1. Introduction

The District Scheme is the series of documents in which the Auckland City Council sets out its town planning policy and proposals to guide the future development of the city.

1.1 BRIEF DEFINITION OF TOWN PLANNING

Town planning may be briefly defined as a means for systematically anticipating and regulating development within the physical environment of a city.

The legislation which determines to what extent a planning agency may regulate the development of the environment arises out of the country's particular social, political and economic character. In New Zealand, the scope of planning is to ensure that land is developed at a good minimum standard in the interest of the community at large.

1.2 THE PLANNING PROCESS

The process of town planning consists of:

1. The collection of information on the planning area by means of survey and research.
2. The analysis of this information in a rational and objective way.
3. The preparation, selection and implementation of policies which will preserve the assets and eliminate the defects in the environment, and satisfy the needs of the people in the planning area.

1.3 TOWN PLANNING IN NEW ZEALAND

In New Zealand, town planning is carried out by the Government (Ministry of Works) on a national basis, by regional authorities which plan for their regions and by councils which are obliged to prepare a plan for the future development of their districts.

The statutory basis of planning in New Zealand is the Town and Country Planning Act, 1953 (and its amendments of 1957, 1961, 1963, 1966, 1968 and 1969). It obliges regional authorities to prepare regional planning schemes (Section 10), and councils to provide district schemes (Section 19), for a planning period of not less than 20 years. Section 3 sets out the general purpose of regional planning schemes:

"(1) Every regional planning scheme shall have for its general purpose the conservation and economic development of the region to which it relates by means of the classification of the lands comprised therein for the purposes for which they are best suited by nature or for which they can best be adapted, and the co-ordination of all such public improvements, utilities, services, and amenities as are not limited by the boundaries of the district of any one local authority, or do not relate exclusively to the development of any such district.

(2) Every regional planning scheme shall be designed as a guide on matters of regional significance referred to in the First Schedule of this Act to Councils engaged in the preparation of district schemes, and also as a guide to public authorities and local authorities and all persons in relation to the conservation or development within the region of the public utilities, services, industries, amenities and other matters properly dealt with or adverted to in the regional planning scheme."
The regional planning authority therefore concerns itself firstly with planning the region as a whole, and secondly with guiding councils and local authorities in their own planning activities.

The general purpose of district schemes is set out in Section 18:

"Every district scheme shall have for its general purpose the development of the area to which it relates (including, where necessary, the replanning and reconstruction of any area therein that has already been subdivided and built on) in such a way as will most effectively tend to promote and safeguard the health, safety and convenience, and the economic and general welfare of its inhabitants, and the amenities of every part of the area."

A district scheme should therefore provide a rational and flexible framework for the co-ordination of land use, so that private interests may pursue their activities with due regard to the interest of the community as a whole.

1.4 MATTERS DEALT WITH IN THE DISTRICT SCHEME

The District Scheme deals with the matters set out in the Second Schedule to the Act: land use zoning; the preservation of objects and places of historical or scientific interest or natural beauty; the designation of reserves and of land for public works; transport facilities and systems; services and utilities; building requirements; the provision and preservation of amenities; subdivision control and standards; control of development on naturally unstable land; staging of development; and all other matters involving the principles of town and country planning.

Some of these matters depend upon the physical elements of the environment, such as topography, climate, water supply, etc. Many, however, involve equally important but more intangible questions, such as the social needs of the community. Thus the District Scheme must concern itself with questions of both necessity and value.

The most obvious effect of the District Scheme so far as the individual is concerned is upon the land use which is regulated by zoning. (Section 33A provides that all land must be zoned.) Zoning consists of the definition of land and application of controls of the use of land and buildings, the relationship of buildings to their sites and to each other, and the intensity of development. Within each zone the regulations are uniform, though they may differ widely between one zone and another. These controls are set out in the Code of Ordinances on a zone by zone basis.

Zoning was originally introduced to help eliminate the problem of nuisance when an incompatible use intruded upon other uses. Today it has additional advantages of co-ordinating land use in a convenient and economic way, stabilizing land values, and creating a balance between the interests of the community and the rights of the individual.

1.5 REVIEW OF THE DISTRICT SCHEME

The Council is obliged by Section 30 of the Act to review the District Scheme every five years. The first District Scheme of the City of Auckland became operative in 1961 and this is the First Review.

In the intervening period the following demonstrated the need for adjustments to the scheme:

(i) social, economic and technological changes;
(ii) improvements in planning techniques;
(iii) changes in the standard and pattern of living, e.g. an increased preference for flat dwelling;
(iv) changes in legislation.
The Review has enabled the Council to make adjustments to the Scheme so as to anticipate future social, economic and technological conditions and to allow for the anticipated growth in the new planning period.

The Reviewed District Scheme was publicly notified to give members of the public the opportunity to criticize and to express their opinions by way of formal objection to the proposals contained therein. The Minister of Works, local authorities having jurisdiction over matters in the City and the Councils of adjoining districts also had the right to bring forward objections to the proposals of the District Scheme.

In due course the Council advertised a summary of all objections received so that others could comment upon them if they so desired.

Following this, the Council proceeded to hear all objections and gave a decision upon each. Where an objection was disallowed, the party making the objection had the right to take the matter to the Town and Country Planning Appeal Board.

The documents comprising the District Scheme have been amended so as to give effect to objection and appeal decisions.

1.6 CONCLUSION

This District Scheme attempts to provide the means necessary for guiding the efficient, economic and harmonious development of the City of Auckland for the next twenty years.
2. The City of Auckland

2.1 BRIEF HISTORY OF THE CITY OF AUCKLAND

The City of Auckland was officially founded by Governor Hobson on 18th September, 1840. Before this date there had been little European settlement along the Waitemata Harbour. By 1841, Felton Mathew, the Surveyor-General, had drawn up a plan for the capital. In accordance with this plan the main settlement developed around the shores of Commercial Bay, with the principal commercial district in Shortland Street, leading to the administrative centre, with Fort Britomart, the Court House, Government House, the Post Office and Albert Barracks clustered on the Princes Street ridge. However, many of Felton Mathew's plans for avenues and squares were later abandoned because of the pressing need for more land on which to build.

The development of the communication pattern was the key to the development of Auckland's suburbs and hinterland. As early as the 1840's, roads had been laid out over much of the Auckland isthmus. In the succeeding 20 years the City extended considerably from Mechanics Bay in the East to Freemans Bay in the West, with a corresponding increase in population from 2,805 to 12,423.

Suburban residences were established in Herne Bay, Newmarket and around Mt. Eden in the 1850's. By 1865 Queen Street had replaced Shortland Crescent as the main street once the Ligar Creek had been controlled. Karangahape Road had become a popular residential area because of its harbour views and proximity to the centre, whilst lower quality housing was established in the Newton Gully area.

By the 1860's settlement had spread beyond the southern shore of the Waitemata and regular horse bus and coach services were being operated to the outlying settlements of Onehunga, Olaahuah, Panmure and Howick. The construction of the Great South Road materially improved access to the South and to those centres which had previously relied very largely on water transport for access.

The discovery of gold in the Thames - Coromandel area, the development of dairying in South Auckland and the Waikato following the Maori Wars, and the development of the timber industry in Northland and the King Country provided the base for Auckland's growth. At this time, the port of Auckland became important not only as a centre for coastal shipping serving the hinterland, but also for international trade which expanded rapidly with the growth, particularly in the South, of agricultural development.

By 1900 extensive residential development was taking place in Surrey Crescent, Grey Lynn, Mt. Albert, Mt. Eden and Remuera. The provision of horse drawn trams (1884 - 1901) materially assisted this dispersal of the population and encouraged the development of strip commercial centres along the main routes. Extensive reclamation by the Harbour Board had provided more land for commercial development at the foot of Queen Street, which was now firmly established as the commercial centre of the province. The two outer shopping centres of Karangahape Road and Upper Symonds Street had grown in association with the intensive residential development nearby.

After 1900, Auckland's communication links with other parts of the North Island improved materially. Important rail connections were established to provincial centres. In 1909, the Auckland to Wellington rail link was completed. Road connections, too, made rapid progress, and access from the increasingly busy port to the northern part of the North Island was made comparatively easy.

Within the City, electric trams had helped in the spread of residential development from Point Chevalier in the West to Meadowbank in the East. The opening of Tamaki Drive in 1932 was the key factor in the development of Kohimarama and St. Heliers as residential areas.
The 1930's also saw the beginnings of the State Housing development at Orakei (1937) and Meadowbank (1939). The consolidation of industry took place in the Westfield - Penrose area around earlier scattered development. In 1936 regular air flights to Wellington improved the communications system and the establishment of a regular air service to Sydney in 1940 joined Auckland to the international network.

Since the Second World War Auckland has experienced explosive growth. The population has doubled in the past 20 years and manufacturing output and employment have similarly expanded. Many of the residential areas which were only partially developed have now been consolidated, and suburban growth to the West, South and on the North Shore, particularly since the opening of the Harbour Bridge, has continued at a rapid pace. State Housing development in Mt. Roskill, Tamaki, Waterview and Te Papapa has added considerably to the growth of the City as a whole. New areas of industrial development have arisen at Glen Innes, Rosebank Peninsula, New Lynn, Mt. Wellington and Wiri in order to tap the nearby sources of labour. This has meant that the movement of people about the city to places of leisure, shopping and employment has called for new traffic patterns which are greatly different from those established when the central area was the sole centre of employment.

### 2.2 THE CITY OF AUCKLAND TODAY

Auckland today is the largest, most rapidly expanding and complex city in New Zealand. The City of Auckland now forms only a part of the whole urban area, but this part encompasses the office, business, financial, port and transportation centres. It also includes important recreational, entertainment and cultural activities which provide not only for the needs of the residents of the City itself, but also for those of the urban area as a whole.

Auckland's port function has always been the primary factor in the development of the city, beginning with the establishment of coastal shipping by the 1870's and the later development of overseas cargo and passenger links. Auckland became a major port of call after the opening of the Panama Canal in 1914, expanded its export and supply function during the Second World War, and today is the biggest New Zealand port handling the largest trade: 18% of all coastal tonnage and 35% of combined exports and imports (1960).

It is important for a large, expanding city such as Auckland, that work areas, living areas and recreation areas should be so balanced that each is readily accessible to the others. It is expected that, as the population grows on the periphery of the urban area, it will become increasingly difficult for people living in these outer areas to commute to the central employment area. Consequently, work areas will develop to the North and the West, and the southern employment areas around Penrose and Wiri will expand even further.

