will be needed to support the planned growth.
- The **sequence and timing** for each area of growth.



- The **actions needed to implement** the expected growth in each area.

Sector Planning identifies areas to accommodate growth related (re)development. For each such urban area a Structure Plan will need to be prepared. The Western Strategic Corridor (Auckland City Council) illustrates how intensification can be focused on activity centres within a corridor. This corridor extends across the central sector to a western sector component (Waitakere City Council). Changes to this and other such corridors occur through reviews of sector agreements.

Structure planning is also relevant to more compact urban areas, for example, where significant redevelopment is possible in urban areas as small as 5,000m<sup>2</sup>. The impacts of developments in a strategic location, or redevelopment in a particular suburb or area, can be more effectively managed, and design and amenity outcomes improved when a proactive approach to the whole area is taken.

## 2.9 Structure Planning

Structure Planning is essentially a tool for TAs to manage development pressures and set a framework for the development of growth. The outcome of this is generally the inclusion of appropriate aspects of the Structure Plan into the District Plan to give it statutory weight. Other outcomes will both be influenced by and will also impact on, non RMA documents such as Long Term Council Community Plans, Annual Plans, and Asset Management Plans.

Some aspects of planning, including for example, Integrated Catchment Management Planning are included in a number of statutory documents like the regional policy statement and regional plans. Others, like structure planning, are included in the Regional Policy Statement; however there is only limited guidance and reference to structure planning in regional plans. This document guide therefore fulfils an important role, particularly in areas where other guidance is limited.

## 2.10 Structure Planning in Urban Areas

For each area identified to accommodate urban growth, or where the District Plan enables development, and significant (re)development is likely, a Structure Plan will need to be prepared. Structure Planning identifies land which is to be urbanised and areas where intensification of development is to be provided for. The process produces a plan to guide development so that the form and intensity of development is appropriate to the natural and physical constraints of the land, and sound urban design and amenity outcomes are achieved.

Structure Plans may indicate programming and funding of infrastructure and should identify the future pattern of significant urban land uses, including:

- arterial and collector roads
- public transport provision
- walking provision
- cycling provision
- commercial centres
- urban and rural densities, including matching these to public transport provision
- schools
- other community facilities
- areas with natural and built heritage value, that can be used to support local identity, even given changes to more intensive forms of development
- parks/land required for active or passive recreation and public access to water bodies
- other areas where strategic public land acquisition may be needed, including areas set aside for hazard avoidance or land use buffer purposes
- land to be reserved for environmental protection purposes, including green networks across the urban area.

Structure Planning for Urban Intensification Areas can be somewhat different. Intensification areas are High Density centres and corridors identified in the Regional Policy Statement and District Plans March 2005 changes and other areas over 5,000m<sup>2</sup> which are already urbanised but undergoing redevelopment. An example, of an issue that may arise in existing urban areas, is the need for site re-amalgamation so as to support development more sustainable into the longer term, through improved urban design, including amenity and transport outcomes.

Structure Planning for these areas should consider all of those aspects outlined above, to be considered in Structure Planning in Urban areas but should also consider matters which are more particular to areas undergoing urban redevelopment. These aspects include:

- Achieving urban densities which support planned public transport investment particularly in areas on the proposed Rapid Transit Network.
- Improvements which result in improved patronage on the public transport system.

- Achieving higher densities of development closer to the main public transport stop and/or commercial centre with the lower densities being achieved at the fringe of the high intensity centre or corridor.
- Providing high quality (not necessarily large) public open spaces which encourage public interaction.
- Providing for a large range of activities rather than a restricted range of activities i.e. developing a mixed use or multi-functional centre or area.
- Recognising where the amalgamation of existing sites would result in a better urban design outcome, along with higher household and/or employment yields.
- Ensuring that any planned public and private redevelopments are well integrated.
- Consideration of parking issues, while also addressing the second bullet point.
- Paying particular attention to improving connections throughout the structure plan area to improve walking and cycling accessibility, to provide safer and more direct connections to public transport but also to improve vehicle permeability within the area.
- Where changes are made to existing arterial roads, ensuring that there is an alternative solution to accommodate the displaced traffic which will inevitably affect an adjoining area.
- To maximise all opportunities to remedy environmental effects created by the existing development. This may include, for example, storm water detention, retrofitting and treatment, creating more pedestrian links, reducing community severance and reducing air quality impacts.

## 2.11 Structure Planning in Rural Areas for Countryside Living

As with urban areas, it is expected that in rural areas structure planning will occur **within the context of broad strategic planning and other statutory and regulatory instruments**. These include a rural sector agreement, which ensures consistency with the Regional Growth Strategy, a rural population and growth strategy for the sector, a strategic overview across the sector area, key values to be protected, and a coherent, integrated approach to development across different council areas.

In other words structure planning is expected to occur within higher order strategies, and be consistent with them. Where rural development, including countryside living, is not anticipated structure planning is not needed. It is only where higher order strategies deem development to be potentially suitable that structure planning need occur. The more detailed technical work required may highlight issues around the suitability or otherwise of the area for further development. Where this is at variance

with the higher order documents it would then be fed back into reviews of those documents.

Structure Planning may be used to consider the long term future of areas to remain partially or fully rural, or rural areas where countryside living has been suggested as a future possibility. As with structure planning for urban areas, a strategic environmental assessment should be undertaken, and as a minimum the following matters should be considered. They include

**Strategic Matters:**

- How any proposed growth accords with the Regional Policy Statement, the Regional Growth Strategy, rural sector agreements, the district growth strategy, and integration requirements of these.
- Whether any part of the rural area should not be compromised by development such as countryside living as the area may potentially be considered suitable for future urban development given its proximity to public transport, or because of other factors, such as key environmental values to be protected.
- Whether and how the rural area could accommodate further population growth without compromising rural working environments.
- Where the structure plan area abuts an urban area, how the urban/rural boundary is to be maintained and pressure for urban type development will be avoided.
- Consideration of the avoidance of urban activities locating in rural areas, and how this will be achieved. For a definition of urban activities see the Definitions section.
- The presence of regionally significant infrastructure, or likely future need for regional infrastructure, particularly transport, including public transport and community facilities.
- The presence of and/or need for strategic links to areas outside the structure plan area.
- The avoidance of the creation of conflicts between land uses with incompatible effects or requirements, and the explicit consideration of any potential conflicts and how these can be effectively managed into the longer term.

**General Matters**

- The range of legally established rural land uses, any existing conflicts between these and how they are managed, consideration of potential land use conflicts to be avoided, and those that can realistically be effectively managed into the longer term.

- The likely future needs of current legally established or potential rural land uses and activities.
- The range of rural amenity values in the area; this includes consideration of areas that are generally rural and/or working rural environments, as distinct from more closely settled areas where countryside living is in existence; in some areas consideration of landscape may be included within this amenity work.
- The current legal development potential of the area, whether this accords with the values to be protected, possible management to protect values and where appropriate possible future options beyond the current identified capacity.
- The range of tools that could be used to accommodate growth, and the most appropriate means for doing so; this includes consideration of minimum lot sizes; site re-amalgamation to trigger development and protection opportunities, transferable development rights, development potential linked to protection and/or enhancement of identified environmental values for identified outcomes, and covenants and other methods to enable appropriate development while protecting values into the longer term.

#### **Natural Opportunities and Constraints**

- Links with integrated catchment management planning .
- Natural hazards, for example, land instability, coastal and stream erosion, flooding.
- Biodiversity in the area, as well as present or potential corridors supporting and linking biodiversity.
- Streams, coastal and other areas that need protection if their values are to be maintained.

#### **Infrastructure Issues**

- The likely need for and appropriateness of any needed community facilities.
- Roading both existing and planned, and transport options, including public transport.
- Social infrastructure requirements, including schools, and likelihood of these being met.
- Links between the range of matters, and how these can be usefully integrated, for example, open space planning with biodiversity and heritage protection.

#### **Heritage Matters**

- Heritage values, including sites of significance to Maori and/or to Pakeha and/or other communities.

- The identification of landscape values, and landscape areas that may warrant protection and where further development should be avoided, and areas that can assimilate appropriate development.

#### **Consideration of possible futures**

- Future options for the area, what these mean for the matters identified above, and a preferred option.
- Explicit evaluation of the trade-offs between general rural amenity values and character which support a working rural environment, and the creation of countryside living with its semi-rural semi-urban character (through closer subdivision and potentially changing land use patterns).

The structure plan will provide guidance on possible future development of rural and identified countryside living areas.

Further guidance on the scoping and design of structure planning is given in later sections.

## **2.12 Integrated Catchment Management Planning**

It is essential when defining an area for Structure Planning that its context within a catchment or catchments is addressed. Integrated Catchment Management Plans are likely to be more important in areas to be urbanised, and in rural areas, to the structure planning process. In urban areas, particularly for structure plans considering relatively small areas, while there may be some opportunity to consider and address Integrated Catchment Management Plans matters, this is likely to be more constrained than in the other situations. Historically, catchment management plans relating to flood management have been prepared by TAs with guidance from the ARC. These have been implemented by granting to the TA a comprehensive discharge consent regulating the volume of stormwater which may discharge from the lower end of a catchment.

Integrated Catchment Management Plans take a wider approach and must consider the quantity and quality of discharges and natural resources. Flooding, erosion, water allocation are key water quantity issues. Water quality issues to be addressed are the adverse effects of contaminants associated with stormwater and other discharges on the freshwater or marine receiving environment. The value of freshwater systems and the impact that stormwater discharge volumes and quality can have on these values should also be considered. Urban development can also have adverse effects on groundwater recharge when aquifer recharge areas are covered with impervious surfaces such as buildings, driveways, roads, etc. This imperviousness can reduce the amount of water that can be abstracted from an aquifer and affect the recharge needed to maintain stream flows.

Integrated Catchment Management Planning also assists in making management decisions with respect to streams to be protected and those with little potential to be enhanced. Issues associated with areas of unstable land can be addressed, as can the cumulative effects of multiple dams associated with stormwater management and/or ornamental ponds in countryside living areas. Integrated Catchment Management Planning should be undertaken concurrently with the Structure Plan so that the information generated in each process influences and supports each other and the Integrated Catchment Management Plan can be used to justify the quantum, form and intensity of growth in the Structure Plan Area.

## 2.13 Linkages

Structure Plan and Integrated Catchment Management Plan preparation for each growth area identified in the Sector Agreements enables major stakeholders to be involved in planning the physical form of development in each such area, including ensuring the protection of identified environmental values, and coordinating programmes for infrastructure and service provision. This ensures that development occurs in a manner which meets Regional Policy Statement requirements, achieves the outcomes of the Regional Growth Strategy and is consistent with its vision and principles, while ensuring that potential cumulative and co-dependent effects of the proposed development on the Structure Plan's receiving environment is addressed.

Appendix A provides further information on the range of strategic documents, non statutory documents, and financial instruments that are relevant to structure planning generally. All of the instruments include matters that need to be taken into account in the course of preparing Structure Plans and the instruments will to varying degrees condition the future potential of each Structure Plan Area. As the Structure Plan takes shape matters will also arise, such as programming and funding of work by infrastructure providers, which will subsequently need to be provided for in those instruments. The relationship between the instruments and areas being Structure Planned is interactive - the instruments condition the provisions of Structure Plans, and the process of preparing Structure Plans can make it necessary to amend or update the Instruments.

The work of preparing Structure Plans and Integrated Catchment Management Plans will involve expenditure, not only by the TAs initiating and facilitating their preparation, but also by other parties who will need to participate in the process. TAs should include in the Annual Plans, a programme for Structure Plan and Integrated Catchment Management Plan preparation, which covers at least the three year period that is required as a background to Annual Plans.

