

Te Aroturukitanga o te Mahere ā-Wae ki
Tāmaki Makaurau

Auckland Unitary Plan
Resource Management Act
(1991) Section 35
Monitoring:
B2.7 Open space and
recreation facilities

December 2023

Technical Report





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Executive Summary

The Auckland Unitary Plan (AUP) became operative in part in November 2016. This report considers how effective and efficient the objectives, policies, rules and other methods of the AUP have been in meeting the outcomes intended by the Regional Policy Statement (RPS) – **B2.7 Open space and recreation facilities**.

This monitoring work will contribute to the council’s knowledge base – what is working in the plan and where there may be challenges. This knowledge will help to inform future plan changes and contribute to the policy cycle. Additionally, this report addresses the Section 35(2)(b) plan monitoring requirements of the Resource Management Act 1991 (RMA).

It is recommended that this report is read in conjunction with its companion technical topic reports, and the summary report.

B2.7 Open space and recreation facilities

B2.7 Open space and recreation facilities sits within the B2 – Urban Growth and Form section of the RPS.

The objectives and the key indicators for open space and recreation facilities that have been used in this report are:

Section	Objective	Key Indicator
Urban Growth and Form – open space and recreation facilities B2.7.1 (1)	Recreational needs of people and communities are met through the provision of a range of quality open spaces and recreation facilities.	The levels of accessibility, total area and quality of parks and recreational facilities increase over time (B11.1). Other Indicators added (for this reporting): 1. Changes in amount of open space (ha) (increases/decreases) 2. Gaps in the provision of open space (including spatial distribution, and “range” or type) 3. Planning impediments or constraints to the establishment of new recreational facilities 4. Changes in the quality of open space and recreation facilities (increases/decreases) 5. Provision made for open space
B2.7.1(2)	Public access to and along Auckland’s coastline, coastal marine area, lakes,	The amount of open space-zoned land adjoining the region’s water bodies, and

	rivers, streams and wetlands is maintained and enhanced.	the ability for the public to access this land, increases over time (B11.1). Other indicators added: 1. Increase in amount of esplanade reserves/strips 2. Planning impediments or constraints to the establishment of new recreational facilities providing access to the coast (e.g. boat ramps, jetties, marina's? wharves etc) 3. Locations of restricted access/reasons why public access was restricted
B2.7.1(3)	Reverse sensitivity effects between open spaces and recreation facilities and neighbouring land uses are avoided, remedied or mitigated.	(no B11 indicator) Indicators added:

Related objectives and key indicators are:

Section	Objective	Key Indicator
Urban Growth and Form - Social Facilities B2.8.1 (3)	Reverse sensitivity effects between social facilities and neighbouring land uses are avoided, remedied or mitigated.	Reverse sensitivity complaints against social facilities decrease over time (B11.1). Other indicators added: 1. The effects of new development/recreation facilities on the amenity values of open space (as this effects the amenity enjoyed by both the users of open space and those residents/land owners in the vicinity) 2. Number of complaints involving open space and recreation facilities 3. Reverse sensitivity issues between open space and recreation facilities and adjacent land uses
Coastal Environment B8.4.1(1)	Public access to and along the coastal marine area is maintained and enhanced, except where it is appropriate to restrict that access, in a manner that is sensitive to the use and values of an area.	The amount of open space zoned land adjoining the region's water bodies, and the ability for the public to access this land, increases over time (B11.1). Other indicators added: Refer to B2.7.1(2) above.

Data and Methodology

The open space plan changes to the AUP were analysed to determine the amount of land that had been either zoned as open space or had an open space zoning changed during the period 2017 – 2022.

A number of case studies were identified as appropriate representative indicators of either existing open space and recreation issues or emerging trends. These representative case studies were then assessed to determine what the issue was and how the AUP might be changed (where appropriate) to better enable the issue to be addressed in the future. They involve plan changes or resource consents. The case studies span the period from when the AUP became operative in part in October 2016 up until mid-2022.

Relevant data from the Quality-of-Life Survey 2020 (most recent) has also been used to assess the effectiveness and efficiency of the AUP's RPS objectives and policies.

Data from NIWA's Future Climate Trends (2017) was also used to provide an indication of likely changes in climate that potentially may impact on public access to and along Auckland's coastline, coastal marine area, lakes, rivers and stream and wetlands.

General Limitations

The Open Space Plan Change data relies on land being identified as "reserve" by Land Information New Zealand. There is sometimes a delay in this process.

The case studies have been identified as illustrative of particular issues. As such they are a one-off snapshot of the issue or trend that is emerging. The approach taken in this monitoring report is to use case studies to gain an understanding of any issues associated with the AUP. One of the purposes of monitoring is to inform the next review of the AUP, so such a focus is most beneficial.

The most recent Quality-of-Life survey was undertaken in 2020 and information was collected pre-pandemic. In many cases the data is an indirect measure of a particular indicator, but does represent the most appropriate available and cost effective data. It does enable trends over time to be determined and comparison with New Zealand's eight largest cities to be made.

Data from NIWA's Future Climate Trends relies on a series of models and is subject to change over time as more up to date data is obtained. They are however indicative of future trends.

Findings, Analysis and Recommendations

Objective 2.7.1(1) Recreational needs of people and communities are met through the provision of a range of quality open spaces and recreational facilities.

Findings

- The amount of land zoned as open space in the AUP has increased by 630.3 ha during the period 2017 – 2022
- There has been a loss of land zoned open space or Major Recreation Facility by 11.7 ha over the same period
- There has therefore been a net gain in land zoned open space of 618.6 ha
- The majority of “new open spaces” have been in greenfield areas
- There is increasing local board and community opposition to the rezoning and disposal of open space
- The key documents to determine whether disposals are appropriate (i.e. Parks and Open Space Acquisition Policy 2013 and Open Space Provision Policy 2016) are outdated and need to be urgently reviewed to take into account recently prepared strategies and plans such as the Urban Ngahere (Forest) Strategy 2019 and the Auckland Climate Plan 2020 and the National Policy Statement: Urban Development and Intensification Planning Instrument Plan Change which will result in significant intensification of development across the urban parts of the region
- The majority of issues raised in the AUP Issues Register for the open space and recreation topic relate to zoning and mapping, accounting for 10 of the 18 issues recorded. This primarily related to privately owned land with an incorrect open space zoning
- Inappropriate open space zonings are a barrier to new recreational facilities (both public and private). For example, an Open Space – Conservation zone is more restrictive than an Open Space – informal recreation or Open Space – Sport and Active Recreation zoning
- Under the AUP, all centre zones do not currently provide for informal recreation (as an activity) or open space (as a development). Consequently, the status of any new town or public square is unclear and most likely non-complying
- There is no specific measure of the quality of open space and recreational facilities. The majority (81 per cent) of Auckland residents perceive Auckland as a great place to live
- In 2020, 20 per cent of residents surveyed felt that the city had improved over the last year while 23 per cent felt there had been a decline over the previous 12 months
- Reasons for positive change included good maintenance of public amenities (parks and public spaces), public(?) areas looking clean, tidy and well-kept and good recreational facilities
- Reasons for negative change included lack of amenities such as sports facilities, event venues, area looking rundown, dirty, untidy and lack of maintenance by council
- The AUP standards for temporary activities on Sites of Significance to Mana Whenua are causing delays to the process of obtaining consent to undertake such activities. The process of requiring one – off resource consents is inefficient and costly. There is also overlap with the Public Trading, Events and Filming Bylaw 2022 that contributes to delays.

Analysis

- Recreational needs in new greenfield areas are being met through the provision of additional open space and recreational facilities
- The disposal of small pocket parks in established urban areas is a significant issue to local communities who place a high value on such spaces

- Indirect measures of quality indicate there has been a slight decrease in 2020 in Auckland residents' perceptions of the city/their local area being a great place to live
- Inappropriate zonings and inefficient processes for temporary activities are adding to the cost and time required to gain consent for both temporary activities and new recreational facilities. This situation may become worse when the new National Planning Standards (NPS) – Open Space zones are incorporated into the AUP as there are a narrower range of zones under the NPS

Recommendations

- Place a hold on the rezoning and disposal of open spaces until the Parks and Open Space Acquisition Policy 2013 and Open Space Provision Policy 2016 are updated. Note: Community Investment is currently reviewing the five documents that comprise the council's open space policy framework with the expectation that new policy will be in place by the end of 2024. The five documents that are being reviewed are:
 - 1/ Auckland Sport and Recreation Strategic Action Plan 2014-2024 Plan (refreshed 2017)
 - 2/ Increasing Aucklanders' Participation in Sport Investment Plan 2019-2039 (July 2019)
 - 3/ Open Space Provision Policy 2016
 - 4/ Parks and Open Space Strategic Action Plan 2013
 - 5/ Parks and Open Space Acquisitions Policy 2013.
- Ensure that open spaces that are primarily for community and recreational facilities have an appropriate open space zone. This can be achieved through Auckland Council's 18-monthly Open Space Plan Change
- Urgently address the issue of temporary activities on Sites of Significance to Mana Whenua through either a resource consent or plan change (the Section 32 assessment and consultation with mana whenua will assist to determine the most appropriate mechanism)

Objective B2.7.1 (2) Public access to and along Auckland's coastline, coastal marine area, lakes, rivers, streams and wetlands is maintained and enhanced.

Findings

- The area of esplanade reserves zoned open space has increased by 127.8 ha over the past five years
- The National Planning Standards include similar spatial planning methods to the AUP at both the regional and district plan levels. This will continue to enable management of recreational facilities that have both a marine and land-based component in an integrated manner
- Both Kauri dieback and natural hazards (e.g. land slips) have resulted in the "loss" of public access to and along the coast
- Future climate change trends indicate that loss of access is only going to increase/get worse. The east coast of Auckland has acknowledged high susceptibility to natural hazards, and the 2023 flooding and cyclone events have demonstrated natural hazard issues on the west coast

Analysis

- Although 127.8 ha of new esplanade reserves have been achieved, access to existing esplanade reserves along the coast has been lost, albeit on a temporary basis due to kauri die – back and weather events forcing the closure of coastal tracks

Recommendations

- Amend the relevant open space and coastal policies via a plan change (see Attachment 2) to refer to disease to flora (e.g. kauri dieback) and natural hazards (e.g. slips) as situations where access to and along the coast and the margins of rivers and stream may be restricted. At present the relevant policies only refer to health, safety or security reasons or to protect significant natural or physical resources.
- When the AUP is next reviewed and the National Planning Standards are implemented, precincts that manage recreational facilities that have both a marine and land-based component in an integrated manner need to be retained (albeit in a modified form).

Objective B2.7.1 (3) Reverse sensitivity effects between open spaces and recreational facilities and neighbouring land uses are avoided, remedied or mitigated.

Findings

- The Auckland Design Manual (ADM) was prepared after the AUP became operative in part in 2016. There is useful design guidance in the ADM for open spaces and recreational facilities which could be incorporated into the AUP's assessment criteria when the plan is next reviewed, where appropriate
- Currently there is no overall monitoring of noise complaints received by council to determine the major categories of complaint and the numbers and percentages that fall into these categories and the trends from year to year. Complaints relating to the use of open space and/or the use of recreational facilities are of particular relevance to this monitoring report
- Noise is one of the biggest issues in the Quality-of-Life Survey 2020 of the eight largest New Zealand cities
- Residents in Auckland perceive noise as a bigger issue than residents in New Zealand's other largest cities
- Noise as an issue is likely to worsen over time with greater intensification resulting in greater numbers of people living closer together
- Noise from recreational activities is one of the sources of noise complaints
- Eden Park has a long history of reverse sensitivity effects which have been of concern to some of the nearby residents. The 2021 decision to grant resource consent to hold up to six concerts a year at the park demonstrates that it can be possible to avoid or mitigate adverse effects through detailed conditions of consent that include restrictions on noise and lighting, a requirement for traffic plans, and the expansion of a Community Liaison Group to ensure ongoing discussion and monitoring
- Plan Change 53 has appropriately reduced some of the restrictions on temporary activities to provide greater flexibility
- The disposal of portions of land zoned Major Recreation Facility Zone in certain parts of the city has occurred over the past five years. This has enabled the respective landowners to rationalise their

land holdings, freeing up capital to support the long-term viability of such facilities. A plan change is the appropriate mechanism for this to occur.

Analysis

- The AUP does have methods (typically standards) in place to avoid, remedy or mitigate adverse effects between the use of open spaces and recreational facilities and neighbouring land uses
- These have endeavoured to strike a reasonable balance between the use and enjoyment of open spaces and recreational facilities and avoidance of adverse effects on neighbouring land uses, particularly residential
- Enforcement of noise standards is likely to become an increasing issue
- In addition to the AUP, local boards have the ability to influence the use of their open spaces for temporary activities through their role as “landowner” and the Public Trading, Events and Filming Bylaw 2022.

Recommendations

- The next review of the AUP needs to take into account the ADM design guidance and factor that into the open space zones assessment criteria (where appropriate). This will enable closer alignment between the AUP and the ADM
- Annual monitoring of noise complaints received by council is undertaken to determine the major categories of complaint and the numbers and percentages that fall into these categories and the trends from year to year
- Ongoing monitoring continues to occur to determine whether the effects of people using and enjoying open space and recreation facilities on neighbouring land uses are avoided, remedied or mitigated
- In addition to the AUP standards, local boards continue to use their role as landowners and the powers under the Public Trading, Events and Filming Bylaw 2022 to appropriately manage temporary activities on public open spaces
- In rezoning and developing any parts of “major recreation facilities” for residential purposes recognise there may be greater potential for reverse sensitivity effects of adjacent activities. Any rezoning proposal should take note of Objective (3) “Major recreation facilities are protected from the reverse sensitivity effects of adjacent activities”.

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Abbreviations in this report include:

Abbreviation	Meaning
ADM	Auckland Design Manual
AUP	Auckland Unitary Plan Operative in Part
the council	Auckland Council
RMA	Resource Management Act 1991
RPS	Regional Policy Statement
AT	Auckland Transport
CCO	Council-controlled organisation
Issues Register	Plans and Places database of issues raised

1.0 Introduction

This report considers how effective and efficient the objectives, policies, rules and other methods of the AUP have been in meeting the outcomes intended by the Regional Policy Statement – Chapter B2.7 Open space and recreation facilities. The monitoring is in accordance with 35(2)(b) of the RMA.

Section 35(2)(b) specifies that monitoring results are published every five years. The AUP became operative in part in November 2016 and became operative in part for five years in November 2021.

The findings seek to tell a story of what the AUP is achieving and where challenges may be. With monitoring being a key link in the policy development cycle, the data can also provide the evidence base for taking appropriate action where necessary.

The terms ‘effectiveness’ and ‘efficiency’ are not explicitly defined in the RMA. For the purposes of this monitoring report the terms are generally interpreted as¹:

Effectiveness is the contribution that the provisions make towards achieving the objective, and how successful they are likely to be in solving the problem they were designed to address when compared with alternatives. The difficulty when assessing effectiveness is to be able to answer the question ‘how do we know that implementing the policy, rule or method led or contributed to the outcome?’

Efficiency is an assessment of whether the provisions will be likely to achieve the objectives at the lowest total cost to all, or achieves the highest net benefit relative to cost to all.

The steps undertaken in this monitoring work are briefly summarised below.

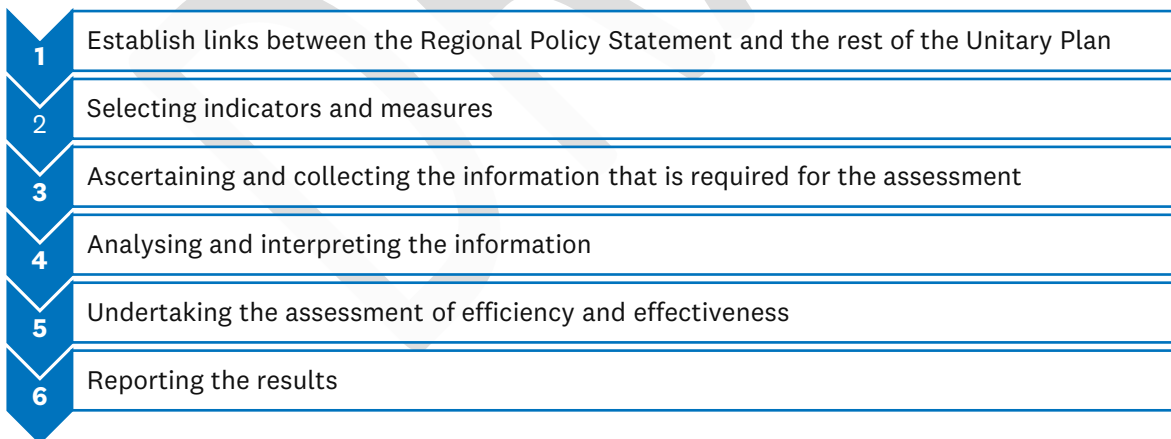


Figure 1 Steps in the monitoring process

¹ Auckland Unitary Plan Monitoring Strategy (2018).

1.1 RPS Chapter B2.7 overview

Auckland has a large number of open spaces that cover a wide variety of environments. Open spaces and recreation facilities may be privately or publicly owned and operated. Auckland's streets, including shared spaces and street berms, are also an important component of the open space network. The coastal marine area is also a significant public open space and recreational resource. Collectively these open spaces perform a wide range of functions including:

- providing opportunities for active and passive recreational activities, locally or Auckland-wide;
- enabling public access to the coastline, islands and beaches;
- maintaining and enhancing the amenity values and the quality of the environment around them;
- protecting and enhancing our natural and cultural heritage, landscapes and ecological values; and
- providing locations for social facilities used for sports, recreation and leisure and community activities.

With growth, new open spaces and social facilities will be required and the existing open space and social facilities will need to be expanded and upgraded to meet the needs of new residents and the increased level of use.²

The policy direction in B2.7 Open space and recreation facilities is therefore to:

- Ensure the needs of people and communities are met through the provision of a range of quality open space and recreation facilities
- Maintain and enhance public access to and along Auckland coastline, coastal marine area, lakes, rivers, streams and wetlands
- Avoid, remedy or mitigate reverse sensitivity effects between open spaces and recreational facilities and neighbouring land uses.

1.2 Connections with other parts of the plan

B2.7 Open space and recreation facilities sits within Chapter B2 Urban growth and form.

At the RPS level, other relevant chapters are:

- B3 Infrastructure, transport, energy
- B6 Mana Whenua
- B8 Coastal environment

At the District Plan level, relevant chapters include:

² Auckland Unitary Plan RPS Chapter B2. Urban Growth and Form

- Chapter E – Auckland – wide
 - E25 Noise and Vibration
 - E27 Transport
 - E38 Subdivision Urban
 - E40 Temporary Activities
- Chapter F Coastal
- Chapter H Zones
 - H7 Open Space Zones
 - H27 Special Purpose – Major Recreation Facility Zone
- Chapter I Precincts

There are a large number of precincts that have an open space and/or recreation component. These include:

 - I102 Rowing and Paddling Precinct
 - I300 Alexandra Park Precinct
 - I303 Auckland War Memorial Museum Precinct
 - I309 Cornwall Park Precinct
 - I310 Eden Park Precinct
 - I407 Bruce Pulman Park Precinct
 - I427 Pacific Events Centre Precinct
 - I434 Pukekohe Park Precinct
 - I503 AUT MIS Precinct
 - I504 Bayswater Marina Precinct
 - I613 Trusts Arena Precinct

1.3 Auckland context

The Auckland Plan 2050 sets the context for open space and recreation facilities in the Auckland region.

It is the region's long-term spatial plan to ensure Auckland grows in a way that will meet the opportunities and challenges of the future. It is required by legislation to contribute to Auckland's social, economic, environmental and cultural well-being.

The AUP is one of the methods to implement the Auckland Plan's directions.

Directions and focus areas in the Auckland Plan that are relevant to open space and recreation facilities are:

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- **Direction 4: Provide sufficient public places and spaces that are inclusive, accessible and contribute to urban living**

“Public places and spaces provide 'breathing space' for people. They help us connect with others and with our surroundings, offer respite from the pressures of daily life and are part of a holistic approach to wellbeing.

Public places play a role in the quality of our urban life, as they provide opportunities for people to:

- *undertake numerous recreational activities*
- *enhance their everyday activities such as going from home to work or school.*

Our public places are where children play, people relax and meet others, and where we hold celebrations. They are an extension of living space, especially for people who have limited or no private outdoor space. They need to be well designed, inclusive and accessible to a wide range of people.

They help create our identity and define a sense of place by reflecting local communities, local character and local history.

They also help to green the city, play a part in carbon reduction, and contribute to eco-system health and biodiversity.

As Auckland's population increases and becomes more urbanised, our public places and spaces will become even more important to our wellbeing. This is particularly the case in areas of high growth, increased density and socio-economic need.

This has implications for the number, size and location of our public places. It is also an important reason why we need to think differently about what we consider to be a public place and how we conceive its use. We also need to think differently about how we design and deliver them.

They have to:

- *support multiple uses*
- *be able to adapt and change in the future*
- *reflect who we are as communities, Aucklanders and New Zealanders.*

As Auckland grows and intensifies, space will be at an even higher premium.

Acquiring new public space is expensive. Auckland must therefore complement any new public places by getting more out of what we already have. Innovative and thoughtful design will be key ways of meeting this challenge”.

- **Focus area 5: Create urban places for the future**

“Well-designed public places and spaces are an integral part of urban living. They are also important for our rural and island communities whose needs are different.

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Our urban public places will play an increasingly vital role in the future as Auckland grows and intensifies.

Public places and spaces include a wide range of land that is publicly owned, and potentially available for use by everyone, such as:

- *open space, sports fields and parks, ranging from small local parks to large regional parks*
- *walkways, greenways and cycleways*
- *roads and footpaths*
- *squares, plazas and some land between buildings.*

Given the cost of land, we will not be able to rely exclusively on acquiring new public places to meet the needs of a growing, and increasingly urbanised population.

It is therefore crucial that we:

- *consider all publicly owned land as potential public space that is able to contribute to greening the city*
- *use existing public places and spaces as effectively and efficiently as possible, including green spaces for sport and recreation*
- *design our public places to be multi-functional in use, and adaptable in the future*
- *focus investment in areas of greatest need, such as areas of particularly high population density, or areas characterised by underinvestment*
- *create public places that are welcoming to all, with inclusive design and architecture*
- *ensure our public places and spaces are accessible for all people, applying universal design principles.*

Placemaking plays an important role in creating high quality urban environments. It also supports our culture and identity, such as Auckland's unique Māori cultural identity, in our public places. We can also reflect and embed our unique local character in the built environment by, for example, incorporating and integrating built heritage and public art into existing and new spaces.

First, we need to shift our perception of what a public place or space ought to be.

Second, we need to adopt different approaches to the design of public places so they:

- *can perform many functions at the same time, giving people flexibility in how they use them, and finding the right balance between the various functions of a space*
- *connect areas and residents to each other and to the public amenities they value.*

Auckland is already starting to recognise the value of turning its public places to new and multiple uses. This needs to be accelerated.

While some parts of Auckland are well served with quality public places and spaces, others are not.

Investment must therefore be specifically targeted at:

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- *those areas that undergo significant growth and where population densities are increasing*
- *those parts of Auckland that are currently under-served and where it will make the most difference to quality of life.*

Our efforts could focus on:

- *restructuring streets and other public land into new public places and spaces that support housing intensification and centre development, and provide safe environments for the people who use them*
- *communities where real improvements in quality of life can be achieved, using place-based initiatives. These combine investment in public spaces, service centres and community facilities to achieve broader social, cultural, environmental and economic outcomes.”*

2.0 Indicators

Indicators and measures have been developed to assess the progress toward achieving the objectives and outcomes intended by the RPS. They are qualitative or quantitative gauges that assess changes and help diagnose potential issues.

An **indicator** (for the purposes of this report) is a qualitative or quantitative gauge that displays degrees of progress to determine whether or not the AUP is moving in the right direction toward meeting its objectives. An indicator should be used to assess the condition of the environment, to identify changes to that condition, to diagnose problems and then to guide future changes to objectives, policies or methods (via plan change or plan review).

A **measure** is the selected information that enables evaluation of the indicator. Methods of measurement will differ depending on the indicator.

The selected indicators for this topic have been shaped by limitations. It was not possible to develop a set of indicators which encompassed all facets of the topic – this is due constraints on time, resource, and data availability.

2.1 B2.7 Indicators and measures

The indicators selected for this monitoring report respond to each of the three key RPS open space and recreation facilities objectives. There is also a close relationship between the indicators and the related policies which “flow” from the objectives.

Two of the three B2.7 have indicators outlined in Chapter B11 – Indicators. Other indicators have been added as part of this monitoring report. These are discussed below.

The indicators used to monitor B2.7, range from quantitative measures, such as changes in the amount of open space, to qualitative measures of residents’ perceptions of their city/local area as a great place to live (Quality of Life Survey 2020).

The measures used include case studies involving both selected plan changes and resource consents. These identify both issues and trends that the AUP needs to address.

Table 1: RPS Objectives and Indicators

RPS Objective	Indicators
Objective B2.7.1 (1) Recreational needs of people and communities are met through the provisions of a range of quality open spaces and recreational facilities.	1. Changes in amount of open space (ha) (increases/decreases) 2. Gaps in the provision of open space (including spatial distribution, and “range” or type) 3. Planning impediments or constraints to the establishment of new recreational facilities 4. Changes in the quality of open space and recreation facilities (increases/decreases)

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RPS Objective	Indicators
Objective B2.7.1 (2) Public access to and along Auckland’s coastline, coastal marine area, lakes, rivers, streams and wetlands is maintained and enhanced.	<ol style="list-style-type: none"> 1. Increase in amount of esplanade reserves/strips 2. Planning impediments or constraints to the establishment of new recreational facilities providing access to the coast (e.g. boat ramps, jetties, marinas, wharves etc) 3. Locations of restricted access and reasons why public access was restricted
Objective B2.7.1 (3) Reverse sensitivity effects between open spaces and recreational facilities and neighbouring land uses are avoided, remedied or mitigated.	<ol style="list-style-type: none"> 1. The effects of new development/recreation facilities on the amenity values of open space (as this effects the amenity enjoyed by both the users of open space and those residents/land owners in the vicinity) 2. Number of complaints involving open space and recreation facilities 3. Reverse sensitivity issues between open space and recreation facilities and adjacent land uses

2.2 Chapter B11 Monitoring and environmental results anticipated

Chapter B11 in the AUP sets out the monitoring and environmental results anticipated (ERA) of a regional policy statement. B11 is not exhaustive and an ERA is not listed for every objective in the RPS. Chapter B11 explains -

‘Environmental results anticipated identify the outcomes expected as a result of implementing the policies and methods in the regional policy statement and provide the basis for monitoring the efficiency and effectiveness of those policies and methods as required by section 35 of the Resource Management Act 1991.

Environmental results anticipated are not additional objectives, policies or rules, they are indicators to be used when assessing progress towards achieving the objectives in the regional policy statement. These indicators should be used:

- to assess the condition of the environment;
- to identify changes to that condition;
- to diagnose the causes of environmental problems; and
- to guide future changes to objectives, policies and methods’.

Table 2: RPS Indicators – Chapter B11

Ref	Objective	Indicator
B2.7.1(1)	Objective B2.7.1 (1) Recreational needs of people and communities are met through the provisions of a range of quality open spaces and recreational facilities.	The levels of public accessibility, total area and quality of parks and recreational facilities increase over time
B2.7.1(2)	Objective B2.7.1 (2) Public access to and along Auckland’s coastline, coastal marine area, lakes, rivers, streams and wetlands is maintained and enhanced.	The amount of open space-zoned land adjoining the region’s water bodies, and the ability for the public to access this land, increases over time
B2.7.1(3)	Objective B2.7.1 (3) Reverse sensitivity effects between open spaces and recreational facilities and neighbouring land uses are avoided, remedied or mitigated.	No indicator specified in the AUP

The indicators specified in B11 have been added to for the purpose of monitoring B2.7 Open space and recreation facilities. There is a gap in B11 for objective B2.7.1(3), so new indicators have been developed. It appears that this was an oversight when the AUP was drafted.