Thus the employment centre within the City of Auckland will continue to grow with the population, though at a decreasing rate as other employment areas develop. However, the City is likely to maintain its importance as the location of head offices and as the central organization for transport and industry, not only for the region, but also for the northern part of the North Island. This role will be reinforced by the motorway network which will provide ready access for all kinds of motor transport.
2.3 POPULATION

The following tables illustrate the population growth of the district in relation to provincial, regional and national growth:

**Table I - Population in Thousands**

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>New Zealand</td>
<td>1,702</td>
<td>1,939</td>
<td>2,174</td>
<td>2,415</td>
<td>2,677</td>
</tr>
<tr>
<td>South Island</td>
<td>556</td>
<td>625</td>
<td>677</td>
<td>730</td>
<td>783</td>
</tr>
<tr>
<td>North Island</td>
<td>1,146</td>
<td>1,314</td>
<td>1,497</td>
<td>1,685</td>
<td>1,894</td>
</tr>
<tr>
<td>Auckland Province</td>
<td>641</td>
<td>745</td>
<td>872</td>
<td>997</td>
<td>1,143</td>
</tr>
<tr>
<td>Auckland Region</td>
<td>330</td>
<td>379</td>
<td>439</td>
<td>512</td>
<td>612</td>
</tr>
<tr>
<td>Auckland Urban Area</td>
<td>287</td>
<td>329</td>
<td>381</td>
<td>448</td>
<td>542</td>
</tr>
<tr>
<td>Auckland City</td>
<td>125</td>
<td>128</td>
<td>137</td>
<td>144</td>
<td>150</td>
</tr>
</tbody>
</table>

**Table II - Population as % of New Zealand's Population**

<table>
<thead>
<tr>
<th>Area</th>
<th>1945</th>
<th>1966</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Zealand</td>
<td>100.0</td>
<td>100.0</td>
</tr>
<tr>
<td>South Island</td>
<td>32.7</td>
<td>29.3</td>
</tr>
<tr>
<td>North Island</td>
<td>67.3</td>
<td>70.7</td>
</tr>
<tr>
<td>Auckland Province</td>
<td>37.6</td>
<td>42.7</td>
</tr>
<tr>
<td>Auckland Region</td>
<td>19.4</td>
<td>22.9</td>
</tr>
<tr>
<td>Auckland Urban Area</td>
<td>16.8</td>
<td>20.2</td>
</tr>
<tr>
<td>Auckland City</td>
<td>7.3</td>
<td>5.6</td>
</tr>
</tbody>
</table>

**Table III - Comparative Rates of Population Growth 1961 - 1966**

<table>
<thead>
<tr>
<th>Area</th>
<th>Total Increase</th>
<th>% Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>New Zealand</td>
<td>262,000</td>
<td>10.8</td>
</tr>
<tr>
<td>South Island</td>
<td>53,000</td>
<td>7.3</td>
</tr>
<tr>
<td>North Island</td>
<td>209,000</td>
<td>12.4</td>
</tr>
<tr>
<td>Auckland Province</td>
<td>146,000</td>
<td>14.6</td>
</tr>
<tr>
<td>Auckland Region</td>
<td>100,000</td>
<td>19.5</td>
</tr>
<tr>
<td>Auckland Urban Area</td>
<td>94,000</td>
<td>21.0</td>
</tr>
<tr>
<td>Auckland City</td>
<td>6,000</td>
<td>4.4</td>
</tr>
</tbody>
</table>
These tables show that the rate of population growth of the City of Auckland is below both the national rate and the regional rate. This pattern can be accounted for quite readily. In the first place the City has relatively little land still available for housing development in comparison with other districts in the Region. This has meant that most of the new residential development has taken place in the peripheral areas beyond the City boundaries.

Nevertheless, the population of the district continues to increase, due to the following contributing factors:

1. The subdivision and development of some of the few remaining areas of unsubdivided land in the City.
2. The resubdivision and development of existing large lots.
3. The conversion of single family dwellings into two or more flats.
4. The demolition of older houses which are replaced by blocks of flats, and this despite the inroads of motorways, and commercial and industrial expansion.

At the last Census (March, 1966) the district population was made up as follows:

<table>
<thead>
<tr>
<th></th>
<th>Males</th>
<th>Females</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>73,022</td>
<td>76,967</td>
<td>149,989</td>
</tr>
</tbody>
</table>

This total figure indicates an inter-censal population increase of 4.4% compared with 5.1% for the preceding inter-censal period. In fact, since the 1951 - 1956 period, the population of the City of Auckland has continued to increase, but has done so at a diminishing rate.

This trend is clearly illustrated by the following comparison between extremes of population change for census divisions within the district for the last three inter-censal periods, and for the district as a whole:

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Max. %age change</td>
<td>-24% (Auck. Central)</td>
<td>-33% (Newton)</td>
<td>-55% (Newton)</td>
</tr>
<tr>
<td>Max. %age increase</td>
<td>+480% (W. Tamaki)</td>
<td>+48% (W. Tamaki)</td>
<td>+35% (Avondale South)</td>
</tr>
<tr>
<td>%age change for District</td>
<td>+6.4%</td>
<td>+5.1%</td>
<td>+4.4%</td>
</tr>
</tbody>
</table>

Significantly, the highest rates of decrease over the period 1951 - 1966 occur in the older, more centrally located areas of Auckland Central and Newton, and these rates have steadily grown over the period.

Conversely, highest rates of increase occur in the peripheral areas of West Tamaki and Avondale South, and these increases are diminishing in significance as less land remains available for residential development.

Viewed concurrently, these two intra-City trends are reflected in the diminishing growth rate of the district as a whole.
2.4 AGE AND SEX STRUCTURE (CITY OF AUCKLAND) 1966

<table>
<thead>
<tr>
<th>Age Group</th>
<th>Male %</th>
<th>Female %</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 4</td>
<td>8.4</td>
<td>7.8</td>
</tr>
<tr>
<td>5 - 14</td>
<td>16.2</td>
<td>15.1</td>
</tr>
<tr>
<td>15 - 20</td>
<td>11.4</td>
<td>12.1</td>
</tr>
<tr>
<td>21 - 64</td>
<td>54.7</td>
<td>51.7</td>
</tr>
<tr>
<td>65+</td>
<td>9.3</td>
<td>13.3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>100.0%</strong></td>
<td><strong>100.0%</strong></td>
</tr>
</tbody>
</table>

2.5 FUTURE POPULATION

This District Scheme is based on the following estimates of future population of Auckland City made by the Town and Country Planning Branch, Ministry of Works:

<table>
<thead>
<tr>
<th>Year</th>
<th>Estimated Population</th>
<th>Numerical Increase</th>
<th>Average Annual Percentage Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>1971</td>
<td>158,000</td>
<td>8,011</td>
<td>1.0 (1966 - 71)</td>
</tr>
<tr>
<td>1976</td>
<td>169,000</td>
<td>11,000</td>
<td>1.4 (1971 - 76)</td>
</tr>
<tr>
<td>1986</td>
<td>192,000</td>
<td>23,000</td>
<td>1.3 (1976 - 86)</td>
</tr>
</tbody>
</table>

These estimates were calculated on the basis of 1965 birth rates and were "adjusted by reference to past trends and the age and sex structure of the local population, and by allowing for the likelihood of any significant economic development. Past trends in local authority building statistics and other local information available to the Town and Country Planning Branch have also been taken into account." *

3. Residential

3.1 Policies

Council has developed the following policies for residential development, using as a basis the objectives expressed in Section 18 of the Town and Country Planning Act which is quoted on page 2 of this Scheme Statement.

(i) Residential development will be closely related to the availability and most efficient use of public services and facilities, i.e. transportation systems, open space, water supply, drainage reticulation, etc.

(ii) The urban and suburban commercial centres will contain the most widely used services. Therefore the higher residential densities will be located near these centres where services may be most conveniently obtained.

(iii) Stable residential areas having a high standard of amenity will be maintained at their established density to prevent deterioration resulting from incompatible redevelopment.

(iv) Residential development will be diversified to provide for a wide range of different kinds of housing and physical groupings to meet the varying needs of the community.

(v) Intensity of development will be related to aspect, i.e. the orientation of slope to climatic factors and view, so as to secure the best living conditions for the maximum number of people.

(vi) Only those uses which serve and are compatible with dwellings will be permitted within residential areas and they should be confined to those that do not attract substantial amounts of traffic into residential streets.

(vii) Amenities and features of outstanding natural, scientific or historic interest will be preserved and enhanced wherever possible.

(viii) Redevelopment of decadent or substandard residential areas will be encouraged by programmes to improve amenities to achieve acceptable standards of both public and commercial services and facilities.

(ix) Zones of differing intensities of use will be located in a manner which will prevent any undesirable interaction.

(x) New concepts of residential design will be encouraged, e.g. new concepts of housing and comprehensive developments where a number of different types of residential buildings are located in a well planned relationship to one another and to the adjoining development.

For these policies to be put into effect and the statutory objectives achieved it has been necessary to provide for the following range of housing:

Single-family detached
Single-family detached plus one small flat
Semi-detached
Town Houses
Low density multi-family apartments, 1 - 2 storeys high
Medium density multi-family apartments, 2 - 3 storeys high
High density multi-family apartments, 3 - 4 storeys high
High density multi-family apartments, multi-storey

3.2 Population and Housing Requirements

The extent and nature of the zones must be sufficient to accommodate the projected population of the planning period and must also be closely related to the housing needs of all sections of the community.
To ensure that adequate provision has been made for all residential development within the city the projected population was analysed in terms of household structure. From this analysis the demand for various types of housing in the family and non-family groupings has been calculated.

Studies were also undertaken to determine acceptable living standards in each type of housing and the resultant residential density. The amount of land in the various zones will permit the housing needs of all sections of the community to be met within the planning period.

3.3 FACTORS AFFECTING THE RANGE OF ZONES

(i) Single-Family Housing

No land has been zoned solely for the single family detached house. The least intensive zone - R.2 - permits as a maximum the erection of a single family house with one small flat attached.

(ii) Town House Development

In Auckland, as in New Zealand generally, the most important single factor affecting housing choice is the tradition of home ownership. In 1966, 25,925 or 60% of the 43,010 permanent private dwellings in the City were owner-occupied. However, in view of the small amount of vacant land remaining in the City it is likely that the present low density housing tradition represented by single family detached houses must be replaced by new forms of family housing at higher densities.

While some of the City has been zoned R.2, a large part of the residential area may be used for the development of more intensive housing forms, if the demand arises.

This demand for home-ownership in more intensive residential developments is already evident. However, most schemes for the individual ownership of flats have a serious disadvantage for lending institutions, particularly in the lack of a satisfactory title to each unit. (This tends to restrict the market for this type of development to retired or business couples, a factor which could have a serious effect on the population balance of the City).

Various types of housing were therefore investigated with a view to providing a more suitable type of individually owned multi-unit dwelling which could meet the requirements of the lending institutions. The most obvious type of higher density family housing which would meet these requirements appears to be the town house form, in which a number of two-storey houses form a block with their blank side walls connected together. The houses retain their individual front and rear yards.

With the town houses the acquisition of a separate title to each unit will be made possible by the Council permitting a subdivision of the land into separate sections for each unit, enabling mortgagees to register a mortgage against each section.

To ensure an adequate standard of design, the Council requires:

(a) a 20 ft. minimum site width per unit to allow for a two or three bedroom design, and to ensure usable outdoor living space which has a reasonable amount of sun penetration.

(b) a service area for outdoor clothes drying, storage, etc.

(c) vehicle access and parking located at the rear of each unit, or otherwise designed to prevent a stark appearance, or too frequent vehicular crossings over the pavement which would unduly limit kerb-side parking.

(d) a gap of from 2 to 4 inches (sealed at the edges) between each unit to reduce noise transmission between units.

(e) a fence approximately 6 feet high to provide privacy between outdoor living courts or service areas of neighbouring units, and to provide privacy to ground floor rooms from neighbouring outdoor living courts or service areas, or vice versa.
To avoid the monotonous appearance of long, unbroken lines of town houses and a build up of vehicles in the rear accessways, the maximum number of units in a continuous development will be restricted to six.