The Structure Plan programmes of TAs and identification within Annual Plans growth-related (re)development expenditure will also enable the Regional Growth Forum to monitor progress toward implementation of the Regional Growth Strategy, and to meet Regional Policy Statement requirements. In addition, such a programme will enable other stakeholders to plan for and to resource their involvement in Structure Planning, and will facilitate co-ordination of the stakeholders in the structure planning process.

**It is of key importance, that Structure Planning be undertaken within the wider contexts of the Catchment(s), Sector and Region.**

# 3. Scoping the Structure Planning and Integrated Catchment Management Planning Process

## 3.1 Introduction

This section of the guide refers to the process involved with scoping Structure Plans and Integrated Catchment Management Plans. This includes identifying the need for Structure Plan, identifying time-lines in the plan preparation, defining the area to be planned and the stakeholders involved, and funding the processes.

## 3.2 Identifying the need for a Structure Plan

Structure Plans are generally initiated by TAs in response to a diverse range of development pressures, and by Auckland Regional Policy Statement requirements. The Regional Growth Strategy has established a process for managing growth pressures and Sector Agreements have set out an agreed process for this within the different sectors, and anticipate the preparation of Structure Plans. On other occasions, TAs will prepare Structure Plans in response to drivers outside this process.

The Regional Growth Strategy:

- Indicates in broad terms the location and form of (re)development to accommodate growth in the region.
- Establishes the "Vision" for 2050, the outcomes to be achieved as (re)development occurs.
- States the principles that will guide the (re)development process.
- Sector Planning Studies, particularly for urban areas.
- Define in more detail the extent of (re)development in sectors and cross-sector corridors.

- Establish programmes for the provision or extension of necessary services.
- Set out the sequencing and timing for release of new development opportunities.

The Sector Planning process is likely to establish the need for Structure Plans and within each sector the timing for Structure Planning to be undertaken. Local factors such as the roading network, access to essential utilities, topography, historic zone boundaries, and local perceptions of the value or utility of resources need to be considered when defining the area for Structure Planning. This may lead to the adjustment of areas for urban structure planning which were originally identified at the Sector level. Structure planning that occurs as a result of sector agreements may well be broad brush. In urban areas where (re)development of a local area is the focus, and the structure plan area is 5,000m<sup>2</sup> or more, a more specific focus is likely.

Where possible, in rural areas, structure planning should focus on the whole catchment (see also 3.6 on this point).

### 3.3 Identifying the Stakeholders

Structure Planning and Catchment Management Planning include a wide range of stakeholders. In structure planning key stakeholders are likely to focus on organisations and representative groups. Stakeholders include:

- The ARC, and other relevant TAs.
- ARTA.
- Other organisations responsible for the provision or operation of physical infrastructure (stormwater drainage, sanitary sewers water supply reticulation, communications networks, energy networks).
- Organisations responsible for the provision or operation of social/ community infrastructure (e.g. Ministry of Education (schools), health services, emergency services, Transit NZ, Department of Conservation).
- Property owners, particularly those with significant property (i.e. either large or strategically placed holdings), and others whose property may be affected.
- Representative community groups that identify with particular interests, such as resident and ratepayer associations, school boards, conservation groups, community care groups, sports clubs, recreation groups, community service organisations.
- Iwi/hapū for the area affected.

- Other people with property interests in the area.
- People whose living or working environment is directly affected (Note these are expected to be represented by representative community groups.
- Those who may live, work, or use the area in the future.
- Public agencies with an interest in the particular issues in the area, for example, heritage, environment, and so forth.
- The general public.

For each Structure Plan, the TA will need to decide who the stakeholders are, and appropriate means of communicating with the different stakeholders to meet their differing needs. Advantages of establishing efficient working contacts with each stakeholder grouping include continuity of personnel/team throughout most if not all of the process, an acceptance of final outcomes, or at least an understanding of the reasoning behind those outcomes, and an acceptance of the process used.

Further material relevant to stakeholders is included in Section 4, in subsections on relevance rather than comprehensiveness (about the information needs for the structure plan), and on consultation with stakeholders.

### 3.4 Time-lines for Structure Plan preparation

Three 'time factors' affect the timing of Structure Planning processes.

#### 3.4.1 Programming Structure Plan Preparation Relative to Growth Needs

Sector planning programmes undertaken for each geographical sector by TAs will establish the sequence and timing for (re)development of each growth area in the sector. However, it is seldom possible to forecast the timing and rate of development with precision. Ongoing monitoring of growth and development will be undertaken by the ARC and TA for the Growth Forum and will indicate the need for periodic updating of these Sector agreements to ensure that development opportunities are co-ordinated with capacity requirements, and that key values are protected.

### 3.4.2 Programming the provision of key infrastructure

As a result of earlier urban planning and programming in some areas (such as the Albany Basin), essential services may already be in place before Structure Planning is undertaken. In other areas, while Sector Planning may have identified the need for extension or upgrading of services in urban areas, programming work will need to be done in the context of Structure Plan preparation.

Some elements of infrastructure are needed before urban (re)development occurs, and provision of these may determine the timing of development. Programming of key facilities such as major sanitary sewers, or road upgrading must be undertaken in anticipation of (re)development occurring. ARTA will need to be involved for public transport infrastructure.

Other elements of infrastructure and some services, such as schools, and social services, may be put in place concurrently with or follow development. Establishing the appropriate timing should be done as the Structure Planning process proceeds.

### 3.4.3 Structure Plan Timing and Major Stakeholders

The timing of Structure Planning processes should consider major stakeholders. Key infrastructure providers are subject to annual planning and budgeting processes. In order to resource the provision of services to Structure Planning Areas particularly in urban areas, and their participation in the planning process, infrastructure providers may need advance advice of forthcoming structure planning processes (preferably over twelve months notice).

This step is also likely to be influenced by the Stormwater Action Plan as it is also attempting to facilitate the preparation of Integrated Catchment Management Plans and the stormwater and wastewater network consent applications associated with existing network discharges.

## 3.5 Defining the Structure Plan Area

The ARC recommends that a formal scoring system is used to identify the Structure Plan area. This is useful for documenting the reasons for the area chosen and balancing conflicting interests. The process works best where the area being planned relates to an identifiable community of interest. In urban areas, this may be an existing or future node of economic and community activity (such as a shopping area), or a transport corridor. In rural areas, it is likely to coincide with catchment

boundaries. Some of the comments on defining the Integrated Catchment Management Plan area are also relevant for structure planning.

Although the Sector planning process will define areas, form and timing of (re)development, the boundaries of each area to be structure planned should be reviewed at the outset of the process. Factors to be considered are generally the same ones that condition the pattern and form of urban development within a Structure Plan Area. However, the incidence of those factors in the wider context of the Structure Plan Area, such as the visual or service catchment in which it is situated, must also be considered.

The weight given to various factors will depend on whether the Structure Plan Area will accommodate intensification, greenfields development, rural town expansion, or possibly provide for countryside living. Possible variations are illustrated in Figure 3.1.

The factors and weightings indicated in Figure 3.1 are illustrative and the actual weight to be given to each factor must be decided in the particular context of the Structure Plan Area being considered.

Figure 3.1: Defining Structure Plan Areas: Possible Factors and Their Importance

DEFINING	FACTORS	INTENSIFICATION	GREEN-FIELDS EXPANSION	RURAL TOWN EXPANSION	COUNTRYSIDE LIVING
LAND SUITABILITY	CATCHMENT BOUNDARIES	✓	✓ ✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓
	STEEPNESS/STABILITY/ FLOODING/EROSION	✓	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓
	WATER QUALITY	✓	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓
	VEGETATION	✓	✓ ✓ ✓	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓
	HABITAT VALUES	✓	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓ ✓
	OPEN SPACE / RESERVES / GREEN NETWORK	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓
	LANDSCAPE VALUES	✓	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓
	GENERAL RURAL CHARACTER	✓	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓
	SEMI RURAL/SEMI URBAN CHAR	✓	✓	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓
	URBAN FORM/DESIGN	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓	✓ ✓
	URBAN AMENITY	✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓	
HERITAGE/LOCAL CHARACTER	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓	
UTILITY SERVICE THRESHOLDS	SANITARY SEWERAGE	✓ ✓ ✓ ✓ ✓	✓ ✓	✓ ✓ ✓	✓
	WATER SUPPLY	✓ ✓	✓	✓ ✓ ✓ ✓	✓
	STORMWATER SEWERAGE	✓ ✓ ✓ ✓	✓	✓ ✓ ✓ ✓	✓
ACCESSIBILITY	STRATEGIC ROAD NETWORK	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓	✓ ✓ ✓	✓ ✓
	LOCAL ROADS	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓	✓ ✓ ✓
	PUBLIC TRANSPORT NETWORK	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓ ✓ ✓	✓ ✓ ✓	✓
	WALKING	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓	✓ ✓ ✓
	CYCLING	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓	✓ ✓ ✓ ✓	✓ ✓ ✓
COMMUNITY FOCUS	CENTRE	✓ ✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓	✓
	CORRIDOR	✓ ✓ ✓ ✓	✓ ✓	✓ ✓	✓
SOCIAL FACTORS	SENSE OF COMMUNITY	✓ ✓ ✓	✓ ✓ ✓	✓ ✓	✓
	FACILITY CAPACITY (SCHOOLS, HALLS, LIBRARIES ETC.)	✓ ✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓ ✓	✓
	SAFETY, SECURITY (SOCIAL STATUS, SOCIAL SERVICES)	✓ ✓ ✓ ✓	✓ ✓ ✓	✓ ✓ ✓	✓

(Ticks represent weighting i.e. importance of the issue to be considered for the Structure Plan Area.)

# 4. Scoping the ICMP Process

## 4.1 Identifying the need for an Integrated Catchment Management Plan

Policy 5.4.6 of the Proposed Regional Plan: Air, Land and Water recommends the preparation of ICMPs. An ICMP will always be required where significant (re)development is anticipated, for example, brownfields, greenfields, coastal and rural areas. An ICMP may also be required in existing urban areas where no (re)development is proposed; where significant land use change is anticipated; and situations where land use practices are having adverse effects on the environment.

### 4.1.1 Existing Urban Areas where no (re) development is Proposed

Section 386(3) of the Resource Management Act requires renewal of resource consents for stormwater and wastewater discharges where existing use authorisations have expired.

The Proposed Auckland Regional Plan: Coastal and the Proposed Auckland Regional Plan: Air, Land and Water set out objectives, policies, rules and methods relating to stormwater and wastewater discharge management in the Auckland Region.

Policies recommend TAs prepare Integrated Catchment Management Plan and require network utility operators to prepare Network Management Plans that identify and investigate environmental risks from stormwater and wastewater discharges respectively and the means for avoiding, remedying or mitigating those risks. The ARC does not support applications for changes to the Urban Areas, without the preparation of an Integrated Catchment Management Plan.

### 4.1.2 Land use change and land use practice issues

In both urban or rural situations where significant growth is not occurring but where significant land use change may have, or land use practices are having, adverse effects on aquatic receiving environments an Integrated Catchment Management Plan process can address multiple interrelated issues. Rather than setting up separate projects/programmes for wetlands protection, flood control, and water supply etc, a comprehensive Integrated Catchment Management Plan can be developed. There may also be concern over such issues as water quality, flooding, low flows, and sedimentation. Numerous small dams in a catchment may be having adverse effects on fish passage and/or other water users. Issues may also be raised by the community or identified through the ARC or TA monitoring.