3.0 Data and information

Key data sources used in this report are:

- Plan Changes (PC 1, 2, 4, 5, 13, 18, 30, 3, 36, 57, and 60) involving the rezoning of land to an open space zone (or from an open space zone to another zone)
- Case Study – An Emerging Issue – Disposal of Open Space, 2023
- Open Space Network Plans (an example)
- Map showing the spatial distribution of “new open space” and the “loss of open space” due to rezoning and disposal
- Case Study – Waiwharariki Anzac Square (Takapuna Square), 2023
- Case Study – A Emerging Issue – Disposal of Portions of Major Recreation Facility Zoned Sites, 2022
- Quality of Life Survey 2020 – Perception of city as a great place to live
- Quality of Life Survey 2020 – Perception that local area is a great place to live by local board area
- Quality of Life Survey 2020 – Perception of city/local area compared to 12 months earlier
- Quality of Life Survey 2020 – Reasons for positive change
- Quality of Life Survey 2020 – Reasons for negative change
- Case Study – Temporary activities on Sites of Significance to Mana Whenua, 2023
- Plan Changes (PC 1, 2, 4, 5, 13, 18, 30, 3, 36, 57, and 60) – involving additions to/loss of esplanade reserves
- Case Study – Plan Change 16, Open Space Zones – Jetties and Boat ramps, 2022
- Case Study – Okahu Marine Precinct (Orakei Marina), 2022
- Case Study – Waitakere Ranges – Kauri dieback, 2022
- Case Study – Lotus walkway and Crows Nest Rise walkway – natural hazards, 2022
- Future Climate Trends – NIWA
- Quality of Life Survey 2020 – Rating of issues as a problem in city/local area
- Quality of Life Survey 2020 – Noise pollution perceived as a problem in city/local area
- Case Study – Eden Park – Amenity values of neighbouring land uses, 2022
- Case Study – Plan Change 53 – Temporary Activities Standards and Pukekohe Park Precinct, 2021.

Some of the limitations on the measures used include:

- The Open Space Plan Change data relies on land being identified as “reserve” by Land Information New Zealand. There is sometimes a delay in this process.
- The case studies have been identified as illustrative of particular issues. As such they are a one-off snapshot of the issue or trend that is emerging. The approach taken in this monitoring report is to use case studies to gain an understanding of any issues associated with the AUP. One of the tasks of monitoring is to inform the next review of the AUP, so such a focus will be beneficial in future reviews/plan changes.

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- The most recent Quality of Life Survey was undertaken in 2020 and information was collected pre-pandemic. In many cases the data is an indirect measure of a particular indicator, but it does represent the most appropriate available and cost-effective data. It does enable trends over time to be determined and comparison with New Zealand's eight largest cities to be made.
- Data from NIWA's Future Climate Trends relies on a series of models and is subject to change over time as more up to date data is obtained. They are however indicative of future trends.
- Data from the resource consent tracking system has not been used. This could be a subsequent follow up monitoring project – would be useful to look at the quality of development on open spaces/relationship with the Auckland Design Manual

DRAFT

4.0 Findings and analysis

This section reports on the data findings, and considers how effective and efficient the objectives, policies, rules and other methods of the AUP have been in meeting the outcomes intended by the Regional Policy Statement. Where appropriate, recommendations are also provided.

This section is divided into three sets of indicator findings, corresponding to the three B2.7 objectives.

4.1 Objective 1 findings

Objective B2.7.1

(1) Recreational needs of people and communities are met through the provision of a range of quality open spaces and recreational facilities.

Relevant Policies B2.7.2

- (1) Enable the development and use of a wide range of open spaces and recreation facilities to provide a variety of activities, experiences and functions.*
- (2) Promote the physical connection of open spaces to enable people and wildlife to move around efficiently and safely.*
- (3) Provide a range of open spaces and recreation facilities in locations that are accessible to people and communities.*
- (4) Provide open spaces and recreation facilities in areas where there is an existing or anticipated deficiency.*
- (5) Enable the development and use of existing and new major recreation facilities.*
- (6) Encourage major recreation facilities in locations that are convenient and accessible to people and communities by a range of transportation modes.*

Indicators

1. Changes in amount of open space (ha) (increases/decreases)
2. Gaps in the provision of open space (including spatial distribution, and “range” or types of open space)
3. Planning constraints to the establishment of new recreation facilities
4. Changes in the quality of open space and recreation facilities (increases/decreases)

Measures

1. Plan changes involving open space zoning (includes new open space vested (LINZ data), and new open space acquired/ gifted, etc (Community Investment, Chief Planning Office - Parks acquisition data)

2. Plan changes involving open space zoning (analysis of range – different types/categories of open space (use of open space zones) and mapping of spatial distribution; Open Space Network Plans
3. Case studies (plan changes and resource consents) on planning constraints to the establishment of new recreation facilities
4. Resident perception surveys on the quality of open space and recreation facilities

Indicators/measures can show:

- Increases/decreases in land zoned open space
- Where there are gaps in the provision of open space spatially, particularly in relation to where intensification is occurring
- Any unnecessary constraints to establishing new recreation facilities, particularly zoning issues
- Whether the quality of open space and recreation facilities is improving or declining from a residents' perspective.

4.1.1 Objective 1, Indicator 1

Indicator 1. Changes in amount of open space (ha) (increases/decreases)

This indicator assesses the increase (or decrease) in open space across the region in terms of area (ha's). This informs the council whether there has been any changes in the quantity of open space. With a growing population and a greater area of urban development, it is anticipated there would be an increase in open space.

The Findings are organised under the following headings:

1. Auckland Council's Open Space Plan Changes
2. An Emerging Issue – Disposal of Open Space
3. Impacts of Recent Government Legislation
4. Economic Analysis for the IPI Plan Change
5. Plan Change 60 Decision
6. Effectiveness and Efficiency Assessment

4.1.1.1 Auckland Council's Open Space Plan Changes

Since the AUP became operative in part in November 2016, the council has initiated five plan changes (PC4, 13, 18, 38 and 60) that involve the zoning of land as open space.

Auckland Council-initiated “open space” zone changes typically have four components. These are:

- (a) Rezoning land parcels recently vested or acquired for open space purposes, so that the zoning of the land reflects its purpose and intended use as open space. This includes stormwater management land which is zoned as Open Space - Informal Recreation Zone. While some of it has recreational utility, much of it not usable for recreational open space purposes due to its nature (e.g. permanent wet

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ponds, frequent flood plain) or area (too small) and configuration (long and narrow). Stormwater management land, nominally 'owned' by Healthy Waters is not included when analysis or assessments of open space provision are undertaken;

- (b) Correcting open space zoning errors (these typically include private land that has been incorrectly zoned as open space);
- (c) Rezoning land parcels approved for disposal by Auckland Council. These parcels are currently zoned as open space or shown as road in the AUP. They are proposed to be rezoned to either a residential or business zone, depending on the zoning of adjacent land; and
- (d) Rezoning land parcels (or groups of land parcels) to enable redevelopment by Kāinga Ora and/or to improve the quality of open space or access to it.

In addition to the 'open space' plan changes, the council also undertakes parallel reserve revocation processes under the Reserves Act 1977 for any land subject to disposal that has been vested as reserve.

Typically, in excess of 100 new land parcels are either vested upon subdivision or acquired (through purchase) by the council as open space annually. The rezoning of recently vested or acquired land for open space purposes is necessary so that an appropriate zoning is applied to the land. The proposed zoning reflects the land's open space qualities and intended use and development (for open space/recreation purposes, or for some open spaces, stormwater management).

The land parcels which may potentially be "open space" are identified using the Land Information New Zealand (LINZ) NZ Parcel Statutory Actions List. A Statutory Action is the action that is authorised by a specific part or section of the RMA, with a table providing information about the current statutory actions as recorded against specific parcels. The information contained within this table includes the action taken against the parcel ([Create], [Referenced]), its Purpose (e.g. Local Purpose Reserve) and a Gazette Reference (E.g. Conservation Act 1987)). To identify possible open space, the statutory actions have been filtered to include only those parcels with a "Purpose" of either Reserve or Accessway and which are not currently zoned Open Space, Road, Coastal, Water or Strategic Transport Corridor as identified in the AUP.

The plan changes have also included corrections to some open space zoning errors and anomalies. These include privately-owned land that has been zoned open space in error, open space that requires an appropriate zoning and situations where zonings do not follow cadastral boundaries. This is particularly prevalent in greenfield areas when subdivision occurs. These errors and anomalies have been identified by either the general public or council staff.

The open space plan changes also involve the rezoning of open space zoned land (or roads) that have been through the rationalisation process, identified as surplus or not having a service need and is approved for disposal by Auckland Council. Eke Panuku, a council-controlled organisation, manages the disposal process on behalf of Auckland Council. One of the roles of Eke Panuku is the release of land or properties that can be better utilised by others.

In summary, the process involves:

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- Identification of a property that is non-service (i.e. not used to deliver infrastructure or a council service)
- Preparation of a rationalisation report
- Commercial evaluation
- Internal business consultation e.g. AC, AT & other CCOs, Community Investment, Chief Planning Office (Note: Community Investment assess any proposed disposal against their Open Space Provision Policy 2016)
- Preparation of a business case
- Mana whenua engagement
- Local board engagement
- Finance and Performance Committee decision
- Eke Panuku undertakes the disposal process including the required statutory processes (e.g. reserve revocation, road stopping)
- The Plan and Places Department prepares a council-initiated plan change to rezone land (if appropriate).

The plan changes seek to rezone these parcels to a zone compatible with appropriate future uses given they are no longer required for typically open space purposes. In most cases this is the zone of the adjoining land. Rezoning the sites for development prior to sale indicates to future purchasers the scale and intensity of development compatible with the site's qualities and the surrounding environment. Auckland Council's decision to dispose of or sell the land parcels is separate from the zoning of the land. Zoning is a method used to implement the AUP's objectives and policies and to achieve the purpose of the RMA. The merit of any rezoning of land (from open space to residential or business) therefore must be assessed against the purpose of the RMA and the relevant AUP objectives and policies, together with other relevant legislation or documents such as the New Zealand Coastal Policy Statement (NZCPS) 2010, the National Policy Statement: Urban Development (NPS:UD) 2020, Waitakere Ranges Heritage Area Act 2008, Hauraki Gulf Marine Park Act 2000, The Auckland Plan 2050, Auckland's Urban Ngahere (Forest) Strategy 2019, and Auckland's Climate Plan 2020.

On occasion, the open space plan changes also rezone land parcels or groupings of land parcels to:

- a) enable redevelopment by organisations such as Tamaki Regeneration Company and Kāinga Ora
- b) improve the quality of open space/access to open space
- c) or in the case of privately owned land, to better reflect its current use (for example, as golf course or cemetery).

Between 2016 – 2022, Plan Changes 4, 13, 18, 36 and 60 resulted in the rezoning of an additional 630.3ha of land as open space. Approximately 11.6ha of land was rezoned from open space to another zone. In most case this was either to correct an error or to enable the disposal of the land.

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Table 3: Increases/Decreases in Open Space as a result of Council or Private Initiated Open Space Plan Changes from 2018 – 2022 Source: Auckland Council, Plans and Places Department

Plan Change	Operative Date	Open Space/Major Rec Facility Additions (ha)	Open Space/Major Rec Facility – Losses (ha)
PC1– Panuku land disposal	26 April 2018	nil	0.5727
PC2 - Aotea Square	26 April 2018	nil	0.0334
PC4 – Admin (contains an open space component)	Operative in part 26 Oct 2018 Fully operative 14 Feb 2020	155.6637	nil
PC5 – Whenuapai	Not operative	n/a	n/a
PC13 – Open Space	13 Sept 2019	234.0172 #1	1.2623
PC18 – Tamaki Open Space Rezoning	13 March 2020	0.8915	0.3646
PC30 – Pukekohe Park (Private)	12 Feb 2021	nil	5.80000
PC32 – Avondale Jockey Club (Private)	9 Oct 2020	nil	0.1870
PC36 – Open Space (2019)	11 June 2021	101.0045	2.1938
PC57 – Royal Auckland and Grange Golf Club (Private)	10 Dec 2021	82.9473 #3	nil
PC60 – Open Space (2020) and Other Rezoning Matters #2	(yet to be made operative) Decision notified 9 Sept 2022	55.7987 #4	1.2857
Totals		630.3229 #5	11.6995

#1 - includes 194.1572ha of new regional park

#2 – part of PC60 is required to be part of a variation notified on 18 Aug 2022 (as required under the Enabling Housing Supply Act 2021)

#3 - privately owned land

#4 – includes 40.8 ha rezoning of Whangaparora Golf Course to open space

#5 – excludes PC77 – the rezoning of the Pakuranga Golf Club (38.8999ha)

4.1.1.2 An Emerging Issue – Disposal of Open Space

The open space plan changes described above have involved the rezoning of land zoned open space (or shown as road) that has been through the rationalisation process, identified as surplus or not having a service need and is approved for disposal by Auckland Council.

The process for identifying and approving council-owned properties for disposal is described in detail in the background of the relevant Section 32 reports prepared by Eke Panuku on behalf of Auckland Council.

Examples include Plan Changes 1, 13, 36 and 40. Eke Panuku undertakes the sales process, including the required statutory processes on behalf of Auckland Council.

In cases where the council has resolved that open space can be disposed of, a planning assessment of the proposed new zoning is still required. A key question is whether the land is required to be zoned open space in order to achieve the objectives and policies of the AUP and the purpose of the RMA. This is recognised in the resolution of the Finance and Performance Committee (Resolution: FIN/2020/31 – 16 July 2020) which states:

(c) recommend that Governing Body approve, subject to the satisfactory conclusion of any required statutory processes (including Mana Whenua engagement) the disposal of the properties detailed in Schedule A with the final terms and conditions to be approved under the appropriate delegations.

Key documents that assist in determining whether the land is required to be zoned open space in order to achieve the objectives and policies of the AUP and the purpose of the RMA are as follows:

- **Open Space Network Plans**

Open Space Network Plans are strategic planning documents prepared by Auckland Council for each local board area. They identify and prioritise actions to improve local parks and open spaces in response to local diversity and preferences.

These plans assist local boards to identify projects for consideration in the development of local board plans and project funding bids through the long-term plan process and other funding processes. They also enable local boards to advocate their priorities to others who are responsible for implementing projects in the respective local board area.

The different types of actions in Open Space Network Plans include operational activities, developing new assets, acquiring new parks, planning asset renewals, working with community groups, seeking technical reports from specialists and promoting heritage and recreational opportunities. Some of the projects to be actioned are ready to implement, others require feasibility assessments and further planning before moving them into an implementation phase.

Open Space Network Plans are particularly useful in identifying deficiencies in the open space network.

- **Greenway Plans**

Auckland's Greenways plans are a series of linked, visionary plans being developed from the "ground up" by local boards and their communities with the long-term aim of improving walking, cycling and ecological connections across the region.

Greenway Plans aim to provide cycling and walking connections while also improving local ecology and access to recreational opportunities. To achieve this, greenways may cross existing areas of parkland

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and follow street connections between parks. The network typically follows natural landforms, such as streams and coastlines, as well as man-made features such as streets and motorways.

Where appropriate, the relevant Greenway plans are assessed for those land parcels where a zone change has been requested, to determine the importance of the open space in the overall network and if they formed part of an existing or future greenway link.

- **Parks and Open Space Acquisition Policy 2013**

This policy provides guidance on:

- Why Auckland Council acquires land for parks and open space
- The policies and legislation that influence Auckland Council acquiring parks and open space
- The methods Auckland Council uses to fund and acquire land for parks and open space
- How Auckland Council will assess whether land should be acquired for new parks and open space
- How opportunities to acquire land for parks and open space are prioritised; and
- When Auckland Council will consider disposing of parks and open space.

- **Open Space Provision Policy 2016**

The Open Space Provision Policy 2016 informs the council's investment, asset and acquisition activities in open space, and guides spatial planning by both the council and the private sector.

The focus for investment in open space in the existing urban areas is:

- investing in the established open space network to offer a wider range of activities for more people
- improving linkages between open space, such as establishing greenways
- optimising assets through land exchange and reconfiguration
- acquiring new open spaces as opportunities allow, particularly in large brownfield developments.

The focus for investment in open space in greenfield areas is:

- investing in new open space when growth occurs
- integrating open space with stormwater, transport, schools and community facilities
- creating a resilient and multi-functional open space network that can evolve with changing community needs over time
- connecting new and existing open space networks.

The Open Space Provision Policy 2016 also contain metrics for the provision of open space (e.g. minimum park size, walking distances to different types of open space). These are useful in assessing deficiencies in open space in a particular local board area.

4.1.1.3 Impacts of Recent Government Legislation

Recent government legislation is anticipated to have a significant impact on the urban form of Auckland and other major cities. This key legislation is as follows:

- National Policy Statement on Urban Development 2020 (updated May 2022) (NPS:UD); and
- Resource Management (Housing Supply and Other Matters) Amendment Act 2021 (the RMA);

National policy statements provide national direction for matters of national significance relevant to achieving the sustainable management purpose of the RMA. They allow the Government to prescribe objectives and policies for matters of national significance.

The NPS:UD is part of the Government's Urban Growth Agenda. This Agenda states that to support productive and well-functioning cities it is important that regional policy statements and regional and district plans provide adequate opportunity for land development for business and housing to meet community needs. The stated potential benefits of flexible urban policy include higher productivity and wages, shorter commute times, lower housing costs, social inclusion, and more competitive urban land markets.

The NPS:UD's focus is on ensuring New Zealand's towns and cities are well functioning urban environments that meet the changing needs of diverse communities. For large Tier 1 councils, such as Auckland, it will enable much higher levels of housing capacity and intensification in specific areas than anticipated by the AUP. This will result in widescale and significant changes to existing zoning patterns.

Policy 1: Planning decisions contribute to well-functioning urban environments, which are urban environments that, as a minimum:

- (a) have or enable a variety of homes that:
 - (i) meet the needs, in terms of type, price, and location, of different households; and*
 - (ii) enable Māori to express their cultural traditions and norms; and**
- (b) have or enable a variety of sites that are suitable for different business sectors in terms of location and site size; and*
- (c) have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport; and*
- (d) support, and limit as much as possible adverse impacts on, the competitive operation of land and development markets; and*
- (e) support reductions in greenhouse gas emissions; and*
- (f) are resilient to the likely current and future effects of climate change.*

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The NPS:UD also introduces significantly more flexible development possibilities. It contains the Medium Density Residential Standards (MDRS) which prescribe the minimum level of development for relevant residential areas. Council must give effect to the NPS:UD polices including incorporating the MDRS into the relevant AUP residential zones. This will introduce substantial changes to the zone provisions.

Council has prepared a package of plan changes to progress an Intensification Planning Instrument (IPI) as required by the RMA. This was publicly notified on 18 August 2022 and has significant implications for open space and recreation facilities.

4.1.1.4 Capacity Analysis for the IPI Plan Change

The suite of IPI plan changes that have been initiated to meet the NPS:UD will result in wide scale and significant changes to the zonings across Auckland’s urban zoned land, in addition to significant changes to most of the main zone provisions (objectives, policies, rules).

While the AUP provides for a (plan-enabled) capacity of 2,200,000 dwellings (an additional 1,730,000 dwellings when existing dwellings are accounted for), the effect of NPS:UD and MDRS provisions will accelerate capacity to a plan-enabled capacity of approximately 3,460,000 dwellings (once qualifying matters are taken into account).

This capacity is weighted towards Residential - Mixed Housing Suburban and Mixed Housing Urban zones, being zones for town house, duplexes and terrace type housing. Zoning for apartments is relatively modest, accounting for about 20 per cent of the total residential capacity (although more capacity is available in Business - Mixed Use and other relevant Business zones for apartment type developments).³

Table 4 - Percentage of Residential Land by Zone Under the AUP and IPI Plan Change, Source: Auckland Council GIS

Residential Zoned Land	AUP Area (ha)	AUP (%)	NPSUD Area (Ha)	NPSUD (%)
Residential – Large lot Zone	2910.29	7.6	2883.76	7.5
Residential – Single House Zone	8456.86	22.1	1841.79	4.8
Residential – Mixed Housing Suburban Zone	1496.76	39.0	583.40	1.5
Residential – Mixed Housing Urban Zone	7667.94	20.0	23774.54	62.0
Residential – Terraced Housing and Apartment Building Zone	2493.37	6.5	4782.21	12.5
Residential – Low Density Zone	0	0.0	2630.41	6.9
Residential – Rural and Coastal Settlement Zone	1839.20	4.8	1839.20	4.8
TOTAL	38335.34	100	38335.34	100

³ Section 32 evaluation – IPI Overall Evaluation Report; David Mead August 2022

4.1.1.5 Plan Change 60

The Plan Change 60 process provided valuable insights into the issues raised, in particular, by proposals to divest existing areas of open space.

- **Local Board Feedback**

Local boards are consulted during the process to identify council-owned properties for disposal. They are also able to provide feedback on plan changes. This feedback does not have the status of a submission but is able to be considered by both the reporting planner and hearings commissioners. Examples of the feedback from local boards, which is publicly available information, on Plan Change 60 (the most recent of the open space plan changes) include:

Ōtara-Papatoetoe Local Board

Support, in principle, land rationalisation and housing development while noting that the board has in its feedback to council's 10-year Budget supported:

- i) the sale of non-strategic and non-services assets to fund investments and services, as part of the 10-year Budget
- ii) that resources from asset recycling be directed to areas of historical under-investment and deprivation and the reinvestment should be in the local areas from where revenue is generated
- iii) council response to housing development and growth prioritises focusing the limited funding to maximise residential yield, affordable housing, job creation and supporting deprived communities
- iv) oppose the rezoning of 11R Birmingham Road as it has an established and dedicated public use. The site has future potential to improve the open space network in an area used by workers within a community affected by deprivation and historic under-investment in public amenities.

Waitākere Ranges Local Board

- i) opposes PC60, particularly for the purpose of facilitating land rationalisation and disposal process
- ii) supports the Whau Local Board Notice of Motion of 24 March 2020 (WH/2021/16) opposing the sale of Davern Lane Reserve
- iii) is concerned that identification of underperforming and non-service properties is based predominately on financial criteria rather than the level of use by local communities
- iv) notes that natural features, such as mature native trees, on such identified properties are not taken into account when properties are identified for the land rationalisation and disposal process and note that the retention of mature trees is an essential component of addressing climate change and is consistent with the Local Board's objective of increasing tree canopy cover

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- v) notes that the Auckland region is undergoing a significant increase in density and that intensification means that existing green spaces need to be retained and ask how current green space provision will service the anticipated population increase and associated community need
- vi) notes that these green spaces create spaces for nature to thrive in an urban environment, removing them exacerbates the biodiversity crisis
- vii) notes that some identified properties are green spaces for local residents made possible through developers' levies, reflecting reduced section sizes in housing developments over recent decades
- viii) notes that the process for asset recycling undertaken in 2020 did not include formal feedback or agreement from Local Boards and that PC60 further reduces the ability of local boards to influence or control the sale / recycling of local assets
- ix) notes that feedback has consistently been given that asset sales / recycling is the Board's least preferred lever in terms of Auckland Council's debt reduction.

- **Public Submissions**

Public submissions are considered by the reporting planner and hearings commissioners. Examples of some of the public submission points in opposition to Plan Change 60 that relate to specific sites include:

11R Birmingham Road, Otara



Source: Auckland Council, GIS

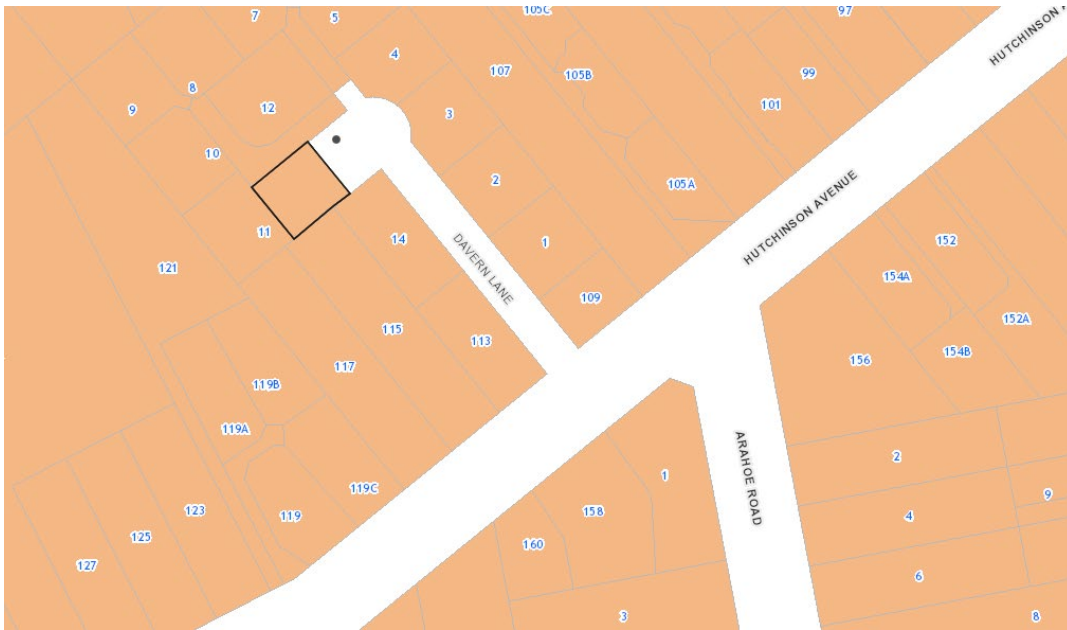


11R Birmingham Road, Otara Source: Google Street View

Submission points included:

- *the land has value and is used in the purpose of its current zoning*
- *rezoning will not support local businesses, church users or workers, the reserve supports the community's use of the church*
- *Open Space zoning is consistent with AUP objectives and policies, eg Policies H7.3.1(e) and H7.S.3.2*
- *30R Birmingham was lost under PC36*
- *a 'spot zone' of Open Space serving its neighbourhood reflects the function and use of the site by the community*
- *being an irregularity to a pattern of business zoning is not a reason for its removal*
- *it has trees protected by its zoning which would be lost*
- *historical underinvestment is not a reason to dispose*
- *the site is an overland flow path and over 70 per cent is flood plain & has other development constraints*
- *informal parking on the reserve is not reason to dispose*

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13 Davern Lane, New Lynn

Source: Auckland Council, GIS



13 Davern Lane, New Lynn Source: Tony Reidy

Submission points included:

- *The park is well used, safe area, overlooked from all sides, it's a meeting place, the wellbeing of residents will be affected, reserve adds a certain calmness and peace to our little street and the surrounding environment, the space is great for mental health*
- *Contrary to expectations of and amenity values of neighbourhood*
- *Mature trees, has large Pohutukawa tree, birdlife, valued by local community, part of wider ecosystem*
- *Tree removal would add to global warming*
- *Loss of healthy mature trees is inconsistent with Auckland Council's Declaration of a Climate Emergency, Auckland Council's Urban Ngahere (Forest) Strategy 2019 and The Auckland Plan outcome for Environment and Cultural Heritage*

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- *We need trees for our wellbeing, to mitigate stormwater flow and heat island effect, to store carbon and to provide a home for our birds and other fauna*
- *Development would cause problems for narrow cul de sac, rezoning would totally change the character of this quiet lane*
- *High density housing is increasing which means less designated green spaces*
- *The space was left there by a developer for us to have a green area, which the council required*
- *Contrary to Whau Open Space Network Plan 2017 and New Lynn Reserves Management Plan 2004*
- *Inconsistent with objectives and policies of H7.5 Open Space & RPS B2.7*
- *Contrary to NPS-UD and well-functioning environments*
- *Contrary to the Open Space Provision Policy and the Auckland Plan 2050; does not meet relevant statutory requirements*
- *Section 32 is deficient*

As part of the process to prepare Plan Change 60, the Community Investment team use both the Parks and Open Space Acquisition Policy (2013) and the Open Space Provision Policy (2016) when undertaking assessments for both acquisitions and disposals of open space.

The Parks and Recreation Policy team's Acquisition Review Group assessed the properties included for disposal in Plan Change 60 during 2018 and 2019. They were assessed against the following criteria – meeting community needs; connecting the council's parks and open spaces; protecting and restoring Auckland's unique features; and improving the parks and open space the council already has. All sites were identified as non-strategic assets that were not required for open space purposes.

It is important to note that both the Parks and Open Space Acquisition Policy (2013) and the Open Space Provision Policy (2016) do not take into account recently prepared council plans such as the Auckland Climate Plan 2020 and the Auckland Urban Ngahere (Forest) Strategy 2019. They were also prepared prior to the changes to the planning framework resulting from the National Policy Statement on Urban Development and the Enabling Housing Supply and Other Matters Act 2021 which introduce the medium density residential standards (MDRS). Both the NPS:UD and MDRS will result in significant increases in residential density/heights throughout the Auckland region.