The Council will withhold final approval of the subdivision plan until the building has been erected in conformity with the plans and specifications.

As this housing form is primarily intended to be occupied by family groups, it has been included in Zone 3, and will be permitted also in Zones 4 and 5.

The major lending institutions have advised the Council that they will consider mortgages for the individual ownership of this type of unit.

(iii) Areas of High or Special Character

Special consideration has been given to a number of areas which, it was considered, should be retained at or near their existing intensity of use because of their pleasant spaciousness, high standard of development, extensive and mature planting, and generally established reputation. The landscape qualities within these areas have played a major part in their selection and the Council has assumed that the property owners concerned are likely to preserve these amenities.

The areas identified as having this special character are situated in the vicinity of the following streets:

(a) Mountain Road, Epsom
(b) Eastbourne Road, Westbury Crescent and Remuera Road, Remuera
(c) Victoria Avenue and Portland Road, Remuera
(d) Glen Atkinson Street, Grampion Road and Lammermoor Drive, St. Heliers Bay
(e) Fern Glen Road and Parkside Street, St. Heliers Bay

(iv) Deferred Development Zones

Zoning has been carried out to provide adequate areas for all development anticipated within the 20 year period. There remains the need to provide for flexibility in zoning to meet changing conditions and in order to prevent development which, at the time it is carried out, is piecemeal or premature in terms of existing services and facilities or which would have a detrimental effect on existing uses.

A grossly "overzoned" condition can result from an immediate zoning of areas to meet the anticipated demand towards the end of the 20 year period. By the use of "deferred development zones", however, it is possible to limit the extent of zones to the more immediate requirements, while publicly indicating the likely form of the City for the next 20 years. Deferment has been fixed for a maximum of 10 years from public notification of the review in order to allow for periodic analysis and adjustments.

The removal of any deferment provision will constitute a scheme change under Section 29 of the Town and Country Planning Act 1953, and will therefore be subject to the rights of the public to object, cross object and appeal, in accordance with the provisions of the Act.

The problems that the deferred uses zones are designed to solve arise only in areas where the intended ultimate zoning permits an intensity of development greatly in excess of their existing use. For this reason it has been necessary to apply them only to parts of the proposed medium and high density residential zones.
(v) Travellers' Accommodation

In recent years, the increase in car ownership has caused a corresponding need for motorist accommodation and the 'motel' has developed as a result. Differences between motels, private hotels, hotel flats, tourist flats, etc. are slight, and all are therefore included in the definition of "travellers' accommodation".

The location of motels was permitted under the previous district scheme as a conditional use in all residential zones. This approach has not proved satisfactory because of incompatibility between family housing and motels, due to differences in the size of buildings, and intensities of use.

Travellers' accommodation in residential areas has therefore been limited to the residential type without public restaurants (except in the Residential R.7 zones of the Central City Area), and is confined to zones of higher intensity of use than family housing. Within these zones, travellers' accommodation has been further limited to those areas which are close to commercial centres, recreational facilities and major transportation routes, and where it will not attract additional traffic through surrounding residential areas or constitute a considerably more intensive form of use than the existing development.

Also, in view of the relatively small extent of Zone 6, which is the zone intended for high rise development, an influx of motels into this zone could seriously prejudice the future residential development and defeat the purpose of the zoning. For this reason, motels are permitted in Zone 6 only in the Parnell Area, where they are already established.

The residential zones where travellers' accommodation is permitted are more particularly defined on Planning Map No. 1 under the notations Residential R.4A, R.5A and R.6A. Controls within these zones are designed to minimize, as far as possible, any incompatibility between travellers' accommodation and other permitted uses, and accordingly it is envisaged that travellers' accommodation will have a density not greater than that for apartment houses.

(vi) Professional Offices

In order to provide more opportunities for the development of professional offices within the city, combined residential and professional office buildings are permitted as conditional uses in the R.4A, R.5A and R.6A zones. To protect the amenities of these zones the proportion of office space in any building is limited and development is restricted to sites having frontage to specified principal streets.

(vii) Medical Offices, Clinics and Laboratories

A large number of medical and dental practitioners' offices, together with related clinical and laboratory services, have been established in the Remuera Road, Saint Marks Road area. Because of its central location, proximity to transport routes and major public and private hospitals, this area is inherently suitable for the development of medical chambers.

To encourage future development of this type in the area, a special 'medical' zone has been included in the Scheme. Controls within the zone are designed to maintain, as far as possible, compatibility between the medical uses and other permitted residential uses.

3.4 THE RESIDENTIAL ZONES

The range of zones established in the district scheme is set out below:
### ZONE BUILDING TYPES LAND ZONED (ACRES)

<table>
<thead>
<tr>
<th>Zone</th>
<th>Building Types</th>
<th>Land Zoned (Acres)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>First 10 Years</td>
</tr>
<tr>
<td>R.2</td>
<td>Single family detached houses with 1 unit</td>
<td>7,250</td>
</tr>
<tr>
<td>R.3</td>
<td>Family housing including flats at low intensities of use and town houses</td>
<td></td>
</tr>
<tr>
<td>R.4</td>
<td>Mixed family housing including town houses and multi-family apartments not exceeding three storeys</td>
<td></td>
</tr>
<tr>
<td>R.4A</td>
<td>As for R.4 and including travellers' accommodation</td>
<td>588</td>
</tr>
<tr>
<td>R.4D</td>
<td>Deferred First 10 years as for R.3, but excluding town houses</td>
<td></td>
</tr>
<tr>
<td>R.5</td>
<td>Multi-family apartments not exceeding four storeys</td>
<td></td>
</tr>
<tr>
<td>R.5A</td>
<td>As for R.5 and including travellers' accommodation</td>
<td></td>
</tr>
<tr>
<td>R.5M</td>
<td>As for R.5 and including offices, clinics and laboratories of registered medical and dental practitioners and registered medical auxiliaries</td>
<td>452</td>
</tr>
<tr>
<td>R.5D</td>
<td>Deferred First 10 years as for R.3, but excluding town houses</td>
<td></td>
</tr>
<tr>
<td>R.6</td>
<td>Multi-family apartments exceeding four storeys</td>
<td></td>
</tr>
<tr>
<td>R.6A</td>
<td>As for R.6 and including travellers' accommodation</td>
<td>29</td>
</tr>
<tr>
<td>R.6D</td>
<td>Deferred First 10 years as for R.3, but excluding town houses</td>
<td></td>
</tr>
<tr>
<td>R.7</td>
<td>Central area, multi-family apartments and commercial uses</td>
<td>79</td>
</tr>
<tr>
<td>R.S</td>
<td>According to individual areas</td>
<td>250</td>
</tr>
</tbody>
</table>

The uses permitted within each zone are more particularly described in Part 3 of the Code of Ordinances.

### 3.5 THE ZONING OF LAND

The following method was used to provide sufficient land at locations approximate to each zone, and to develop a residential zoning pattern for the city.
(i) Areas of special character were identified and have been included as "R.Special" zones.

(ii) Areas for the higher density zones R.5 and R.6 were selected. In order to cater for the demands of the concentration of people permitted in zones R.5 and R.6, additional consideration has been given to adequate street widths; accessibility to the Central City or large suburban centres (or, for zone R.5, to local employment centres or recreation areas); and proximity to major city routes.

Zone 6 is restricted to the generally flat areas on the crests of dominant ridges and headlands so as to reduce the effect of high rise structures on surrounding areas, to ensure the preservation of views and to enhance the natural landform.

In zone R.5, where it is anticipated that there will be a large amount of rental and low income housing, which has a demonstrably lower car ownership per person, the zone has been located close to public transport systems.

(iii) Of the remaining land the areas of highest potential were zoned R.4. This potential was measured on a lot by lot basis in terms of street width; access to the Central City Area; aspect (sun, wind, slope, view, etc.); unimproved land values; and convenience to suburban centres, public transport routes, and open space (including water).

The R.2 and R.3 zones were separated on the basis of the nature of existing development in order to protect areas of single family housing.

(iv) After the basic pattern of zones had been established, the further subdivision of the R.4, R.5 and R.6 zones into Deferred Development and Travellers' Accommodation zones was carried out.

(v) Zone R.7 replaces all previously existing Residential D zones in the Central City area.

(vi) Zone R.5M provides for the development of medical chambers in the Remuera Road, Saint Marks Road area.

3.6 CONTROLS WITHIN RESIDENTIAL ZONES

Density

The density limits allow full compliance with the requirements of the Code and leave an adequate margin for flexibility in the location and design of buildings.

Density limits in zones R.4, R.5, R.6 and R.7 are to be increased in relation to the frontage of the site so as to allow greater flexibility of design and siting of the building and at the same time to encourage the amalgamation of sites.

Provision has also been made for an increase in density limits in zones R.5, R.6 and R.7 as a bonus where off-street parking is provided either underground or within the building. The purpose of this provision is to encourage a more generous spacing of large buildings, thereby adding to the amenities of the zone.

The density limits in the Code are specified in habitable rooms per acre, which includes all rooms in a dwelling other than kitchens, laundries, bathrooms, waterclosets, entrance halls, passageways and private garages.

Open Space Requirements

Provision is made within the Code for a minimum percentage of the site to be grassed or planted in order to protect the visual amenities of the zone, to provide for the enjoyment of the residents and to discourage large areas of unsightly sealed or concreted yards.
Outlook Provisions

In order to give a certain degree of privacy to residents of apartment houses the Code requires that courts are to be provided adjacent to the main glazing of the living rooms of apartment houses.

Yards

As well as providing sufficient space between buildings to allow the penetration of daylight and sunlight, yards also serve the function of providing space for access around the building. They also give a certain degree of acoustic and visual privacy and help guard against the spread of fire.

Height Limits

These more particularly apply to the lower density zones where a height limit has been imposed which is consistent with the density limits and objectives of each zone.

Off-street Parking

The Code requires that at the time of any change of use of a site or the erection or change of use of any building, provision must be made for vehicles used in conjunction with that site to be parked upon it. The purpose of this requirement is to provide adequate parking facilities for motor vehicles on each site to meet the needs of its residents and users and to minimize the amount of parking on adjacent streets.

Daylight and Sunlight

The objective of a daylighting standard is the provision of sufficient daylight in all the rooms of each dwelling unit, with a minimum addition of artificial light.

As residential densities increase, and there are more buildings of a greater bulk, it is essential that buildings be spaced so as to protect adjoining properties from the inequitable removal of the level of daylight essential to health and amenities.

The use of Daylight Indicators for regulating the spacing of buildings in the United Kingdom has proved to be simple and effective.

Sky luminance conditions in Auckland provide a satisfactory level of lighting for rooms which have daylight factor levels similar to those recommended by the British Standards Institute, and these levels can be achieved (approximately) under local conditions by spacing buildings in accordance with the British Daylight Indicators.

The building-to-boundary Daylight Indicators have therefore been adopted as a measure for ensuring adequate daylight access to the boundaries of sites on which residential development is proposed.

The use of Daylight Indicators for the spacing of buildings will in most cases also ensure an adequate penetration of sunlight.

Rear Lot Development

To minimize the consequences of fire, development on rear lots in residential zones R.3, R.4, R.4 Deferred, R.4A, R.5, R.5 Deferred, R.5A, R.5M, R.6, R.6 Deferred, R.6A, R.7, R.Special B, R.Special C and R.Special D, has been made subject to limitations on permitted density.