## 4.2 Time-lines for Integrated Catchment Management Plan Preparation

Timelines for Integrated Catchment Management Plan preparation will be influenced by the Auckland Regional Discharges Project, which is managing stormwater and wastewater network discharge consent renewals. Factors which affect time-lines for Integrated Catchment Management Plan preparation under 3.4.2 check will include the availability of financial resources and development pressures. Integrated Catchment Management Plans are living documents and also subject to review.

### 4.2.1 Defining the Integrated Catchment Management Planning Area

In situations where a Structure Plan is not required the area of the Integrated Catchment Management Plan should be as follows:

The area for an Integrated Catchment Management Plan prepared to support an application for a Stormwater Network Discharge Consent (as required by the Proposed Auckland Regional Plan: Air, Land and Water) must cover the existing/future network and must be broad enough to cover areas upstream which may affect the consent area and areas downstream to ensure cumulative effects are considered. This is generally on a catchment boundary basis.

The area for an Integrated Catchment Management Plan prepared in a rural catchment should include the whole catchment where there are wider catchment scale hydrological issues to be addressed. In cases of very large catchments they may be prepared at the sub-catchment scale with hydrological issues forming the boundary conditions for the sub-catchment.

Where an Integrated Catchment Management Plan is prepared in conjunction with a Structure Plan it is vital that they are prepared in parallel, both in time and in space. The area to be covered by an Integrated Catchment Management Plan should include all of the Structure Plan Area and ideally the whole catchment as the catchment is the basic hydrological unit. A primary purpose of the Integrated Catchment Management Plan is to identify physical constraints on the development caused by elements of the hydrological cycle, and to assess the effects, including cumulative effects, of the proposed development on all elements of the hydrological cycle. This can only be done on a catchment scale. Where there are very large catchments, it may be sufficient to work at the sub-catchment scale as long as the downstream effects of the sub-catchment are considered. Where the Structure Plan Area is smaller than the catchment, the development will be affected by and may be constrained by the upstream hydrology, and will affect elements of the hydrological cycle downstream.

The consideration of cumulative effects, the effects of the development in combination with surrounding land uses, on the hydrological cycle is vital. Physical processes such as infiltration, run-off and evapotranspiration that occur on the land's surface are part of the hydrological cycle, and as a consequence activities on land affect the hydrological cycle.

Coincidence of Structure Plan Area boundaries with Catchment boundaries is desirable, but not always easily achievable. Factors such as TA boundaries, roading patterns, and the availability of utility services such as sanitary sewerage mean that at times the boundaries of Structure Plan areas do not coincide with catchment boundaries. In addition, some property owners at times seek to have their land excluded from the Structure Plan. However this can undermine a consistent considered approach to an area. It can also be costly if the owner later changes their mind, or the ownership changes and the new owner wishes the land to be included, but the work is complete and the council focus has shifted to other matters.

It is, essential that the implications of future change within the Structure Plan Area be considered in the context of the catchment(s) in which it is situated. This necessitates cooperation between TAs where district boundaries divide a catchment and requires consideration of the potential for (re)development to occur in other parts of the catchment. That is, the longer term future parts of the catchment outside the Structure Plan Area, or even beyond, which is identified for either future urban or rural purposes must be considered. As previously indicated, the extent and nature of the wider context for each Structure Plan Area should also be considered and articulated during the Sector Planning process.

### 4.3 Identifying Stakeholders

Stakeholders for Structure Planning and Catchment Management Planning are likely to be very similar. It is therefore suggested the reader refer back to subsection 3.3 on stakeholders for structure planning.

### 4.4 Funding the Structure Planning and Catchment Management Planning Process

Structure Planning and Catchment Management Planning are key processes through which the purpose of the Resource Management Act can be given effect. Therefore, responsibility for them will usually lie with TAs and the costs of planning and managing the process will be funded from rate revenue, while the costs of key stakeholders will remain with those parties.

Situations may occasionally arise, however, where preparation of a Structure Plan serves the interests of a small number of easily identified commercial operators such as where the land in a greenfields area is owned by a few land developers. In those situations it may be more equitable for the interests which will benefit commercially from the structure planning process to meet the costs.

In the event that developers fund a Structure Plan or Integrated Catchment Management Plan it is important that the TA has clear, transparent and independent responsibility for managing the plan, including its consultation process.

A further alternative might be to fund the preparation of a Structure Plan and associated Integrated Catchment Management Plan as a deficit to be recovered from developers by way of financial contributions as development occurs in the Structure Plan Area. In this case provision may need to be made in the relevant district plan ahead of commencement of the Structure Plan process and this requirement may limit the practical application of this option.

Integrated Catchment Management Plans are now able to be partially funded by the ARC through the Stormwater Action Plan funds.



The information should describe the area in the context of the region and the Sector, outline the form which any development in the area is expected to take and the timing of (re)development. It is often helpful to provide information on existing land ownership patterns, their legal development potential, how both of these may impact on the future of the area, and what action, if any, may be needed to support key outcomes. For both rural and urban Structure Planning the approach should consider the values to be protected and how these support local character and amenity values, and ensure links with reserves and open space planning. The East Tamaki Concept Plan is an example of providing a context for structure planning in a greenfields urban growth area.

### 5.1.3. Natural and Cultural Resource Constraints and Opportunities

Constraints from Integrated Catchment Management Plans relating to the hydrological cycle, natural hazards and natural values should be summarised and incorporated into the Structure Plan.

#### **Hydrological cycle**

The natural resources of the Structure Plan Area and the catchment must be identified and described. This includes ecosystems and all elements of the hydrological cycle, including water quality, and the interactions between these elements. Most importantly the interaction between the land and landuse and the hydrological cycle must be described and the effects of changed land use on the hydrological cycle evaluated. The natural character of any coastal environment also needs to be identified and described.

#### **Natural Values**

The values of the natural resources must then be evaluated and the effects of urban and/or rural development on those values must be evaluated. An appropriate method for assessing potential cumulative adverse effects of land use intensification in the Structure Plan Area on freshwater and marine receiving environments will assist in determining growth constraints and opportunities. Other guidelines can assist with this.

#### **Hazards**

The need for protection or special treatment of particular features should be identified (as appropriate). Information about hazards, including coastal erosion, earthquake hazards, flooding, land instability for reasons of steepness or geotechnical conditions, and possible climate change impacts, should be assembled and the implications for future development of the Structure Plan area anticipated

(See Hazard Guide, ARC, 2003). This should include consideration of the context of the Structure Plan Area and will cover the "Land Suitability" factors in Figure 3.1. Where existing information is incomplete, investigations may be appropriate, e.g. to identify the areas susceptible to hazards. Issues such as public access to, along and from the Coastal Marine Area should also be considered.

### **Natural Heritage**

The ecology and natural features of the catchment and Structure Plan area should be described, and set within the context of the broader area and sector. This should include information on the remaining areas of native vegetation, wetlands, riparian vegetation and habitats for native flora and fauna (both terrestrial and aquatic). It should also identify potential areas for ecological restoration such as riparian areas and the creation of ecological linkages and corridors. This information should be compiled by a qualified ecologist.

### **Landscape**

The landscape values of the Structure Plan area, and how these relate to and fit within the broader area, and, where relevant the sector, should be evaluated. This is particularly important for rural areas, where there may be significant local or regional as well as outstanding landscape values. Landscape assessments will provide an indication of what is valued, how significant the values are, what should be protected and how, and what development is consistent with differing levels of protection. It may point to the need to provide guidance so that potential development enhances rather detracts from landscape values in the longer term.

In urban areas, different development scenarios may have different impacts on landscape, and on local urban amenity. As urban landscapes contribute to local character and identity, it is important to manage urban landscapes so that critical values remain.

### **Open Space and Reserves Planning**

It is helpful for the community if Structure Planning and open space and reserves planning can be done in tandem, or at the very least at the same time, and informed by both processes. While this can complicate the processes for the council/s involved, it enables the community to get a sound understanding of the complete picture and all the factors that influence the final outcomes on the ground.

Consideration should be given through open space and reserves planning to potential ecological restoration, ecological linkages and corridors, and landscape as well as to form and design, cultural and built heritage, and public access to waterways and key local features.

## 5.1.4 Physical Resources Constraints and Opportunities

### Form and Design Considerations

In both rural and urban situations, Structure Planning provides an opportunity to evaluate the effectiveness of current form/structure, the integration of land use and transport, and how these impact on the ability of local services and facilities to effectively meet local needs. It enables a strategic overview of the area, and the ability to consider key physical, natural and social infrastructure needs. It can also support both community and expert input on how to improve the workability of the area, while retaining local character.

In areas expected to provide an urban edge, and to protect rural environments into the longer term, consideration can be given to how to support such outcomes. This is particularly important where the natural and physical landform and landscape do not provide clear natural boundaries and it would be easy for growth to sprawl out.

There are different views on whether enabling countryside living is an appropriate way to provide an urban edge, albeit a soft edge with a gradation from urban to semi-urban/ semi-urban to rural character. For some, this type of development can blur the line between urban and rural areas, and impact positively or negatively on the amenity values of either or both. Others see such development, when occurring between two urban areas, as providing something of a green belt. It can however be a barrier to efficient urban development, so the long term future of the area needs careful consideration before such development is provided for. On key transport corridors, medium to high density development may provide for longer term development, a more visible edge, and a very clear urban rural line. There are also issues of long term economic efficiency if development occurs which is expected to be replaced relatively quickly.

### Amenity Values

With development and/or redevelopment there are likely to be changes to the area's amenity values. In new urban areas, particularly in public transport corridors where densities are expected to be higher, it is important to ensure that public facilities, including streets, parks and other community facilities such as libraries are developed early in the process. Appropriate protection of natural areas, including streams, or improvement in their values, and access to these can support local amenity outcomes. In urban areas to be redeveloped, it is useful to consider those aspects of amenity that should be protected and built on, those which are likely to change and how, and new amenity elements that will enhance local character. In medium high density mixed use areas, for example, some uses may be more appropriate for ground floors, while other activities are located on higher floors. Care also needs to

be taken as to how transitions between different land use intensities and types are to be managed both within and between zones.

In rural areas, it is important that councils and communities understand that general rural environments that provide rural working opportunities are usually of a different character to rural residential or countryside living areas for people often working in urban areas. Closer subdivision patterns can restrict the range of possible land uses, and together with a mix of urban style fences and practices can alter the rural character to that of a semi-rural or semi-urban character. In this way a sense of rural character can be undermined. In addition countryside living can lead to requests for urban type services, while being a barrier to efficient future urban development.

### **Infrastructure Constraints and Opportunities**

Information on constraints and opportunities affecting the provision of services to the Structure Plan Area need to be assembled. This is likely to be required to be done on consultation with those responsible for utility services, transport networks and other services.

The analysis should identify elements of infrastructure, which have capacity to support additional development, those that must be provided before development is commenced, and those that will require extension or expansion during development.

When infrastructure thresholds are identified the elements of services where difficulty of provision or cost may affect timely provision should be outlined. These situations may need special attention so that the service or facility is available to the community when needed.

#### **5.1.5 Transport constraints and opportunities**

In meeting the goals of the Growth Strategy, the Regional Policy Statement and the Regional Land Transport Strategy it is essential that the structure planning process recognise and accommodate the principle of land use and transport integration.

It is expected that the region will invest approximately \$10 billion in the transport system over the next 10 years. In many cases this investment (particularly the public transport investment) needs to be supported by appropriate urban development. For public transport this generally means increased intensity and a mix of urban activities in and around transit stops. Appendix H of the Regional Policy Statement states the densities required to support different levels of public transport.