During the hearing for Plan Change 60, the Senior Policy Advisor - Parks confirmed that the Parks and Open Space Acquisition Policy (2013) and the Open Space Provision Policy (2016) were now out of date and required review.

It was recommended that a number of sites retain their open space zoning in the S42A Planning Report for PC60. The reasons for recommending rejecting the plan change included:

- a deficiency of open space in an area
- the current zoning allows for intensification (e.g. Mixed Housing Suburban, Mixed Housing Urban, and Terrace Housing and Apartment Building)
- the open space provides a pedestrian or cycle connection and encourages walking and or cycling

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- the open space contains significant trees or vegetation which would likely be lost as a result of development (and is contrary to the Auckland Council’s Urban Ngahere (Forest) Strategy 2019 and Climate Plan 2020)
- the open space is located in a flood prone area and/or has an overland flow path
- the open space has heritage value.

Of the 24 sites proposed to be rezoned from open space to another zone, the commissioners rejected 11 of them. In addition, in their decision the commissioners recommended that the Parks and Open Space Acquisition Policy (2013) and the Open Space Provision Policy (2016) be urgently reviewed.

4.1.1.6 Effectiveness and Efficiency Assessment

What do the findings tell us?

- The amount of land zoned as open space in the AUP has increased by 630.3 ha during the period 2017 – 2022
- There has been a loss of land zoned open space of 11.6 ha over the same period
- Therefore there has been a net gain in land zoned open space of 618.7 ha
- There is increasing local board and community opposition to the rezoning and disposal of open space
- The suite of IPI plan changes as a result of the directives of the NPS:UD will result in wide scale and significant changes to the zonings across Auckland’s urban zoned land and a significant increase in plan-enabled housing capacity in particular
- The key documents to determine whether disposals are appropriate (Parks and Open Space Acquisition Policy 2013 and Open Space Provision Policy 2016) are outdated and need to be urgently reviewed to take into account recently prepared strategies and plans such as the Urban Ngahere (Forest Strategy, the Te Tāruke-ā-Tāwhiri: Auckland's Climate Plan, the NPS:UD and the resulting IPI Plan Change which will enable significant intensification of development across the urban parts of the region. Note: Community Investment is currently reviewing the five documents that comprise the council's open space policy framework with the expectation that new policy will be in place by the end of 2024. The five documents that are being reviewed are:

1/ Auckland Sport and Recreation Strategic Action Plan 2014-2024 Plan (refreshed 2017)

2/ Increasing Aucklanders’ Participation in Sport Investment Plan 2019-2039 (July 2019)

3/ Open Space Provision Policy 2016

4/ Parks and Open Space Strategic Action Plan 2013

5/ Parks and Open Space Acquisitions Policy 2013.

Are the outcomes sought by the RPS being achieved/where do outcomes differ?

- Generally yes, additional open space is being acquired across the region
- However, not in areas undergoing significant intensification, where there is already a shortage of open space and where disposal of open space is occurring

Where are the challenges and have the outcomes been achieved at reasonable cost?

- The guiding open space policy documents for open space acquisition and disposal have become outdated (they are currently being reviewed)

4.1.2 Objective 1, Indicator 2

Indicator 2. Gaps in the provision of open space (including spatial distribution, and “range” or type)

This indicator assesses whether there have been any changes in the spatial distribution and types of open space provided.

The Findings are organised under the following headings:

1. Open Space network Plans – role and usefulness
2. Spatial Distribution of New Open Spaces and Loss of Open Space
3. Range and type of Open Spaces
4. Effectiveness and Efficiency Assessment

4.1.2.1 Open Space Network Plans – role and usefulness

Open Space Network Plans set out the actions needed to deliver a sustainable, quality open space network for the local board area that can respond to anticipated growth and provide the community with access to a range of recreation, social, cultural and environmental experiences. The plans assist local boards to prioritise their spending on parks and open space development by identifying projects for prioritisation through the local board plan, long-term plan and annual plan processes. The plans enable local boards to manage the network of parks in this local board area in a way that suits the community needs, challenges and opportunities specific to open space within each local board area.

Actions recommended in the plans may include operational activities, developing new assets, acquiring new parks, planning for asset renewals, working with community groups, and promoting recreational opportunities.

As an example, the Puketāpapa’s Open Space Network Plan (2018) identifies five key moves to structure actions to develop Puketāpapa’s open space network. The key moves provide the framework for future development and management of the Puketāpapa’s open space network over the next 10-years. The long-term goal is for a sustainable, quality open space network.

The five key moves from Puketāpapa’s Open Space Network Plan (2018) are:

1. High quality parks network
 - provide a range of open space experiences
 - optimise existing open space
 - develop distinctive parks.

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2. Treasured environment

- ensure sustainable management of open space
- manage and improve water quality
- improve biodiversity.

3. Inclusive communities

- reflect Māori identity, culture and heritage
- celebrate the community's identity and belonging
- respond to the needs of the community equitably.

4. Active involvement and wellbeing

- support healthy lifestyles
- improve awareness of open space
- encourage appropriate use of open space.

5. Opportunities to connect

- improve connectivity between communities and places
- enhance ecological corridors
- improve awareness of connections

It is therefore the role of Open Space Network Plans, along with the Parks and Open Space Acquisition Policy 2013 and Open Space Provision Policy 2016 to identify any gaps in the network and to ensure a high-quality network is achieved.

The AUP's role is to sustainably manage the open space resource and to avoid, remedy or mitigate any adverse effects associated with its use and development.

4.1.2.2 Spatial Distribution of New Open Spaces and Loss of Open Space

Auckland Council undertakes regular plan changes to update the zoning of open space. Generally these plan changes involve:

- a) Rezoning land recently vested or acquired for open space purposes, so that the zoning of the land reflects its purpose and intended use;
- b) Correcting some open space zoning errors (typically private land that has been incorrectly zoned as open space);
- c) Rezoning land parcels that are currently zoned as open space or shown as road in the Auckland Unitary Plan (Operative in Part) to either a residential or business zone, where Auckland Council has either approved the sale of these land parcels or they are part of a Eke Panuku Development Auckland Limited (Panuku) regeneration project.
- d) Rezoning land parcels or groupings of land parcels to facilitate redevelopment on behalf of Kāinga Ora and to better reflect the use of land.

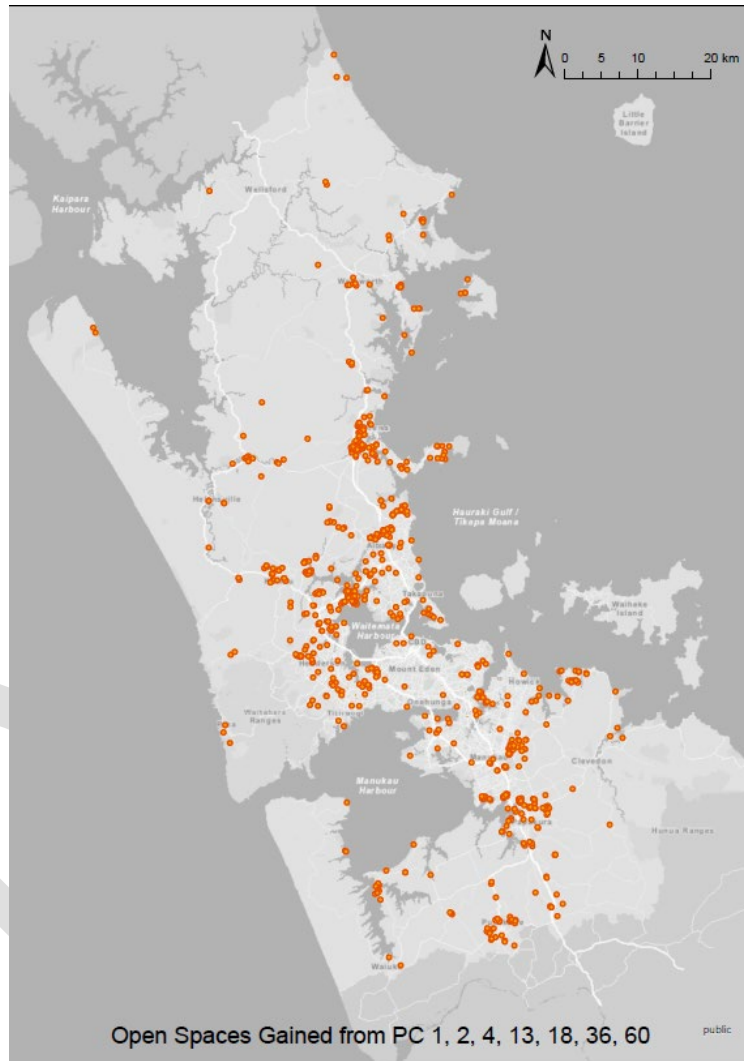
Seven “open space” plan changes have notified since the Auckland Unitary Plan became operative in part in 2016. These are Plan Changes 1, 2, 4, 13, 18, 36 & 60.

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Gains of land zoned open space are typically associated with recently vested or acquired land, correcting errors (where an open space zoning is applied), and rezoning land parcels to facilitate redevelopment (where new parks are created).

While there have been “gains” across the region, there are clusters of new open spaces in those parts of Auckland where greenfield subdivision has occurred. This includes Pukekohe and Flat Bush in the south, Hobsonville, Henderson, Massey/Red Hills, Swanson, Glen Eden and New Lynn in the west and Millwater, Milldale, Silverdale and Long Bay in the north.

The spatial distribution of land zoned as open space since November 2016 is shown on the map below.



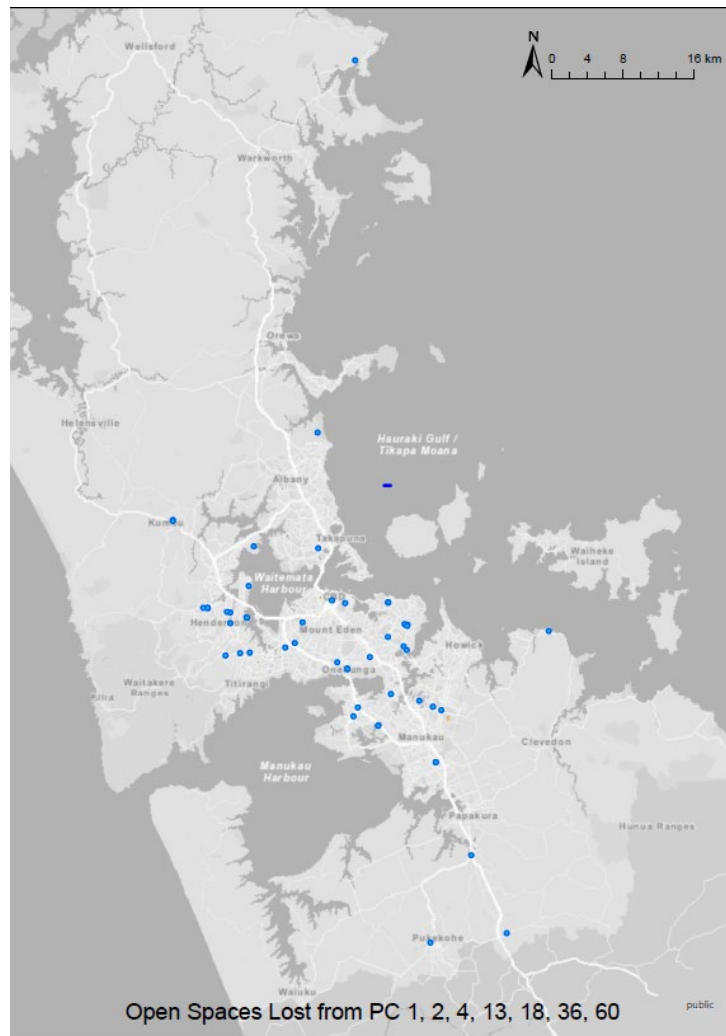
Source: Auckland Council GIS

Losses of land zoned open space are typically associated with correcting open zone errors, rezoning land that has been approved for sale by Auckland Council and rezoning land to facilitate redevelopment by either Eke Panuku or KāingaOra.

Losses have occurred across the region with a dominance in the south, east and west.

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The spatial distribution of land rezoned from open space to another non-open space zone since November 2016 is shown on the map below.



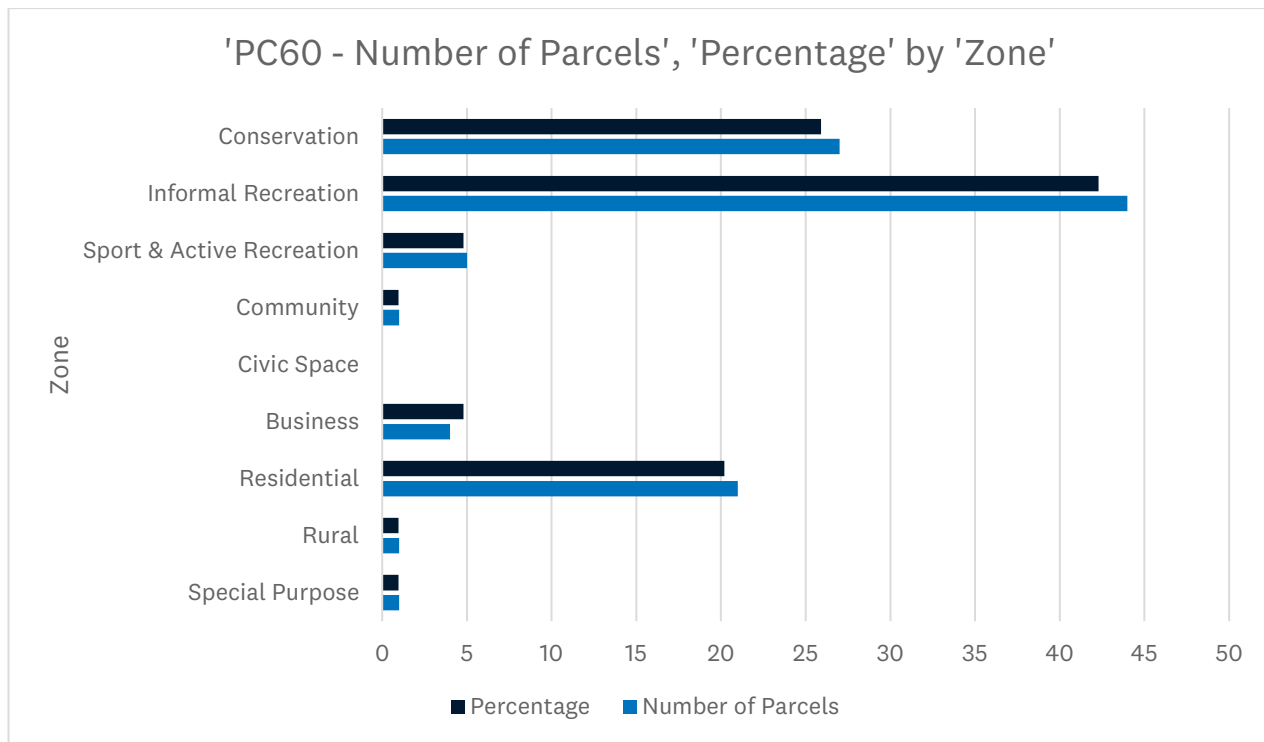
Source: Auckland Council GIS

4.1.2.3 Range and type of Open Spaces

The 104 land parcels that were the subject of Plan Change 60 were assessed to determine the range or type of open spaces being added to or lost as a result of rezoning.

The majority of land parcels being rezoned were to either Open Space – Conservation Zone (25.9%) or Open Space – Informal Zone (42.3%).

Of the non – open space zones that land parcels were being rezoned to, the majority were either Residential (20.2%) or Business (4.8%).



Source: Auckland Council, Plans and Places Department

The results reflect that the majority of land being rezoned to open space are esplanade reserves (Open Space Conservation Zone or Open Space – Informal Recreation Zone) or new neighbourhood parks (Open Space – Informal Recreation Zone). The majority of land being rezoned to a non – open space zone reflects Auckland Council’s land disposal process, particularly where “pocket parks” in either residential or business zones are being disposed of.

4.1.2.4 Effectiveness and Efficiency Assessment

What do the findings indicate?

- It is the role of Open Space Network Plans, along with the Parks and Open Space Acquisition Policy (2013) and Open Space Provision Policy 2016 to identify any gaps in the network and to ensure a high quality network is achieved
- Gains of land zoned open space are typically associated with recently vested or acquired land, correcting errors (where an open space zoning is applied), and rezoning land parcels to facilitate redevelopment (where new parks are created). There are clusters of new open spaces in those parts of Auckland where greenfield subdivision has occurred. This includes Pukekohe and Flat Bush in the south, Hobsonville, Henderson, Massey/Red Hills, Swanson, Glen Eden and New Lynn in the west and Millwater, Milldale, Silverdale and Long Bay in the north
- Losses of land zoned open space are typically associated with correcting open zone errors, rezoning land that has been approved for sale by Auckland Council and rezoning land to facilitate redevelopment by either Eke Panuku or Kāinga Ora. These have occurred across the region with a dominance in the south, east and west.

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- As a key example in Plan Change 60, the majority of land parcels being rezoned were to either Open Space – Conservation Zone (25.9%) or Open Space – Informal Recreation Zone (42.3%). Of the non – open space zones that land parcels were being rezoned to, the majority were either Business (4.8%) or Residential (20.2%).

Are the outcomes sought by the RPS being achieved/where do outcomes differ?

- Recreational needs in new greenfield areas are being met through the provision of additional open space and recreation facilities
- The disposal of small pocket parks in established urban areas has been identified as a significant issue, particularly to local communities who value such spaces. Currently, Auckland Council generally does not purchase or acquire new pocket parks. This is largely driven by the limited budget the council has to acquire additional open space.

Where are the challenges and have the outcomes been achieved at reasonable cost?

- Maintaining and increasing open space and recreation facilities in established urban areas that are undergoing significant intensification.

4.1.3 Objective 1, Indicator 3

Indicator 3 Planning constraints to the establishment of new recreation facilities

This indicator assesses planning impediments or constraints to the establishment of new recreation facilities in the AUP. These include activities that are not provided for in activity tables or supported in the AUP’s objectives and policies. The need for a resource consent per se is not considered a “planning impediment”.

The Findings are organised under the following headings:

1. Key Documents Determining the Type and Location of New Recreation Facilities
2. AUP Issues Register
3. Case Study - Private Plan Change 57 – Royal Auckland and Grange Golf Club
4. Case Study – Project Waiwharariki Anzac Square (Takapuna town square)
5. Effectiveness and efficiency assessment

4.1.3.1 Key Documents Determining the Type and Location of New Recreation Facilities

It is not the role of the AUP to determine the type or even the location of new recreation facilities. There are a number of plans and strategies that do that and these are outlined below. The role of the AUP is to give effect to the RMA and to implement the Auckland Plan. In terms of both existing and new recreation facilities, the AUP can facilitate the provision of recreation facilities by ensuring appropriate zones (open space, Major Recreation Facility or other) are in place. For example, the Open Space – Sport and Active

Recreation zone and Open Space – Community zone are much more enabling of development and provide for different types of recreation than the Open Space – Conservation zone does.

Key documents in determining the type and location of new recreational facilities are set out below.

- **Community Facilities Network Plan (2015)**

The Community Facilities Network Plan recognises that community facilities are an important part of realising the vision for Auckland to become the world’s most liveable city. They contribute to building strong, healthy and vibrant communities by providing spaces where Aucklanders can connect, socialise, learn and participate in a wide range of social, cultural, art and recreational activities. These activities foster improved lifestyles and a sense of belonging and pride among residents. The Community Facilities Network Plan (the network plan) provides a road map for how Auckland Council will invest in community facilities over the next 20 years. The plan addresses the provision of:

- arts and culture facilities
- community centres
- libraries
- pools and leisure facilities
- venues for hire (community or rural halls).

To keep pace with Auckland’s growing and diverse population, and to ensure existing facilities are fit-for-purpose and affordable, a more holistic, community led approach to the planning and provision of community facilities is required. Different models of provision for ownership, design, location and operation of facilities need to be considered. Objectives for the future are:

- undertake integrated and coordinated planning across all types of community facilities to ensure future decisions are based on clear evidence and assessment of all options
- maintain, improve and make the best use of our existing network of community facilities where these continue to meet community needs
- focus investment on developing fit for purpose, integrated and connected community facilities
- explore opportunities to leverage and support partnerships with other providers.

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Parnell Baths Source: Auckland Council

- Auckland Sport and Recreation Strategic Action Plan 2014 – 2024 (Refreshed 2017)

The focus of the Sport and Recreation Strategic Action Plan (SARSAP) is to get Aucklanders more active, more often.

The plan was developed in conjunction with Auckland’s sport and recreation sector and is to be implemented over the next 10 years.

SARSAP helps to deliver on the key objectives of the Auckland Plan to promote individual and community wellbeing through participation and excellence in sport and recreation.

The plan lays out the common vision for improving recreation and sport across Auckland, the actions to be taken to get there and the role Auckland Council and other organisations will play.

The four priority areas are:

- participation – more Aucklanders living physically active lives through participation
- infrastructure – developing access to open spaces and harbours, coastlines and waterways and a fit for purpose network of facilities enabling physical activity, recreation and sport
- excellence in recreation and sport – will help build pride in the region’s recreation and sporting achievements, talent nurtured and excellence celebrated
- sector development – having sector that is strong and capable to deliver quality sport and recreation experiences in a sustainable way.

The independent advisory panel, OneVoice: Recreation and Sport, sponsors the implementation of SARSAP and monitor its progress on behalf of the sport and recreation sector. Joint leadership groups oversee the delivery of the plan. Implementation of SARSAP initiatives will be undertaken by the sport and recreation sector, including:

- Sport New Zealand
- national and regional recreation and sport organisations
- local regional sports trusts
- Auckland Sport

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- iwi and Māori organisations
- Auckland Council
- tertiary institutes and schools
- local groups and clubs
- government agencies and ministries.

Auckland Sports Sector: Facilities Priority Plan 2017

Aktive is a charitable trust with the vision to make Auckland the world's most active city. They provide leadership to the Auckland region that encourages, enables and inspires Aucklanders to lead more active lives through play, sport and active recreation. As both Sport NZ's and Auckland Council's strategic partner in Auckland, this means investing in organisations and projects that will get more people active, with focuses on tamariki, rangatahi, and identified communities.

The Auckland Facility Priorities Plan is a sector-based approach, developed by Aktive to inform and shape sports code planning and future sport facilities investment.

It focuses on providing sports facilities to enable sport participation at the community level, including social and casual participation.

In 2017, over a nine-month period, Aktive worked with the sports sector to develop a coordinated and integrated approach for future sport facility provision in Auckland. Auckland Council and Sport NZ supported this work.

The process involved over 80 organisations, primarily regional and national sports organisations.

Regional sports trusts, major facility providers, local boards and Aktive's Māori Advisory Group also provided valuable input.

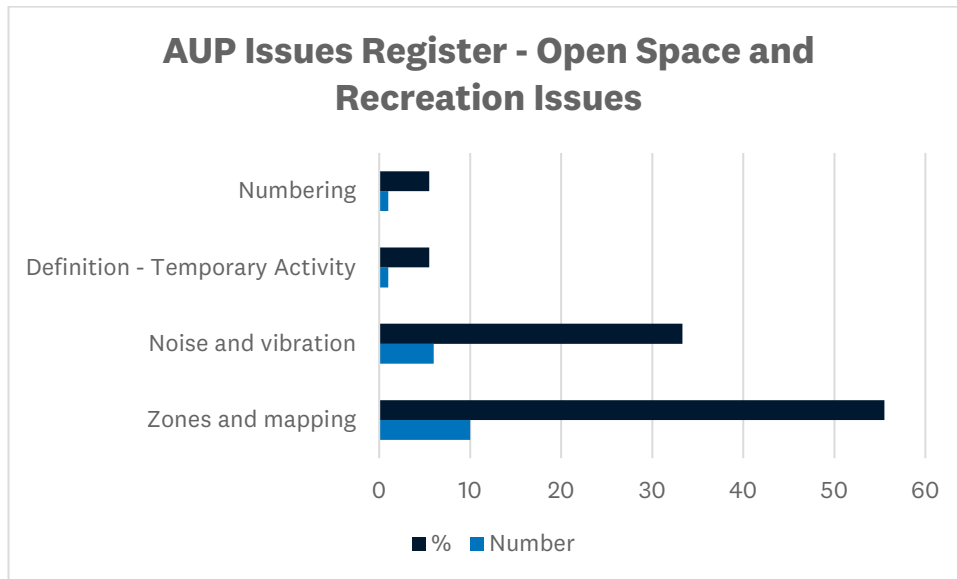
The plan looks across different types of sport and the region as a whole and encourages a partnership approach. It:

- confirms sector-wide strategic principles and priorities for investment in sport facilities
- provides a process to evaluate and prioritise significant (more than \$500k) sport facility investment proposals
- identifies options to make the best use of existing sport facilities
- considers the challenges, current gaps in what is being provided and future demand for investment in sport facilities in Auckland.

4.1.3.2 AUP Issues Register

The Auckland Council "Issues register" contains perceived AUP issues that are identified by policy planners, resource consent planners, other specialists, as well as the public. The majority of issues raised in the register for the open space and recreation topic relate to zoning and mapping with 10 of the 18 issues recorded. This was followed by noise and vibration with six of the 18 issues.

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Source: Auckland Council, Plans and Places Department

4.1.3.3 Case Study – Private Plan Change 57 – Royal Auckland and Grange Golf Club

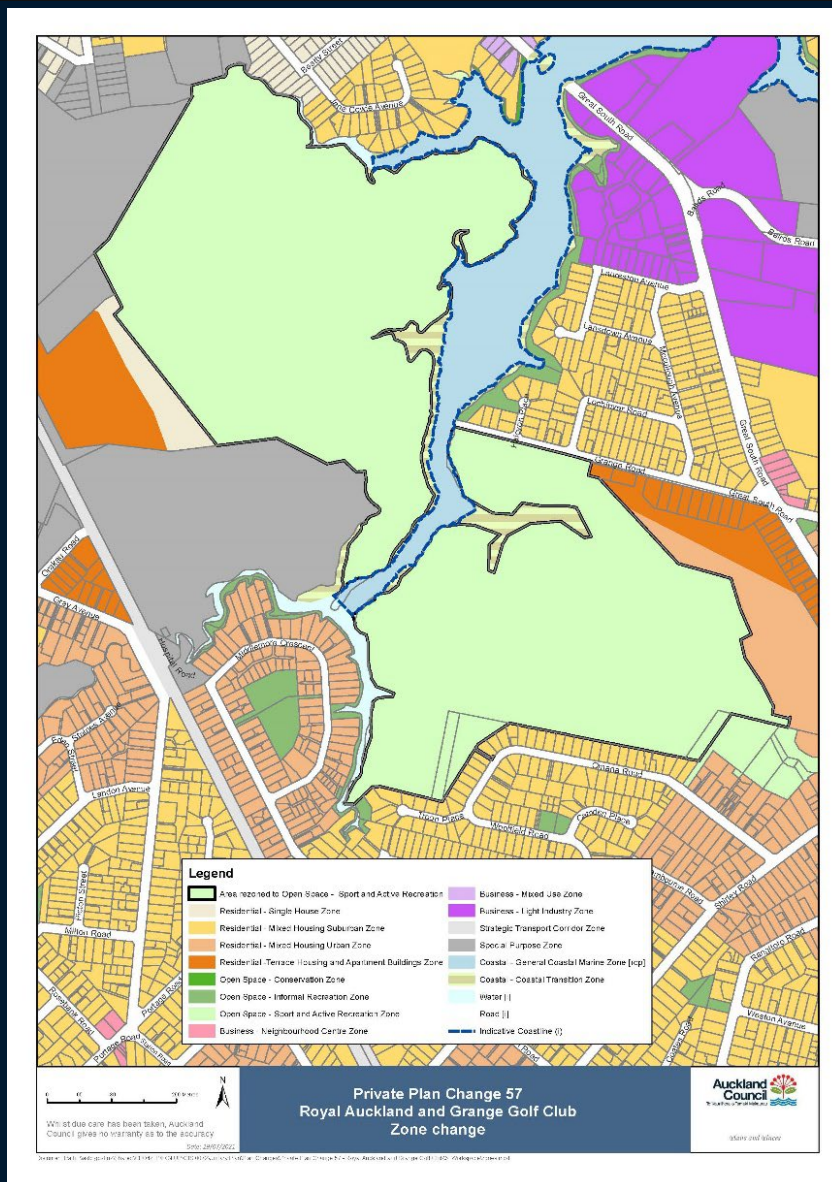
Case Study: Private Plan Change 57 – Royal Auckland and Grange Golf Club

Plan Change 57 (Private) was a private plan change initiated by the Royal Auckland and Grange Golf Club (RAGGC) to rezone:

- a 44.8617 hectares site (57 Grange Road) from Residential - Single House zone to Open Space – Sport and Active Recreation zone; and
- three sites of 34.6180 hectares (Grange Road), 0.4366 hectares (2 Grange Road) and 1.0310 hectares (69A Omana Road), from Residential - Terrace Housing and Apartment Building zone and Residential - Mixed Housing Urban zone to Open Space – Sport and Active Recreation zone (OS-SAR). See zoning map below.