These limitations apply where the entrance strip to any rear lot is considered to be of insufficient width, or too steep a grade to provide access for a fire engine, or where the length of entrance strip and distance from a street hydrant is excessive having regard to efficient fire fighting methods.

Subdivision standards for rear lots in all residential zones have also been revised to permit reasonable access for fire fighting purposes.
Special Provisions for Conversions

The effect of the residential Bulk and Location requirements on the conversion of existing houses into apartments has been modified to provide, in certain cases, for a more lenient application of the Outlook Court provisions.

Special Character Areas

Planning controls have been developed individually for each of the R.Special zones and are based on a careful analysis of the existing environment. This procedure has resulted in specialized subdivision standards, intensity of use limitations, building coverage and permitted uses.

3.7 SPECIAL PROVISIONS FOR SUBDIVISIONS OF LARGE AREAS FOR RESIDENTIAL USE

In some cases the subdivision or re-subdivision of large areas of land may permit the opportunity to re-assess the existing zoning of the land to take advantage of variations in topography, outlook, proximity to public transport and other facilities and the actual design of the proposed subdivision. In cases where the subdivider can demonstrate to the satisfaction of the Council that the zoning of the land can be varied to the advantage of the community and overall planning interests, the Council will initiate the necessary Scheme change under Section 29 of the Act, provided that

(a) the area to be subdivided or re-subdivided is not less than 5 acres in extent, and is to be used almost exclusively for residential purposes;

(b) the topography and physical characteristics of the land lend themselves to the change of zoning;

(c) the general principles of the relevant residential policies, as set out in clause 3.1 of this Scheme Statement, will not be contradicted;

(d) the widths of the proposed or existing streets are consistent with the proposed change in residential zoning.
4. Commercial

4.1 THE FUNCTION OF COMMERCIAL AREAS

The City's commercial areas provide the location for the business uses that supply goods and services to the community. Although these cover a wide range, they fall within three major groupings:

1. Retail selling
2. Professional and personal services
3. Office functions

4.2 AUCKLAND'S COMMERCIAL STRUCTURE

The commercial structure of the Auckland Urban Area is made up of centres of differing function and size, the interaction of which has little regard for territorial boundaries. Consideration has therefore been given to the influence of centres in adjoining districts.

The commercial hub of the Auckland Region is the Central Business District. This area, which is located completely within the Auckland City, houses the major department stores, offices and financial institutions. The influence of the Central Business District extends far beyond the Auckland City Council's boundary, and it is and will continue to be the dominating centre, although its relative importance in specific spheres, such as retailing, can be expected to decline as urban development increases.

A special study is being made of the Central Area and this scheme does not attempt to make any changes in anticipation of the results of that study.

Outside the Central Area lie the suburban commercial facilities of Auckland City. These are contained in three major groupings:

1. Major Suburban Centres: These larger centres have grown up on traditional lines (i.e. strip layout) at the key locations on transport routes. They provide the location for community facilities, e.g. library, and a wide range of shopping and personal services, but at present face problems associated with their age and layout, such as old buildings and inadequate parking.

2. Minor Suburban Centres: These centres of which there is an adequate number, are located throughout the greater part of the City, and supply mainly convenience goods, principally food, to the residents of the immediate neighbourhood.

3. Balance shopping: There are many isolated shops located mainly in the older parts of the City. While these can provide a useful service to the residents, it is not thought necessary to provide for them by way of commercial zoning as the provisions for dairies in residential areas will fulfil the community's needs in a manner more compatible with the amenities of the residential areas.

4.3 OBJECTIVES FOR COMMERCIAL DEVELOPMENT

The control of commercial development by way of town planning is directed towards establishing and maintaining good, convenient shopping, and commercial and professional services at appropriate locations throughout the City. The prime objectives are:

1. The reasonable distribution of convenient shopping throughout the City.
2. The elimination of detrimental effects caused by commercial areas.
3. Provision for expansion to meet the increasing demand for additional shopping, service and business activities.
4. The improvement of existing commercial areas.
The distribution of shopping in the Auckland area is at present being affected by significant trends in retailing. These trends affecting shop size and distribution, the function of shop units, and their marketing methods are becoming increasingly evident. In the outer areas where there is the greatest increase in population, new shopping centres are being built with off-street parking facilities, attractive shop decor, off-street servicing and pedestrian malls, and these contrast sharply with the older established strip shopping of the inner suburbs where the population growth is static.

The changes that affect the pattern may be grouped under the following:

(a) **Changes in Shops:** In line with retailing trends overseas (e.g. U.S.A.) there are now distinct trends to larger store units and a diversification in the range of goods sold in individual stores in New Zealand. Analysis of the 1963 Census of Distribution shows that there were fewer stores per head of population in 1963 than in 1956 and that their average turnover was greater.

<table>
<thead>
<tr>
<th>TABLE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Turnover and Population per Store</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>Average turnover per store</td>
</tr>
<tr>
<td></td>
</tr>
<tr>
<td>People per store</td>
</tr>
<tr>
<td>Expenditure per person</td>
</tr>
</tbody>
</table>

The increasing number of large supermarkets selling food and drink, household requirements, hardware, books and furnishings is indicative of these general trends. This type of shop with its sales promotion techniques provides the customer with a wide range of goods at one location and at competitive prices.

(b) **Changes in Store Location**

(i) **Shopping Centres:** Over the last decade Auckland has seen the emergence of the comprehensively designed shopping centre, e.g. Lynmall and Pakuranga; which is quite different from the pattern established by the traditional form of development.

Strip shopping in Auckland developed along the public transport routes, and thus a close relationship grew up between shopping habits, travel patterns and shop groupings. However, the great increase in car ownership and usage has given many shoppers the opportunity to visit centres which, although slightly further away, offer greater convenience and a wider range of goods.

Developers seeking to capitalize on the increased mobility of shoppers have established centres which, by taking advantage of all new developments in their design, have had a considerable effect in changing shopping attitudes and habits. The factors which have contributed to these new developments have in turn shown the drawbacks that the traditional strip centre suffers from, such as inadequate parking and traffic congestion.
(ii) Freestanding: The greater use of the motor vehicle has made it possible for many commercial uses to be established in relatively isolated positions. These uses, which rely heavily on the motorist and draw their custom from a large trade area do not greatly increase the overall convenience of the total shopping facilities, and if allowed would penetrate residential areas to an unacceptable degree.

Summary: The present distribution of commercial zoning in Auckland City is adequate to provide convenient and easily accessible shopping for all parts of the city, provided that the facilities at these locations are in line with modern requirements. The Scheme does, however, make provision for dairies situated in residential buildings to be established throughout the residential zones, thus ensuring an adequate distribution of this type of store. (See Dairies in Residential Zones.)

4.5 THE ELIMINATION OF DETRIMENTAL EFFECTS

The two major detrimental effects that commercial development can have on residential land are:

(a) Disturbance resulting from traffic generated by the commercial uses.

(b) Incompatibility between commercial buildings and the use of adjoining residential land.

The concentration of commercial facilities on the major street system should reduce to a minimum the penetration of residential areas by both trade and private vehicles travelling to and from the centres.

The use of the daylighting controls as detailed in the Code will give to adjoining residential properties a greater degree of protection than hitherto. These controls have been designed to minimize the effects of large commercial buildings which, if located close to the boundary of a normal residential site, could reduce the admission of daylight to that site to below the minimum acceptable standard.

4.6 PROVISION FOR EXPANSION

While the existing zone does provide sufficient land at suitable locations for most commercial purposes, there is also a need to meet the special demands for additional land that cannot be anticipated by the normal zoning process. The scheme therefore proposes to provide for the new and larger types of commercial activities, including supermarkets, taverns and licensed hotels, which will be necessary only in limited numbers, by way of scheme change and to provide a new commercial zoning for them.

The Council will consider initiating a change of this type where it is satisfied that the proposed use and development is compatible with the adjoining areas and uses and is in accordance with the intent of the following conditions and standards.

(a) The new commercial zone will, where possible, be located adjacent to existing commercial zones that face principal streets and with adequate access to principal or local distributor streets.

(b) In general the minimum site area will be 1 acre.

(c) Goods service will be provided to the rear of all shops and the service entry will be separated from the public parking area.

(d) Off-street parking will be provided at the rate of at least one car space for every 180 square feet of gross floor area, and the parking area will be landscaped in order to improve the visual amenity of the development and in particular the parking area, and to minimize the intrusion of commercial uses into residential areas.

(e) Parking areas, loading bays and entrance and egress layout will be designed and laid out to the satisfaction of the Director of Works and City Engineer.
(f) Bulk and location will be controlled by the Daylight Indicators and such other controls appropriate to adjacent residential zones.

(g) All storage and service areas will be adequately screened from the public and from residential areas.

Any application for the creation of such a zone will be accompanied by complete plans and existing development of the adjoining properties and of the applicant's proposals.

4.7 IMPROVEMENT OF EXISTING CENTRES

The major suburban centres, while functionally sound, do not offer sufficient off-street parking to meet the needs of the public.

In C2 zones a requirement to provide off-street parking has been introduced. This, in conjunction with street works, the improvements to the overall road network and the continuing improvement of individual shops and buildings, will help in overcoming the present deficiencies of these centres.

4.8 DAIRIES IN RESIDENTIAL ZONES

To supplement the shopping facilities provided at commercial centres, the permitted uses within residential zones R.3, R.4, R.4 Deferred, R.4A, R.5, R.5 Deferred, R.5A and R.5M zones include dairies as a conditional use.

In order to minimize any possible incompatibility between dairies and the residential areas they serve the following conditions will be applied:

1. In zones 4 and 5 all shop activities other than parking and loading will be carried out inside the building.
2. A dairy will not be permitted to face Principal Streets or Minor Access Streets.
3. The dairy will be attached to or form part of a dwelling unit.
4. The maximum (gross floor) area of any dairy will be 1,000 sq. ft.
5. The open space for use in conjunction with the shop will be physically separated from areas for use in conjunction with the dwelling unit.
6. The building will be subject to the normal bulk and location and density controls of the zone in which it is situated, with each 300 sq. ft. of gross floor area (or part thereof) assessed as one habitable room.
7. No burning of rubbish will be permitted in the area used by the dairy.
8. The following facilities will be provided for use in conjunction with the dairy and screened from all adjacent residential areas:
   (a) One off-street loading bay.
   (b) A storage area of 200 sq. ft. No exterior storage associated with the store operation to be permitted outside this area.
9. One off-street parking space will be provided in addition to the normal amount of off-street parking required to meet the residential requirements.
10. A 15 ft. pedestrian access strip will be provided between the shop frontage and street boundary.
5. Manufacturing and Warehousing

5.1 INTRODUCTION

The term industry in this Statement is used in a general sense and covers all aspects of manufacturing, warehousing and other general industrial activities. The zones have been named as Manufacturing zones to distinguish them from Warehousing zones.

5.2 INDUSTRY IN AUCKLAND

The Auckland City area contains some important sections of industry within the Auckland Urban Area, particularly in the Central City Area, which includes the port and rail terminal and industries sited near these transport facilities.

Extractive industries have grown up near Mt. Wellington to quarry the extensive basalt deposits of the area and in Avondale South where brick and tile manufacturing industries have been sited to take advantage of the clay deposits in that area.