Population and employment densities greatly influence:

- Transport demand.
- The provision of transport infrastructure, and the viability of public transport services.
- The utilisation of the infrastructure.
- The rate of consumption of greenfield land.

Increasing densities and the number of local connections allow a greater proportion of the population the ability to undertake trips by foot or by bikes to transit stops and/or the commercial centres or employment opportunities. The Structure Planning process needs to identify where opportunities to improve access exist and recommend actions to secure these access routes.

ARTA is the main body responsible for the implementation of transport improvements in the Auckland region. It needs to be a key stakeholder in any structure planning exercise. Consideration should also be given to including Transit New Zealand and NZ Railcorp as stakeholders where their transport investment decisions affect or are affected by an area undergoing a structure planning process.

The following are aspects of transport issues that should be considered when developing a structure plan for a regional growth area:

- Determine the level of planned public transport improvements to the area
- Identify opportunities for increasing accessibility levels for all modes within growth centres.
- Improve links to public transit stops.
- Look to provide the highest densities for redevelopment and employment opportunities close to public transit stops.
- Within regional centres, town centres and corridors provide opportunities for improved pedestrian and cycle modes.
- Provide for residential and business density increases appropriate to the level of planned public transport improvements (see ARPS Appendix H).

## 5.1.6 Social and Cultural Constraints and Opportunities

### Social

The community's needs and values should also be identified and described. This includes consultation with the community to hear their desires relating to growth and development, in addition to the Regional Growth Strategy process. This can be a challenging process, with both support and concerns about growth and development. In addition, future residents and workers are hard to identify, even though they will live with the outcomes.

Social infrastructure is provided by a range of central and local government agencies, as well as the private sector. It is useful to engage with these providers, though it can be difficult to get them to focus on potential development given other demands.

### Cultural

Information about cultural heritage should be assembled and/or researched. Heritage can include natural heritage, including places of historic significance to Maori and/or other cultural groups, as well as built heritage. This should include information about features and qualities of particular value to Maori, and also about early Pakeha settlement of the area. Expert archaeological assessment may help uncover significant heritage that may be useful in supporting or re-creating local identity and character. In contrast, in other situations all that may be possible may be to record the site/s. Built heritage may include orchards, farmhouses and sheds, jetties, early schools, and so forth. Heritage staff of TAs and the ARC may already have access to some information.

## 5.1.7 Relevance rather than Comprehensiveness

The information should identify the nature of the growth the Structure Planning Area is expected to accommodate, the development opportunities it offers and also the constraints, including the values to be protected. Information sources should be noted, and where possible factors prioritised, or at least **imperative** factors differentiated from **conditional** ones. Relevance rather than comprehensiveness should determine what is identified.

Structure Planning focuses on public interest type matters, rather than the more detailed technical work that is the interest of private landowners. What is required for Structure Planning is likely to be a "once over lightly" assessment to ensure that the issues are identified and the approach is correct, rather than the kind of in-depth assessment required when subdivision may occur. As already indicated, the assessment focus should be to assist the identification of values to be protected, and development constraints and opportunities. This high-level, broad and

multifaceted focus can at times be a source of tension between the council and the community.

Community members, particularly those interested in how development options may influence their own development opportunities, are often unaware that further work will be required by them before development can occur. This is particularly the case where the majority of the community is not familiar with council requirements, including those for resource consent applications, including for subdivision, and the payment of financial contributions, biodiversity protection, the need for reserves and public access alongside waterbodies, and/or planting to protect catchment outcomes. The time needed to complete all relevant studies can also be an issue if the community is not briefed about the time the process is likely to take.

It is therefore important to ensure that early and ongoing consultation with all the stakeholders clearly outlines the processes and indicative timeframes needed for structure planning, as well as briefly indicating what may or will be required for any resulting development. This helps set realistic expectations, while also acknowledging that timeframes cannot be guaranteed. It is also useful to acknowledge that there is often tension between specific landowner/development objectives, and council and community objectives, and the outcomes may be a mix of what different parties envisage.

#### 5.1.8 Examples of Aspects of Structure Planning

The following two examples are taken from the Greenhithe Structure Plan. As such, they give an indication of Structure Planning where areas are to be urbanised, and/or where urban areas may be redeveloped. Some issues not explicitly covered as separate matters in these two tables include urban form/structure and design, urban amenity values, walking and cycling opportunities, and open space and reserves planning. Other urban areas may give rise to other issues. In addition, other issues are likely to arise in rural areas, and further work may be required, for example if the strategy for the sector does not explicitly consider rural development, and within this, a rural population strategy.

Table 5.1

Examples of Work Done on Natural and Physical Resource Constraints

**12.14 Major Constraints**

**12.14.1 Constraints Summary**

The significant constraints affecting the GSPA are summarised in Table 12.1 below:

**Table 12.1: Constraints Summary**

FACTOR	HIGH CONSTRAINT	MEDIUM CONSTRAINT	LOW CONSTRAINT
Climate			Potential for some climatic change (not a site constraint)
Air Quality			Nearby industrial emissions and raised vehicle exhaust levels
Soils		Poor draining soils	
Flooding	Some flood sensitive areas. Potential for increased stormwater runoff. 100 year floodplain to be identified		
Water Quality	Potential for increased contamination of Lucas Creek and Upper Waitemata Harbour		
Geotechnical Analysis	Steeper slopes and areas with geotechnical instability are unsuitable for extensive suburban development without significant recontouring	Moderate slopes and areas of potential instability requiring further investigation	
Flora	Existing areas of native bush have significant intrinsic and visual value		
Fauna	Lucas Creek and tributaries have value as ecological corridors  Areas of native bush linking to other significant habitats outside of the study area have value as habitats		
Archaeological Heritage	Identified sites confirm 50m. fringe of Lucas Creek and its arms as archaeologically sensitive		
Landscape	Areas rated 6 or 7 have significant sensitivity that will severely restrict development options  Areas rated 5 have considerable sensitivity that will restrict some development options	Areas rated 3 or 4 have moderate sensitivity but landscape features should still be preserved where possible	Areas rated 1 or 2 have low sensitivity but landscape features should still be preserved where possible
Existing and Future Development	Fragmented ownership pattern and existing rural/residential dwellings will be a significant constraint on the pattern of development.		Relatively open, spacious form of development of Greenhithe Village adjacent to GSPA.
Transportation Network	Arterial route alignment will cut through the planned residential areas and will be a major physical and visual constraint. Noise will be major constraint beyond motorway boundaries. Pollution and vibration may be potential problems		
Bulk Services		Adequate provision has to be made for stormwater detention ponds	

Source: North Shore City Council: Greenhithe Structure Plan Background Report

Table 5.2 Examples of Work Done on Natural and Physical Resource Opportunities

**12.15 Major Opportunities**

**12.15.1 Opportunities Summary**

The opportunities available in planning for the urbanisation of the GSPA are summarised in Table 12.2 below:

**Table 12.2: Opportunities Summary**

<b>FACTOR</b>	<b>OPPORTUNITY</b>
Flora and Fauna	To build on existing significant vegetation and streams to form ecological corridors
Landscape	To utilise existing views, streams, vegetation and landforms to form a key component of the development form and design
Existing and Future Development	To capitalise on the employment opportunities available close to the GSPA
Transportation Network	To utilise the access provided by the planned arterial route

Source: North Shore City Council: Greenhithe Structure

## 5.2 Scoping the Structure Plan Design Process

The nature, content, and purpose of each step in the Structure Plan process should be worked out. The right hand column of the Figure 4.1 illustrates the form that scoping the process might take, particularly for an urban area.

For the structure planning process to achieve its purposes it needs to be efficient, relevant, accessible, and orderly. Stakeholders should be provided with a "map" of the process which helps them to understand the reasons for, and outputs expected from, each step, as well as an indicative timeline. An example of contents in this process is illustrated in Figure 4.1.

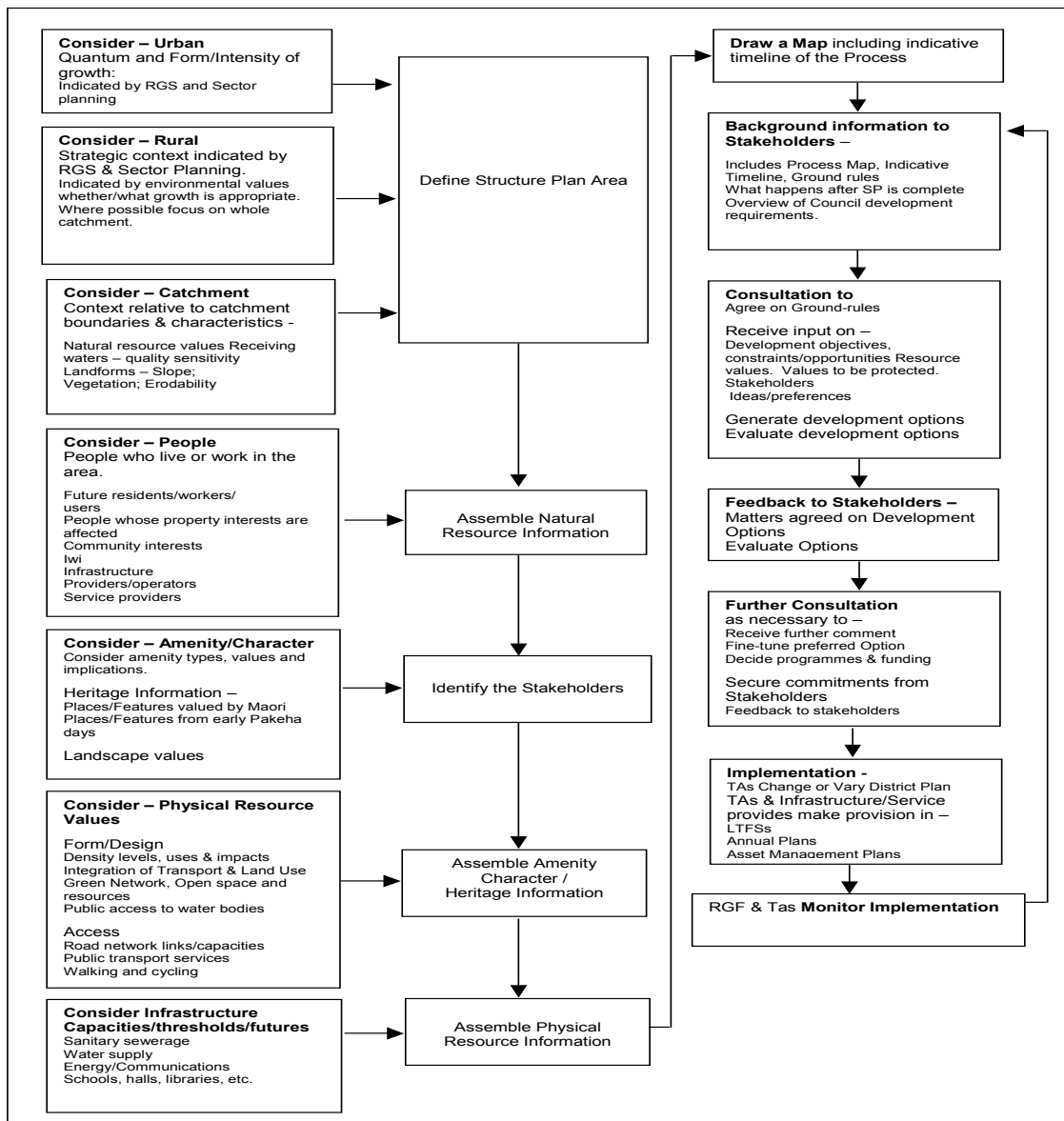


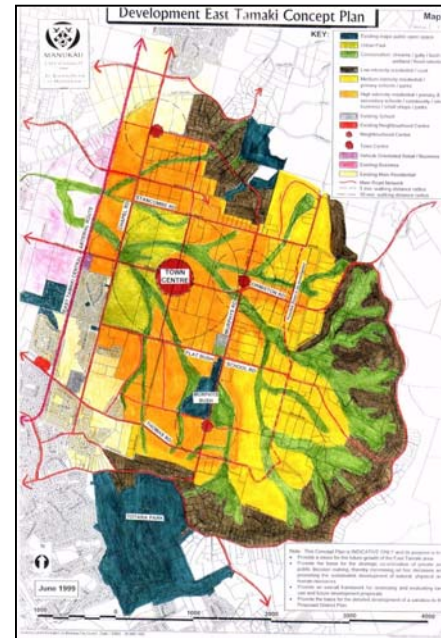
Figure 4.1: STRUCTURE PLANNING PROCESS

## 5.3 Defining Responsibility

Responsibility for each step in the process should be clear. Many of the people taking part are donating their time voluntarily, and those managing the process have a responsibility to ensure that the process is efficient, purposeful, and accessible to all the participants.