The purpose of the plan change was to apply a zone that reflects current and foreseeable use of the land as a golfing facility. Under the AUP zoning framework, the OS-SAR zone applies to open spaces used for indoor and outdoor organised sports, active recreation, and community activities. Golfing is a permitted activity in the OS-SAR zone.

The resource management issue to be addressed was that the residential zoning does not reflect the longstanding, current and future use of the land for golf which is a recognised form of active recreation.



Source: Auckland Council GIS

Golf is an activity that falls within the Auckland Unitary Plan definition of ‘organised sport and recreation’, which is classed as a permitted activity in the OS-SAR zone. There is no provision for organised sport and recreation activities in the current residential zones applying to the site. Under the residential zonings, the recreational activity of golf was a non-complying activity and any new buildings or additions to a building designed to accommodate activities associated with the golf activity were also non-complying activities. This means the RAGGC had to rely on existing use rights and/or obtain resource consents for its activity.

The applicant considered the OS – SAR was the appropriate zone to apply to this site because it:

- reflects the current and foreseeable use of the land as a golfing facility
- is the most appropriate way to achieve the objectives and policies of the AUP and RMA, when compared with the option of retaining the operative residential zones

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- provides for the efficient and effective use of an activity that has a long association with the land and will continue in the foreseeable future
- provides for golf as a permitted activity rather than the RAGGC operation and development relying on existing use rights and/or non-complying activity resource consents.

The main issue of contention related to the appropriateness of the residential zoning applied to the existing golf course.

The AUP uses zoning as the method to manage activities and development of land within the Auckland region. Privately-owned land would generally only be zoned open space where such zoning is supported by the landowner. To do otherwise would be considered an unreasonable restriction on the use of the land.

The independent hearing commissioners found that it was appropriate and consistent with the RPS and AUP structure to apply a zone that reflected the functions carried out and intended to be carried out for the foreseeable future on this privately owned land.

In the commissioner's view:

- the RAGGC has demonstrated a clear commitment to the site being retained as a golf course for the foreseeable future both in the plan change request application, its submissions at the hearing, and as evidenced by its substantial investment in both the development of the course and its ancillary facilities and activities
- the zoning of the site should recognise the landowner's intentions and commitment to the ongoing maintenance and development of the site as a golf course and its ancillary activities
- the golf course development of the site should not have to rely on the existing use right provisions of the RMA or require ongoing resource consent approvals to enable the course to operate and undertake its maintenance functions.

They therefore found that the site should be rezoned from Residential to OS-SAR, a zone that anticipates golfing as a permitted activity.

This case study illustrates the importance of having an appropriate zoning in place for recreation facilities in particular. A similar issue has also arisen with the Whangaparaoa Golf Club in Gulf Harbour (which is addressed in PC60) and Pakuranga Golf Club (PC77 seeks to rezone the land at 199 Botany Road, Howick from Residential – Mixed Housing Suburban (MHS) to Open Space – Sport and Active Recreation (OS-SAR) zone).

4.1.3.4 Case Study – Project Waiwharariki Anzac Square (Takapuna town square)

Case Study: Project Waiwharariki Anzac Square (Takapuna town square)

Waiwharariki Anzac Square (Takapuna town square) is part of the urban regeneration of Takapuna, led by Eke Panuku on behalf of Auckland Council. See zoning map below. The goal is to revitalise the town centre, improve public spaces, create better connections to the beach and support more options for urban living and public transport, to bring about a great future for Takapuna. Future development surrounding the town square will include a mix of shops, businesses, and homes.



Source: Eke Panuku

The Takapuna city centre is zoned Metropolitan Centre under the AUP (see zoning maps below). The zone description states:

“The Business – Metropolitan Centre Zone applies to centres located in different subregional catchments of Auckland. These centres are second only to the city centre in overall scale and intensity and act as focal points for community interaction and commercial growth and development and contain hubs serving high frequency transport. The zone provides for a wide range of activities including commercial, leisure, high density residential, tourist, cultural, community and civic services. Zone provisions, in conjunction with rules in the other business zones, reinforce metropolitan centres as locations for all scales of commercial activity”.

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Relevant objectives for Metropolitan Centres include the following:

(6) Metropolitan centres are reinforced and developed for commercial, community and civic activities and provide for residential intensification.

(7) Metropolitan centres are an attractive place to live, work and visit with vibrant and vital commercial, entertainment and retail areas.

Related policies include:

(3) Require development to be of a quality and design that positively contributes to:

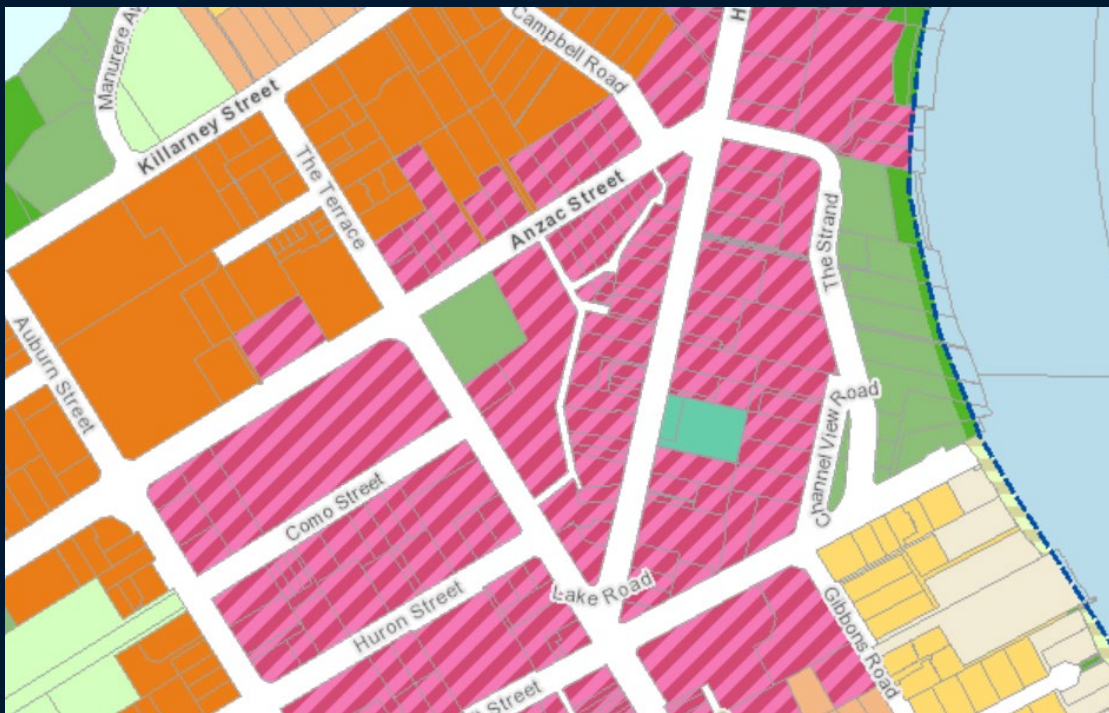
(a) planning and design outcomes identified in this Plan for the relevant zone;

(b) the visual quality and interest of streets and other public open spaces; and

(c) pedestrian amenity, movement, safety and convenience for people of all ages and abilities.

(17) Encourage a wide range, and a high concentration, of commercial, leisure, tourist, cultural and community activities and civic services in metropolitan centres.

Under the AUP's activity table for Metropolitan Centres (and all other centres) neither informal recreation nor public open spaces are provided for. Some public spaces in metropolitan centres are zoned as Open Space – Civic Space, while others have a Business zoning. Open spaces are an important component of metropolitan and other centres.



Source: Auckland Council AUP Maps

In terms of the development – unlike the City Centre zone where public amenities (includes landscaping and planting, seating, etc) are a permitted activity, there is no equivalent in the metropolitan centre zone and other centre zones.

Relying on the generic term “buildings” would mean new buildings are a restricted discretionary activity. However the seating and other works etc may not fall within the definition of a building.

In terms of the actual use of the square an activity such as “informal recreation” is also missing from all the business zones. Activities not provided for are a non-complying activity.

Therefore it does appear there are “missing” components related to the provision and use of public squares in the business zones (where they do not have an open space zoning) – in particular public amenities should be a permitted activity throughout as should informal recreation or a similar activity.

4.1.3.5 Effectiveness and efficiency assessment

What do the findings indicate?

- The majority of issues raised in the AUP Issues Register for the open space and recreation topic relate to zoning and mapping with 10 of the 18 issues recorded.
- Inappropriate open space zonings are a barrier to new recreational facilities (on both public and private land)
- Under the AUP currently, all centre zones do not provide for informal recreation (as an activity) nor the recreational facilities associated with open space (as a development). Consequently, the status of any new town or public square (where it is not on open space zoned land) is not clear and is therefore likely a non-complying activity (as an activity not provided for).

Are the outcomes sought by the RPS being achieved/where do outcomes differ?

- Inappropriate zonings and inefficient processes are adding to the cost and time required to gain consents for new recreation facilities. This situation could be addressed when the new National Planning Standards – Open Space zones are incorporated into the AUP.

Where are the challenges and have the outcomes been achieved at reasonable cost?

- Costs of establishing new recreation facilities (in terms of consenting costs and time delays).

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4.1.4 Objective 1, Indicator 4

Indicator 4 Changes in the quality of open space and recreation facilities (increases/decreases)

This indicator assesses changes in the quality of open space – either increases or decreases.

The Findings are organised under the following headings:

1. Quality of Life Survey 2020
2. Case Study – Temporary Activities on Sites of Significance to Mana Whenua

4.1.4.1 Quality of Life Survey 2020

There is no specific region-wide assessment of the quality of open space and recreation facilities. However, the Quality-of-Life Survey 2020 does measure residents' perceptions of aspects of living in larger urban areas. This provides an indication of the quality of open space and recreation facilities. The survey is a collaborative local government research project. It provides data for councils to use as part of their monitoring programmes.

The survey includes a number of questions that refer to the quality of cities and local board areas as places to live, whether the quality has improved or declined and the reasons for the improvement or decline. Open space and recreation facilities are an important factor in the quality of a city or local area. The following questions included in the survey are relevant to the quality of open space and recreation facilities:

- Perception of city/local area as a great place to live by both city and local board area. (Question 8)
- In the last 12 months, do you feel has got better, worse or stayed the same as a place to live? (Question 9)
- Those who say their city/local area has got better as a place to live (excluding not answered). And for what reasons do you say has changed as a place to live? (Question 10)
- Those who say their city/local area has got worse as a place to live (excluding not answered). And for what reasons do you say has changed as a place to live? (Question 10)

In response to these questions residents referenced open space and recreation facilities, seeking the following outcomes:

- Good maintenance of public amenities (parks and public spaces)
- Good recreation facilities/lots of things to do
- Pedestrian and cycling initiatives
- Feels safe

Perception of city as a great place to live

81 per cent of Auckland residents agreed that their city/local area was a great place to live (slightly less than the 83 per cent average for the eight largest cities in New Zealand). 14 per cent were neutral, while 6 per cent disagreed.

Wellington (89 per cent), Hamilton (88 per cent), Greater Wellington (87 per cent) and Dunedin (86 per cent) recorded the highest perceptions that their cities were great places to live, while Porirua and Auckland (both 81 per cent) were the lowest scoring (Figure 5).

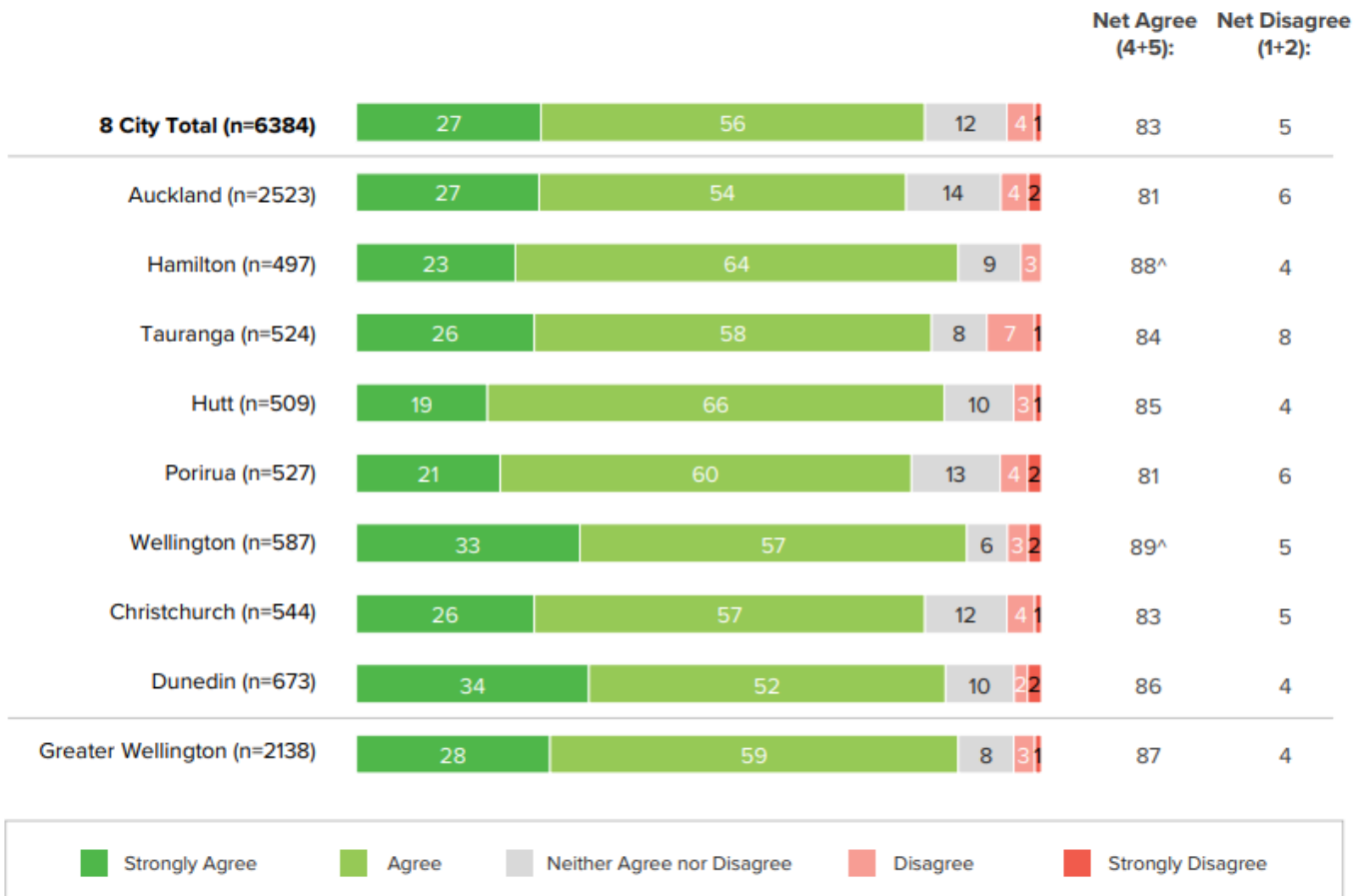


Figure 5. Perception of city as a great place to live Source: Quality of Life Survey Q8. How much do you agree or disagree with the following statement: “ is a great place to live”? (1 – Strongly disagree, 2 – Disagree, 3 – Neither agree nor disagree, 4 – Agree, 5 – Strongly agree)

Perception that local area is a great place to live – by local board area

Most Auckland residents agreed (54 per cent) or strongly agreed (27 per cent) that their local area was a great place to live.

There were differences across the region however in how residents felt about their area, with larger proportions of residents in the following areas rating their area as a great place to live – Devonport – Takapuna (94 per cent), Hibiscus and Bays (92 per cent), Albert – Eden (90 per cent), Orakei (89 per cent) and Kaipātiki (87 per cent).

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Residents of the following areas were less likely to agree that their area is a great place to live – Mangere – Otahuhu (71 per cent), Henderson – Massey (69 per cent), Maungakiekie – Tamaki (68 per cent), Manurewa (64 per cent) and Papakura (61 per cent) (Figure 6).

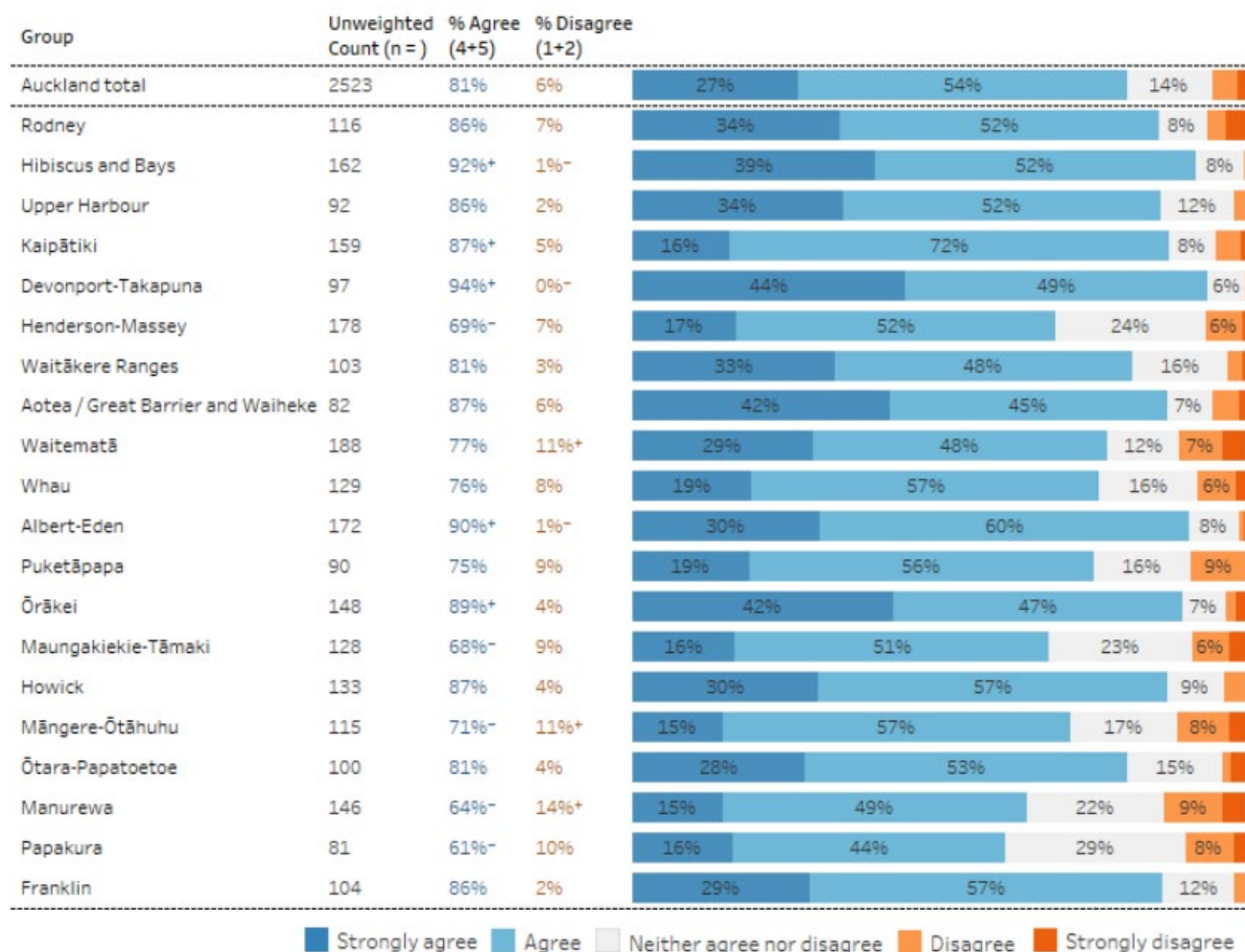


Figure 6. Perception that local area is a great place to live – by local board area

Source: Quality of Life Survey Q8. How much do you agree or disagree with the following statement: “ is a great place to live”? (1 – Strongly disagree, 2 – Disagree, 3 – Neither agree nor disagree, 4 – Agree, 5 – Strongly agree)

Perception of city/local area compared to 12 months earlier

For the Auckland region, 20 per cent of residents felt that the city/local area had improved compared to 12 months earlier, while 23 per cent felt it had become worse. Fifty-four per cent felt it had stayed the same. This compares with an average of 23 per cent and 24 per cent respectively across the eight cities surveyed. Christchurch (45 per cent), Hamilton (29 per cent) and Porirua (25 per cent) recorded the greatest percentage of residents who felt their city had got better, while Tauranga (53 per cent), Wellington (34 per cent) and Dunedin (29 per cent) felt their city had got worse (Figure 7).

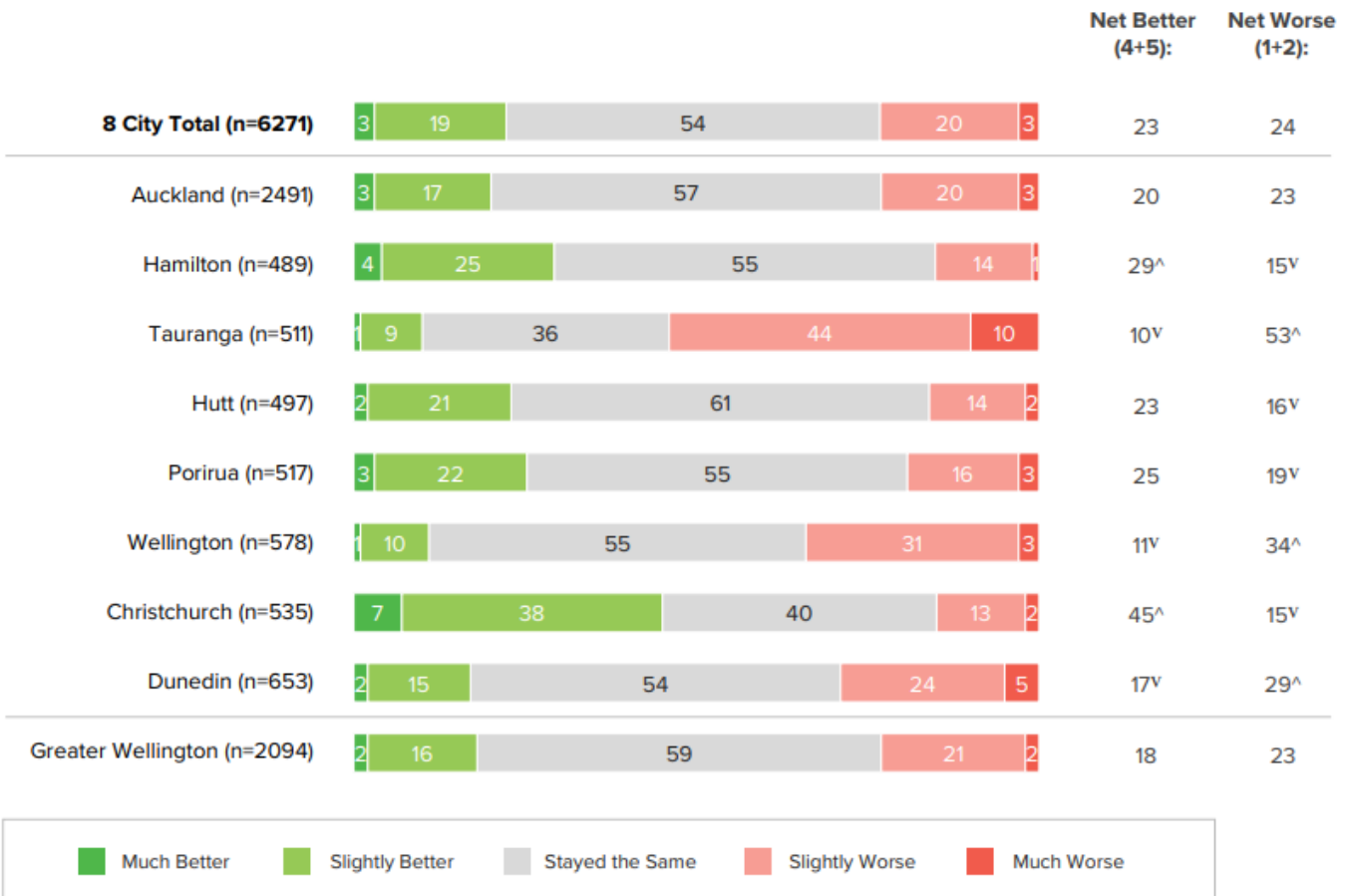


Figure 7 Perception of city/local area compared to 12 months earlier Source: Quality of Life Survey Q9. And in the last 12 months, do you feel has got better, worse or stayed the same as a place to live? (1 – Much worse , 2 – Slightly worse, 3 – Stayed the same, 4 – Slightly better, 5 – Much better)

Reasons for positive change

For the Auckland region, the reasons given for positive change included the following matters relating to open space and recreation facilities:

- Good maintenance of public amenities (parks and public spaces) – 11 per cent
- Area looks clean, tidy, well kept (incl. beautification programmes) – 10 per cent
- Good recreation facilities/lots of things to do – 6 per cent
- Pedestrian and cycling initiatives – 6 per cent
- Feels safe – 6 per cent

Figure 8 below shows a comparison with other New Zealand cities.

Te Aroturukitanga o te Mahere ā-Wae ki Tāmaki Makaurau

Why better as a place to live (%)

Themes mentioned by those who say their area is better as a place to live

	8 CITY TOTAL (n=1300)	AUCKLAND (n=475)	HAMILTON (n=139)	TAURANGA (n=48)	HUTT (n=109)	PORIRUA (n=117)	WELLINGTON (n=60)	CHRIST- CHURCH (n=238)	DUNEDIN (n=114)	GREATER WELLINGTON (n=396)
	%	%	%	%	%	%	%	%	%	%
Good/improved/new amenities such as shops, malls, movie theatres, libraries, doctors, hospital etc.	26	26	20	43 [^]	25	27	18	27	19	25
Building developments/renovations - commercial and residential	21	19	13 ^v	6 ^v	24	19	5 ^v	30 [^]	6 ^v	16
Good sense of community/community spirit	13	15	4 ^v	1 ^v	8	21 [^]	17	10	24 [^]	15
Good roads/roads being upgraded	11	12	16 [^]	10	4 ^v	9	4	9	6	6
Good maintenance of public amenities (incl. parks and public spaces)	9	11	17 [^]	8	9	15 [^]	2	6	4	11
Area looks clean, tidy, well kept (incl. beautification programmes)	9	10	10	4	9	19 [^]	6	8	6	11
Good recreational facilities/lots of things to do	9	6	20 [^]	7	11	8	9	13	7	13
CBD coming back to life	8	2 ^v	5	0	3 ^v	6	2	22 [^]	0	2
New projects/developments	8	8	10	11	3	2 ^v	3	8	5	3
Pedestrian and cycling initiatives	7	6	7	9	5	5	10	8	15 [^]	6
Less traffic/traffic issues being addressed	6	5	16 [^]	8	4	4	3	5	11 [^]	5
Good public transport	6	8	5	0	5	1	10	2 ^v	15 [^]	4
Investment in infrastructure	6	6	7	8	5	8	0	6	8	4
Growth - economy, business	6	3	11 [^]	20 [^]	6	9	6	7	10	11
Everything is close by - shops, services, outdoor areas	6	9	6	11	2	7	10	1 ^v	2	5
Nicer people around	6	8	3	3	3	10	15 [^]	3	6	7
Positive impact of COVID-19 and lockdowns	6	6	2	2	3	1	12	6	18 [^]	6
Satisfaction with government/local government	5	3	9	6	13 [^]	6	7	3	18 [^]	9
Feel safe	5	6	2	3	4	6	2	3	6	2

Figure 8. Reasons for Positive Change Base: Those who say their city/local area has got better as a place to live (excluding not answered) Source: Quality of Life Survey Q10. And for what reasons do you say has changed as a place to live?