In 1966, 77% of industrial employment was concentrated in the Isthmus section of the Auckland urban area. The balance of industry within the Region is changing, however, as expansion takes place on the outskirts of the urban area. The relative significance of the Isthmus and City industrial areas will, therefore, decline. The following table illustrates the position of industrial employment in the City in relation to the Auckland urban area.

<table>
<thead>
<tr>
<th>Year</th>
<th>City</th>
<th>Urban Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>1966</td>
<td>Total labour force</td>
<td>66,000</td>
</tr>
<tr>
<td></td>
<td>Industrial labour force</td>
<td>31,000</td>
</tr>
<tr>
<td></td>
<td>(* an A.R.A. estimate)</td>
<td></td>
</tr>
</tbody>
</table>

1986 - Projections made by the Auckland Regional Authority

<table>
<thead>
<tr>
<th>Year</th>
<th>Total labour force</th>
<th>Industrial labour force</th>
</tr>
</thead>
<tbody>
<tr>
<td>1986</td>
<td>80,000</td>
<td>160,000</td>
</tr>
</tbody>
</table>

The present distribution of employment within the Auckland Urban Area by sectors is as follows:

1966

<table>
<thead>
<tr>
<th>Sector</th>
<th>Northern</th>
<th>Western</th>
<th>Isthmus</th>
<th>Southern</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total surveyed labour force</td>
<td>9,200</td>
<td>7,500</td>
<td>142,100</td>
<td>20,800</td>
</tr>
<tr>
<td>Industrial labour force</td>
<td>3,800</td>
<td>4,800</td>
<td>64,800</td>
<td>10,600</td>
</tr>
</tbody>
</table>

At present there are approximately 9,200 acres zoned for industry in the Auckland Urban Area, of which approximately 1,030 are in the City.

* Figures obtained from the Department of Labour and Employment represent approximately 80% of the total labour force for the Urban Area, since the remaining 20% has not been surveyed.

The industrial land in the City is classified under the following zone types:

Manufacturing - which includes the following uses - Industrial (six groups); Burnt Clay (two groups); Quarry (one group); and Warehousing (two groups).

Sixty-six of these 1,030 acres will ultimately be required for motorway purposes, leaving a total 964 acres available for industrial development.
In addition, warehouses are permitted as a predominant use in the Commercial C.4 zone (190) acres and certain types of industry permitted in the Manufacturing M.1 zone are also permitted as a conditional use in the Commercial C.4 zone.

5.3 THE CITY'S INDUSTRIAL AREAS

For purposes of analysis, the industrial areas of the City were divided into the following categories:

(i) The Central Area, including Parnell, Newton Gully and land in the vicinity of Victoria Park, has 315 acres zoned for industry, of which 214 acres are at present in use. This area is the subject of a special investigation by the Town Planning Division and until this is completed no changes in the industrial zoning in this area are contemplated.

(ii) The Wharf area, most of which is owned by the Auckland Harbour Board, has 166 acres of land zoned for industry and little of this is available for future development.

(iii) The Suburban Districts, at Glen Innes and on Rosebank Peninsula are the major suburban areas of industrial employment with 123 acres in use out of 284 acres zoned for industry at Rosebank and 31 acres in use out of 131 acres zoned for industry at Glen Innes.

(iv) The remaining areas throughout the City are a number of comparatively small industrial areas which make up the balance of the industrial land.

(v) The Burnt Clay Products manufacturing areas are located adjacent to Great North Road, East of the New Lynn Borough. At present 17 acres are zoned for this purpose.

(vi) The quarry areas are located in the vicinity of Mt. Wellington where a total of 254 acres are zoned for this purpose.

5.4 LAND REQUIREMENTS FOR MANUFACTURING ZONES

1. Auckland City

65% of the land zoned industrial is now used for industrial purposes. Since the 1954 Land Use Survey a total of 150 acres has been added to land in industrial use at that time. This represents an average of 11.6 acres per annum. If the demand for industrial land continues at this rate for the next twenty years then a further total of 232 acres of land will be used. The amount of land available for new industrial development at the present time is 435 acres, which is 203 acres more than that estimated on the projection of present trends.

An estimate has also been made of the industrial work force in the City in 1986. This figure is 39,000 and approximates an independent projection of 39,400 made by the Auckland Regional Planning Authority. The present work force has been estimated as being 31,000. The amount of land required to accommodate this estimated increase of 8,000 will depend on the future density of industrial employees, i.e. whether future development is an intensive user of land or otherwise. The Auckland Regional Authority has predicted a site density for the Isthmus in 1986 of 20 workers per acre. Some British estimates have been based on a figure between 30 and 40. The following table illustrates results of different work force densities as applied to the available land in Auckland City:
The future density, which will largely depend on the types of industry involved, is expected to be within this range and the 1,030 acres zoned for industry at present will therefore be adequate. In addition to this area, there are approximately 435 acres that are designated for specific public purposes but which have an underlying zoning as industrial.

2. Glen Innes

An area of 72 acres South of Merton Road has been included as an industrial zone in the Reviewed Scheme. A comparison of industrial employment and resident industrial workers by statistical districts has shown that there is a surplus of resident industrial employees in the Glen Innes district of approximately 2,000. The amount of land previously zoned for industry in the district appears to have been inadequate to provide sufficient employment for the long-term needs of this locality. The proximity of Glen Innes to the proposed South-eastern motorway also makes further industrial zoning in the area desirable.

5.5 WAREHOUSING ZONES

The importance of Auckland City as a port and rail terminal has resulted in a demand for storage and marketing facilities in and near the central City area.

The following Warehouse zones have been included in the District Scheme in order to provide areas for these facilities which, although related to general manufacturing uses, have separate and distinct land use requirements and characteristics.

Warehouse Zone W.1 The purpose of this zone is to make provision in the Freemans Bay Reclamation Area for warehousing and storage facilities to assist in meeting the requirements of the central and western portions of the City and the nearby manufacturing zones. The controls within this zone have been developed to meet the particular requirements of the zone and protect the amenities of the adjoining residentially zoned land.

Warehouse Zone W.2 The purpose of this zone is to make provision for the City produce markets. The zone is located in the Central City Area and surrounding areas are zoned for manufacturing uses. The controls within this zone have been developed to meet the particular requirements of the City Markets, particularly with regard to off-street parking and loading.
6. Recreation Zones

Recreation zones have been established for areas which are used or intended to be used for recreational purposes; areas for public amenity and enjoyment; and areas to be retained as open spaces.

The Recreation zones include recreation grounds, ornamental gardens, parks and children's playgrounds and open spaces in general (Rec. 1); major yachting facilities at Westhaven and Okahu Bay with limited commercial facilities (Rec. 2); and pleasure yachting facilities on a local basis providing for the launching of light craft and associated parking of cars and trailers (Rec. 3).
7. Designated Land

Designated land in the City of Auckland falls into the following categories:

Class (A): Land in use for private and public recreation.

Class (B): Land proposed to be used for private and public recreation.

Class (C): Sites of burial grounds.

Class (D): Sites of public buildings and public uses, and land designated for public purposes not included within Classes (A), (B) and (C) above.

Class (E): Railway land.

Class (F): Water within the district.

Class (G): Motorway land.

The following paragraphs summarize the purposes classified above, and indicate the manner in which the land is defined on the Planning Maps:

Class (A): Land in use for private and public recreation.

This land is owned in part by the Council, in part by the Crown, in part by local authorities and in part by private owners.

(i) Land open to the public (e.g. the Auckland Domain and the Chamberlain Park Golf Course) is defined on Planning Map No. 2 as land designated for existing public recreation purposes.

(ii) Land of value to the community as open space but to which the public does not have unrestricted access for recreation purposes because of the erection of fences or private ownership or management of the land (e.g. land held by Tennis, Bowling and Croquet Clubs, or the Racing and Trotting Clubs) is designated on Planning Map No. 2 for existing private recreation purposes.

Class (B): Land proposed to be used for private and public recreation.

In some cases the land has been the subject of a resolution of the Council approving future acquisition for development. In other cases, land will be partly developed by its present owners under an agreement with the Council before the transfer takes place. In a number of cases, however, the land has value to the community in its undeveloped state, and it is the Council’s intention to secure the retention of the present character of use without in every case acquiring title. All the above land is defined on Planning Map No. 2 as land designated for proposed public recreation purposes or as land designated for proposed private recreation purposes. The proposals defined on Planning Map No. 2 are scheduled in Appendix A to this Statement.

Class (C): Sites of burial grounds.

Areas of land not owned by the City Council and held as burial grounds are designated as "Reserves for National, Civic, Cultural and Community purposes - Burial Grounds".

Class (D): Sites of public buildings and public uses, and land designated for public purposes not included within classes (A), (B) and (C) above.

Existing public buildings and public uses are defined on Planning Map No. 2 by the notation "Reserves for National, Civic, Cultural and Community purposes and Schools" and the particular purpose is designated in respect of each parcel of land.

The proposed public purposes for which land has been designated include the wide variety of proposed public works defined in Planning Maps Nos. 2 and 3 by the notation "Proposed Reserves for National, Civic, Cultural and Community purposes and Schools", the particular purpose being designated in respect of each parcel of land. The proposals defined on these maps are scheduled in Appendix A to this Statement.
Class (E) : Railway land.

In this class is included land used and proposed to be used in the operation of the railways. The proposals defined on Planning Map No. 2 are scheduled in Appendix A to this Statement.

Class (F) : Water within the district.

Consists of Western Springs Lake and of a number of tidal inlets and creeks. The Scheme excludes land covered by larger bodies of water, such as Hobson Bay.

Class (G) : Motorway land.

In this class is included land proposed to be used for motorway purposes. The proposals defined on Planning Map No. 2 are scheduled in Appendix A to this Statement.

All designated land is zoned in accordance with the basic suitability of the land.

Existing reserves are designated and included in a Recreation Zone, as it was considered to be in the public interest that the public should have the right of objection and appeal in the case of any proposed change of use.
8. Special Proposals for Defined Areas

8.1 FREEMANS BAY RECLAMATION AREA

Introduction: Since World War II it has become increasingly apparent that comprehensive urban renewal policies are necessary for the effective development of Central Auckland City. Obsolescence of structures and an unacceptable mixing of land use are now evident in various parts of Auckland.

These problems were recognized at an early stage by Council and, to date, two methods of urban renewal have been successfully employed. In the first instance Council originated legislation (Auckland City Housing Act, 1942, followed by the Housing Improvement Act, 1945) under which properties could be compulsorily upgraded to an acceptable standard. Secondly, the preparation of a plan for the total reclamation of Freemans Bay resulted in 324 acres being gazetted as a Reclamation Area under Part 2 of the Housing Improvement Act, 1945. In April 1962, Council resolved to remove 86.5 acres from the Reclamation Area, and of the remaining 238 acres, 12.3 acres have been cleared and redeveloped in the Whitson Terrace and Philips Street blocks, together with some small areas of pensioner housing.

These two methods of renewal have been successful to the point that substantial areas of the Reclamation Area are no longer in need of total clearance and redevelopment. Therefore Council is now able to adopt a range of policies for different parts of the Reclamation Area.

Renewal Policies: The policies are as listed below, and the areas to which they refer are shown on map Freemans Bay Renewal Policy P.

(i) Total Clearance Areas: In Area 1, Council policy is to achieve total clearance and redevelopment.