It is desirable to contact key stakeholders before the public consultation phase commences. This is to manage the process in a manner that best takes account of their varied interests.

Stakeholders could include competing commercial interests and decisions may need to be made on whether all or parts of the process should be in closed sessions, and whether the media/public are to be given access to the process and its outputs. It is essential that the TAs maintain control of the structure planning process while stakeholders are given equitable opportunities to make their inputs.



Where development interests take an initiating role in Structure Plan preparation it will be essential for the TA in whose district the Structure Plan Area is situated to take an active part. This is necessary to achieve consistency with the Regional Growth Strategy and the Regional Policy Statement and also to ensure that the process takes appropriate account of all relevant factors, particularly for example, in ensuring sound urban form and design outcomes. Council involvement is vital to ensure public interest outcomes are promoted and protected.

There are a range of infrastructure providers etc, for example, council related (e.g. CCOs: Council Controlled Organisations such as ARTA) and regional providers as well as central govt providers. It is useful for the council to undertake engagement with all such stakeholders, especially those for whom there may be potentially significant implications. Such liaison may be through existing relationship forums and channels, where these exist.

## 5.4 Consultation with Stakeholders

Directly involving stakeholders in the preparation of a Structure Plan is an essential part of the process. This is easier with some stakeholders, for example, agencies and even individual landowners, and more challenging with others e.g. future household owners, workers, and the like.

Early and ongoing involvement is important. Early involvement includes providing background information to stakeholders on what to expect during and from the process, and indicative timeframes. It can be useful to be clear about the ground rules. For example, that the council commit to tell stakeholders in a timely manner if there are significant changes to the process or to the timeline, and that stakeholders commit to use the agreed mechanisms provided for having input, and let the council know where these may be problematic.

It is also important that the different information needs of different stakeholders is recognised, for example, if development in a Structure Plan area is likely to become possible. Infrastructure providers and large development companies may be aware of district plan requirements, and likely costs associated with obtaining consents. Many landowners and small developers who may not know either the process or the likely costs, may develop unrealistic expectations. It is therefore useful for the council to provide relevant information at an early stage, so as to help manage both relationships and expectations.

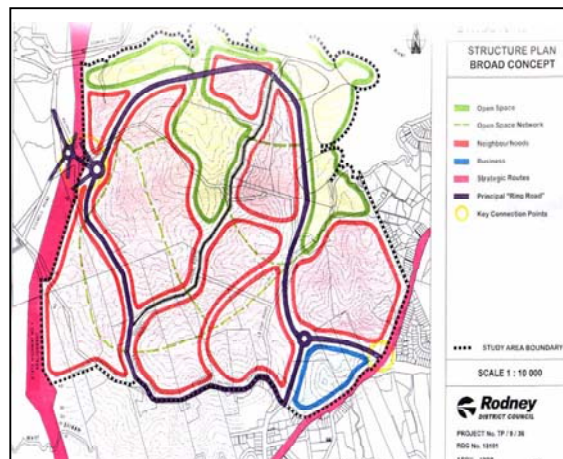
A clear, transparent and consistent approach to the issues is also important. Focussing on the whole of the structure plan area, and avoiding focussing strongly on particular individuals, groups or properties pursuing their own specific interests, is important. At times, particularly in urban redevelopment, there may need to be a focus on a specific property, or group of properties. Having discussions in a broader context, as in a charette, where the wider community is involved, can see the broader issues, how these may be resolved, and the implications for specific properties, can help maintain the credibility of the process. Specific discussions may then occur with particular parties, within this context.

In developing technical assessments, it is helpful if the methodology ensures a consistent approach. This can avoid the perception that particular landowners had opportunities to inappropriately influence the process by using it to advocate for particular outcomes. Rewarding those who actively repeat the same single outcome may simply increase development expectations among some stakeholders.

Knowing about the process, and having the ability to have input at key stages can contribute to building acceptance of the Structure Plan and commitment to its

implementation. Appropriate consultation techniques may include open days, workshops or charrettes.

Four different techniques for enabling stakeholder input to the Structure Planning process are described in Appendix B. These techniques will suit various circumstances within intensification, greenfields, and rural situations.

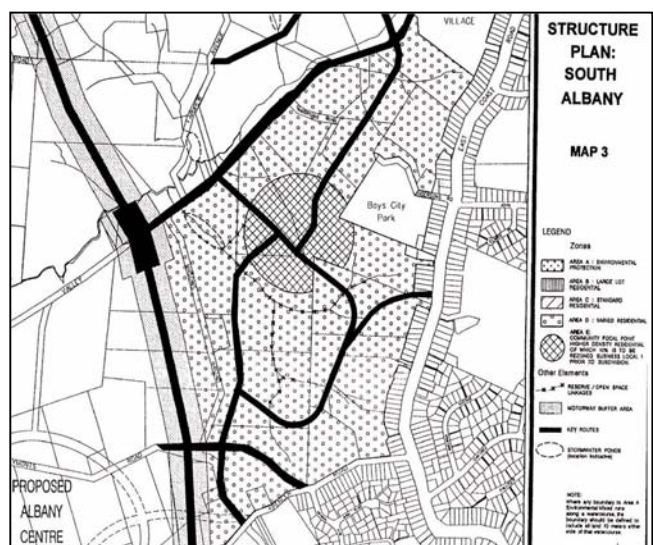


In selecting a technique for directly involving stakeholders, it is important to recognise that stakeholders in areas subject to infill and intensification are likely to be more diverse and may include more conflicting interests than may be the case with greenfields areas or rural areas where countryside living may be considered. The selection of a process for stakeholder involvement may be influenced by the desirability of avoiding unconstructive confrontation between divergent interests. An advantage of having events with diverse stakeholders is that hearing the views of different groups means many stakeholders become more aware of the multiple interests and pressures on the council, and the importance of decisions that the whole community can live with. Effective facilitation of such events is however important.

The essential elements of this stage of the process are outlined below.

5.4.1 Stakeholders are provided with a common information base, and a guide to the process. It can be useful to ensure that all participants are familiarised with the structure plan area together. This may, in the case of workshops or charrettes, include a conducted tour of the area.

5.4.2 Consensus is sought on the priority/significance of constraints and opportunities affecting the development of the Structure Plan Area. This must be done with regard to the evaluation of constraints and opportunities and with reference to relevant



guidelines. Where consensus is not realistic, it is still helpful to be clear about the common ground, and areas of difference, and the significance of these.

- 5.4.3 Objectives and Policies for (re)development of the Structure Plan Area are developed from the wider strategic context, including reference documents (RMA, Regional Policy Statement, Regional Growth Strategy, Regional Land Transport Strategy, District Plan), environmental values to be protected, and consideration of constraints and opportunities, such as offsetting mitigation particularly in urban areas.
- 5.4.4 Development options are articulated and evaluated with reference to the Regional Growth Strategy, the Regional Policy Statement, the Regional Passenger Transport Plan, and priority/significance of constraints and opportunities, and the consensus sought regarding a preferred option. In urban areas, this may mean substantial change to an area, while in rural areas, it may mean confirmation of values to be protected, and a result in either limited or more development.
- 5.4.5 Stakeholder input is facilitated so that:
- All participants are able to contribute their ideas for the long term future of the area.
  - Participants are aware of legal requirements, and the regional and local strategic context, and work within these
  - Infrastructure costs, constraints and opportunities are effectively taken into account.
  - Preferably ideas held by many, most or even all participants contribute to the base on which development options are articulated.
- 5.4.6 Differences between parties are identified, examined and resolved so far as possible, during the process.
- 5.4.7 The plan which emerges from the process has the support of many, most or all of the participants, and can be developed into a Structure Plan for the area. Participants need to be aware the initial plan may need to be further developed and also that District Plan changes will be promulgated to give effect to the Structure Plan along with other statutory and non-statutory instruments.
- 5.4.8 Ways of carrying out particular works will need to be explored and decisions made whether developers are required to undertake such works as development proceeds or whether the council should carry out the works and recover the costs by means of financial contributions/development contributions.

- 5.4.9 Stakeholders must be kept up-to-date with progress on the Structure Plan. The manner in which this is to be done, for example by newsletter or follow-up workshops should be decided and stakeholders informed at or before the Workshop.

## 5.5 Documenting Basis of Final Structure Plan

A range of supporting documents, reports, etc. are prepared throughout the Structure Plan process. An analysis of these documents including the recommendations carried forward into the Structure Plan need to accompany the Plan so that the basis on which final decisions are made are clearly apparent. Documentation is also important as proof that process requirements under RMA section 32 and the Local Government Act have been met, and can be a useful reference point should a structure plan be challenged or is reviewed in the future.

# 6. Integrated Catchment Management Planning

## 6.1 Scoping the Integrated Catchment Management Planning process

The nature, content and purpose of each stage in the Integrated Catchment Management Planning process needs to be determined at the outset of the process. The roles and responsibilities of the stakeholders need to be specified at the outset with a clear indication of when and how they can be involved.

In urban areas applications for stormwater and/or wastewater discharge permit applications have been lodged to replace authorisations that have expired, and reference needs to be made to the Proposed Auckland Regional Plan: Air, Land and Water. While the following gives a summary of the key information requirements expected in Integrated Catchment Management Process, the summary is not necessarily complete. Reference should be made to the above documents and to the Integrated Catchment Management Process guide to be published by June 2005.

## 6.2 Preparing Initial Inputs to the Integrated Catchment Management Plan Process

An Assessment of Effects on the Environment is required to form part of an ICMP. Policy 5.4.10 of the Regional Plan : Air, Land And Water details the matters to be addressed. In summary, these include effects on public health, flooding hazards, effects on watercourse hydrology, sediment and water quality monitoring results, aquatic habitat and ecological health, natural and amenity values, riparian vegetation, extent of open stream channels, fish passage, erosion and sedimentation, litter and coastal processes.

To assess this, preliminary catchment inventory information needed at the outset of the process is required as follows:

- Geology, soils, and topography
- Hydrology
- Ecology and biodiversity
- Vegetation types

- Land uses and anticipated significant changes in use
- Water uses and anticipated significant changes in use.
- Nature and location of resource consents
- Natural hazards
- Land ownership
- Wāhi tapu, sites and areas of significance to Tangata Whenua and archaeological sites

This inventory provides baseline information of the state of the catchment at the outset of the process and can be used to determine the potential nature and scope of the issues and then as a point against which to measure progress in the future.