[^] Significantly higher than 8 city total ^v Significantly lower than 8 city total

Reasons for negative change

For the Auckland region, the reasons for negative change included the following matters relating to open space and recreation facilities:

- Lack of amenities such as shops, malls, movie theatres, libraries, doctors, hospitals, sports facilities, event venues – 9 per cent
- Area looks rundown, dirty, untidy, rubbish littering the streets – 12 per cent
- Issues with roading developments (incl. cycleways/bike lanes/narrowing/bus bays) – 6 per cent
- Lack of maintenance by the council (incl. parks and public spaces) – 8 per cent
- Do not feel safe – 5 per cent.

Figure 9 below shows a comparison with other New Zealand cities.

Te Aroturukitanga o te Mahere ā-Wae ki Tāmaki Makaurau

Why worse as a place to live (%)

Themes mentioned by those who say their city/local area has got worse as a place to live

	8 CITY TOTAL (n=1584)	AUCKLAND (n=590)	HAMILTON (n=76)	TAURANGA (n=278)	HUTT (n=83)	PORIRUA (n=104)	WELLINGTON (n=197)	CHRIST-CHURCH (n=76)	DUNEDIN (n=180)	GREATER WELLINGTON (n=460)
More traffic/traffic congestion	27	28	29	53 [^]	29	15 ^v	16 ^v	13 ^v	15 ^v	17
Homelessness/lack of suitable, affordable housing	15	10 ^v	25 [^]	20 [^]	25 [^]	27 [^]	35 [^]	12	17	28
Dissatisfaction with Government/local government	15	8 ^v	10	29 [^]	15	19	20	19	44 [^]	20
More housing developments/high density housing/multi-story housing	14	22 [^]	9	5 ^v	8	1 ^v	2 ^v	0	0	3
Lack of amenities such as shops, malls, movie theatres, libraries, doctors, hospital, sports facilities, event venues	13	9	12	22 [^]	24 [^]	16	23 [^]	6	14	22
Crime/crime rate has increased	12	17 [^]	18	3 ^v	15	23 [^]	2 ^v	9	2 ^v	10
Parking issues	10	10	4	11	3 ^v	2 ^v	9	9	30 [^]	7
Poor roading/roading maintenance	10	9	4	12	9	16	7	13	8	8
Infrastructure failing to keep up with	10	9	5	17 [^]	11	5	17 [^]	4	3 ^v	14
Area looks rundown, dirty, untidy, rubbish littering the streets	10	12	7	3 ^v	6	8	7	9	9	7
High cost of living	9	5	5	13	13	23 [^]	13	17 [^]	13	13
More undesirable elements (incl. gangs/youths loitering)	8	10	14	4	6	16 [^]	5	8	2 ^v	8
Issues with roading developments (incl. cycleways/bikelanes/narrowing/bus bays)	8	6	5	13 [^]	2	2 ^v	7	7	17 [^]	5
Increase in population	8	9	7	19 [^]	9	7	2 ^v	0	2 ^v	4
Lack of maintenance by the council (incl. parks and public spaces)	7	8	1	2 ^v	1	8	7	3	7	6
Negative impact of COVID-19 and lockdowns	7	6	5	2 ^v	7	5	20 [^]	10	8	14
Lacklustre CBD/central shopping area	6	2	7	24 [^]	6	3	13 [^]	5	5	9
Do not feel safe	5	5	9	2	1	13 [^]	3	11 [^]	0	4
Noisy	5	9	4	0	0	1	1	2	0	1
Poor public transport	5	4	2	3	5	4	21 [^]	1	4	14
Continual roadworks	5	5	6	8	0	6	3	9	4	3

Figure 9. Base: Those who say their city/local area has got worse as a place to live (excluding not answered)

Source: Quality of Life Survey Q10. And for what reasons do you say has changed as a place to live?

[^] Significantly higher than 8 city total ^v Significantly lower than 8 city total

4.1.4.2 Case Study – Temporary Activities on Sites of Significance to Mana Whenua

Case Study: Temporary Activities on Sites of Significance to Mana Whenua

Temporary activity rules in the AUP for Sites of Significance to Mana Whenua are considered to present challenges by the film industry.

Temporary activities are defined in the AUP as:

An activity that:

- is outside the normal expected use of a site (or area within the coastal marine area); and
- has a start and end date and time.

They include (Note: only those related to sport and recreation are listed here):

- filming activities at temporary locations and activities accessory to that filming activity;
- carnivals;
- concerts;
- fairs;
- festivals and events;

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- parades;
- special events;
- sporting events;
- overflow parking; and
- structures accessory to temporary activities.

They exclude:

- markets;
- temporary military training activities within the coastal marine area;
- temporary structures within the coastal marine area; and
- temporary signs.

The AUP contains an overlay (mapping) of Scheduled Sites and Place of Significance to Mana Whenua. These sites and places are protected from certain activities because of their cultural significance. The values of these sites and places to mana whenua are both tangible and intangible arising from historical events, cultural activities and occupation on the sites. These values vary substantially from site to site and between mana whenua, as some sites are significant to multiple mana whenua and others may only be significant to one mana whenua group. Examples include pā, urupā, historic battles, canoe mooring areas, fresh water spring and importantly some are considered wahi tapu or sacred. While many of the sites have no visual resemblance to their past through urbanisation (or other human activities), they are still of extremely high cultural value to mana whenua.



Wai Kōkota (Victoria Park) - A Scheduled Site and Place of Significance to Mana Whenua, Source: Auckland Council

Sites of Significance are important because when combined they reflect the Māori cultural landscape from which comes identity and cultural wellbeing contributing to the lives of mana whenua.⁴ Protection of Sites of Significance under the AUP achieves identification, protection and enhancement of mana whenua culture and heritage, and protects the ancestral relationship that mana whenua hold with this heritage and landscape.

The initial list of Scheduled Sites and Places of Significance to mana whenua in the AUP was rolled over from the legacy district plans and only a limited number of sites were identified. A process of identifying additional sites began with collaboration between Auckland Council and mana whenua in 2014 through the establishment of the Māori Cultural Heritage programme. Several additional sites were included within the AUP in response to submissions from mana whenua.

Currently there are 106 Sites of Significance to Mana Whenua identified in the AUP. Some of these sites include:

- Victoria Park
- Queens Street, Auckland City
- Mangere Mountain
- Prices Street, Onehunga
- Cox Bay Reserve
- Melville Park grounds
- Albert Park
- Western Park
- Parts of the Waitakere Ranges regional park
- Sturges Park, Otahuhu
- Hamlins Hill
- Pakiri Regional Park
- Parts of Tamaki Drive.

The council is continuing to work with mana whenua under the Māori Cultural Heritage programme to schedule more sites to acknowledge and protect the Māori cultural landscape. Further sites will be added to over time via plan changes. For example, Plan Change 22 in 2019 added an additional 30 nominated sites under Schedule 12 of the AUP. Additional sites will be added to the AUP as the council and mana whenua work through the Māori Cultural Heritage programme with another plan change anticipated later in 2022.

⁴ Graham Murdoch, expert evidence, Topic 009 Hearing, Auckland Unitary Plan

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Temporary activities are a restricted discretionary activity on Sites of Significance to Mana Whenua. Relatively common activities associated with temporary activities to be of universal concern include:

- Car parks on wāhi tapu, such as tupuna maunga
- Presence / consumption of food in particular areas
- Signage / interpretative displays (with certain content)
- Presence / consumption of alcohol
- Toilets and activities associated with the treatment, conveyance and disposal of wastewater.
- Removal of certain trees
- Tikanga not be followed (e.g. being work on a development without a karakia / blessing); and
- Land disturbance and earthworks.

Restricted discretionary activities require a resource consent, which can either be granted (with conditions) or declined. A resource consent can take several months to prepare and even longer before approval is obtained (if it is approved). These timeframes do not work for many temporary activities particularly filming activities at temporary locations and activities accessory to that filming activity.

In addition to the AUP, filming in public places in the Auckland region is regulated by the Auckland Council Public Trading, Events and Filming Bylaw 2022. Film permits are generally required to film on public places and the need for a permit is determined by the size, impact and location of the film. Screen Auckland manages this process and issues permits under this bylaw.

An application for a filming permit under the bylaw requires the following information to be submitted to Screen Auckland:

- Location(s)
- Start/end dates and times (and contingency dates)
- Crew numbers
- Shoot descriptions at each location (with site plan)
- Equipment to be used (e.g. camera, lights, generators)
- Consultation/notification of businesses/residents (e.g. face to face, letter drop)
- Vehicles and facilities (e.g. number of van/trucks/cars/buses, portaloos, catering, parking permit requirements)
- Waste management (number of bins/locations, waste sustainability)
- Requirements of a unit base (i.e. centralised film location); and
- Requirements for traffic management plans, parking permits.

The permit process requires a range of approvals including from land owners, leaseholders as well as relevant stakeholders including, Auckland Council, local boards, council controlled organisations and potentially iwi. Provided the necessary approvals are obtained then Screen Auckland will issue a permit.

On receipt of permit, the production company is granted use of the public space on an agreed level of access.

Where filming is to occur in locations of historic and archaeological heritage the permit process also requires production companies (facilitated through Screen Auckland) to engage with relevant iwi. In addition, filming activities may be required to submit traffic management plans as well as acquire parking permits from Auckland Transport, traffic management plan approvals are facilitated through Screen Auckland, while parking permits are sought direct from the Special Events team at Auckland Transport. These requirements may occur as either part of the permit process or outside the permit process (depending on whether a permit is needed or not).

Some initial engagement by the Screen Industry and Screen Auckland has been undertaken with mana whenua to canvas the issue of resource consent triggers on Sites and Places of Significance. While further engagement will be required through the development of options the following feedback has been received to date by:

- Didn't realise that resource consent was triggered for filming on Sites of Significance.
- Appears to be an unintended consequence of the MCHP project.
- Wouldn't require a resource consent for 99 per cent of film activities.
- A common courtesy of notification and openness to work with iwi to respond to advice
- Engagement with Independent Māori Statutory Board required.

Sites and Places of Significance hold important values for mana whenua and it is appropriate for there to be a process to ensure that filming activities do not impact on the tangible and intangible values that contribute to the relationship of mana whenua with these sites.

Filming is a billion dollar industry and brings wider social and economic benefits to the Auckland-region. Auckland Council, through the Auckland Film Protocol, is committed to supporting growth in the film industry by providing certainty and being film-friendly.

There is concern in the film industry that there is an element of duplication of process where the need for a permit under the bylaw is required as well as a resource consent on a Site or Place of Significance. The film industry sees that the uncertainty and additional compliance costs may impact on the desirability of Auckland for some activities. It is understood that these sites are most likely to be avoided rather than seeking resource consent.

Resource consent processes can be costly and timely particularly for the vast majority of film productions which occur on short time frames and very small budgets. Although resource consent timeframes have a statutory process of 20 working days the timeframes can be extended or simply be exceeded. Lodgement fees begin at \$4,500 with additional staff/expert costs potentially required.

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Production companies would also have to engage their own planner and other specialist where required in order to prepare suitable applications for lodgement (estimated at up to \$40,000).

The key assessment matter for resource consents for filming activities on Sites of Significance relates to the consideration of *“the appropriate location of temporary activities to avoid, remedy or mitigate adverse effects on values and associations of Mana Whenua with the site or place.”* This matter is consistent with the process required for filming permits under the bylaw.

Importantly, what is missing from the bylaw compared to the AUP consent process is the requirement for engagement with mana whenua on the appropriate location of filming when proposed on a scheduled Site of Significance.

Screen Auckland has identified approximately 15 Sites of Significance which are key locations for filming. Of all the Sites and Places of Significance, the sites identified as being most important to the film industry were all (but one) located in the Auckland CBD or Central Auckland. Pakiri Regional Park and 1066 Pakiri Road was the one location outside of Central Auckland.

Options are currently being considered to address this issue. A plan change or resource consent is considered the most viable option for further consideration as discussed above. The following sections outline four options to enable further discussion and engagement with key stakeholders, specifically mana whenua to determine which option could be supported.

It is understood that Film Auckland is investigating options to address this issue. These options may include:

- A global resource consent for specified temporary activity on specified sites – A resource consent would be lodged and held by Screen Auckland for film activities to occur across all Sites of Significance identified in the AUP. Consultation would need to occur with all 19 mana whenua to address all sites.
- A multi – site resource consent - A resource consent would be lodged and held by Screen Auckland for film activities to occur across a selection of key Sites and Places of Significance. An application would be prepared that would be specifically tailored and detailed to those sites the film industry wish to utilise for film activities. Consultation would only be required with those mana whenua who have interest in the respective Sites of Significance.
- A Plan Change for Sites of Significance on Public Places - A plan change would be prepared and lodged to amend Chapter D21 of the AUP to specify that temporary filming is permitted across all Sites of Significance located on public land. Resource consent will still be required for film activities on Sites and Places of Significance held on private land. This option would need support from all mana whenua with interests in Sites and Places of Significance located on public land. This option

relies on the permitting regime of the bylaw to suitably address any issues that may arise from filming on Sites of Significance.

- A Multi-Site Plan Change - A plan change would be prepared and lodged to amend Chapter D21 and specifically rule D12.4.1 of the AUP so that temporary filming is permitted on a selection of key Sites and Places of Significance similar to the multi-site resource consent option. The permitted status would be subject to relevant standards, such as the requirement to engage with mana whenua and could potentially rely on the permitting process as being deemed to comply. Resource consent will still be required for film activities on all other Sites of Significance. This option would need support from all mana whenua with interests in only those Sites of Significance selected as part of the plan change.

Any resolution of the issue needs to ensure that the importance of the sites is not undermined by the need to obtain a “quick fix” for the film industry. The inclusion of these sites in the AUP and safeguarding them against inappropriate use or activities is critical to Mana Whenua.

This case study illustrates the different values that may be attributed to open space. These values influence its quality. In this example, Sites and Places of Significance to Mana Whenua, the majority of which are located on open space (hold important tangible and intangible values which contribute to the relationship of mana whenua with these sit and places. (Note: currently only public land has been identified as a Site and Place of Significance to Mana Whenua).

4.1.4.3 Effectiveness and efficiency assessment

The findings from the Quality of Life Survey 2020 and the case study above indicate:

- There is no specific measure of the quality of open space and recreation facilities. The majority (81 per cent) of Auckland residents perceive Auckland as a great place to live
- In 2020, 20 per cent felt that the city had improved over the last year while 23 per cent felt there had been a decline over the previous 12 months
- Reasons for positive change included good maintenance of public amenities (parks and public spaces), good recreation facilities/lots of things to do
- Reasons for negative change included lack of amenities including sports facilities, lack of maintenance by council (including parks and public spaces)
- The current AUP standards for temporary activities on Sites and Places of Significance to Mana Whenua are causing delays to the process of obtaining consent to undertake such activities. The process of requiring one – off resource consents is inefficient and costly. There is also overlap with the Public Trading, Events and Filming Bylaw 2022.

Are the outcomes sought by the RPS being achieved/where do outcomes differ?

- Indirect measures of quality indicate there has been a slight decrease in 2020 in Auckland residents’ perception of the city/their local area being a great place to live
- The AUP’s provisions for temporary activities are adding to the cost and time required to gain consent for temporary activities on Sites and Places of Significance to Mana Whenua.

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Where are the challenges and have the outcomes been achieved at reasonable cost?

- Balancing the protection of Sites and Places of Significance to Mana Whenua with efficient processes for temporary activities (which include recreation activities and events) is a challenge

4.1.5 Objective 1 Indicator recommendations⁵

- Investigate placing a hold on the rezoning and disposal of open spaces until the Parks and Open Space Acquisition Policy 2013 and Open Space Provision Policy 2016 are updated
- Ensure that open spaces that are primarily for community and/or recreation facilities have an appropriate open space zone. This can be achieved through Auckland Council's 18 monthly Open Space Plan Change
- As a matter of priority investigate and address the issue of temporary activities, including filming on Sites and Places of Significance to Mana Whenua through either a resource consent or plan change (a Section 32 assessment and consultation with Mana Whenua will determine the most appropriate mechanism).

4.2 Objective 2 findings

4.2 Objective B2.7.1

(2) Public access to and along Auckland's coastline, coastal marine area, lakes, rivers, streams and wetlands is maintained and enhanced.

Relevant Policies B2.7.2

(9) Enable public access to lakes, rivers, streams, wetlands and the coastal marine area by enabling public facilities and by seeking agreements with private landowners where appropriate.

(10) Limit public access to and along the coastal marine area, lakes, rivers, streams and wetlands by esplanade reserves, esplanade strips or other legal mechanisms where necessary for health, safety or security reasons or to protect significant natural or physical resources.

Indicators

1. Increase in amount of esplanade reserves/strips (ha)
2. Planning constraints/gaps in the AUP for the establishment of new recreational facilities providing access to the coast (e.g. boat ramps, jetties, wharves etc)
3. Area and location of restricted access and reasons why public access was restricted

⁵ These recommendations will need to be tested fully through an RMA Section 32 assessment, and be considered alongside other recommendations from other topics and the Plans & Places Department work programme.

Measures

1. Plan changes involving new open space zones for esplanade reserves

Area of land purchased or gifted as esplanade reserve (Parks, Sport & Recreation data)

2. Case studies illustrating planning constraints/gaps in the AUP to new recreational facilities providing access to the coast

3. Case studies illustrating circumstances where public access has been restricted and the reasons why

Indicators/measures show:

- Area of new esplanade reserves
- Examples of planning constraints/gaps in the AUP to new recreational facilities providing access to the coast
- Examples of situations where public access to the coast and/or along the margins of rivers and streams may have been restricted and the reasons why

4.2.1 Objective 2, Indicator 1

Indicator 1 Increase in amount of esplanade reserves/strips

This indicator is a measure of the amount of esplanade reserve in hectares that has been added to the region's open space inventory during the monitoring period.

Note: Esplanade reserves are strips of land adjoining a water margin, for example the coast, streams and rivers 3m or more in width. They are usually created when land is subdivided and are generally 20 metres wide (Walking Access Commission). Approval can be sought to provide an esplanade reserve of less than 20m in width. An analysis of the resource consent tracking system has not been undertaken but this would provide information on the extent to which reductions from the 20m widths are occurring. This would be a useful piece of additional monitoring work prior to the next AUP review.

The Findings are organised under the following headings:

1. Additions to Esplanade Reserves
2. Effectiveness and Efficiency Assessment

4.2.1.1 Additions to Esplanade Reserves

The Open Space related plan changes 1, 2, 4, 13, 18, 36 & 60 have provided the data on additions (in hectares) to esplanade reserves. Between 2016 and 2022, approximately 127.8 ha of esplanade reserve was rezoned to an open space zone. The vast majority of these esplanade reserves were vested in Auckland Council upon the subdivision of the adjacent land. Information on esplanade strips is more difficult to find.

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Esplanade Reserve Additions 2016 – 2022

Plan Change	Operative Date	Esplanade Reserve Additions (ha)#1
PC1– Panuku land disposal	26 April 2018	nil
PC2 - Aotea Square	26 April 2018	nil
PC4 – Admin (contains an open space component)	Operative in part 26 Oct 2018 Fully operative 14 Feb 2020	62.0428
PC5 – Whenuapai	Not operative	n/a
PC13 – Open Space	13 Sept 2019	17.6172
PC18 – Tamaki Open Space Rezoning	13 March 2020	nil
PC30 – Pukekohe Park (Private)	12 Feb 2021	nil
PC32 – Avondale Jockey Club (Private)	9 Oct 2020	nil
PC36 – Open Space (2019)	11 June 2021	39.0396
PC57 – Royal Auckland and Grange Golf Club (Private)	10 Dec 2021	nil (private land)
PC60 – Open Space (2020) and Other Rezoning Matters #2	Operative in part 14 April 2023	9.1465
Totals		127.8461 hectares

#1 – esplanade reserves include those adjacent to the coast and streams/rivers

#2 – operative in part due to a need under NPS:UD for a variation

Source: Auckland Council, Plans and Places

4.2.1.2 Effectiveness and Efficiency Assessment

What do the findings tell us

- The area of esplanade reserves zoned open space has increased by 127.8 ha over the past 5 years

Are the outcomes sought by the RPS being achieved/where do they differ

- Although new esplanade reserves have been vested, access to and along the coast along existing esplanade reserves has also been lost, albeit generally on a temporary basis

What are the challenges and have the outcomes been achieved at reasonable cost?

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- Climate change will be a major challenge in maintaining and improving access to the and along the coast, the margins of rivers and stream
- Over time, the costs involved may mean that maintaining existing access to and along the coast in some areas is no longer economically viable

4.2.2 Objective 2, Indicator 2

Indicator 2 Planning constraints to the establishment of new recreational facilities providing access to the coast (e.g. boat ramps, jetties, wharves, etc.)

This indicator assesses any gaps in the AUP that are constraints to the establishment of new recreational facilities that provide access to the coastal marine area.

The Findings are organised under the following headings:

1. Case Study – Plan Change 16 – Open Space Zones – Jetties and Boat ramps
2. National Planning Standards
3. Effectiveness and Efficiency Assessment

4.2.2.1 Case Study – Plan Change 16 – Open Space Zones – Jetties and Boat ramps

The approach taken in this monitoring report is to look at case studies to gain an understanding of any unnecessary constraints or gaps in the AUP relating to recreational facilities providing access to the coast. The monitoring report is required to inform the next review of the AUP, so a focus on any issues associated with the Operative (in part) AUP is most beneficial, rather than a list of new facilities that have provided access to the coast.

Case Study: Plan Change 16, Open Space Zones – Jetties and boat ramps

In Chapter H7 Open Space zones, jetties and boat ramps are specifically acknowledged in the zone purpose within the Open Space - Sport and Active Recreation Zone. However, new boat ramps and jetties were not provided for within the H7.9.1 Activity table. The activity defaulted to a discretionary activity status, as defined by Rule C1.7(1).

There are different terms use for the equivalent structures of jetties and boat ramps throughout the plan zones. For example, in H19 Rural Zones Activity Table, boat launching facilities, jetties, ramps, piers are a discretionary activity. Whereas in Chapter E3 Lakes, rivers, streams and wetlands, (A35) Jetties, wharves and pontoons are discretionary activities for activities outside and within overlays.

Jetties and boat ramps in H7 Open Space zones are considered a structure. Where the structure is within a bed of the lake, river, stream, wetland or coastal marine zone the structure is considered under the regional council authority and requires assessment under E3 Lakes, rivers, streams and wetlands or F2 Coastal – General Coastal Marine Zone.

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This matter was addressed in Plan Change 16 – Improving consistency of provisions in Chapter H Zones, Chapter J Definitions of the Auckland Unitary Plan (Operative in part), which is now operative.

The options to address the issue identified above were:

Option 1: Retain the status quo with jetties or boat ramps not provided for in the activity table. This would retain the activity status of a discretionary activity using Rule C1.7(1) for activities not accounted for in the AUP.

Option 2: Amend all reference to jetties and boat ramps or boat launching facilities to align equivalent structures to the same terminology in the plan.

Option 3: Amend the activity table H7.9.1 to list jetties and boat ramps as a discretionary activity.

Option 3 was preferred to address the issue to include the new activity of jetties and boat ramps in the activity table. Amending the activity table to better clarify the activity status of jetties and boat ramps is the most appropriate method for achieving the objectives of the AUP and PC 16 for the following reasons:

- Addresses the current problem of the missing activity status and uncertainty of the activity status against other zones activity status.
- Provides better vertical alignment between this purpose and the activity table.
- Does not change policy direction.

This case study demonstrates the need for zone description, objectives and policies to be reflected in the associated standards, in this case in the activity table. The next AUP review should consider integration across all zones with the AUP as a starting point. During the preparation of the AUP, this was difficult as multiple zones and precincts were being worked on at the same time.

Case Study: Okahu Marine Precinct (Orakei Marina)

Orakei Marina comprises 172 marina berths and associated facilities for berth holders, including car parking. The Marina was developed in 2004/2005 after it obtained various land use, coastal and discharge permits authorising its construction and operation. The marina comprises two rock breakwaters and five floating piers from which the berths are accessible. Under the AUP the marina is zoned 'Marina' and the hardstand area is zoned Open Space - Sport and Active Recreation Zone. In addition to the two zones, the Okahu Marine Precinct applies to both the landward and marine components.

The precinct description states:

The Okahu Marine Precinct is located at Okahu Bay, Tamaki Drive. It covers an area of approximately 4.5 hectares, including both the coastal marine area and the adjoining land at Orakei Marina, the Okahu landing and boat ramp, and Watene Reserve.

The purpose of the precinct is to provide for marina, marine-related and recreation activities in an integrated manner across land and sea. The precinct provides guidance for the future use and development of the precinct.

Aerial View of Orakei Marina



Source: Orakei Marina

The precinct provides for marine-related activities and structures associated with Orakei marina and Okahu Landing, and recognises the value of the landing in providing access to the harbour. The public amenity and open space values of the precinct are also recognised, including the pedestrian and cycle connections that are a key part of the informal recreation use of the precinct and Tamaki Drive. Parts of the precinct provide for ancillary or temporary activities related to marine activities and the use of the public space.

The use of land within the precinct is prioritised for marine-related and recreation activities. Overflow boat trailer parking for boats using the precinct is provided for in Watene Reserve.

The precinct is comprised of three sub-precincts (which are shown on the planning maps):

- Sub-precinct A applies to the Orakei Marina (including the coastal marine area and a cantilevered deck) and is zoned Coastal – Marina Zone.

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- Sub-precinct B applies to the hardstand area (Okahu Landing) adjacent to the Orakei Marina that is used for a mix of recreation and marine-related activities and is zoned Open Space-Sport and Active Recreation Zone. This area is also included in the Sites and Places of Significance to Mana Whenua Overlay.
- Sub-precinct B also applies to the boat ramp adjoining Okahu Landing and part of the coastal marine area. The area located below mean high water springs is zoned Coastal – General Coastal Marine Zone
- Sub-precinct C applies to the adjacent Watene Reserve and provides for the overflow of trailer parking during peak periods. Sub-precinct C is zoned Open Space – Informal Recreation Zone. The Outstanding Natural Features Overlay applies to Subprecinct C.

The Okahu Marine Precinct provides a good example of how to manage recreational facilities that have both a marine and land-based component in an integrated manner.

Other precincts in the AUP that have both landward and marine components and provide for recreation activities and facilities, including access to the coast are:

- Central Wharves Precinct
- Westhaven – Tamaki Herenga Waka Precinct
- Wynyard Precinct
- Clevedon Waterways Precinct
- Bayswater Marina Precinct
- Gulf Harbour Marina Precinct
- Hobsonville Marina Precinct

This case study illustrates the importance of managing both the landward and seaward components of marine facilities such as marinas in an integrated manner.

4.2.2.2 National Planning Standards

The first set of national planning standards provide national consistency for the structure, form, definitions and electronic accessibility of Resource Management Act 1991 (RMA) plans and policy statements. They were released by the Ministry for the Environment in November 2019. They have relevance for the development of the next generation Auckland Unitary Plan which is due to commence by November 2026 (unless that date is modified by the Natural and Built Environment Act).

The purpose of national planning standards is to make council plans and policy statements easier to prepare, understand and comply with. They do this by improving the consistency of the format and content of the plans

and policy statements. Auckland Council is required to adopt the national planning standards in its next AUP review.

Under the National Planning Standards, a district plan and a combined plan with a district plan component (for areas landward of mean high water springs), must only contain the zones listed in table 13 of the standard, consistent with the description of those zones, except for:

- a. a special purpose zone when direction 3 is followed, or
- b. in the case of a combined plan that includes a regional plan and district plan, a zone that is both seaward and landward of mean high water springs.

An additional special purpose zone must only be created when the proposed land use activities or anticipated outcomes of the additional zone meet all of the following criteria:

- a. are significant to the district, region or country
- b. are impractical to be managed through another zone
- c. are impractical to be managed through a combination of spatial layers.

The following zones in the National Planning Standards (listed in table 13) are relevant to open space and recreation facilities:

Zone	Zone Description
Natural open space zone	Natural open space zone Areas where the natural environment is retained and activities, buildings and other structures are compatible with the characteristics of the zone.
Open space zone	Areas used predominantly for a range of passive and active recreational activities, along with limited associated facilities and structures.
Sport and active recreation zone	Areas used predominantly for a range of indoor and outdoor sport and active recreational activities and associated facilities and structures.
Special Purpose Zones Stadium zone	Areas used predominantly for the operation and development of large-scale sports and recreation facilities, buildings and structures. It may accommodate a range of largescale sports, leisure, entertainment, art, recreation, and/or event and cultural activities.