As it is proposed to complete this work in ten years, Council will not encourage rehabilitation of properties in these areas. Also, because total clearance and redevelopment can result in a new street and subdivision pattern, private redevelopment will not be permitted unless it accords with Council's own plans for the area, or is to a development plan, for an area of not less than three acres, which has been approved by Council. Streets in this area which are considered inadequate to meet the requirements of proposed future development may be closed.

(ii) Limited Redevelopment Areas (Residential): In Area 2, Council policy is to achieve a limited form of comprehensive redevelopment requiring some modification to the street and subdivision pattern.

As it is proposed that this will be achieved by spot redevelopment over the twenty year planning period, Council will not, in general, oppose the rehabilitation of a property which is an existing and permitted use. Council will also favourably consider a proposed redevelopment or change in use, provided that the proposal does not conflict with Council's own plans for the area. Consent to any proposal may depend on land being dedicated for road widening purposes, land being given for reserve or access purposes, or the amalgamation of titles, or such other requirements as will further Council's plans for the area.

(iii) Limited Redevelopment Area (Warehousing): In Area 3, Council policy is to establish, in the long term, a Warehousing zone as defined in Ordinance 501.

In the meantime, Council will give favourable consideration to applications for warehousing redevelopment under the same terms as for Area 2, but it may have to defer or reject some, depending on the final settlement of road patterns and other facilities in the area.

(iv) Rehabilitation and Redevelopment Area: In Area 4, Council policy no longer includes comprehensive clearance and redevelopment. Because street widths are generally satisfactory, sites are generally of adequate standard, and buildings are generally of reasonable condition. Council will not, in general, oppose rehabilitation or redevelopment for any
permitted use in this locality. These properties are retained in the Reclamation Area in order to protect them against possible low quality private development which could also have a detrimental effect on the whole general area and Council's plans in relation to it.

(v) Conservation Area: In Area 5, Council policy will be to carry out a programme of conservation and landscaping as a further contribution to the amenities of the area. These are the localities where Council has carried out clearance and redevelopment.

(vi) Motorway Land: Area 6 is that land to which a Middle Line Proclamation has been applied for Motorway purposes. In the event of any of this land not being required for Motorway purposes, it will be included as part of Area 1 or Area 2 or Area 3 and the appropriate policies shall apply.

General

(i) Ordinances: Proposals in the Reclamation Area are subject to the provisions of Ordinances 202 and 804.

(ii) Zoning and Development Works: For information on zoning and development works in the Freemans Bay Reclamation Area, refer to the District Scheme Planning Maps Nos. 1 and 2, Sheet No. 4A.

8.2 CIVIC CENTRE

This is a joint enterprise by the Government and the Council for the location of Government administrative offices, Civic administrative offices, Mayoral reception rooms and the public assembly, social and entertainment halls administered by the Council. The enterprise was the subject of an agreement between the Government and the Council, signed in April, 1950.

Under the agreement, a Civic Centre Technical Advisory Committee was set up to advise upon matters in connection with the acquisition of land and property, and upon the execution, control and management of the Civic Centre Scheme. No decision of the Advisory Committee binds the Minister, the Council or any public authority.

Of the various matters covered by the agreement, and by the subsequent deliberations of the Advisory Committee, this District Scheme includes the following:

(i) The boundaries of the Inner Area, as defined by the First Schedule to the agreement, are scheduled in this Statement.

(ii) The land within the Inner Area is set apart for Civic Centre purposes (Planning Map No. 2, Sheets 4A and 5A and Planning Map No. 4.)

(iii) An architectural "site and layout plan" for the Civic Centre buildings, and the zoning plan for the land within the Inner Area are shown on Planning Maps Nos. 1 and 3.

(iv) Street works associated with Civic Centre development on land not within the Inner Area are shown on Planning Map No. 2, Sheets 4A and 5A.

(v) The proposed underground carpark is defined on Planning Maps Nos. 2 and 3.

(vi) Within the Outer Area, which is defined on page 30 of this Scheme Statement "Civic Centre and Surrounds", the agreement states:

The Council will bring before the Advisory Committee, as early as possible, every application for a permit to erect any new building or substantially alter any existing building within the outer area and where any such building proposals might affect the Civic Centre will, so far as it may, use its best endeavours to influence the design and proportions of the building to conform with the scheme.

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FREEMANS BAY RENEWAL POLICY
INNER AREA
OUTER AREA

CIVIC CENTRE & SURROUNDINGS
SCHEDULE OF LAND FORMING THE "INNER AREA" OF THE CIVIC CENTRE

"All that area in the North Auckland Land District, being part of the City of Auckland, bounded by a line commencing at a point being the North-western corner of Lot 1 on D.P. 4059, Pt. Allot. 4 of Section 30, City of Auckland, thence by a right line in a South-westerly direction to the southernmost corner of Lot 1 on D.P. 14284, being portion Allot. 12 of Section 30, City of Auckland, thence by another right line in a South-westerly direction to the southernmost corner of Pt. Allot. 1 of Section 28, City of Auckland (D.P. 21290), thence in southerly direction along the South-eastern boundaries of Allot. 2, Section 28 on D.P. 19154, City of Auckland, and Lot 2 on D.P. 18506 being Pt. Allot. 5 of Section 28 City of Auckland to the South-eastern corner of the last mentioned allotment, thence by a right line across Vincent Street to the South-western corner of Lot 4 of Allot. 37, Section 28 City of Auckland D.P. 1176, thence by a right line to the South-eastern corner of Pt. Allot. 36 of Section 28, City of Auckland, thence by another right line in a South-easterly direction to the westernmost corner of Pt. Allot. 51 of Section 28, City of Auckland, thence along the South-western boundary of the aforesaid allotment, to and across Greys Avenue to the South-eastern corner of Lot 1 on D.P. 2116, Pt. Allot. 53 of Section 29, City of Auckland and portion of Allot. 52 of the said Section 29 adjoining same, thence by a right line in an easterly direction to the North-eastern corner of Lot 9 Section 29, City of Auckland on D.P. 879A, thence in a North-easterly direction along the North-western side of Queen Street to its intersection with South-western side of Wellesley Street West. Thence in a North-westerly direction along the South-western side of Wellesley Street West aforesaid to the point of commencement; the said area being shown coloured red on Plan P.W.D. 128255."

8.3 GLEN INNES SHOPPING AREA

This shopping area was designed by the Housing Construction Division of the Ministry of Works in 1951 - 1953 and the layout is shown in detail on that Division's Plan HDA. 31281. Buildings erected on the shop sites defined on that plan are intended to be all of similar architectural design. This and other matters relating to the development of the shopping area are under the guidance of a special Government committee, and with the exception of site coverage, this committee deals with matters outside the District Scheme. Under the Scheme, however, a diagram is attached as Appendix M to this Statement, showing, in general principle, the layout of the shopping area (from HDA. 31281) and indicating the maximum permitted coverage of the shop sites.

A small part of this shopping area has yet to be developed.

8.4 CENTRAL AREA STUDY

Following the recommendations of the report "Planning in the Central Area", prepared by Colin Buchanan and Partners of London, a special study is being made of the central part of the City by the Town Planning Division of the Council's Department of Works and Services. This involves a detailed study of existing and future aspects of traffic, land use and the environment of the area.

Any changes to the Council's planning policies which may arise from this study will be implemented at some later stage, where necessary, by way of changes to the operative scheme under the provisions of Section 29 of the Act.
9. Roading

INTRODUCTION

The previous Development Works concerning roading were introduced into the District Scheme in accordance with the recommendations of the "Master Transportation Plan for Metropolitan Auckland" published by the Technical Advisory Committee of the Auckland Regional Planning Authority and approved by Council on 11th October, 1955. This plan included proposals for a system of urban motorways for the metropolitan area, including an inner ring around the central business area of Auckland City, together with proposals for additional bus terminals and long and short term parking facilities. In May 1963, De Leuw Cather and Company were appointed by the Auckland Regional Authority "to conduct a comprehensive study of highway transportation in the Auckland Metropolitan Region". They prepared two reports: the first, published in July, 1965, contained proposals for co-ordinated Bus and Rail Rapid Transit System; and the second, produced in October 1965, completed the work with proposals for a metropolitan highway network and recommended the provision of an additional 7,000 parking spaces by 1986. This comprehensive transport plan was based on land use, population and employment projections to the year 1986 for the entire region.

The Auckland Regional Authority, on 5th April, 1966, approved in principle the proposals of the De Leuw Cather Reports, (with the exception of those relating to water transport) and decided to proceed with negotiation with all interested parties in relation to procedure, feasibility studies, costs, etc.

The Auckland City Council, on 6th April, 1966, resolved to approve the system of motorways outlined in the De Leuw Cather reports, but were not satisfied that the proposals for the co-ordinated bus and railway system would achieve benefits to justify the costs incurred. The Council also resolved to ask Colin Buchanan and Partners (London) for further advice in determining "the best possible street connection to the inner city motorways".

Messrs. Colin Buchanan and Partners produced their report "Planning in the Central Area" - an assessment in which their principles of roading and environmental area planning were presented as applicable to planning in Auckland City and in which it was submitted that a special team be set up to study the central area.

The approach to road planning and its relation to land use, which follows in this part of the Scheme Statement, stems largely from the findings of the three reports outlined briefly above.

9.1 THE FUNCTION OF ROADS

Roads serve two traffic functions: the movement of traffic and the provision of access to properties. Most roads serve these two functions to varying degrees, but at one extreme there is the motorway providing no direct access to properties, and at the other there is the residential cul-de-sac which has no through traffic.

The driver of a motor vehicle has two ideal sets of requirements:

(i) While making long trips he desires as little interference as possible from vehicles and adjacent land use, high travel speeds with all vehicles moving at similar speeds, and good grades and visibility.

(ii) The driver wishing to leave or enter property needs low volumes of traffic, low travel speeds, and convenient, safe parking.

It is apparent that these two sets of requirements are incompatible. Therefore, if the "driving environment" is to be satisfactory at all stages of the trip then land use must be carefully related to the road network.

Furthermore, the desire for complete "door to door" accessibility conflicts with the need to be free from the noise, fumes, vibration, anxiety and visual intrusion of large volumes of traffic.
In the urban area there are two means of resolving the conflict between driver requirements and the conflict between accessibility and environment.

(i) To create areas where the environment takes precedence over the movement and parking of vehicles, i.e. the "environmental area", where daily life is carried on and where the maintenance of a safe, pleasant and efficient place to live and work is essential.

(ii) To create a highway network on to which longer movements of vehicles from area to area are concentrated, thus leaving the environmental areas free to accommodate only their own traffic. On this highway network there should be a sufficient standard of design to make driving a safe and pleasant experience, and to ensure that the primary network provides the quickest and most convenient route from place to place; otherwise "short-cutting" through the environmental areas is the inevitable result.

An environmental area exists as a result of a policy decision (e.g. the Civic Centre) or of relevant planning considerations evaluated on an individual basis, and not because of a minimum or maximum size or other technical feature. However, an environmental area is often bounded by natural features, e.g. a ridge, the coastline, etc., or main traffic routes.

9.2 THE TWO ROAD GROUPS

Roads have been defined and classified in the following way:

(i) Primary Streets on which the main function is to carry traffic. These form the main network, and help define environmental areas.