## 6.3 Consultation with Stakeholders

Early involvement of stakeholders in the process has the potential to lead to support for management options and involvement in the Integrated Catchment Management Plan implementation. Effective leadership will ensure that sufficient time is allowed for stakeholders to gain an adequate understanding of the nature of the issues raised, including those raised by other stakeholders, and to appreciate the effects of an activity in one part of the catchment can have on another. Information needs to be presented in a manner that can be understood by stakeholders. Trust in the staff of the organisation facilitating the process requires time to be established, and stakeholders need to have confidence that their views are being considered. At the same time stakeholders may become tired of, or disillusioned with, a drawn-out, lengthy process.

In time stakeholders may be prepared to bring additional resources and energy to the process if it is addressing their issues. The essential steps of the process are as follows:

### 6.3.1 Identify the Key Issues

Actual and potential resource management problems (such as demands for natural water resources which exceed sustainable supply, flooding, land stability, effects of sediment laden stormwater on estuarine areas, or degraded water quality) associated with achieving the vision are identified. It can be assumed that at least one key issue has already been identified for the process to have been initiated (see Section 3.2.2).

Consideration will be given to where pressures are coming from; technical information and anecdotal evidence provided by locals will inform such questions. There may be a need for technical information to enable a better understanding of any/some/all of the key issues (for example, assessment of potential adverse effects land use practices on water quality).

### 6.3.2 Develop Integrated Catchment Management Objectives

Integrated Catchment Management Plan objectives need to reflect the identified problems/issues and statutory objectives and in so doing give strategic direction to the Plan.

### 6.3.3 Consider and Select Management Options

Options need to address the issues and assist in achieving the Integrated Catchment Management Plan objectives. There is a need to consider values previously identified and whether enough information is known to enable their protection.

Catchment constraints and opportunities must be taken into account when describing alternative future scenarios and analysing their consequences. Some management options may have the potential to achieve multiple benefits.

Establishing criteria and a prioritising/weighting system ensures that evaluation of management options is undertaken in a consistent and even-handed manner. This includes determining the cost/effectiveness of adopting alternative options for avoiding, remedying or mitigating adverse effects, including cumulative effects, on the environment and of protecting and enhancing conservation and amenity values.

### 6.3.4 Best Practicable Option

The Integrated Catchment Management Plan will evaluate and consider the various options and recommend an overall approach. The Regional Plan: Air, Land and Water requires that this be the Best Practicable Option in terms of:

- The need to achieve [Plan] objectives.
- The nature of the discharges and sensitivity of the receiving environment.
- The management options available and the financial implications of the selected option.

- The current state of technical knowledge.

### 6.3.5 Implementing the Integrated Catchment Management Plan

This will occur through a resource consent process, e.g. stormwater discharge consents, and/or through non-statutory processes and mechanisms.

The Integrated Catchment Management Plan will be implemented either through individual discharge consents or the Network discharge consent and network management plan.

### 6.3.6 Monitoring

Network Discharge Consents will generally require monitoring as a condition of consent to identify the extent of adverse effects and success of the proposed management approach.

A monitoring strategy should identify what aspects of the Integrated Catchment Management Plan are to be monitored, including which receiving environments and specific sites within them, monitoring criteria, who will undertake the monitoring and how frequently. Monitoring assists in assessing whether the Integrated Catchment Management Plan objectives are being met.

# 7 Implementing the Structure Plan

## 7.1 Introduction

Most structure planning occurs in areas where land is to be urbanised, or urban land is to be redeveloped. In these situations, the focus is likely to be on development. In contrast, structure planning in rural areas may or may not result in significant development opportunities, and may focus on key environmental values to be protected. This should be remembered when reading the rest of this section.

## 7.2 Securing Commitments

Key elements are identified - both precedent requirements for infrastructure and development of necessary facilities and services - and commitments for their provision secured. This may involve agreements between the council and providers of infrastructure and services. All such agreements should be recorded in the Structure Plan as "Other Methods" and the agreed provision should be included in the Annual Plans or work programmes of the agencies providing services (see Section 5.3).

## 7.3 Making Provision in the District Plan

Decisions must be made on the way the district plan is to be reviewed, varied or changed in order to enable the development of the Structure Plan Area.

This will involve working out in detail the manner in which the objectives, policies and rules of the District Plan should provide for the development of the area, as well as the protection of environmental values, and how the Plan for the area (which in urban situations will show the pattern of roads, open spaces, community foci, and so on) is to be fitted into the District Plan. It is important that the District Plan provisions have some flexibility so that the initial design for the area can be adjusted as development proceeds. Usually, the design for the area produced through the structure plan process will be diagrammatic or illustrative, rather than prescriptive.

It is also important that provision in the District Plan is in sufficient detail so that its requirements will be given effect when resource consents are granted. For

example, it will be necessary to ensure that intended pedestrian linkages and/or cycle-ways are indicated in the Plan so that provision is made for them as subdivision plans are processed. Such provision may be indicated diagrammatically rather than in a way that implies a designation by the Council.

In rural areas, where some development potential is made available, it may be important to consider methods to ensure that this does not undermine the general rural - working – environment, and that key environmental values are protected into the longer term. As regards the latter, the council may wish to consider the use of trusts and covenants, to prevent ongoing subdivision pressure, while enabling appropriate development.

Two issues can arise because of the statutory process to change or vary the district plan:

- The extent of the Structure Plan area or the form and/or pattern of development may become the subject of litigation giving rise to uncertainty as to the substance of the Structure Plan.
- The statutory process (submissions, further submissions, and referrals to the Environment Court) may result in uncertainty as to the timing of development.
- Either or both of these contingencies may affect the manner in which services or access can best be provided to support development and can also affect the timing of such works and thus the timing of (re)development within the Structure Plan Area. The significance of these uncertainties must be assessed in each situation through liaison with the agencies providing services to the area. Services and so forth may be vital to further urban development; in contrast, the focus in rural areas may be protecting their rural character, and avoiding the encroachment of urban type services.

## 7.4 Regional Resource Consent Provisions

Resource consents that could be required for the Structure Plan Area include: coastal permits, stormwater and wastewater discharge, taking, damming and diverting water, earthworks, and works in a watercourse. Applications are made in accordance with the Auckland Regional Plan: Sediment Control, the Auckland Regional Plan: Coastal and the Proposed Auckland Regional Plan: Air, Land and Water.

Concurrent notification and processing of these consent applications with notification of District Plan provisions is desirable in order to streamline the

process and to keep costs to a minimum. Concurrent processing also removes some risk of conflicting decisions of the TA and the ARC.

## 7.5 Making Other Provisions

### 7.5.1 Statutory: Other Methods

The Structure Plan will include programmes that are the subject of agreements between the TAs and major stakeholders. These may be recorded as “Other Methods” in any variation or change to the District Plan. These programmes need to be reflected in the financial instruments (e.g. Annual Plans) required of TAs by the Local Government Act 2002 and in the expenditure estimates and work programmes of other bodies, such as providers of infrastructure and social services. The instruments that need to give effect to the output from the Structure Planning process are in previous sections.

There are a range of infrastructure providers (for example, council related, regional providers, central government agencies or those they fund, and private providers). It is useful for the council to consider engaging with all such stakeholders.

Some items in these programmes will need to be provided in anticipation of development in the Structure Plan Area for example sanitary sewerage, water supply, electricity supply linkages, telecommunications capacity, and key roading links. Other items such as schools, bus services, community centres, sports facilities, or police services can accompany or follow development. Community outcomes are more likely to be positive where social and physical infrastructure is provided before or early during development. It is essential that the stakeholders responsible for all services bring their programmes to the Structure Plan process to establish that their timing fits with the overall plans for development of the area and confirm their commitments to funding and providing these service(s) to co-ordinate with the Structure Plan programme. Where commitments have still to be made, it is still helpful to know what is being envisaged and when.

In addition, the detailed work of preparing a Structure Plan may raise matters affecting the development of an area that did not show up during the preparation of the Regional Growth Strategy or the Sector planning process, but which significantly affects the development potential of the area. When this occurs it will be essential for that information to be fed back to the sector and regional

levels, so that adjustments can be made to Sector plans and the Regional Growth Strategy. It is of key importance that the Structure Plan preparation process be carried through at a level of detail, and in a manner, that maintains its relevance to the context in which the area will develop.

### 7.5.2 Non-statutory

Agreements that would not necessarily be included in a District Plan could include, for example, joint pest management strategies where a Structure Plan Area may adjoin a regional Park and adjacent landowners may be willing partners in such strategies.

## 7.6 On-going Facilitation

Ongoing facilitation with the key Stakeholders is necessary in order to bring about the coordinated implementation of a Structure Plan. Responsibility for ensuring that a Structure Plan is implemented should be clearly allocated to officers for technical and administrative action, and to a committee of the TA for political responsibility. A monitoring and reporting programme may also be established.

Ongoing contact with the key players is necessary to ensure that:

- Timely provision is made in the Annual Plans and Budgets of service providers to develop the necessary infrastructure.
- The development of services and facilities is undertaken in accordance with the Structure Plan programme.
- The implications of any unavoidable adjustments to the development programme are identified and consequential amendments made so that the integrity of the structure planning process is maintained.

Structure Plan implementation requires ongoing liaison, monitoring and coordination of the interested parties. This invariably becomes the responsibility of the TA, and must be adequately resourced if the process is to succeed.

**Relevance rather than comprehensiveness is the key to successful Structure Planning.**

# 8. Monitoring Implementation of Structure Plans

## 8.1. Monitoring and Reporting

The ARC will be monitoring Regional Policy Statement requirements, and, with the Regional Growth Forum, will be monitoring the implementation of the Regional Growth Strategy, including outputs from Sector planning processes and the programmes initiated at the local level to prepare and implement Structure Plans. A Structure Plan should specify responsibility for monitoring its implementation at the TA level, and also the reporting channels to ensure political accountability.

Regional Policy Statement requirements and Memorandum of Understanding to which the ARC and TAs in the Auckland region have become signatories to, requires TAs to identify growth related works and expenditure items in their Annual Plans. This will enable the Regional Growth Forum to monitor the steps being taken to implement the Regional Growth Strategy at a local level. The ARC will also monitor growth in the region by analysing the results of the five yearly Census of Population, and these results will be reported to the Regional Growth Forum and to TAs in the region.

Effective monitoring will ensure that the relevant TA and other providers of Infrastructure, facilities, and services in the structure planning area are fulfilling their commitments toward implementation of the Structure Plan. Ongoing liaison between the service providers will be desirable and may be facilitated by the ARC, the Regional Growth Forum and Sector Planning processes.

At the local level it is important that the take-up of particularly urban (re)development opportunities and remaining new development capacity should be monitored. This is to ensure that an appropriate variety and quantity of (re)development opportunities is maintained. It is also part of the essential information base for structure planning (see Section 4.1). It will also be important to monitor at regular intervals (and at the completion of each development stage/sequence) the key environmental values that were identified during the Structure Planning process as factors warranting special treatment, protection or preservation. The findings of the monitoring process may trigger the need to review or revise the Structure Plan.

## 8.2 Reviewing and Updating

Many different factors may give rise to the need for a Structure Plan to be reviewed and revised, including unforeseen adverse effects of early sequences/stages of development on important values that are to be protected. The risks of this occurring are minimised by the concurrent preparation of an Integrated Catchment Management Plan and an open space and reserves strategy with a Structure Plan. The degree to which it becomes necessary to carry out a review will depend on the magnitude of the issue/s and the extent to which the Structure Plan Area has been developed.