Spatial layers for regional policy statements, regional plans and regional components of combined plans may include the following:

- Zone - A zone spatially identifies and manages an area with common environmental characteristics or where environmental outcomes are sought, by bundling compatible activities or effects together, and controlling those that are incompatible. In regional plans, zones can only be applied to the coastal marine area. In combined plans with district plan and regional plan components, a zone can be both seaward and landward of mean high water springs.

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- Overlay - An overlay spatially identifies distinctive values, risks or other factors that require management.
- Precinct - A precinct spatially identifies and manages an area where additional place-based provisions apply to modify or refine aspects of the policy approach or outcomes anticipated in the underlying zone(s). In combined plans with district plan and regional plan components, a precinct can be both seaward and landward of mean high water springs.

The National Planning Standards therefore include similar spatial planning methods (at both the regional and district plan level) to the AUP. This will continue to enable management of recreational facilities such as the Okahu Marine Precinct (Orakei Marina) that have both a marine and a land-based component in an integrated manner.

4.2.2.3 Effectiveness and Efficiency Assessment

What do the findings indicate:

- Zone description, objectives and policies need to be reflected in the associated standards.
- The Okahu Marine Precinct provides a good example of how to manage in an integrated manner, recreational facilities, including access to the coast, that have both a marine and land-based component.
- National Planning Standards include similar spatial planning methods (at both the regional and district plan level) to the AUP.

Are the outcomes sought by the RPS being achieved/where do they differ

- Management of recreational facilities such as the Okahu Marine Precinct (Orakei marina) that have both a marine and a land-based component has been undertaken in an integrated manner in the AUP. This approach will need to be continued when the AUP is next reviewed using the National Planning Standards

What are the challenges and have the outcomes been achieved at reasonable cost?

- The next AUP review will should consider integration across all zones and precincts. During the preparation of the 2016 AUP (Operative in Part), this was difficult as multiple zones and precincts were being worked on at the same time

4.2.3 Objective 2, Indicator 3

Indicator 3 Location of restricted access and reasons why public access was restricted

This indicator assesses examples of locations where public access to esplanade reserves has been restricted and the reasons why.

The Findings are organised under the following headings:

1. Case Study – Waitakere Ranges – Kauri Dieback
2. Case Study – Lotus Walkway and Crows Nest Rise Walkway
3. Future Climate Trends
4. Effectiveness and Efficiency Assessment

4.2.3.1 Case Study – Waitakere Ranges – Kauri Dieback

Case Study – Waitakere Ranges – Kauri Dieback

Kauri trees are under threat from kauri dieback disease (*Phytophthora agathidicida*) throughout New Zealand and including the Auckland Region. The fungus-like organism is spread by just a small amount of mud or soil, and infects the tree through its roots. People are major carriers of the disease, as are larger animals like dogs, pigs and goats.

Kauri tree showing signs of Kauri die - back



Source: Auckland Council

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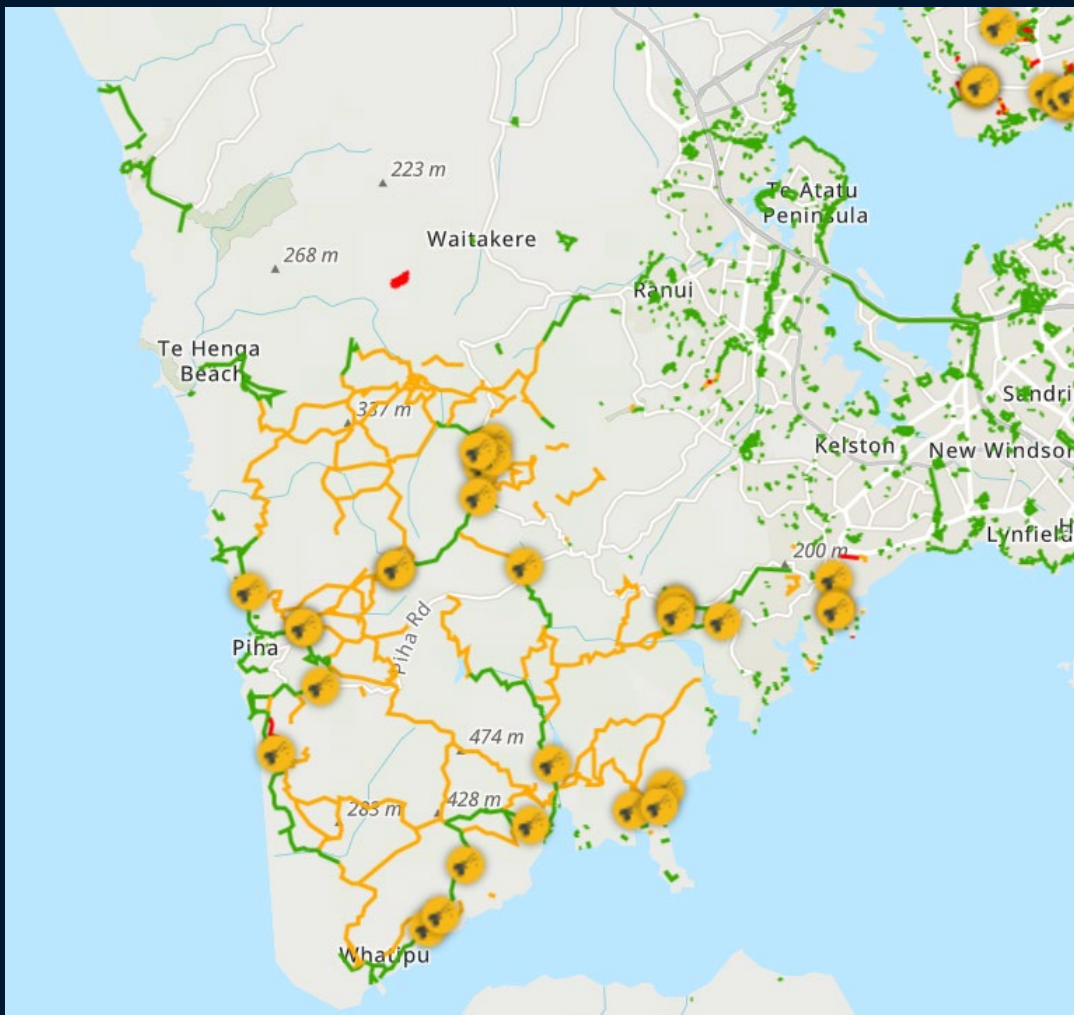
To protect healthy and at-risk kauri, Auckland Council and DOC have closed a number of forested areas and tracks around the region.

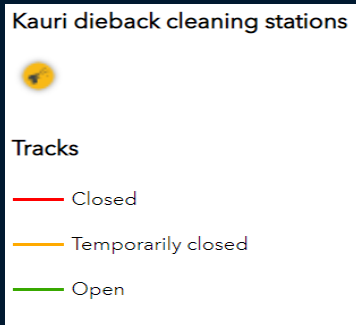
These closures include:

- the forested areas of the Waitākere Ranges, with some exemptions
- a number of high-risk tracks in the Hunua Ranges, as well as in other parts of the Franklin Local Board area
- a number of high-risk tracks in the Kaipātiki Local Board area
- some tracks on Waiheke Island.

In December 2017, mana whenua Te Kawarau ā Maki placed a rāhui over Te Waonui-a-Tiriwa, the forested areas of the Waitākere Ranges. The rāhui prohibits people from entering the area in order to preserve the environment until kauri dieback is under control.

Location of Track Closures in the Waitakere Ranges Due to Kauri Die-back





Source: Auckland Council

From 1 May 2018, Controlled Area Notices were put in place in parts of the Waitākere Ranges and the Hunua Ranges in order to open some tracks. A Controlled Area Notice (or CAN) is part of the Biosecurity Act 1993. Under a CAN, anyone entering the area must not have any visible soil on their footwear or equipment, and must use the hygiene stations at the track entrances and exits.

Section 134 of the Biosecurity Act 1993 allows Auckland Council to issue exemptions to the Controlled Area Notice(s), generally for research, seed collecting or cultural harvesting.

The Regional Pest Management Plan (RPMP) is also created under the Biosecurity Act 1993. The RPMP aims to prevent further spread of the disease across the region, especially by preventing spread to areas that appear to be disease free. Under the RPMP, rules apply to protect the regions kauri forests from the risk of kauri dieback disease spreading further. These rules include restrictions on:

- moving kauri dieback within the region
- moving kauri plant material, soil or goods contaminated with soil or dirt into or out of an area within three times the dripline of any kauri tree anywhere in the region
- moving kauri plants or plant material to or among Hauraki Gulf islands
- all commercial transport operators in the Hauraki Gulf which must hold a Pest Free Warrant
- commercial passenger boat or aircraft exit or entry points to the Hauraki Gulf, which must provide passengers with access to Auckland Council hygiene stations and information
- moving kauri plant material, soil or goods contaminated with soil or dirt into the Hunua kauri dieback exclusion zone unless sourced from a nursery supplier certified under the New Zealand Plant Production Biosecurity Scheme core standard and kauri dieback schedule.

Auckland Council also conducts regular surveys to check the state of kauri. In recent years, there have been surveys at:

- Waitākere Ranges Regional Park (2011, 2016)
- Hunua Ranges Regional Park and Āwhitu Peninsula (2012, 2017)
- Hauraki Gulf islands (2013)
- local parks across Auckland (2014)
- northern regional parks (2015).

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The council also undertakes research and education programmes on kauri dieback. The research projects involve investigating:

- how to detect kauri dieback from infected trees, contaminated soil and water
- how to treat the disease, and manage its symptoms
- the origins of the disease, and how it spreads
- the long-term impact on other species, and on forest ecology.

The education programmes involve:

- educating the public about the disease and its effects
- working with communities to protect local kauri through advocacy work on regional parks
- resource material for schools
- activities for children
- fact sheets and standard operating procedures for contractors
- kauri care guide for landowners.

The implications of this case study for the AUP is that Kauri dieback has resulted in the temporary “loss” of access to and along the coast. At present the relevant AUP policies (see Attachment 2) only refer to health, safety or security reasons or to protect significant natural or physical resources as reasons why access to and along the coast and the margins of rivers and stream may be restricted (albeit temporarily on some occasions). When the AUP is next reviewed, the relevant open space and coastal policies need to be amended to refer to disease (e.g. kauri dieback) as another reasons for restrictions on access to and along the coast.

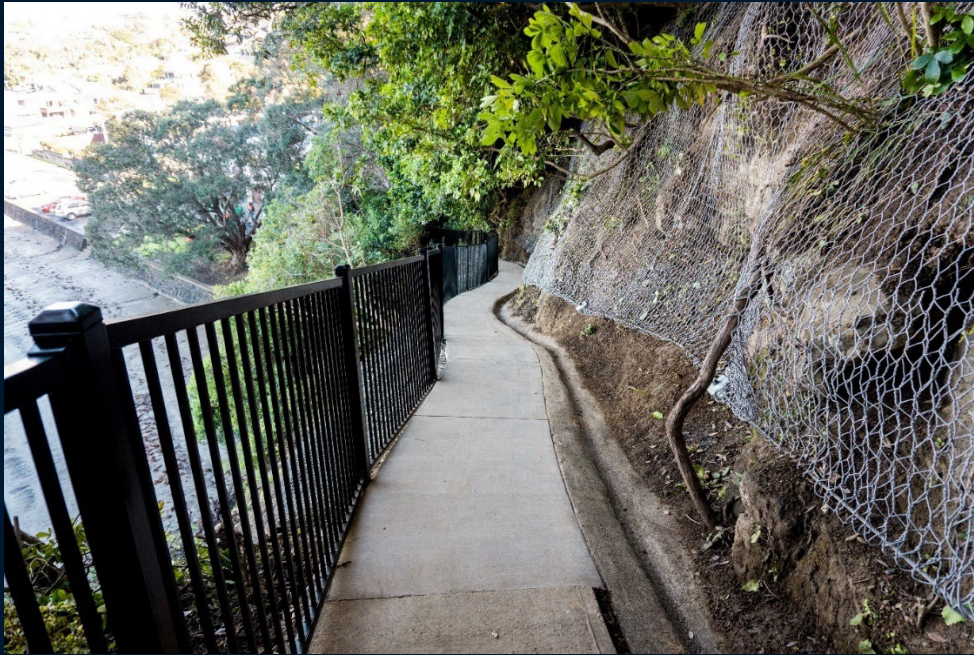
4.2.3.2 Case Study – Lotus Walk and Crows Nest Rise Walk

Case Study 2: Lotus Walk (between Browns Bay and Torbay) & Crows Nest Rise Walk (between Murrays Bay and Mairangi Bay) - Natural hazards

In May 2017, severe weather battered the Auckland region and damaged dozens of local walkways and coastal paths, including Lotus Walk (at the northern most point of Browns Bay beach) and Crow’s Nest Rise Walk (on the clifftop between Murrays Bay and Mairangi Bay).

The Lotus Walk suffered a major slip which resulted in the walkway being closed for almost 2 years. Works to reinstate the walkway included cliff stabilisation using mesh, soil nails and a capping beam built into the new pathway. The project also renewed the old, non-compliant balustrade with a new compliant balustrade. The walkway subsequently reopened in 2019 and provides the community with links between Browns Bay and Torbay and views out over Browns Bay beach.

The Rebuilt Lotus Walk



Source: East Coast Bays Local Board

The clifftop walkway, between Murrays Bay and Mairangi Bay, was also badly damaged by the same storm event. The first slip damaged the boardwalk near Bournemouth Terrace and a second slip destroyed the stairs outside Montrose Terrace.

The walkway was closed and the site placed under investigation by Auckland Council's geotechnical experts. Extensive monitoring after the event had revealed no change to site conditions and no further ground movement.

Repairs to the Bournemouth Terrace section involved building a new aggregate path over the slip area, draining surface water off the cliff edge, erecting a new pedestrian safety barrier, and planting vegetation on the cliff's seaward side. In addition, a new staircase was built at Montrose Terrace slip site and vegetation was planted on the path's seaward side prior to this section reopening.

Monitoring will occur each month and following significant rain events to ensure the walkway continues to be safe for public use. The popular Crow's Nest Rise Walk reopened in the 2019/2020 summer.

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Crow's Nest Walk, Murrays Bay



Source: East Coast Bays Local Board

Undertaking the repairs and renovations for Lotus and Crow's Nest Rise has taken a considerable amount of time, but both of these walkways were complex projects and the simpler "repair jobs" were prioritised.

Restricted and narrow access, geological structure, and underlying infrastructure are three of the challenges which have to be addressed. Gaining consents and sourcing funding is not straightforward, and budget is an issue as all of the geotechnical solutions are extremely costly. There's also the risk of the walkways being damaged by future storm events. Furthermore, Crow's Nest Rise Walk is part of the Te Araroa Trail and is vulnerable to coastal erosion.

Note: Shoreline Adaptation Plans are being developed across Auckland to provide a long-term adaptation strategy for council-owned land and assets. These plans are in response to the current and predicted impacts of coastal hazards and climate change (including sea-level rise). The plans are developed in the partnership with mana whenua and reflect the needs and values of the local communities that live near the coast.

The implications of this case study for the AUP is that natural hazards (e.g. land slips) have resulted in the temporary "loss" of access to and along the coast. At present the relevant AUP policies (see Attachment 2) only refer to health, safety or security reasons or to protect significant natural or physical resources as reasons why access to and along the coast and the margins of rivers and stream may be restricted (albeit temporarily on some occasions). When the AUP is next reviewed, the relevant open space and coastal policies need to be amended to refer to natural hazards (e.g. slips) as another reasons for restrictions on access to and along the coast.

4.2.3.3 Future Climate Trends

Future climate trends are likely to have a significant influence on access to the coastal marine area.

Auckland Council and Council Controlled Organisations commissioned the National Institute of Water and Atmospheric Research (NIWA) to provide climate change projections, including high-resolution maps for the Auckland Region.

Some of the key findings⁶ of the full technical report and some of the potential impacts and opportunities for the Auckland Region are:

- Auckland Region mean annual temperature increased by about 1.6 °C over the past century. All climate change scenarios indicate temperatures will continue to warm across Auckland in the future. Mean annual and mean maximum temperatures are expected to increase through the 21st century. The frequency of warm extremes will rise, and the number of cold nights and frosts (days with minimum temperatures below 0 °C) will decline.
- Potential impacts from temperature increase include increased risks to people's health, ecosystems and biosecurity from new/emerging pests, diseases and invasive species.
- Seasonal rainfall patterns and extremes are expected to change for the Auckland region. Impacts on a wide range of natural environments, ecosystems and our urban areas are anticipated. Extreme rainfall intensity is likely to increase because a warmer atmosphere can hold more moisture. There is elevated risk of earlier and longer dry spells, with increased potential for development of drought.
- Potential impacts from rainfall changes include increased rainfall intensity which will adversely impact the performance of all infrastructure (eg. stormwater drainage networks).
- Auckland's soil moisture is projected to decline in the future from increased evaporation and changing rainfall patterns. The entire region is likely to become more drought prone, which can stress vegetation and soil microbial activity. These effects can also potentially compromise the functionality of our soils. Significant implications may arise for land stability, sedimentation, food security, ecosystems and climate change resilience.
- Potential impacts from reduced soil moisture include natural and engineered slopes may destabilise and be subject to more frequent slips.
- Sea level around Auckland has risen in the recent past, and this trend is expected to continue and possibly accelerate in the coming decades. Present high tide levels will be exceeded more

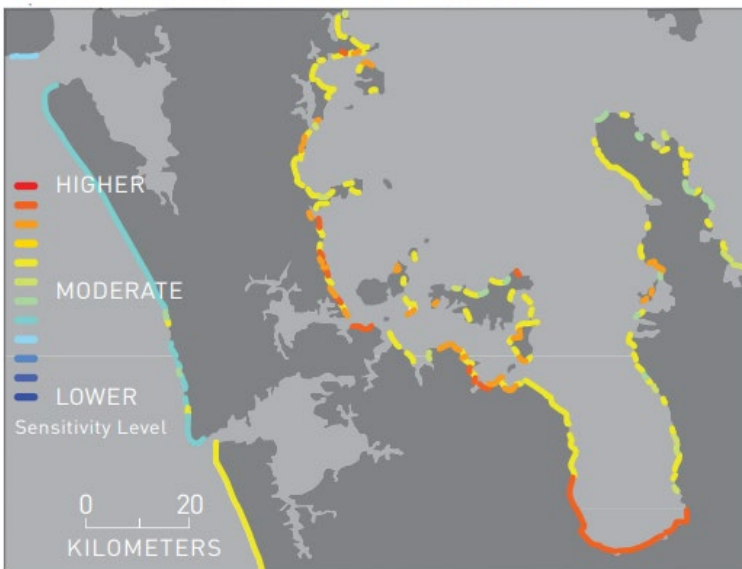
⁶ Lorrey, A.M., Pearce, P.R., Barkus, C., Anderson, S.J., and Clement-Jones, A. (2017). Auckland Region climate change projections and impacts: Summary report. Prepared by the National Institute of Water and Atmospheric Research (NIWA) for Auckland Council. Auckland Council Technical Report, TR2017/031.

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frequently under a regime of continued sea level rise. Ocean acidification, loss of coastal habitats and marine ecosystems, and damage to dwellings are likely. Maintenance of developed coastal fortifications and structures is also expected to increase.

- Potential impacts from marine and coastal changes include exacerbated coastal erosion, particularly for unstable cliffs, including frequent landslides.

COASTAL SENSITIVITY TO EROSION



Source: Auckland Region climate change projections and impacts: Summary report. NIWA

AUP Objectives and Policies Relating to Public Access to and Along the Coastline, Rivers and Streams

Both the Regional Policy Statement and Open Space Zones contains objectives and policies relating to public access to and along the coastline, rivers and streams. These are outlined in Attachment 2.

Providing for and maintaining public access needs to apply to all the open space zones, not just the Informal Recreation and Sport & Active Recreation zone as much of the open space along the coast and rivers and streams is zoned Open Space – Conservation zone.

In addition, the policies require amendment to mention that public access may be excluded for safety – including natural hazards and bio-security reasons e.g. kauri die – back, as illustrated by the above case studies. Currently, the reasons for restricting public access are limited to the following:

(3) Restrict public access to and along the coastal marine area, particularly walking access, only where it is necessary to do any of the following:

(a) protect public health and safety;

(b) provide for defence, port or airport purposes;

(c) protect areas with natural and physical resources that have been scheduled in the Unitary Plan in relation to natural heritage, Mana Whenua, natural resources, coastal, historic heritage and special character;

(d) protect threatened indigenous species;

(e) protect dunes, estuaries and other sensitive natural areas or habitats;

(f) have a level of security necessary to carry out an activity or function that has been established or provided for;

(g) provide for exclusive use of an area to carry out an activity granted an occupation consent under section 12 of the Resource Management Act 1991;

(h) enable a temporary activity or special event; or

(i) in other exceptional circumstances sufficient to justify the restriction.

4.2.3.4 Effectiveness and Efficiency Assessment

What do the findings tell us?

- Both kauri dieback and natural hazards (e.g. land slips) have resulted in the temporary “loss” of access to and along the coast
- Future climate change trends indicate that loss of access is only going to increase/get worse. The east coast of Auckland in particular is highly susceptible to natural hazards. Recent weather events in 2023 have shown that the west coast is also susceptible.

Are the outcomes sought by the RPS being achieved/where do they differ

- Although new esplanade reserves have been achieved, access to and along the coast along existing esplanade reserves has been lost, albeit on a temporary basis

What are the challenges and have the outcomes been achieved at reasonable cost?

- Climate change will be a major challenge in maintaining and improving access to the and along the coast, the margins of rivers and stream
- Over time, the costs involved may mean that existing access to and along the coast in particular areas, is no longer economically viable.

4.2.4 Objective 2 Indicator recommendations

- When the AUP is next reviewed and the National Planning Standards are implemented, precincts that manage recreational facilities that have both a marine and land-based component in an integrated manner need to be retained (albeit in a modified form that meets the requirements of the National Planning Standards)
- Investigate amending the relevant open space and coastal policies via a plan change (see Attachment 2) to refer to disease (e.g. kauri dieback) and natural hazards (e.g. slips) as situations where access to and along the coast and the margins of rivers and stream may be restricted (albeit temporarily on some occasions). At present the relevant policies only refer to health, safety or security reasons or to protect significant natural or physical resources

4.3 Objective 3 findings

4.3 Objective B2.7.1

(3) Reverse sensitivity effects between open spaces and recreational facilities and neighbouring land uses are avoided, remedied or mitigated.

Relevant Policies

(7) Avoid, remedy or mitigate significant adverse effects of land use or development on open spaces and recreation facilities.

(8) Avoid, remedy or mitigate significant adverse effects from the use of open spaces and recreational facilities on nearby residents and communities.

Indicators

1. The effects of new development/recreation facilities on the amenity values of open space (as this affects the amenity enjoyed by both the users of open space and those residents/land owners in the vicinity)
2. Number of complaints involving open space and recreation facilities
3. Reverse sensitivity issues between open space and recreation facilities and adjacent land uses

Measures

1. Case studies on the effects on amenity values of open spaces from its use and development
2. Complaints register
3. Quality of Life Survey 2020 – Noise pollution as a problem in city/local area
4. Unitary Plan Issues register
5. Case studies on reverse sensitivity issues (resource consents and plan changes)

Indicators/measures show:

- Whether new development/recreation facilities are having an adverse effect on the amenity values of open space
- Whether adverse noise effects on adjacent development is an issue for the use of open space and recreation facilities

4.3.1 Objective 3, Indicator 1

Indicator 1 The effects of new development/recreation facilities on the amenity values of open space

This indicator assesses the effects of new development and recreation facilities on the values associated with open space.

The Findings are organised under the following headings:

1. The Auckland Unitary Plan and the Auckland Design Manual
2. Effectiveness and Efficiency Assessment

4.3.1.1 The Auckland Unitary Plan and the Auckland Design Manual

The AUP's open space zones contain both standards and assessment criteria. The standards, which vary according to open space zone, are:

- Activity table (which specifies the status of an activity by zone and whether it is permitted or a consent is required)
- Building height
- Height in relation to boundary
- Yards
- Screening
- Gross floor area threshold
- Maximum site coverage
- Maximum impervious area
- Non-security floodlighting
- Maimai.

The assessment criteria include an assessment of both the effects on the open space resource and the surrounding neighbourhood and include matters such as:

Organised sport and recreation

(1) The extent to which the intensity, scale and duration of the events will adversely affect the use of the open space area for informal recreational use and whether any adverse effects can be remedied or mitigated.

(2) The extent to which the effects are contained within the open space area and do not significantly detract from the amenity value of adjoining properties, particularly residential areas.

Markets

(1) The extent to which the intensity and scale of the market will adversely affect recreational use of the open space and amenity values of neighbouring properties, and the measures to remedy or mitigate any adverse effects.

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(2) Whether the market is in a position to minimise any adverse effects on public access and takes into account pedestrian safety, access for people of all ages and abilities where practical, and the efficient use of existing access, parking, circulation and utility networks.

(3) Whether the development design and external appearance or any buildings, and any landscaping:

(a) is compatible with the character and use of the site;

(b) minimises any adverse effects, including through use of building materials and colour; and

(c) complements the existing landscape character of the area.

Grandstands

(1) The extent to which the structure and the intensity of use will detract from the amenity value of any adjoining residential areas, and the measures to remedy or mitigate any adverse effects.

(2) The extent to which a grandstand will enhance and the use and capacity of the site for recreational use

Observation areas, viewing platforms and related structures

(1) Whether the structure is located and designed to minimise any adverse effects on the natural and landscape values while providing for viewing.

(2) The extent to which any adverse effects to landform and vegetation associated with the construction or use of the structures can be avoided, remedied or mitigated.

The Auckland Design Manual contains guidelines on creating quality open spaces and recreation facilities. In some cases, the ADM goes beyond what the AUP can address, which currently under the RMA, is limited to the effects of activities/development on the environment. The ADM was developed after the AUP was prepared and provides the basis for revised assessment criteria in the next review of the AUP. Examples of the guidance that could be included as assessment criteria, thereby guiding the consideration of the effects of new development/recreation facilities on the amenity values of open space include:

Connect – Informal Recreation

Develop parks that are well connected with the surrounding environment, both visually and physically.

Ensure that designs maximise accessibility, and provide safe and legible movement networks that cater for a range of people.

Connect people to the park and to each other.

- Create convenient and safe connections with surrounding cycle, walking and public transport networks which are easy to access and navigate.*
- Make the park accessible for those with mobility and sensory impairments, where practical.*
- Carefully plan the layout and clustering of facilities, so that people can meet, socialise, and spend time together in the park.*

Connect our parks to one another and to the surrounding neighbourhood.

- Develop greenways that connect our parks, streets and esplanade reserves to create a green movement network across Auckland and around the coast.*
- Create or improve connections with surrounding transport networks, community facilities and local businesses. Use wayfinding signage to help people find their way.*

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Identify and understand the surrounding landscape and wider ecological systems.

- *Make ecosystems more resilient by using vegetation to create connections and corridors between parks and wider networks.*
- *Protect and enhance viewpoints and significant natural features.*
- *Ensure that movement networks through the natural environment respect the existing terrain, flora and fauna, heritage and cultural values.*

Connect Places - Sport

Integrate wayfinding signage

Sports parks are generally large spaces with multiple entry and exit points, and are often used by visiting sports teams. Navigation through these parks is important and can be made easier with clear wayfinding signage. Clear entry and exit points can become key meeting places for sports teams or children being picked up by adults, therefore it is essential that these are easily found and navigable.

Integrate good signage by:

- *Clearly distinguishing entry and exit points with signage (e.g. Totara West Entrance)*
- *Locate wayfinding signage throughout the park, at entrances, and key junctions*
- *Always include a "You Are Here" marker on the map to help users orient themselves.*

Connect People - Civic Spaces

Create spaces for people to meet and spend time together

Civic spaces are often places where communities gather, celebrate and hold events. Therefore it is critical to provide appropriate amenities and universal access into and within these places to ensure they are inclusive of everyone.

Do this by:

- *providing sheltered comfortable areas for people to relax and gather*
- *designing flexible spaces that can be used by a variety of groups for various purposes*
- *strengthening connections with neighbouring civic and commercial facilities to create active edges where people can engage with and enjoy the public space*
- *catering for sensory and mobility impairments needs*
- *providing attractive entrances that incorporate artistic features that invite people into the space*
- *providing features that attract and appeal to children and young people.*

Example of a Civic Space

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Source: Auckland Design Manual

The next review of the AUP therefore needs to take into account the ADM design guidance and factor that into the open space zones assessment criteria (where appropriate). This will enable closer alignment between the AUP and the ADM and enable a fuller assessment of the effects of new development and recreation facilities on open spaces on the values associated with open space. There will also be a new legislative framework with the review of the RMA and the national planning standards to consider.