(ii) Secondary Streets on which the need for efficient distribution of traffic is balanced against the need to maintain the quality of the environment. These penetrate the environmental area, and only that traffic which has business within the area should have occasion to use its roads.

Primary streets are classified according to the level of service to the driver for a given volume of traffic, and to the degree of access control. Secondary streets are classified according to the limitations on traffic volumes required to protect the environment (see classification of hierarchy of roads, paragraph 8).

The classification of roads determines their elements and controls width and grade, intersections, street lighting, street signs, parking restrictions, land use controls, etc. The result of designing and "furnishing" a road according to its classification is to make the roading pattern clearer to the motoring public.

Since the capacity of a road network is generally limited by the standard of the intersections, it is as important to classify intersections as to classify roads. Outside the Central Area, there are three broad classes of intersection, with a diminishing need of control: motorway interchanges, major intersections and minor intersections. (See paragraph 5.)

9.3 ROADING AS LAND USE

A substantial increase in traffic using a residential street (as a result, say, of a planned short cut to a new motorway) detracts from the amenities of the neighbourhood just as much as some of the changes in land use to which the public has been given the right of objection through the administration of the District Scheme. Such road use changes are henceforth indicated in the District Scheme, and any changes to the proposed street classification or use will be by way only of a Scheme Change.

9.4 A ROAD NETWORK FOR AUCKLAND

On the Auckland Isthmus, the primary road network generally follows the cart tracks made by the early settlers, usually along broad, fairly level ridges,
frequently separated by steep gullies. Thus, a natural primary road network has been determined largely by the local land forms.

In addition, there are two networks in the process of being formed:

(i) **The Motorway Network**

The motorway network as recommended by the De Leuw Cather Report has been approved in principle by the Auckland Regional Authority. This motorway network is accepted for the purposes of the District Scheme as a fixed design element in the road network.

(ii) **Regional Road Network**

The Auckland Regional Authority has prepared a proposed network of major roads to serve the region. This network is based on the recommendation of the De Leuw Cather Report. The network outlined here for Auckland City is intended to form a part of these regional proposals.

(iii) **The Primary Network**

Compared with many overseas cities, Auckland is fortunate in that the road network can, with comparatively little difficulty, be modified to comply with the principles already outlined. This is because the major roads lie along the same ridges which tend to define the different neighbourhoods in Auckland. This is well illustrated by the way Great North Road, Jervois Road and Ponsonby Road follow the ridges which separate and have contributed to the form of Herne Bay, Ponsonby and Freemans Bay.

(iv) **Zoning**

The road network has been designed in conjunction with the zoning proposals for Auckland, and zone boundaries are related to the road network. The network helps define environmental areas which are suited to the various land use zones of the city.

The District Planning Map No. 2 also shows the Interchange Control Areas (See paragraph 5) which require special planning controls because of their proximity to motorway access points and intersections.

Where a proposed motorway is represented on District Planning Map No. 2 as "not designated", the route is at least approved in principle and has been accepted as the responsibility of some planning and constructing agency. A proposed motorway falling within this category is shown merely to draw the attention of the public to the route, so that where necessary, enquiries can be directed to the appropriate constructing agency. The District Scheme merely brings these future motorway routes to the notice of the public, while leaving the responsibility for protecting the route clearly in the hands of the constructing agency, which is best informed and most able to act when necessary.

Where a proposed motorway is represented on District Planning Map No. 2 as "designated", the route has been included in the District Scheme pursuant to a requirement of the Minister of Works. Any subdivision of, or carrying out of any work on, land DESIGNATED for proposed motorway, must comply with the provisions of Ordinance 202 of the Code of Ordinances, Special Provisions - Designated Land.

At NO stage will the Council attempt to advise the public of the EXACT location of a future motorway.

9.5 **INTERSECTIONS**

(i) **The Motorway Interchange -**

The capacity of a street system is normally limited not so much by the lane capacity as by the capacity of the intersections. Similarly, the successful operation of the motorway system depends on the ability of the interchanges to operate at their full design capacity.
The interchange enables traffic to enter or leave the motorway system and also provides the driver with a zone of transition from the high speed, limited access highway, to the low speed surface street with its traditional rights of use, access, frontage development and kerbside parking.

Certain uses have been found overseas to be attracted to interchange areas, and these uses are invariably high generators of traffic. They mainly fall into two groups:

(a) Uses which are placed next to the interchange in order to cater for the motorist and his vehicle.

(b) Uses which are placed next to the interchange because of the convenience and usefulness of the motorway for heavy traffic coming from a source of materials or taking goods to their market destination.

It will be recognized that in particular cases it may be efficient land use planning to allow some heavy generators to be sited near interchanges, having due regard for other planning issues involved. The Council will examine all applications made in interchange control areas to ensure that a number of uses which generate high volumes of traffic at the same time do not congregate in these areas and create a situation where the interchange or its adjoining intersections may become over loaded.

A common cause of the failure of an interchange is the tendency of high intensity land uses surrounding the interchange to seek to have their access points as near the ends of the ramps as possible, leading to excessive turning movements, and inadequate queuing and weaving distances for vehicles entering the adjoining controlled intersections. It has therefore been considered necessary to incorporate an Interchange Control Area in the Code of Ordinances.

The Interchange Control Areas in which any use may be deemed by the Council to be a conditional use, are shown on District Planning Map No. 2. As well as special consideration being given to land use controls, street frontages in these zones are liable to controls for the protection of the efficient functioning of the interchange as set out in Part 201 of the Code of Ordinances, Special Provisions Interchange Controls.

(ii) Street Intersections

Intersection improvements or controls are needed to reduce accidents and to maintain or increase the traffic capacity of the road network. Approximately 50% of all road accidents in the Auckland City area occur at intersections.

Control of new development is necessary close to important intersections which already are or likely to become congested during the planning period. Towards this end, control of vehicle entrances has been introduced into the Code of Ordinances.

Within the areas near critical intersections (as defined in Appendix 4 of the Code of Ordinances) close consideration will be given to the controlling of types of land use, the placing of building lines, the provision of off-street parking and loading requirements, and maintenance of sight lines when evaluating any Conditional Use or Specified Departure applications.

9.6 BUILDING LINES FOR STREET WIDENING PURPOSES

Council has adopted a policy of imposing building lines where future street widening should be safeguarded.

The building line is not the means of street widening. Its purpose is to reduce the cost of the street widening operation (including property acquisition) when this becomes necessary, by ensuring that new buildings are
set back at a suitable distance from the road, and therefore will not have to be bought or demolished.

Appendix A to this Scheme Statement lists the building lines imposed for street widening purposes and they are also shown on District Planning Map No. 2.

9.7 SUMMARY

The scheme makes a distinction between those roads (the Primary Network) on which the main function is to carry traffic, and those roads (the Secondary System) on which the need to distribute traffic is balanced against the need to protect the quality of the environment.

Consequently, the owner of property fronting onto a part of the primary network must expect large volumes of traffic to pass his street frontage, and he must anticipate that full use will be made of the street width for the movement of traffic. If he wishes to develop his property he must expect close control to ensure that traffic generated by it does not unduly disrupt the main traffic flow. In the case of properties having frontage onto the Secondary Street System, Council will take into consideration the effect that any substantial increase in traffic generation would have on the quality of the environment, and it will balance this against the need to provide for the efficient distribution of traffic within the area.

These matters will be taken into account in considering any application under Conditional Use or Specified Departure Procedures.

9.8 DEFINITION OF THE ELEMENTS OF THE STREET NETWORK FOR THE PURPOSE OF THIS SCHEME

(i) The Primary Network

(a) Motorways

(Defined in the Public Works Act 1947 and the Motorways Regulations 1950)

Function: The motorway provides a major spine for the network and connects with the arterial and principal streets through the interchanges.

Form: The design includes full control of access with divided carriageway construction and grade separation of all intersections.

Traffic: A motorway is desirable in urban areas for total traffic flows exceeding 20,000 vehicles per day.

(b) Arterial

Function: Where traffic volumes do not justify a motorway, arterial roads exist for major traffic movements between the principal sectors of the region, distributing traffic to and from the motorways, and linking important localities not served by the motorway network.

Form: The arterial street may incorporate some degree of access control to assist the flow of traffic and provision for separated carriageways may be necessary.

Traffic: The total traffic flows may vary between 10,000 and 25,000 per day.

(c) Principal Streets

Function: These complete the primary road network, and distribute traffic to and from the motorway network. Some principal streets may carry low weekday volumes but high weekend volumes because they lead directly to outer motorway connections, or serve recreational facilities.
Form: Principal urban streets will, with few exceptions, be contained in the usual 66 ft. street width, but at some of the intersections local widening may be required for increased capacity and traffic signals.

Traffic: Principal streets carry, generally, between 5,000 and 10,000 vehicles per day, but in the areas close to the Central Business District the number may increase to 20,000 vehicles per day, with a correspondingly reduced level of service.

(ii) The Secondary Street System

This system of streets carries the traffic moving within the residential areas. These streets should not provide "short cuts" across the Primary Road Network and should not sever the neighbourhood by creating high volume traffic corridors.

(a) Local Distributor Streets

Function: These streets act as local main streets and bus routes in conjunction with the major access streets.

Form: These are generally contained in a 66 ft. wide street and are similar in cross section to principal streets. But a greater emphasis is placed on the primarily residential nature of the street by increasing the grass separation strips between the footpath and the carriageway and by extensive use of tree planting, etc.

Traffic: Local distributors generally carry between 1,000 and 5,000 vehicles per day. If it is not possible to avoid having a secondary street carrying more than 5,000 vehicles per day, then care will be taken in its design to give as much protection to the environment as possible.

(b) Major and Minor Access Streets

Function: These roads function almost entirely as accessways and have a very minor "through" function - the cul-de-sac, a typical minor access street is entirely "access" in function while the "loop road" is a typical major access street.

Form: These streets will be 66 ft. wide or less and with substantial berms and planting.

Traffic: As these roads penetrate completely into the residential environment they should not carry, in residential areas, more than 100 to 180 vehicles per hour at peak periods, depending on the degree of protection required by and provided for the residents.

10.1 PRESERVATION FOR HISTORICAL OR SCIENTIFIC INTEREST OR NATURAL BEAUTY

As an expression of the importance the Council attaches to trees as contributing to the environment, it gives its assurance that it will not destroy any living tree within a Reserve under its administration if the tree has grown to a height of more than 20 feet and with a trunk of more than 9 inches in diameter, unless the Council is satisfied after consultation with a representative of the Civic Trust, Auckland (Incorporated) that the tree does not contribute towards the aesthetics of the area.