If a review or significant change to the Structure Plan becomes necessary stakeholders should be advised as early as possible as it will be important to maintain the communications network established during the original structure plan preparation process. Advising the stakeholders of the outputs of the monitoring process will be helpful in this regard. A significant review would be likely follow the processes outlined in this guideline.

# 9. Measuring the Success of the Structure Planning Process

TA officers with experience of Structure Planning comment that the key measure of success is the extent to which stakeholders, including the community, buy in to the Plan and are committed to giving effect to its provisions. Structure planning raises quality of life concerns and thus often includes contentious issues, both in urban and rural situations. In rural areas, the structure plan focus may be environmental protection, rather than enabling development, which is more often the focus in urban areas.

The appropriateness of the Structure Plan, and success of its implementation, may also be measured by relating it to the following criteria:

That the quantum, form, and intensity of growth for which the Structure Plan provides are consistent with:

- The vision, outcomes and principles of the Regional Policy Statement and the Regional Growth Strategy.
- The key implementation criteria of the Regional Policy Statement and the Regional Growth Strategy requirements.
- The objectives and outcomes sought from the Regional Land Transport Strategy, to the extent these are consistent with the Regional Policy Statement and the Regional Growth Strategy.
- The planning for that Sector or Corridor of the Auckland region, and the level of guidance this includes.
- Relevant city or district strategies, including Long Term Council Community Plans, asset management plans and the like and the extent these are consistent with the Regional Policy Statement and the Regional Growth Strategy.
- The environmental values to be protected in the long term.

- The urban/rural form and design that results, with the accompanying amenity values, including consideration of local character, including heritage, and the workability and attractiveness of the local environment.
- The access options, and the safety and attractiveness of these, including of public transport.
- The Green Network, including parks and reserves, ecological corridors and links, and public access to water.
- Environmental sustainability through mitigating, avoiding or remedying adverse effects identified with the Integrated Catchment Management Plan or Structure Plan process.

That the Structure Plan has given effect to relevant guidelines, including where appropriate those in Appendix B. Examples include the following:

- Integrated Catchment Management Planning Funding Eligibility Guideline (ARC, 2004).
- Urban Area Intensification: Regional Practice and Resource Guide (ARC, 2000) and any updates.
- Regional Passenger Transit Supportive Land Use Guidelines (ARC, 1995) and any updates.
- Low Impact Design Manual for the Auckland Region (ARC, 2000).
- Coastal Hazards Strategy and Coastal Erosion Management Manual (ARC, TP130, 2000).
- Water Quality Impacts of Land Use Intensification: Methods of Assessing Potential Adverse Effects (ARC, 2002).
- Local Urban Design Codes or Guidelines, such as Residential Design Guide for developments in residential zones in Strategic Growth Management Areas (SGMAs) (Auckland City Council, 2001).
- Hazard Guidelines (ARC, TP 106, 2003).
- Fish Passage Guidelines for the Auckland (ARC, TP131, 2000).
- Riparian Zone Management: Strategy/Guideline/Planting Guide (ARC, 2001).

That commitment by stakeholders to implementing the Structure Plan, is evidenced by the following:

- Resources to implement the Structure Plan are committed and identified in LTCCPs and Annual Plans.

- Adoption of appropriate policies in Long Term Financial Strategies and Asset Management Plans to give effect to the Structure Plan.
- Ongoing linkages between agencies responsible for implementing the Structure Plan.
- Effective involvement of key regional and national infrastructure providers, including central government agencies.
- Community acceptance of the structure plan, including by the development sector and iwi, and interest and possible involvement in implementation.

# Definitions and Abbreviations

## Definitions

### Structure Plan/ Planning:

A Plan which guides development so the form and intensity of development is appropriate to the character of the land, and the environmental values to be protected. Structure Planning will consider the natural character of the land, the location and scale of infrastructure, and identify the future pattern of significant land uses based on a consideration of alternatives. TAs are responsible for structure plans/planning. They may be applied to greenfields expansion, intensification, rural town expansion, or urban (re)development areas as appropriate. In an urban context, Structure Planning has a very strong development focus. This is in contrast to structure planning in rural areas; this must consider the environmental values, constraints and opportunities of the area as well as the broader sector and regional context; it may or may not enable countryside living, depending on those values, and/or whether the area is to be urbanised in the longer term.

### Stakeholders:

Persons or organisations which have a defined interest in the development and implementation of a structure plan area, over and above the general public. Major Structure Plan stakeholders include the ARC, ARTA, TAs, physical and social infrastructure providers, transport, funding agencies, Tangata Whenua, development interests, relevant community groups, for example, residents and ratepayers, landcare, conservation and recreation groups and so forth, affected property owners, people living or working in the area and those who may do so in the future.

### Catchment:

A catchment is an area of land that drains water to a common outlet. Catchments are also referred to as watersheds or drainage basins. The topographic line separating adjacent catchments is called the catchment divide. Because of its physical continuity the catchment scale is extremely useful in many hydrological investigations. Groundwater also has a catchment, bounded by groundwater divides. Groundwater divides may or may not coincide with surface water catchment divides.

## Integrated Catchment Management Plans/ Planning (ICMP)

A process / plan which manages water resources and land use on a catchment scale. It is a process which identifies the important characteristics of a catchment in which resource management problems already exist or may occur as a result of (re)development or other major changes in activity patterns. In particular, an Integrated Catchment Management Plan identifies the natural and physical constraints of the catchment that control the form and intensity of growth/land use. It may describe alternative urban and rural futures and identify and evaluate the cost-effectiveness of addressing their consequences/adverse effects on the catchment environment, particularly on the hydrological cycle. An Integrated Catchment Management Plan identifies and investigates risks from stormwater diversions and discharges to the environment; and identifies the best practicable options for avoiding, remedying or mitigating those risks (see Proposed Auckland Regional Plan: Air Land and Water 2001).

An Integrated Catchment Management Plan may be initiated by a regional council, usually jointly with TAs, but are more often undertaken by TAs. Coincidence of structure plan area boundaries with Catchment Management Plan boundaries is highly desirable. Where this is not achievable, the Structure Plan and the Integrated Catchment Management Plan should take into account the effects of the Structure Plan on the whole catchment, including any cumulative effects.

## Greenfields:

Non-urban land on the urban periphery which has been allocated for new/future urban development.

## Biological Diversity (biodiversity):

Describes the variety of all biological life – plants, animals, fungi, and micro-organisms – the genes they contain and the ecosystems on land or in water where they live. It is the diversity of life on earth (N.Z. Biodiversity Strategy, 2000).

## Ecosystem:

An interacting system of living and non-living parts such as sunlight, air, water, minerals and nutrients (N.Z. Biodiversity Strategy, 2000).

## Habitat:

The place or type of area in which an organism naturally occurs (N.Z. Biodiversity Strategy, 2000).

## Hydrological Cycle:

The hydrological cycle is the continual process of water being cycled from the ocean, to the atmosphere, to the land surface and back to the ocean via rivers or groundwater. It includes water in all its forms and environments including streams, groundwater, lakes and wetlands. It includes all processes where water in different environments

interact including, rainfall, evapotranspiration, infiltration, runoff, stream flow, groundwater flow and surface water/groundwater interactions. It also includes all aspects of water quality.

An extremely important aspect of the hydrological cycle is the interaction with land use. All aspects of the hydrological cycle are in a state of dynamic equilibrium. When one element of the cycle changes there is set in motion a chain of changes to other parts of the cycle until a new equilibrium is reached. Changes in land use set off changes in all the processes described above, both in terms of water quantity and water quality. As a result of the land use change, a new equilibrium will be reached by the hydrological cycle.

Intensification:

An increase in density (of dwellings, activity units, population, employment etc) over the current density of a given area. See Regional Policy Statement Appendix H for intensification within high density centres and corridors (also refer to **Urban Intensification: Regional Practice and Resource Guide, 2000**, but note that Regional Policy Statement Appendix H updates the Guide's Appendix 4 Table 2).

Riparian Zone:

The strip of land bordering a stream, lake or estuarine/coastal zone (Collier, pers. comm., 2000).

Rural Lifestyle and Countryside Living:

Low-density residential development on rural land, including the concepts of rural residential development, large lot residential development, residential bush lots and the like.

Scoping and "mapping" a Process:

Scoping a process includes identifying the need for the Structure and/or Integrated Catchment Management plan, ensuring an appropriate fit with the strategic planning context, identifying timelines in the plan preparation, defining the plan area and the stakeholders involved. "Mapping" is a diagrammatic form of the scoping process or of the subsequent design process (refer to Figure 3).

Urban activities:

Means those activities which are expected to occur within urban areas. Urban activities are activities which serve the needs of the urban population and of the wider rural population. Urban activities include residential, commercial, retail, industrial and recreational activities and public buildings, educational and health institutions, places of worship, visitor accommodation involving self-contained units, sports facilities and cemeteries.

Wastewater Network  
Environmental Management  
Plan (WNEMP):

A Management Plan that identifies and investigates risks from wastewater discharges to the environment; and identifies the best practicable options for avoiding, remedying or mitigating those risks (see Proposed Auckland Regional Plan: Air Land and Water 2001).

For definitions of  
other terms:

Such as Asset Management Plans, Annual Plans, Long-term Financial Strategies, Sector plans/agreements, Strategic plans, Memorandum of Understanding and so on, refer to Auckland Regional Growth Strategy 2050 – A Vision for Managing Growth in the Auckland Region (1999).

#### Abbreviations

ICMP

Integrated Catchment Management Plan

RMA

Resource Management Act

RLTS

Regional Land Transport Strategy

LTP

Land Transport Programme

ARTA

Auckland Regional Transport Authority

# APPENDIX A

## Mechanisms and Documents Relevant to Structure Planning and Integrated Catchment Management Planning

This Appendix provides further information on the various mechanisms and documents available to the councils of the Auckland region to support structure planning. They are in addition to those outlined in Section 2. That section focused on key strategic documents and key Statutory instruments. The focus here is on non-statutory instruments, and financial policy instruments which should be brought into alignment and taken into consideration when meeting Regional Policy Statement requirements and giving effect to the Regional Growth Strategy, and to achieve the purposes of the RMA and the Local Government Act 2002. A list of relevant guidelines is also included.

These mechanisms condition the development potential of an area subject to Structure Planning and Catchment Management Planning. As the Structure Plan and Integrated Catchment Management Plan process proceeds the need for changes to these mechanisms may emerge.

### 1. Non-statutory instruments

#### Memoranda of Understanding

These are between partners involved in growth processes. The Memorandum of Understanding between the primary partners of the Growth Forum (the ARC and TAs) is an example. It commits the primary partners to undertaking Sector planning through which the location, form and timing of areas for growth related (re)development will be established, and to preparing Structure Plans for the areas so defined.

#### Strategic Plans for infrastructure providing agencies.

Agencies responsible for providing infrastructural services sometimes prepare Strategic Plans, as frames of reference for resourcing and coordinating the extension and delivery of their services. Before the requirement to prepare Long Term Council Community Plans, some TAs prepared Strategic Plans as a frame of reference within

which to coordinate development in their districts with the funding and delivery of services.

### TA Strategic Plans

Focus on relevant areas, for example, walking and cycling, open space, natural and cultural heritage, weeds and pests, and other strategies.

### TA guides

These provide relevant advice, for example, urban design guides.

### The Stormwater Action Plan

Provides an overview and sets a direction for the management of stormwater in the region within which TAs can develop plans and programmes for stormwater management in their districts. The Stormwater Action Plan is one of the elements which help to establish the context for Structure Plan preparation.