4.3.1.2 Effectiveness and efficiency assessment

What do the findings tell us?

- The Auckland Design Manual (ADM) was prepared after the AUP became operative in part in 2016. There is useful design guidance in the ADM for open spaces and recreation facilities which could be incorporated into the AUP's assessment criteria in the next review, where appropriate.

Are the outcomes sought by the RPS being achieved/where do the outcomes differ?

- The AUP does have methods (typically standards) in place to avoid, remedy or mitigate adverse effects between the use of open spaces and recreational facilities and neighbouring land uses
- These have endeavoured to strike a reasonable balance between the use and enjoyment of open spaces and recreational facilities and avoidance of adverse effects on open space and neighbouring land uses, particularly residential.

What are the challenges and have the outcomes been achieved at reasonable cost?

- The AUP standards do not necessarily result in good or poor design which is a qualitative matter. They do attempt to manage adverse effects. The Auckland Design Manual contains guidelines on creating quality open spaces and recreation facilities. Where appropriate these design guidelines

could be factored into the AUP's assessment criteria to provide a more rigorous assessment of design quality and assist in achieving better design outcomes.

4.3.2 Objective 3, Indicator 2

Indicator 2 Number of complaints involving open space and recreation facilities

This indicator assesses noise complaints associated with open space and recreation activities.

The Findings are organised under the following headings:

1. Noise Complaints
2. Effectiveness and Efficiency Assessment

4.3.2.1 Noise Complaints

Auckland Council receives around 60,000 noise complaints per year. While these complaints are recorded and followed up, there is no overall monitoring of all complaints to determine the major categories of complaint and the numbers and percentages that fall into these categories. Trends over time are therefore not apparent.

The Team Leader Compliance Response Noise at Auckland Council advises that the vast majority of complaints involve residential related excessive noise.

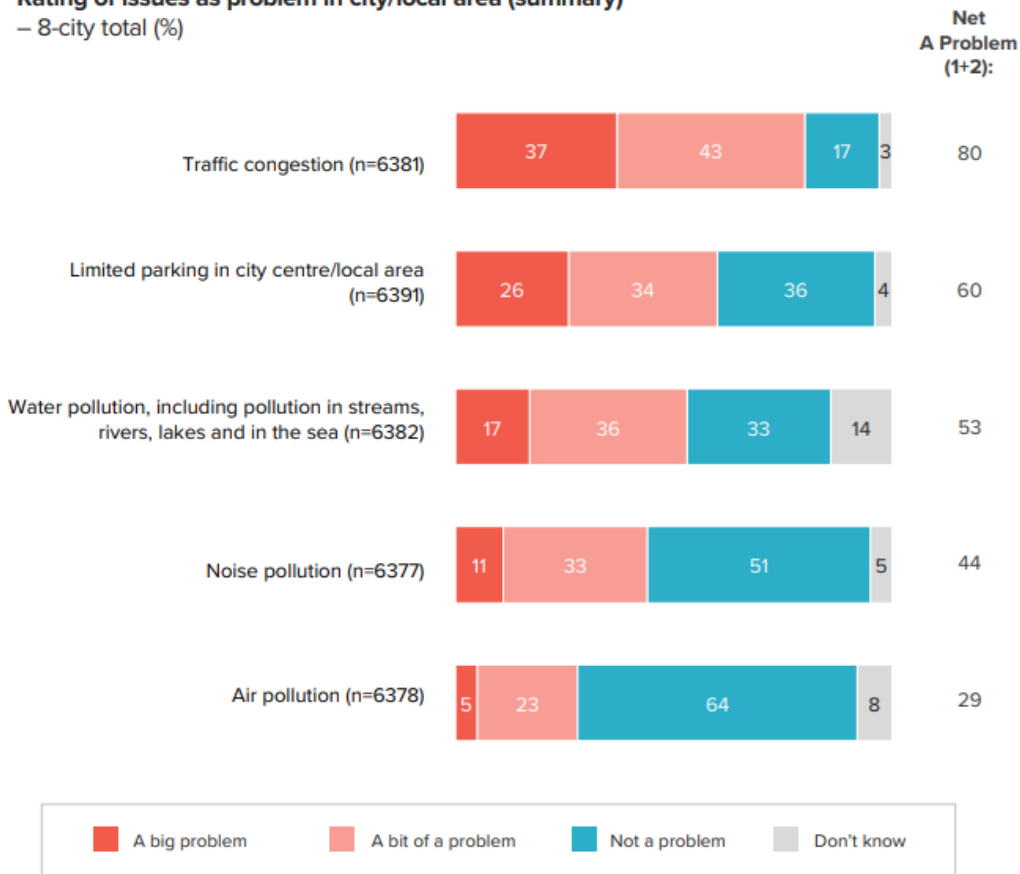
In terms of open space and recreation facilities and reverse sensitivity issues, a few parks are the subject of complaint from time to time. The majority of these involve after-hours vehicle access where stereo-equipped cars congregate playing loud music.

In the absence of a detailed breakdown of the 60,000 noise complaints, this monitoring report relies on the resident surveys undertaken for the Quality of Life Survey for the eight largest cities in New Zealand

Noise is one of the biggest issues in the Quality of Life Survey 2020 of the eight largest New Zealand cities with 44 per cent of residents rating it a problem.

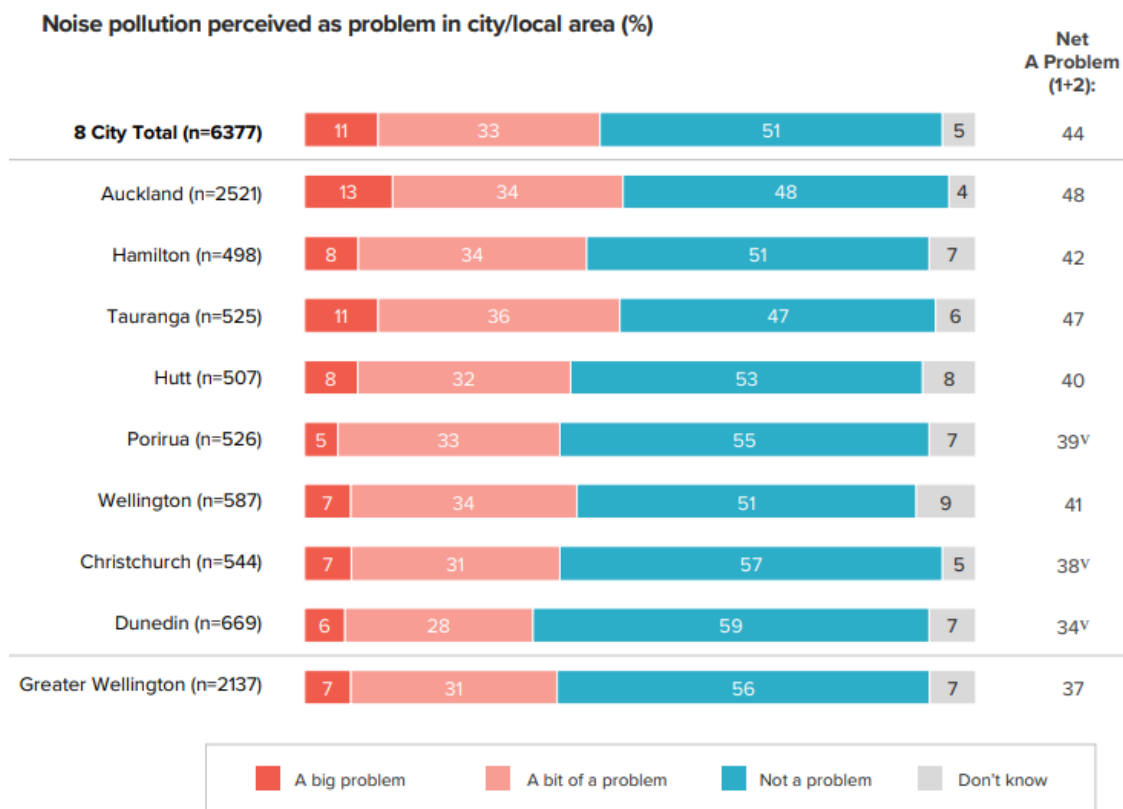
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Rating of issues as problem in city/local area (summary)
 – 8-city total (%)



Base: All Respondents (excluding not answered) Source: Q15. To what extent has each of the following been a problem in over the past 12 months? (1 – A big problem, 2 – A bit of a problem, 3 – Not a problem, 4 – Don't know)

Residents in Auckland perceive noise as a bigger issue than residents in New Zealand’s other largest cities with 48 per cent viewing it as a problem, compared to an average of 44 per cent across the eight cities. Christchurch (38 per cent) and Dunedin (34 per cent) were below the national average and significantly less than Auckland.



Base: All Respondents (excluding not answered) Source: Question 15. To what extent has each of the following been a problem in over the past 12 months? Noise pollution (1 – A big problem, 2 – A bit of a problem, 3 – Not a problem, 4 – Don't know)

4.3.2.2 Effectiveness and efficiency assessment

What do the findings indicate?

- Currently there is no overall annual monitoring of noise complaints to determine the major categories of complaint and the numbers and percentages that fall into these categories and the trends from year to year
- Noise is one of the biggest issues in the Quality of Life Survey 2020 of the 8 largest New Zealand cities
- Residents in Auckland perceive noise as a bigger issue than residents in New Zealand's other largest cities
- Noise as an issue is likely to worsen over time with greater intensification resulting in greater numbers of people living closer together and utilising open spaces and recreation facilities
- Noise from recreation activities is one of the sources of noise complaints.

Are the outcomes sought by the RPS being achieved/where do the outcomes differ?

- The AUP does have methods (typically standards) in place to avoid, remedy or mitigate adverse effects between the use of open spaces and recreational facilities and neighbouring land uses. This includes noise standards

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- Enforcement of noise standards is an issue
- From the available data, the number of complaints involving open space and recreation facilities is unable to be determined.

What are the challenges and have the outcomes been achieved at reasonable cost?

- Greater intensification is likely to result in an increase in reverse sensitivity effects, in particular noise
- Costs include constraints on the use of open space and recreation facilities
- There is a fine balance between enabling activities to occur and people using and enjoying open space and recreation facilities and ensuring reverse sensitivity effects on neighbouring land uses are avoided, remedied or mitigated.

4.3.3 Objective 3, Indicator 3

Indicator 3 Reverse sensitivity issues between open space and recreation facilities and adjacent land uses

This indicator assesses reverse sensitivity issues between open space and associated recreation facilities and adjacent land uses, which are typically residential.

Note: Reverse sensitivity is the vulnerability of an established land use (such as a sports stadium) to complaint from a newly establishing, more sensitive land use (for example, new houses and other noise-sensitive activities)

The Findings are organised under the following headings:

1. Case Study – Eden Park – Amenity Values of Neighbouring Land Uses
2. Case Study – PC53 – Temporary Activities
3. An Emerging Trend - Disposal of Portions of Major Recreation Facility Zone Sites
 - Case Study – Pukekohe Park
 - Case Study – Ellerslie Racecourse
4. Effectiveness and Efficiency Assessment

4.3.3.1 Case Study – Eden Park – Amenity Values of Neighbouring Land Uses

Case Study – Eden Park – Amenity Values of Neighbouring Land Uses

Eden Park has been identified as one of the city’s “Major Recreation Facilities” in the AUP. During the preparation of the AUP between 2013 – 2016, there was considerable debate on what standards should apply to the park, given its status as one of the nation’s premier stadiums.

Eden Park has a long planning history, including a long history of reverse sensitivity effects from some of the nearby residents and currently a number of resource consents apply to this facility. Through mediation, the hearing and subsequent post-hearing expert conferencing, the council, the Eden Park Neighbours Association, and Auckland Cricket were supportive of precinct provisions which essentially retained the status quo allowed through the suite of existing resource consents. The Eden Park Trust Board sought to enable further activities beyond these limits, and in particular sought an increased frequency of night-time events and concerts.

Eden Park



Source: <https://www.gettyimages.co.nz/photos/eden-park-stadium>

Following the hearing on Topic 076 – Major Recreation facilities, the Hearings Panel issued interim guidance on 7 September 2015 indicating support for a set of provisions which provided flexibility within an ‘effects envelope’ established by the existing suite of resource consents applying to Eden Park. This focus on the existing level of effects arose from the Hearings Panel not being convinced during the hearing that measures had been identified by the operators of Eden Park which enabled additional night-time events and concerts to occur while appropriately mitigating the effects on residents living near the park. Despite extensive efforts being made by all parties to resolve outstanding concerns, the Hearings Panel was of the view that no additional information was provided which reasonably justified these additional activities. Accordingly, the most significant relief requested by the Eden Park Trust Board was not

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supported and the Hearings Panel did not recommend any increase in the number of night-time events and concerts or any change to the activity status for them (up to 6 concerts were a discretionary activity).

During discussions between the parties following the hearing, it was identified that the process of rationalising a number of historic resource consent conditions into a single precinct format was complex and required a flexible approach to be taken by all parties.

Subsequent to the IHP process, the Eden Park Trust Board applied for consent to hold concerts at Eden Park. In January 2021, resource consent was granted to hold concerts at the park after a panel of independent commissioners granted consent for up to six concerts a year. The concerts can take place on weekdays, Saturdays, Sundays preceding a public holiday and public holidays, subject to restrictions on frequency, duration, and timing.

The public hearings were held in 2020 and the three independent commissioners considered evidence from the Eden Park Trust and submitters, which included the expert assessments of technical specialists, before making their decision. The commissioners concluded the identified adverse effects could be adequately avoided or mitigated, if conducted in accordance with detailed conditions of consent.

The conditions of consent include restrictions on noise and lighting, traffic plans, and the expansion of a Community Liaison Group to ensure ongoing discussion and monitoring.

The decision to grant approval now means Eden Park (and/or individual promoters and event organisers) does not have to apply for a separate resource consent for individual concerts, which had proved to be cost – prohibitive and time – consuming. It allows shows to be booked, scheduled, and confirmed years in advance and provides certainty for event organisers.

The National Planning Standards will be required to be implemented when the AUP is next reviewed. This is currently scheduled to commence in 2026. Under these standards, a set of standard zones must be used throughout the country. The zone framework includes a Special Purpose – Stadium Zone, under which the AUP's Major Recreation Facility Zone must be incorporated. The Special Purpose – Stadium Zone will be an appropriate planning tool for managing the regions stadia, including Eden Park.

4.3.3.2 Case Study – PC53 – Temporary Activities

Case Study – PC53 - Temporary Activities (Operative 10th September 2021)

The AUP manages temporary activities. The objectives, policies and standards are in the Auckland – wide section of the AUP. The background to the temporary activities section states:

Temporary activities contribute to Auckland's vibrancy and to the social, cultural and economic well-being of communities. Temporary activities also enable filming and training activities to be undertaken. Temporary activities may restrict public access and have adverse effects on amenity values, communities and the natural environment. To manage these effects the Plan contains rules for temporary activities on land and in the coastal marine area, and the particular effects of various activities are managed through bylaws. Events on public land or water must also obtain an event licence or permit under the relevant bylaws.

As stated in the background there is a dual Auckland Unitary Plan and event permit approach under the Public Trading, Events and Filming Bylaw 2022.

Plan Change 53 focused on the appropriateness of some of the Unitary Plan standards and whether the Unitary Plan, resource consent processes, bylaw or other mechanisms were more appropriate.

Auckland Tourism, Events and Economic Development (ATEED, but now known as Tātaki Auckland Unlimited) had advised that the new Unitary Plan Temporary Activity provisions (operative in November 2016) were triggering the need for a number of resource consents. This was doubling up in some areas, in their opinion, on the event permit process. They requested that the standards in particular be reviewed. Areas of ATEED's concern were:

- i. Pack-in and pack-out duration and associated noise levels
- ii. Duration of a temporary activity
- iii. Noise limits
- iv. Traffic associated with temporary activities (in rural and future urban areas)
- v. The definition of Anzac Day (in relation of Pukekohe Park only)
- vi. Temporary activities on Sites and Places of Significance to Mana Whenua

An analysis of resource consent processing costs for temporary activity consents for 2018 indicated that cost could range from \$4500 - \$10,000 with an average cost of just under \$6000. These figures however exclude the cost of putting the application together and advice from experts such as noise and traffic.

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Plan change 53 sought to amend some of the temporary activity standards so that they are less onerous, and also amended the Pukekohe Park Precinct provisions to enable events on the afternoon of Anzac Day (a preferred day of racing for the V8 Supercars).

Triathlon at Mission Bay, Auckland



Source: Peoples Triathlon <https://peoplestri.co.nz/>

The objectives of PC53 were to:

1. Ensure the Unitary Plan's management of temporary activities (in particular, events and filming) strikes an appropriate balance between enabling temporary activities to occur whilst avoiding or mitigating adverse environmental effects;
2. Ensure the tools used to manage temporary activities result in an efficient process and avoid any unnecessary duplication between (for example) the Public Trading, Events and Filming Bylaw 2022, event permit requirements, Film Auckland Protocols, and the methods in the Unitary Plan; and
3. Address a gap in the coastal temporary activity provisions.

PC53 sought to provide some additional flexibility for temporary activities to occur as permitted activities (i.e. without triggering the need for a resource consent), while retaining a reasonable level of

control over potential adverse effects. The amendments to the Unitary Plan in order to achieve this outcome and give effect to the objectives noted above are summarised as:

- (a) Exclude the time required to establish and remove all structures and activities associated with the activity and reinstate the site to its original condition from the duration of temporary activities specified in the AUP and to apply the construction noise standards to such activities;
- (b) Amend the Temporary Activities “Activity Table” to refer to “temporary activities in public places or on private land” (i.e. recognising that public places and private land are mutually exclusive);
- (c) Require a traffic management plan (as a permitted activity standard) for an event in a rural or Future Urban zone where more than 500 vehicle movements per day on adjacent roads are generated;
- (d) Increase the duration of those temporary activities that are defined as noise events (i.e. they exceed the noise standards for the zone) from six to eight hours;
- (e) Add a noise standard for temporary coastal activities that generate noise but are not defined as “noise events” in the noise chapter of the Auckland – wide provisions; and
- (f) Align Anzac Day in the Pukekohe Park Precinct to the definition under the Anzac Day Act 1966.

The issues in contention raised in submissions and Local Board feedback were:

- Whether it is appropriate to enable motor racing at the Pukekohe Park Precinct on Anzac Day and, if so, under what terms;
- Whether the maximum permitted duration of temporary activities should be extended from six hours to eight hours

Prior to the plan change, the standards of the Pukekohe Park Precinct did not allow motor racing on Anzac Day. PC53 sought to enable racing in the Precinct on Anzac Day by aligning the standard with the Anzac Day Act 1966. However, the Anzac Day Act 1966 would not provide for racing on a Sunday where Anzac Day falls on that day of the week. This would occur once every six years, and the advice received from ATEED is that a disruption of this nature would likely be enough to prevent the Australian Supercars from basing its New Zealand three-day event at Pukekohe.

A submitter’s proposed alternative amendment would limit the exception to international events such as the Australian Supercars. In the decision, the hearing commissioner was persuaded that this provided for an outcome that struck an appropriate balance between the economic benefits of major events and the need to limit noise to provide reasonable amenity for local residents.

The Waitematā Local Board and Albert-Eden Local Board had expressed concerns over the proposal to extend the maximum permitted duration of events through their local board feedback (as did the Ōrākei

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and Puketāpapa local boards, although they were not represented at the hearing). These concerns, and the reasons for them, were noted and acknowledged by the commissioner.

However, amendments to a proposed plan change can only be made if the change is sought through a submission or further submission. In this case, none of the submissions received raise that particular issue or sought a change of that nature and the feedback from the local boards does not constitute a submission.

As a consequence, scope did not exist for the amendments sought by the local boards, and there was no ability to alter that part of PC53 in response to the concerns raised. In the decision, the commissioner noted that local boards retain control over events that would be undertaken on public land and have an ability to set limits on their duration. These powers stem from the Public Trading, Events and Filming Bylaw 2022.

4.3.3.3 An Emerging Trend - Disposal of Portions of Major Recreation Facility Zone Sites

The background for the Major Recreation Facility Zone in the AUP states:

The purpose of this zone is to appropriately manage facilities within the Auckland region capable of hosting large-scale sports, leisure, entertainment, art, recreation, or event and cultural activities. Major recreation facilities are large, multi-functional sites with an indoor visitor capacity exceeding 1,000, or the overall ability to accommodate over 10,000 visitors. These facilities are limited resources that contribute significantly to Auckland's social and economic well-being, and their efficient use is of resource management importance to the region. Major recreation facilities include sports arenas, showgrounds, events centres, racecourses, motor-racing tracks, the Auckland Zoo, and Museum of Transport and Technology (MOTAT). In many cases these sites contain extensive and highly visible buildings, substantial parking areas and significant areas of open space. Some are the home base for organisations such as sporting franchises, regional and national sporting organisations, heritage organisations and conservation organisations. Others are the base for high-performance athletes and their support facilities and services.

There are currently 20 facilities within the Special Purpose - Major Recreation Facility Zone. Each facility is also contained within a precinct. The zone contains general objectives and policies which guide the operation and development of current and future sites. The precinct provisions contain additional objectives, policies, activities, standards and assessment matters which are specific for each existing facility.

Major recreation facilities located in the city centre are not subject to the provisions of this zone.

The objectives for the Major Recreation Facility zone are:

(1) Major recreation facilities are protected and enabled to provide for the social and economic well-being of people and communities.

(2) Adverse effects generated by the operation, development, redevelopment and intensification of major recreation facilities are avoided, remedied or mitigated as far as is practical.

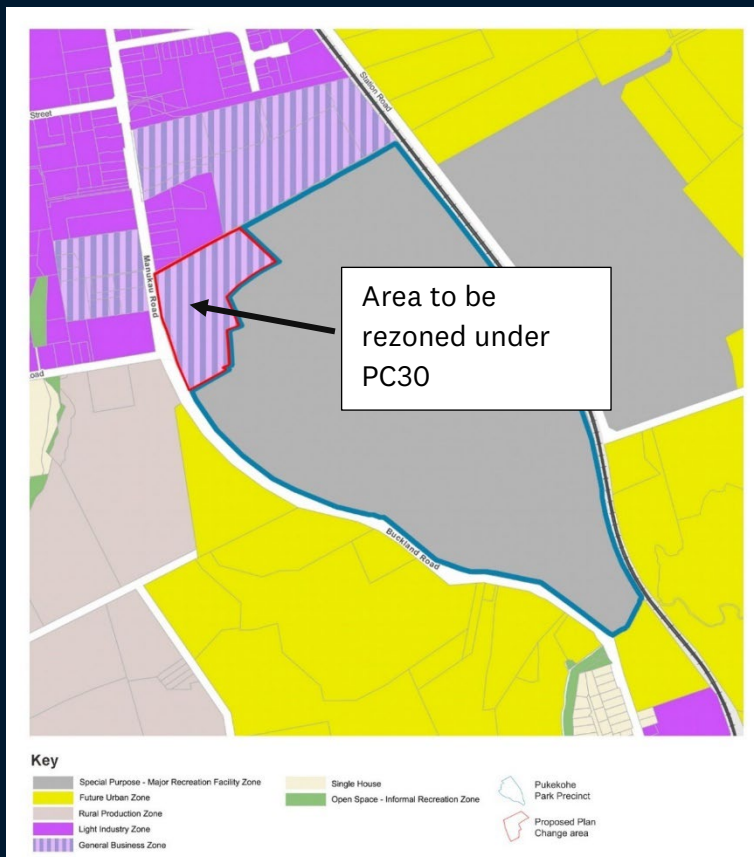
(3) Major recreation facilities are protected from the reverse sensitivity effects of adjacent activities.

Case study - Plan Change 30 - Pukekohe Park (Operative date 12 February 2021)

Plan Change 30 was initiated by Counties Racing Club (CRC) in response to declining revenue from events associated with the horse racing industry. Following a review of resource efficiencies, CRC had identified the PC 30 area of land as surplus to its requirements and sought to rezone the area from Major Recreation Facilities zone to General Business Zone. CRC stated that the supplementary income arising from the commercial and industrial development of this part of the site would support the club’s long-term viability and the primary activities at Pukekohe Park.

The overall objective of the plan change was to create an alternative revenue stream to enable Pukekohe Park to continue to function as an important part of the local community.

Plan Change 30 – Area Affected



Source: Counties Racing Club

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In terms of economic effects, a report prepared by Urban Economics Ltd for the plan change found that:

- The proposed rezoning would not have significant impacts on surrounding centres, including the nearby Pukekohe Town Centre, or on the supply of land zoned for major recreational activities.
- Moreover, there would be positive economic benefits including addressing a shortage of supply of General Business zoned land in Pukekohe. The subsequent development of the land would increase employment in the local area
- The rezoning would also enable the continued operation of Pukekohe Park which provides employment for a range of people directly associated with the operation of the park and those employed in supporting businesses in the surrounding community.

The Independent Commissioners found that proposed (private) Plan Change 30 to:

- rezone 5.8 hectares of its land at 222-250 Manukau Road, Pukekohe (Pukekohe Park) from Special Purpose – Major Recreation Facility to Business – General Business; and
 - remove the Pukekohe Precinct overlay from the rezoned area.
- a) Is appropriate as the land is surplus to the requirements of the Counties Racing Club;
 - b) Will protect the ongoing operation of Pukekohe Park as a nationally and regionally important venue for horse racing and motor sport;

The Commissioners were satisfied that PC 30 will assist the Council in achieving the purpose of the RMA and is consistent with the relevant National Policy Statements and gives effect to the Auckland Regional Policy Statement and the Auckland Plan 2050.

This case study illustrates the changing nature of the region’s major recreation facilities and the need for a planning framework (objectives, policies and standards) that recognises that changes will occur over time. These changes will need to be the subject of a plan change, however.

Case study - Ellerslie Racecourse

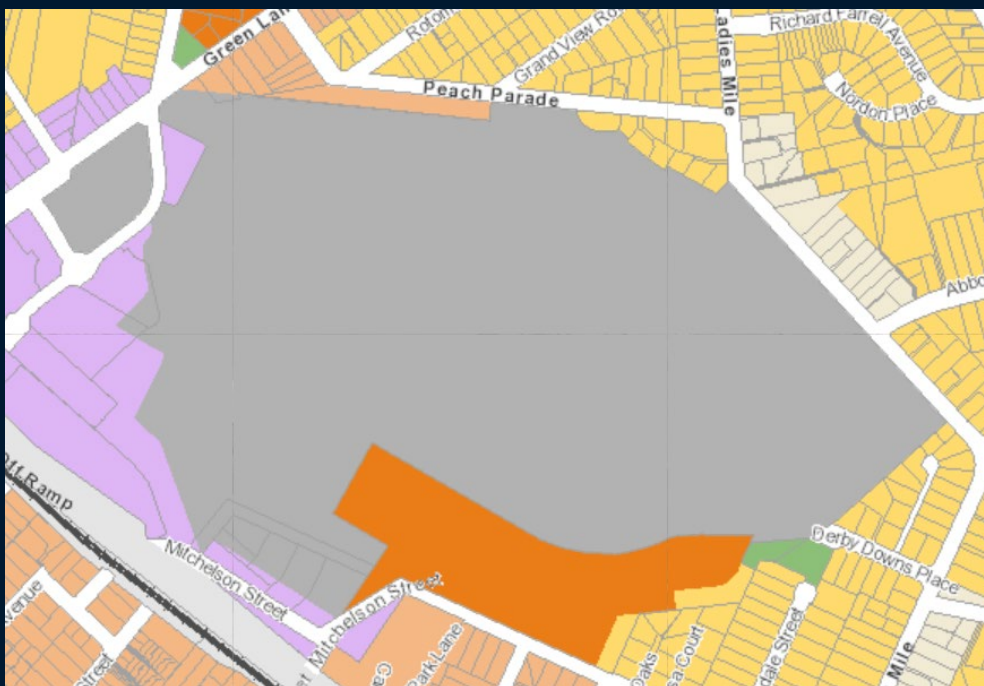
During the Auckland Unitary Plan process in 2013 - 16, land surplus to requirements at Ellerslie Racecourse was zoned THAB (adjacent to Mitchelson Street) and Mixed Housing Suburban (adjacent to Peach Parade) zones.