The following is the list of Objects and Places of Historical or Scientific Interest or Natural Beauty:

(1) Supreme Court:
   Lot 5, Section 12, City
(2) St. Andrews Church (Presbyterian):
   Pts. Lots 1 and 6, Section 9, City
(3) St. Stephens Chapel:
   Pts. Lots 2 and 3 of Allot. 14, Section 2,
   Suburbs of Auckland
(4) Melanesian Mission Buildings (Selwyn Domain):
   Lot 28 of Allot. 40A West Tamaki Farms,
   Mission Bay Estate (Lots 2, 4, 6 D.P. 22640 of 40A West Tamaki Farms)
(5) St. John's College Buildings:
   Pt. Lot 21 D.P. 18321 of Allot. 36 West Tamaki Farms
(6) St. John's Chapel:
   Pt. Lot 21 D.P. 18321 of Allot. 36 West Tamaki Farms
(7) Old Barrack Wall (Princes Street):
   Between Lots 2 and 3 of Allot. 2, Section 13, City
(8) Stone House - 4 Takutai Street:
   (owner - Mr. T.C. Thomson)
   Lot 2 of Allot. 21, Section 2, Suburbs of Auckland, C.T. 515/130
(9) Bishopscourt (Bishop Selwyn Library and Wooden Buildings Attached):
   Lots 2 and 3 of Allot. 14, Section 2, Suburbs of Auckland
(10) Deanery (cnr. Brighton Road and St. Stephens Avenue -
     owner General Trust Board):
     Pt. Lot 1A of Allot. 4, Section 4, Suburbs of Auckland
(11) Stone house (cnr. Parnell Road and Ayr Street) -
     owner Mrs. L. Smith:
     Lot 2 D.P. 582 of Allot. 13, Section 4, Suburbs of Auckland
(12) St. Paul's Church:
     Lot 1 and Pt. Lot 2 of Allot. 8, Section 15, Suburbs of Auckland
(13) St. Matthew's Church:
     Lots 19/22, Section 30, City
(14) Buckland Home - 40 Gillies Avenue:
     Lot 1 D.P. 28262 Pt. Allot. 20, Section 6, Suburbs of Auckland
(15) St. Mary's Cathedral:
     Pt. Allot. 34A, Section 3, Suburbs of Auckland, C.T. 554/234
(16) Mt. Hobson (Pa site):
     Lot 2A, Section 11, Suburbs of City of Auckland
(17) Taylor's Hill (Pa site):
Lot 124, D.P. 19506 being Pts. Allots. 14 and 15, District of Tamaki
Pt. C.T. 427/158

(18) Pukekaroa Pa:
Pt. Auckland Domain, N.Z. Statutes 1893 p. 504

(19) Ewelme Cottage (Ayr Street):
Lot 2, D.P. 39658, Pt. Allot. 14, Section 4, Suburbs of Auckland

(20) The Selwyn and Patteson Norfolk Pines (Arancaria Heterophylla),
Selwyn Domain, Mission Bay:
Situated on Lots 2 and 4 D.P. 22640 being oa. 1r. 12.3p. and
being Pt. Allot. 40A District of Tamaki

(21) Moreton Bay Fig (Ficus Macrophylla)
Glen Taylor School Grounds:
Situated on Lot 39 D.P. 42355 being Pt. Allot. 14, District of Tamaki

(22) Oaks (Quercus Robur) - St. Mary's Cathedral:
Situated on 3a. Or. 31p. being Pts. Allot. 34A, Section 3,
Suburbs of Auckland
Holy Trinity Cathedral:
Situated on Lots 1 C/T 532/154; 2 C/T 532/161; 3 and 4 C/T 532/159;
13 C/T 532/155; 14 C/T 532/158 Deeds Registry Plan S63 being
Part Allots. 8 and 13, Section 4, Suburbs of Auckland

(23) Norfolk Pine (Arancaria Heterophylla) Bishopscourt:
Lot 2 D.P. 38022, Pt. Allot. 14, Section 2, Suburbs of Auckland

(24) Queensland Kauri (Agathis Robusta) 276 Remuera Road:
All D.P. S9869 and 28902 and Pt. D.P. 6807 Pt. Allot. 27, Section 16,
Suburbs of Auckland

(25) Totara (Podocarpus Totara); Pohutukawa (metrosideros Excelsa);
Norfolk Pines (Arancaria Heterophylla); Puriris (Vitix Luceus);
Oaks (Quercus Robur) 139 Arney Road:
3a. Or. 18.4p. being all Lot 1 D.P. 48287 Pt. Sec. 10 B1k. VIII
Rangitoto S.D., Pt. reclaimed land and Pt. Allot. 1, Section 16,
Suburbs of Auckland

(26) Norfolk Pine (Arancaria Heterophylla) 320 Parnell Road:
Lot 1 D.P. 49779 being Pt. Allot. 76, Section 1, Suburbs of Auckland

(27) Oak (Quercus Robur) 101 St. Stephens Avenue:
Pt. Lot 5 D.P. 25017 being Pts. Allots. 6, 8, 16 and 23A, Suburbs
of Auckland

(28) Oaks (Quercus Robur); Flame Tree (Erythrina Indica); Norfolk Pines
(Arancaria Heterophylla); Rimu - Queen Elizabeth II's (Dacrydium
Cupressinum) University of Auckland grounds - Waterloo Quadrant:
Part Allot. 1, Section 6, City of Auckland
Note: Arancaria Heterophylla is synonymous with Arucaria Exelsa

10.2 SPECIAL REQUIREMENTS FOR THE PRESERVATION OF VIEWS FROM THE WAR MEMORIAL MUSEUM

In addition to its significance as a memorial, the Museum is one of Auckland's
most popular vantage points, and being floodlit also constitutes a notable
land mark by night as well as by day. However, because of its relatively low
situation in respect of surrounding ridges, the extent to which views from it
can be preserved is dependent upon limitations placed on development in the
Parnell Road, St. Georges Bay Road, Gladstone Road and St. Stephens Avenue
areas.

An analysis of sight lines from the Museum to the approximate centre line of
the harbour indicated that the views from it may be preserved by:

(i) The modification of height limits in defined zones;

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(ii) The modification of the ordinance definition of "height" in respect of these zones.

These provisions are included in Section 205 of the Code of Ordinances.

10.3 SPECIAL REQUIREMENTS IN RESPECT OF NEWMARKET VIADUCT

In order to safeguard the structure of the Newmarket Viaduct from damage in the event of fire in surrounding buildings, and in addition to preserve existing views from the viaduct and maintain its dominance as a land mark, it is necessary to impose limitations on development in its vicinity.

Investigation has indicated that the necessary protection would be afforded by:

(i) The modification of height limits in defined zones.

(ii) The modification of the ordinance definition of "height" in respect of these zones.

These provisions are included in Section 206 of the Code of Ordinances.
11. Applications for Planning Permission.

Applications must be made to the Council for the use or change of use of land or buildings or for the subdivision of land. All applications must be accompanied by sufficient plans and information to show that the Council’s requirements are to be complied with. The details of the plans required are set out in Part 8 of the Code of Ordinances - Application Procedures.

11.1 PREDOMINANT USES

A predominant use is one which is permitted without further consent of the Council under the Code of Ordinances, provided that the proposed use of land and the proposed building are in accordance with the relevant portions of the Code relating thereto.

11.2 CONDITIONAL USES

Section 28C of the Act sets out the following in relation to conditional uses:

"(i) Application to the Council for its consent to a conditional use shall be made in accordance with regulations made under this Act notwithstanding anything to the contrary regarding procedure in the operative district scheme.

(ii) The Minister and every person who or body which claims to be affected by the application shall have the right to object to the Council against the applications being granted and to be heard by the Council when it considers the application.

(iii) After the application and all objections have been considered the Council may allow or refuse the application; and in allowing the application may impose such conditions, restrictions, and prohibitions as it thinks fit.

(iv) Any consent given under this section shall lapse after the expiration of a period of two years from the date when the consent was given, unless the applicant, within that period has established the use of the land or buildings to which the consent relates for the purpose for which the consent was given or, in the opinion of the Council, is continuing to make substantial progress towards establishing that use."

Section 28D of the Act confers the following rights of appeal in the case of a conditional use:

"(i) Where the Council refuses to consent to any application for consent to a conditional use of any land or building, or consents to any such application subject to any conditions, restrictions, or prohibitions, the applicant for that consent may, within twenty-one days after the date on which the Council refuses its consent or within twenty-one days after the date on which the Council grants its consent subject to any such conditions, restrictions, or prohibitions, appeal to the Board against the refusal of the consent, or against any of the conditions, restrictions, or prohibitions imposed by the Council in granting its consent.

(ii) Any objector may, within twenty-one days after the date on which consent is granted by the Council, appeal to the Board against the granting of the consent."

The detailed procedure for an application for a conditional use is laid down in Regulation 32.

11.3 PUBLIC UTILITIES

Section 21 (9) of the Act states:
"Where any local authority or other public authority is authorized by any Act to determine the location, within the district of a Council, of the public utilities under its control without the approval of that Council, every such public utility shall be deemed to be a predominant use in every zone in that district."

Public utilities other than those deemed to be predominant uses by virtue of the above section of the Act may be permitted as conditional uses within the zones.

11.4 DESIGNATED LAND

In the case of land designated for either an existing or proposed public work and shown on Planning Map No. 2, the Council's powers to consent to applications for development are set out in Section 33A of the Act.

(Ordinance 202 sets out these powers in detail and Ordinance 804 lays down the procedure for an application.)

11.5 SUBDIVISION OF LAND

The subdivision standards are set out as part of the Restrictions and Requirements for Development for each zone. Reference should be made to the relevant zone for detailed information about the subdivision standards.

Reference should also be made to Ordinance 805 of the Code for details of the plans to be submitted for approval of a subdivision.

11.6 NON-CONFORMING USES

The Scheme is not retroactive in its operation and does not prevent the continuation of any use which was in existence at the time the Scheme became operative, even though that use does not conform to the provisions of the Scheme. Change of ownership does not affect the right to continue an existing use. However, one of the objects of zoning is gradually to eliminate uses which do not conform to the Scheme. This is accomplished mainly by imposing restrictions on the extension or reconstruction of buildings used for non-conforming purposes.

These matters are dealt with in Section 36 of the Act.

11.7 SPECIFIED DEPARTURES

Section 35 of the Act makes provision for applications to be considered by the Council where the proposals do not conform with the provisions of the District Scheme.

The Council may consent to such a specified departure only where:

"(a) The effect of the departure will have little significance beyond the immediate vicinity of the property in respect of which the departure is sought, and the district scheme can properly remain without change or variation, or

(b) The departure is in respect of a matter for which the Council has resolved to bring down a change or variation to the Scheme but which is of such urgency as to warrant its immediate authorization without waiting the time involved in completing the change or variation."

Rights of Objection

Section 35 (5) of the Act states:

"The Minister, and every Regional Planning Authority and local authority having jurisdiction in or adjacent to the area to which the application for consent to the departure relates and every person who or body that claims to be affected by the application, shall
have the right to object to the Council against the application being
granted and to be heard by the Council when it considers the
application.

Rights of Appeal

Section 35 (6) of the Act states:

"The applicant and the Minister and any person, authority or body who
or that objected to the Council against the application for consent
to the specified departure may, within twenty-one days after the
date on which the Council consents to or refuses to grant the
departure, appeal to the Board against that decision."

Procedure

The detailed procedure for making an application for a specified departure
is laid down in Regulation 32.

11.8 RECLAMATION AREAS

Freemans Bay Reclamation Area is designated for a proposed public work.

The procedure for an application for any proposed work or use within this
area is set down in Ordinance 804-2.

11.9 DISPENSING POWERS OF COUNCIL

Notwithstanding the requirements laid down by certain sections of the Code
the Council may modify or waive these requirements in circumstances where it
would be unreasonable or impracticable to enforce full compliance. These
dispensing powers are contained within Ordinance 901 of the Code and they
relate to the following matters:

901-1 Subdivision
901-2 Bulk and Location
901-3 Parking and Loading
901-4 Verandahs in Commercial Zones
901-5 Sign Requirements