### The Regional Discharges Project

Is a project which was formulated by the ARC to take a strategic approach to stormwater and wastewater network discharge applications in the urban areas. This strategic approach recognises the interconnected nature of the stormwater and wastewater networks within the Metropolitan Urban Limit and the potential for cumulative adverse effects of multiple networks discharging to common freshwater or urban coastal receiving environments. The Project also aims to ensure that regional receiving environment priorities and objectives are achieved.

### The Coastal Hazards Strategy

Contains the theoretical basis, philosophy and methodology towards coastal hazard management in the Auckland region. It provides a comprehensive and integrated approach to the avoidance and mitigation of coastal hazards. The Strategy includes a series of approaches and techniques to assess and evaluate the extent of hazardous areas in the coastal environment.

### The Regional Open Space Strategy

Is currently being developed to determine the open space needs of a growing region and to develop a consistent approach to open space issues. Structure planning processes should have regard to this Strategy once it has been completed.

### Iwi Management Plans

Through which Iwi identify and provide for the future management of their resources and taonga. Under sections 66 (A) and 74 (2A) of the RMA iwi management plans are required to be taken into account when preparing or changing regional or district plans.

Sector and Structure Planning processes will highlight or identify the potential effects of (re)development on places or features of particular significance to Maori. The initial stages of information gathering for Sector, Structure Planning and Catchment Management Planning processes should include contact with local Iwi. If sites, features or waterbodies of particular interest to them occur within the planning area consultation should occur to establish the nature of their concerns and the appropriate courses through which these concerns may be accommodated.

### Relevant central government publications

Including the Urban Design Protocol, launched on 8 March 2005, the Ministry for the Environment's **People, Places, Spaces: A Design Guide for Urban New Zealand**, and **Live, Work, Play** that provides information on urban amenity processes and outcomes.

### Informal agreements between stakeholders

## 2 Best Practice Guides Relevant to Structure Planning

The ARC has prepared a number of technical and other publications relevant to the preparation of Structure Plans and Integrated Catchment Management Planning processes. Those involved in the processes associated with and developing such plans will find these useful.

### The Integrated Catchment Management Planning Guide (ARC, 2005)

This guide is expected to be published by 30 June 2005.

### Low Impact Design Manual for the Auckland Region (ARC ,1999)

Presents an alternative approach to site design and development from a stormwater management context primarily applicable for residential development. The tool focuses on erosion and sediment control and stormwater management from both a structural and non-structural perspective in order to reduce the impacts of development, particularly that of stormwater runoff. Natural site features are incorporated into the site development process and may assist in reducing or possibly eliminating the need for structural stormwater management controls.

### Required Household and Employment Densities to support Public Transport.

Found as Appendix H to the Regional Policy Statement this table sets goals for the densities that should be achieved within town centres to a sufficient level of land use support to the public transport investment provided to the growth areas.

### Fish Passage Guidelines for the Auckland Region (ARC ,2000)

Provide guidance as to when fish passage should be considered, and design and implementation of fish passage facilitation (including construction and operation of in-stream structures such as culverts, channels and other devices).

## Riparian Zone Management: Strategy/ Guideline/Planting Guide (ARC, 2001)

Has been prepared for the Auckland region. The Guideline and Planting Guides are practical manuals for use by landowners, developers, organisations and community groups who wish to retain, enhance or restore riparian zones. The Guide is aimed at both voluntary and mandatory riparian management situations and describes how to plan and prepare a riparian zone management plan. The Planting Guide sets out how to carry out a planting project as well as what to plant where.

## Dam Safety Guidelines (ARC, 2000)

Provides guidance on assessing dam hazard category and performance standards for low to high hazard dams, amongst other matters. In the Auckland region dams are used for water supply, irrigation, farm waste treatment, stormwater treatment, sediment control, storing contaminated sediments and sewage treatment.

## Water Quality Impacts of Land Use Intensification: Methods of Assessing Potential Adverse Effects (ARC, 2002)

Provides guidance on appropriate methods for assessing the potential adverse effects of cumulative discharges arising from catchment based land use intensification on natural aquatic receiving environments. In particular, the report recommends methods to assess the adverse effects of sediment generation, the result of soil disturbance and erosion; and water borne contamination (other than sediment), principally derived from stormwater and urban discharges.

The report also identifies catchments under pressure from land use intensification in the Auckland Region and summarises the information in a series of tables (Appendix B) and maps (Appendix C). Guidance is then provided on appropriate methods for assessing cumulative adverse effects of discharges on aquatic receiving environments within the identified catchments.

## Urban Area Intensification: Regional Practice and Resource Guide 2000 (ARC, 2000)

Provides guidance on the regional framework (goal, outcomes, principles, criteria and monitoring factors) within which urban intensification is managed. The document also provides checklists to guide local intensification practice in structure plans, nodal centres and transit corridor development plans.

## Guidelines for Comprehensive Catchment Discharge Consents (ARC, 2001)

Sets out the 'actual' and 'potential' catchment management issues, range of options and techniques for catchment management, planning concepts, technical methods and other matters which the ARC believes should be considered in the development of Comprehensive Catchment Discharge Consents.

## The Hazard Guidelines (ARC, 2003)

Are made up of three separate guidelines. The first, Hazard Information Management, identifies sources of hazards information and looks at how this information is collected, sorted, recorded and stored in the Auckland region. The second, Hazard Identification and Risk Assessment provides guidance on establishing the context for risk analysis, identifying hazards and risks, and carrying out risk analysis and risk evaluation. The third, Risk Treatment and Monitoring of Hazards, sets out the hazards that affect the region and specifies the range of risk treatment options that can be used to minimise community risk from hazards.

## The Coastal Erosion Management Manual

In conjunction with the Coastal Hazards Strategy, brings together the contemporary knowledge of coastal hazard management relevant to the Auckland region. The Coastal Erosion Management Manual provides guidance on management of areas susceptible to coastal erosion.

### 3 Financial instruments

#### Financial instruments

Provide the means for outlining how the costs of development will be met and establishing programmes to fund the costs of providing, upgrading, or extending infrastructure to areas to be (re)developed.

It is essential that all of these instruments be aligned with Regional Policy Statement requirements and the Regional Growth Strategy.

They include:

## Long Term Financial Strategies

Which set out projected expenditure of TAs, including the ARC, for a 10-year time horizon.

- Long Term Financial Strategies for TAs in the Region, including the ARC, should include the programmes for ongoing Regional Growth Forum Planning, Sector Planning, Structure Planning and Catchment Management Planning for their respective districts.

## Annual Plans

Which record the planned expenditure of Councils for a one year period against a three year outline of projected expenditure.

- The Memorandum of Understanding between the primary partners in the Regional Growth Forum requires identification in Annual Plans of the items that relate to planning and implementing (re)development. This will enable the processes of formulating and implementing Structure Plans to be monitored within the Auckland region and will facilitate their overall co-ordination.
- Funding for assessing the potential cumulative adverse effects arising from the anticipated development also needs to be anticipated in Annual Plans.

## Asset Management Plans

Which record how Councils intend to fund the maintenance of assets for which they are responsible.

- Asset management plans will need to deal with the programmes for providing and funding the provision and maintenance of services to future (re)development areas. This includes outputs from Structure Planning processes.

## Passenger Transport Plan

To be developed by ARTA, the Passenger Transport Plan will identify infrastructural and service provision improvements to the public transport system in Auckland. This will also include the timing and costings for various projects and service provision.

## Land Transport Programmes

Developed by all public organisations undertaking land transport implementation on an annual basis, the Land Transport programme will outline projects to be undertaken along with their costs. The TAs of the region, ARTA, Transit New Zealand and NZ Railcorp are all required to undertake a Land Transport Programme.

# APPENDIX B

## CONSULTATION PROCESS

1. Individual contact with Stakeholders
2. Open Days
3. Workshops
4. Charrettes

Consultation is an area where experience and expertise are necessary in order to achieve a satisfactory outcome to the structure planning process.

## 1 Individual contact with Stakeholders and Stakeholder Groups

- This may be necessary at the stage of identification of stakeholders. Initial information gathered about interests and attitudes of each stakeholder, or at least each stakeholder group, and their perceptions of current issues and future prospects can be useful as background to later stages of consultation.
- Contact with individuals tends to be time consuming and of limited value in generating and evaluating options for the future of an area but can be helpful as a basis for identifying common perceptions of issues and for anticipating trouble spots or vexatious non-issues which may need to be disposed of early in the process. It is important to ensure that contact with individuals does not give others in the community the perception that the process is not fair, transparent or consistent, and that some individuals have been able to advocate unfairly for their own interests.
- Contact with individual groups of stakeholders can be useful, particularly where those groups have infrastructure or other responsibilities that the council needs to be aware of. Where the community is strongly divided, it can be useful to talk with groups separately. However while easier for those involved, this can mean that groups remain focussed on their own concerns and are not realistic about the wider, diverse interests the council needs to consider.
- Even where contact with groups of stakeholders is used, it will usually not be a substitute for a “Workshop” or “Charrette” as a means of bringing the wider collective energy to bear on the planning of an area, nor for building commitment to the structure plan process.

## 2 Open Days / Information displays

- This method of consultation is most applicable at a stage when the context of the Structure Plan Area has been established and preliminary development options outlined. Usually an exhibition of maps and illustrations is mounted at an easily accessible venue within the Structure Plan Area for a specified period and usually includes evening hours to enable wide involvement.

people (such as planners and technical officers of key service providers) are rostered to be in attendance for the hours of the Open Days. A record is kept of persons visiting the venue, their questions are responded to by those in attendance, and recorded.

- This method may be most relevant where intensification within existing urban areas is being considered. It has been used successfully by Auckland City in their Liveable Communities Programme.

### 3 Workshops

Workshops are a well established part of the planning process. A workshop brings the stakeholders together in a structured environment in which the participants:

- Define and agree to the objectives of the process, such as the production of a structure plan and agreement on the area to be planned.
- Build understanding of the context of the area including its sector/region/metropolitan setting.
- Identify and understand the constraints and opportunities for development of the area, including its environmental values.
- Have opportunities to each contribute their knowledge of the area and to express their vision for its future.
- Generate and evaluate options for development of the area.
- Achieve common ground and build consensus on the relative merits of development options.
- “Buy in” to the preferred plan.

Careful planning and experienced facilitation of a workshop is essential for a constructive outcome. It is important to maintain an open environment with clear ground rules and firm, purposeful facilitation in which participants feel safe to make their contributions. Visual aids are useful to the process. It is important to have a way of recording and tracking consideration of each significant point put forward by participants.

Depending on the size and complexity of the area and the numbers of stakeholders involved the workshop process may take a day, a weekend, or a number of sessions over a period of weeks or months to reach a conclusion. Maintaining good communications with and between participants is essential during and after the workshop process.

## 4 Charrettes

- A Charrette is a specialised workshop process which uses a team approach and scripted scenarios to generate a concept or Plan, usually for an urban area. The process has been applied widely, with success, in a number of contexts including structure planning.
- The process has the special merit of drawing on the energy of all participants through their involvement in teams that are small enough for all participants to contribute freely, but within a well-structured and facilitated process.
- Reference – **The Charrette**, Robin Riley Associates Ltd (1992).

# Bibliography

Material in this bibliography is grouped as follows:

- Strategies
- RMA Statutory Documents
- Structure Plans and Guidance on Structure Planning
- Design and Design Processes
- Transport
- Catchment
- Other

Material in this Bibliography is included only once, and some documents may be relevant to more than one grouping.

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Growing our City Through Liveable Communities – Draft, Auckland City Council, 1999.

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Passenger Transport Station Locations and Environs. PartTwo: Station Design Issues. Final Report - Hill, Young, Cooper, 2002.

## Catchment

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