The planner representing the Auckland Racing Club stated in evidence at the IHP hearings:

“Ellerslie Racecourse comprises approximately 37 hectares of land which is utilised for Major Recreation Facility activities. The core racing area comprises approximately 20.26 hectares and the infield comprises approximately 17.28 hectares. A further approximate 9.66 hectares is surplus land that the Club is seeking to re-zone. At approximately 37ha in size, Ellerslie Racecourse is a large facility, with significant areas of green space, both within the infield and around the perimeter of the site. Ellerslie Racecourse hosts approximately 900 functions, conferences and entertainment venues per annum and attracts over 140,000 people to such events. In terms of racing, at present 24 race days are held per annum. Crowd numbers vary depending on the event, with the Boxing Day races attracting up to 25,000 people”.

Ellerslie Racecourse was the first of several “Major Recreation facilities” to seek rezoning of surplus land to an alternative residential or business zoning. This trend has continued since the AUP became operative in part in 2016 (as evidence by the Pukekohe Park example).

Planning Map – Ellerslie Racecourse



Source: Auckland Council AUP

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Aerial View – Ellerslie Racecourse



Source: Auckland Council AUP

Subsequently, in April 2022, Fletcher Building’s residential development division reported that it had reached agreement to buy 6.2ha of Auckland Thoroughbred Racing’s Ellerslie racecourse land and sought Government fast – track consent for hundreds of homes there. The deal was subject to Overseas Investment Office approval.

Apartments, duplexes, terrace and detached houses are planned beside the main track where racing will continue.

As part of the club’s plans to future – proof the sport of racing, they were in the process of upgrading the track to an international standard StrathAyr surface. That surface is, however, unsuitable for jumps racing and that type of racing will no longer be held at Ellerslie and The Hill was therefore surplus to the club’s requirements. Fletcher’s was planning to build 370 residences alongside the horse racing track on land where steeplechase racing was previously held.

Fletcher Building had applied for its plans to be considered under the Covid – 19 Recovery (Fast – track Consenting) Act, established to speed up consenting processes for projects considered to support recovery from the economic and social impacts of the pandemic.

The land is off Ladies Mile and in the Peach Parade/Derby Place vicinity. Three apartment buildings of up to seven levels are planned to front Ladies Mile. A fourth apartment block at track level would be a retirement village. The proposed development was envisaged to be completed around 2028, depending on when regulatory approvals were granted. The land was not zoned for housing, but a plan change was not required under the fast – track legislation.

Both the Counties Racing Club (PC30) and the Auckland Racing Club (Ellerslie racecourse) illustrate the need for flexibility in the zoning of the region’s major recreation facilities. The plan change process provides that flexibility along with an appropriate mechanism to assess the effects of any rezoning on both the facility itself and on the surrounding neighbourhood.

In any rezoning proposal, particular consideration needs to be given to: Objective (2) “*Adverse effects generated by the operation, development, redevelopment and intensification of major recreation facilities are avoided, remedied or mitigated as far as is practical*”.

There is the possibility that in rezoning land and enabling noise sensitive activities, such as residential activities, to be closer to the activities associated with the major recreation facility, the potential for reverse sensitivity effects will increase over time.

This case study further illustrates the changing nature of the region’s major recreation facilities and the need for a planning framework (objectives, policies and standards) that recognises that changes will occur over time. These changes will need to be the subject of a plan change, however.

4.3.3.4 Effectiveness and efficiency assessment

What do the findings indicate?

- Eden Park has a long planning history, including a long history of reverse sensitivity complaints from some of the nearby residents. The 2021 decision to grant resource consent to hold up to six concerts at the park a year demonstrates that it is possible to avoid or mitigate adverse effects through detailed conditions of consent that included restrictions on noise and lighting, a requirement for traffic plans, and the expansion of a Community Liaison Group to ensure ongoing discussion and monitoring.
- Plan Change 53 reduced some of the restrictions on temporary activities to provide greater flexibility. This included the duration of “pack in” and “pack out” and associated noise levels, the duration of temporary activities, and motor racing at Pukekohe Park on Anzac Day.
- The disposal of portions of land zoned Major Recreation Facility Zone has occurred over the past five years. This has enabled the respective land owners to rationalise their land holdings, freeing up capital to support the long term viability of such facilities. A plan change is the appropriate mechanism for this to occur

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- Both the Counties Racing Club and Ellerslie racecourse examples illustrate the need for flexibility for the zoning of the region’s major recreation facilities.
- There is however, the possibility that in rezoning land and enabling noise sensitive activities such as residential activities to be closer to the activities associated with the major recreation facility, the potential for reverse sensitivity effects will increase over time

Are the outcomes sought by the RPS being achieved/where do the outcomes differ?

- The plan change process is the appropriate mechanism for any rezoning of the region’s Major Recreation Facilities. This enables an assessment of the effects of any rezoning and ensures the achievement of objective (2) “*Adverse effects generated by the operation, development, redevelopment and intensification of major recreation facilities are avoided, remedied or mitigated as far as is practical*”.

What are the challenges and have the outcomes been achieved at reasonable cost?

- Greater intensification is likely to result in an increase in reverse sensitivity effects, in particular noise
- Costs include constraints on the use of open space and recreation facilities
- There is a fine balance between enabling activities to occur and people using and enjoying open space and recreation facilities and ensuring reverse sensitivity effects on neighbouring land uses are avoided, remedied or mitigated

4.3.4 Objective 3 Indicator recommendations

- The next review of the AUP needs to assess the ADM design guidance and factor that into the open space zones assessment criteria (where appropriate). This can enable closer alignment between the AUP and the ADM and achieve better design outcomes
- Overall ongoing monitoring of 60,000 noise complaints received per year is undertaken to determine the major categories of complaint and the numbers and percentages that fall into these categories and the trends from year to year
- Ongoing monitoring continues to occur to determine the effects of people using and enjoying open space and recreation facilities on neighbouring land uses are avoided, remedied or mitigated
- In addition to the AUP standards, local boards continue to use their role as landowners and the powers under the Public Trading, Events, and Filming Bylaw 2022 to appropriately manage temporary activities on public open spaces
- In rezoning and developing portions of “major recreation facilities” for residential purposes there is greater potential for reverse sensitivity effects of adjacent activities over time. Any rezoning proposal will therefore need to carefully consider the AUP’s Objective (3) “Major recreation facilities are protected from the reverse sensitivity effects of adjacent activities”.

5 Summary and conclusions

This report analysed the effectiveness and efficiency of the AUP relating to B2.7 Open Space and Recreation Facilities. There are three objectives as part of B2.7. Ten indicators in total were established to measure the effectiveness and efficiency of the objectives and policies.

Auckland has added an additional 630.3 ha of open space zoned land since the AUP became operative in part in late 2016 (the open space plan changes occurred between 2018 – mid 2022). The majority of this has been in greenfield areas on the edge of the city. There has been a loss of 11.7 ha of open space zoned land as a result of Auckland Council's land rationalisation and disposal process over the same period. The key documents guiding the disposal process (Parks and Open Space Acquisition Policy 2013 and Open Space Provision Policy 2016) are out of date and urgently require updating to take into account recent strategies and plans – Urban Ngahere (Forest) Strategy 2019, Auckland Climate Plan 2020 and the substantial increases in intensification across the region enabled through the IPI Plan Change.

It is not the role of the AUP to determine the type or even the location of new recreation facilities. There are a number of plans and strategies that do that. The role of the AUP is to give effect to the RMA and to implement the Auckland Plan. In terms of both existing and new recreation facilities, the AUP can facilitate the provision of recreation facilities by ensuring appropriate zones (Open Space, Major Recreation Facility or other) are in place.

The majority of issues raised in the AUP Issues Register for the open space and recreation topic relate to zoning and mapping, accounting for 10 of the 18 issues recorded.

Indirect measures of the quality of open space and recreation facilities indicate that Auckland residents perceive there has been a slight decline over the preceding 12 months (from 2019 to 2020).

The current approach for temporary activities on Sites and Places of Significance to Mana Whenua requires review. There is duplication between the AUP and the bylaw and the current process is not efficient for both iwi and event/film organisers.

The area of esplanade reserve has increased by 127.8 ha over the period 2018 – mid 2022.

When the AUP is next reviewed and the National Planning Standards are implemented, precincts that manage recreational facilities that have both a marine and land-based component in an integrated manner need to be retained (albeit in a modified form to meet the requirements of the National Planning Standards).

Both kauri dieback and coastal erosion have resulted in the temporary loss of access to and along the coast. Climate change is predicted to increase rainfall intensity and reduce soil moisture, both of which may lead to greater land instability. Therefore the number of instances when public access is restricted temporarily or permanently lost are likely to increase.

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Coastal compartment management plans are one of the key tools Auckland Council uses to respond to these issues.

Noise is the most significant reverse sensitivity issue associated with open space and recreation facilities and adjacent land uses. Currently there is no analysis undertaken of the almost 60,000 noise complaints received annually to determine trends. The Quality of Life Survey 2020 indicates that residents perceive noise as an issue, particularly in Auckland. Increasing intensification is going to result in greater numbers of people living closer together and increased use of open space and recreation facilities. The potential for reverse sensitivity effects is therefore going to increase.

5.1 Prioritisation of recommendations

Each recommendation in this report has been flagged as either ‘high’, ‘medium’ or ‘low’. This prioritisation highlights those recommendations where a plan change may need to be investigated earlier than the next review of the AUP (currently scheduled to commence in 2026) and placed into the work programme.

<p>High</p>	<p>Investigate a plan change as a priority.</p> <p><i>It is considered that the plan issue should be addressed earlier than plan review stage. The issue has adverse implications on plan outcomes.</i></p> <ul style="list-style-type: none"> • Place a hold on the rezoning and disposal of open spaces until the Parks and Open Space Acquisition Policy 2013 and the Open Space provision Policy 2016 are updated (Note: the review is due for completion at the end of 2024) • Urgently address the issue of temporary activities on Sites of Significance to Mana Whenua through either a resource consent or plan change (the Section 32 assessment and consultation with mana whenua will determine the most appropriate mechanism)
<p>Medium</p>	<p>Further investigate at plan review stage (Nov 2026)</p> <p><i>The issue needs to be further investigated, however adverse implications arising from the issue are not seen as critical to achieving intended plan outcomes.</i></p>

	<ul style="list-style-type: none"> • Ensure that open spaces that are primarily for community and recreation facilities have an appropriate open space zone. This can be achieved through Auckland Council’s 18 monthly Open Space Plan Changes or the next review of the AUP • Amend the relevant open space and coastal policies via a plan change (see Attachment 2) to refer to disease (e.g. kauri dieback) and natural hazards (e.g. slips) as situations where access to and along the coast and the margins of rivers and stream may be restricted. At present the relevant policies only refer to health, safety or security reasons or to protect significant natural or physical resources • When the AUP is next reviewed and the National Planning Standards are implemented, precincts that manage recreational facilities that have both a marine and land-based component in an integrated manner need to be retained (albeit in a modified form to meet the requirements of the National Planning Standards). • The next review of the AUP needs to take into account the ADM design guidance and factor that into the open space zones assessment criteria (where appropriate). This will enable closer alignment between the AUP and the ADM. • In addition to the AUP standards, local boards continue to use their role as landowners and the powers under the Public Trading, Events and Filming Bylaw 2022 to appropriately manage temporary activities on public open spaces
<p>Low</p>	<p>Further monitoring advised.</p> <p><i>A plan issue may or may not be identified. A greater time period is needed to observe trends in data.</i></p> <ul style="list-style-type: none"> • Overall monitoring of 60,000 noise complaints received per year is undertaken to determine the major categories of complaint and the numbers and percentages that fall into these categories and the trends from year to year • Ongoing monitoring continues to occur to determine the effects of people using and enjoying open space

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	and recreation facilities on neighbouring land uses are avoided, remedied or mitigated
Ongoing	<ul style="list-style-type: none"> • In rezoning and developing portions of “major recreation facilities” for residential purposes there is greater potential for reverse sensitivity effects of adjacent activities over time. Any rezoning proposal will therefore need to carefully consider the AUP’s Objective (3) “Major recreation facilities are protected from the reverse sensitivity effects of adjacent activities”.

Areas where there is a lack of data and/or where it is recommended to commence /refine data collection for the next time this topic is monitored include:

- Quality of open space and recreation facilities
- Breakdown of noise complaints involving open space and recreation facilities/activities
- An analysis of the resource consent tracking system to provide information on the extent to which reductions from the minimum 20m widths of esplanade reserves are occurring.

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Appendix A – Auckland Unitary Plan

Open Space and Recreation Objectives and Policies

B2.7. Open space and recreation facilities

B2.7.1. Objectives

- (1) Recreational needs of people and communities are met through the provision of a range of quality open spaces and recreation facilities.*
- (2) Public access to and along Auckland’s coastline, coastal marine area, lakes, rivers, streams and wetlands is maintained and enhanced.*
- (3) Reverse sensitivity effects between open spaces and recreation facilities and neighbouring land uses are avoided, remedied or mitigated.*

B2.7.2. Policies

- (1) Enable the development and use of a wide range of open spaces and recreation facilities to provide a variety of activities, experiences and functions.*
- (2) Promote the physical connection of open spaces to enable people and wildlife to move around efficiently and safely.*
- (3) Provide a range of open spaces and recreation facilities in locations that are accessible to people and communities.*
- (4) Provide open spaces and recreation facilities in areas where there is an existing or anticipated deficiency.*
- (5) Enable the development and use of existing and new major recreation facilities.*
- (6) Encourage major recreation facilities in locations that are convenient and accessible to people and communities by a range of transportation modes.*
- (7) Avoid, remedy or mitigate significant adverse effects of land use or development on open spaces and recreation facilities.*
- (8) Avoid, remedy or mitigate significant adverse effects from the use of open spaces and recreational facilities on nearby residents and communities.*
- (9) Enable public access to lakes, rivers, streams, wetlands and the coastal marine area by enabling public facilities and by seeking agreements with private landowners where appropriate.*
- (10) Limit public access to and along the coastal marine area, lakes, rivers, streams and wetlands by esplanade reserves, esplanade strips or other legal mechanisms where necessary for health, safety or security reasons or to protect significant natural or physical resources.*

H7.2. Objectives

All Zones In addition to the specific objectives that apply to each open space zone, the following objectives apply generally to open space areas.

- 1. Recreational needs are met through the provision of a range of quality open space areas that provide for both passive and active activities.*
- 2. The adverse effects of use and development of open space areas on residents, communities and the environment are avoided, remedied or mitigated.*

H7.3. Policies – General

In addition to the specific policies that apply to each open space zone, the following policies apply generally to open space areas.

- 1. Design, develop, manage and maintain open spaces to:
(a) provide for the needs of the wider community as well as the needs of the community in which they are located;
(b) achieve the objectives for the open space zone;
(c) use resources efficiently and where appropriate be adaptable and multifunctional;
(d) provide for people of differing ages and abilities;
(e) be safe and attractive to users; and where appropriate for the zone, reflect the natural, heritage and landscape values of the area.*
- 2. Develop open spaces which reflect Mana Whenua values where appropriate, including through:
(a) restoring and enhancing ecosystems and indigenous biodiversity, particularly taonga species;
(b) providing natural resources for customary use; and
(c) providing opportunities for residents and visitors to experience Māori cultural heritage, while protecting Māori cultural heritage and sites and features of significance to Mana Whenua.*
- 3. Enable the provision of infrastructure necessary to service open spaces and recreation facilities.*
- 4. Enable the construction operation, maintenance, repair and minor upgrading of infrastructure located on open spaces.*

H7.4. Open Space – Conservation Zone

H7.4.2. Objectives

- (1) The natural, ecological, landscape, Mana Whenua and historic heritage values of the zone are enhanced and protected from adverse effects of use and development.*
- (2) Use and development complements and protects the conservation values and natural qualities of the zone.*

H7.4.3. Policies

- (1) Enable appropriate use and development that conserves, protects and enhances the natural, landscape, and historic heritage values of the zone.*

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(2) Protect and enhance ecological values, including habitats, significant ecological areas and any unique features present within the zone.

(3) Manage the use of the open space to protect and enhance Mana Whenua values, and enable appropriate activities which support and re-establish the relationship of Mana Whenua and their culture and traditions to their ancestral lands, water, sites, wāhi tapu and other taonga.

(4) Limit activities, buildings and structures to those necessary to maintain or enhance the use or values of the zone.

(5) Locate and design new buildings, structures and additions to:

(a) complement the context, character and values of the zone; and

(b) ensure that there is minimal disturbance to existing landform, vegetation and vulnerable habitats.

(6) Locate and design vehicle access and parking to have minimal impact on the values of the zone through all of the following:

(a) ensuring there is minimal disturbance to the existing landform and vegetation;

(b) locating parking areas in proximity to public streets and/or internal roads to avoid intrusion into the open space and encourage shared parking;

(c) using unformed and unsealed areas for parking, particularly for peak periods during summer months;

(d) using smaller, conveniently located parking areas in preference to large expanses of parking; and

(e) locating parking areas so that the character of the zone and adjoining properties are not adversely affected by noise or visual effects.

(7) Require areas surrounding buildings, structures and parking areas to be landscaped to mitigate visual impacts.

H7.5. Open Space – Informal Recreation Zone

H7.5.2. Objectives

(1) The open and spacious character, amenity values and any historic, Mana Whenua, and natural values of the zone are maintained.

(2) Informal recreation activities are the predominant use of the zone.

(3) Buildings and exclusive-use activities are limited to maintain public use and open space for informal recreation.

(4) Small-scale, informal land-based water-related recreational facilities are provided for while maintaining and enhancing public access to and along the coast.

H7.5.3. Policies

(1) Provide for a variety of informal recreation activities, including small-scale community uses and accessory activities.

(2) Maintain or enhance the natural character values of open spaces by retaining significant vegetation (where appropriate and practical) and through weed removal, new planting and landscaping.

(3) Require development, including new buildings and structures, located near scheduled Sites or Places of Significance to Mana Whenua to recognise the relationship of Mana Whenua to the area. (4) Limit buildings,

structures and activities to those necessary to enhance people's ability to use and enjoy the open space for informal recreation.

(5) Locate and design buildings and structures to:

(a) complement the open and spacious character, function and amenity values of the zone;

(b) maintain public accessibility and minimise areas for exclusive use; and

(c) protect any natural or historic heritage values.

(6) Use the street network and internal roads for parking in preference to on-site parking, and where it is necessary to provide on-site vehicle access and parking, ensure the character of the zone is maintained.

(7) Manage the intensity of activities to minimise adverse effects such as noise, glare and traffic on the amenity values of the surrounding area.

(8) Limit activities and their associated facilities adjoining the coast or water bodies to those that have a functional or operational need for a coastal location.

(9) Avoid use and development in locations adjoining the coast or water bodies where they will have more than minor adverse effects on any of the following:

(a) public access;

(b) the visual amenity values of the coast and water bodies;

(c) areas of high natural or historic heritage value; or

(d) Mana Whenua values.

H7.6. Open Space – Sport and Active Recreation Zone

H7.6.2 Objectives

(1) Indoor and outdoor sport and active recreation opportunities are provided for efficiently, while avoiding or mitigating any significant adverse effects on nearby residents, communities and the surrounding areas.

(2) Activities accessory to active sport and recreation activities are provided for in appropriate locations and enhance the use and enjoyment of areas for active sport and recreation.

(3) Larger scale, or clusters of land-based marine-related recreation facilities, are recognised and provided for while maintaining and enhancing public access to and along the coast.

H7.6.3. Policies

(1) Enable indoor and outdoor organised sports, active recreation, recreation facilities, community activities, accessory activities and associated buildings and structures.

(2) Enable accessory activities that enhance the use and enjoyment of the public open space and that relate to the primary activities on the site.

(3) Design and locate buildings and structures (including additions) to be compatible with the surrounding environment in which they are located, particularly residential environments, and to avoid or mitigate any adverse effects, including visual, dominance, overlooking and shading.

(4) Design and locate buildings, structures and activities so that any adverse effects, including noise, glare and traffic effects, are managed to maintain a reasonable level of amenity value for nearby residents, communities and the surrounding environment.

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(5) Maximise the use of indoor and outdoor recreation facilities including through multifunctional use and adaptable designs to increase the capacity and use of the open space.

(6) Limit activities and associated facilities on open space adjoining the coast or a water body to those that have a functional or operational requirement for a coastal location.

(7) Require activities and development in locations adjoining the coast or a water body to meet all of the following:

(a) maintain public access, unless access is to be excluded for safety and security reasons;

(b) maintain the visual amenity of the coastal environment and water bodies; avoid areas scheduled for their outstanding natural landscape, outstanding or high natural character or historic heritage values; and

(c) recognise Mana Whenua values.

H7.7. Open Space – Civic Spaces Zone

H7.7.2. Objective

(1) Civic spaces are used for civic and community functions, events and informal recreation.

H7.7.3. Policies

(1) Enable civic and community functions and events, and informal recreation activities.

(2) Limit buildings and structures to those that are necessary to support the purpose of the zone, and where this is demonstrated, ensure that they enhance the amenity values, functionality and use of the zone.

(3) Manage the effects of activities to avoid or mitigate any adverse effects on the environment and on the amenity values of the nearby residents, communities and the surrounding environment.

(4) Enable public amenities that enhance the use and enjoyment of civic and community open spaces, and the installation of artworks and interpretive signs.

H7.8. Open Space – Community Zone

H7.8.2. Objective

(1) Community activities are provided for and meet the social needs of local communities.

H7.8.3. Policies

(1) Enable community activities and early childhood learning services and associated buildings and structures.

(2) Design and locate buildings, structures and activities so that any adverse effects, including noise, glare and traffic effects, are managed to maintain a reasonable level of amenity value for nearby residents, communities and the surrounding environment.

(3) Maximise the use of buildings including through multifunctional use and adaptable designs.

B8 Toitū te taiwhenua - Coastal environment

B8.4. Public access and open space

B8.4.1. Objectives

- (1) Public access to and along the coastal marine area is maintained and enhanced, except where it is appropriate to restrict that access, in a manner that is sensitive to the use and values of an area. (2) Public access is restricted only where necessary to ensure health or safety, for security reasons, for the efficient and safe operation of activities, or to protect the value of areas that are sensitive to disturbance. (3) The open space, recreation and amenity values of the coastal environment are maintained or enhanced, including through the provision of public facilities in appropriate locations.

B8.4.2. Policies

- (1) Subdivision, use and development in the coastal environment must, where practicable, do all of the following:
- (a) maintain and where possible enhance public access to and along the coastal marine area, including through the provision of esplanade reserves and strips;
 - (b) be designed and located to minimise impacts on public use of and access to and along the coastal marine area;
 - (c) be set back from the coastal marine area to protect public open space values and access; and
 - (d) take into account the likely impact of coastal processes and climate change, and be set back sufficiently to not compromise the ability of future generations to have access to and along the coast.
- (2) Provide for a range of open space and recreational use of the coastal environment by doing all of the following:
- (a) identifying areas for recreational use, including land-based facilities for those uses, where this ensures the efficient use of the coastal environment;
 - (b) enabling the provision of facilities in appropriate locations that enhance public access and amenity values;
 - (c) enabling Māori cultural activities and customary use; and
 - (d) managing uses to avoid conflicts and mitigate risks.
- (3) Restrict public access to and along the coastal marine area, particularly walking access, only where it is necessary to do any of the following:
- (a) protect public health and safety;
 - (b) provide for defence, port or airport purposes;
 - (c) protect areas with natural and physical resources that have been scheduled in the Unitary Plan in relation to natural heritage, Mana Whenua, natural resources, coastal, historic heritage and special character;
 - (d) protect threatened indigenous species;
 - (e) protect dunes, estuaries and other sensitive natural areas or habitats;
 - (f) have a level of security necessary to carry out an activity or function that has been established or provided for;

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(g) provide for exclusive use of an area to carry out an activity granted an occupation consent under section 12 of the Resource Management Act 1991;

(h) enable a temporary activity or special event; or (i) in other exceptional circumstances sufficient

(i) in other exceptional circumstances sufficient to justify the restriction.

B8.5. Managing the Hauraki Gulf/Te Moana Nui o Toi/Tīkapa Moana

B8.5.1. Objectives

(1) The management of the Hauraki Gulf gives effect to sections 7 and 8 of the Hauraki Gulf Marine Park Act 2000.

(2) Use and development supports the social and economic well-being of the resident communities of Waiheke and Great Barrier islands, while maintaining or, where appropriate, enhancing the natural and physical resources of the islands.

B8.5.2. Policies

(8) Enhance opportunities for educational and recreational activities on the islands of the Hauraki Gulf if they are consistent with protecting natural and physical resources, particularly in areas where natural and physical resources have been scheduled in the Unitary Plan in relation to natural heritage, Mana Whenua, natural resources, coastal, historic heritage and special character.

(15) Identify, maintain, and where appropriate enhance, areas of high recreational use within the Hauraki Gulf by managing water quality, development and potentially conflicting uses so as not to compromise the particular values or qualities of these areas that add to their recreational value.

(16) Encourage the strategic provision of infrastructure and facilities to enhance public access and recreational use and enjoyment of the Hauraki Gulf.

E40. Temporary activities

E40.2. Objectives [rcp/dp]

(1) Temporary activities and events contribute to a vibrant city and enhance the social, environmental, economic and cultural well-being of communities.

(2) Temporary activities are located and managed to mitigate adverse effects on amenity values, communities and the natural environment.

(3) Temporary activities are managed to minimise any adverse effects on the use and enjoyment of open space.

(4) Temporary activities involving large numbers of people predominantly occur in the Business – City Centre Zone, the Business – Metropolitan Centre Zone and the Auckland Domain.

E40.3. Policies [rcp/dp]

(1) Enable temporary activities and associated structures, provided any adverse effects on amenity values are avoided, remedied or mitigated, including by ensuring:

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- (a) noise associated with the activity meets the specified standards;*
 - (b) activities on adjacent sites that are sensitive to noise are protected from unreasonable or unnecessary noise;*
 - (c) noise from outdoor events using electronically amplified equipment is controlled through limiting the times, duration and the frequency of events;*
 - (d) waste and litter are effectively managed and minimised; and*
 - (e) any restrictions on public access or other users of open space areas are minimised, and any adverse effects are mitigated.*
- (3) Control traffic generated by a temporary activity, including heavy traffic, so that it does not detract from:*
- (a) the capacity of the road to safely and efficiently cater for motor vehicles, pedestrians and cyclists; and*
 - (b) the well-being of residents and reasonable functioning of businesses on surrounding sites.*
- (4) Require any disturbance of the foreshore or seabed from a temporary activity to be remedied, unless this can be achieved by natural processes.*
- (5) Require temporary activities involving large numbers of people to locate in areas where there is:*
- (a) capacity to safely host large numbers of people;*
 - (b) sufficient parking where necessary;*
 - (c) sufficient road network capacity for the event;*
 - (d) capacity in the public transport network to service the event, or the ability for the event to be temporarily serviced by mass passenger transport; and*
 - (e) the ability to avoid, remedy or mitigate adverse effects on the environment.*
- (6) Manage the effects of temporary activities so that the values of any scheduled ecological, natural character, natural features, landscape, historic heritage or Mana Whenua areas are maintained, and any adverse effects on the natural environment are avoided, remedied or mitigated.*

E24. Lighting

E24.2. Objectives [rcp/dp]

- (1) Artificial lighting enables outdoor activities and the security and safety of people and property. (2) The adverse effects of outdoor lighting on the environment and safety of road users are limited.*

E24.3. Policies [rcp/dp]

- (1) Provide for appropriate levels of artificial lighting to enable the safe and efficient undertaking of outdoor activities, including night time working, recreation and entertainment.*
- (2) Control the intensity, location and direction of artificial lighting to avoid significant glare and light spill onto adjacent sites, maintain safety for road users and minimise the loss of night sky viewing. (3) Use area or activity specific rules where the particular functional or operational needs of the area or activity make such rules appropriate.*

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E25. Noise and vibration

E25.2. Objectives [rcp/dp]

- (1) People are protected from unreasonable levels of noise and vibration.*
- (2) The amenity values of residential zones are protected from unreasonable noise and vibration, particularly at night.*

E25.3. Policies [rcp/dp]

- (1) Set appropriate noise and vibration standards to reflect each zone's function and permitted activities, while ensuring that the potential adverse effects of noise and vibration are avoided, remedied or mitigated.*
- (2) Minimise, where practicable, noise and vibration at its source or on the site from which it is generated to mitigate adverse effects on adjacent sites.*
- (3) Require activities to be appropriately located and/or designed to avoid where practicable or otherwise remedy or mitigate reverse sensitivity effects on:
 - (a) existing or authorised infrastructure;*
 - (b) adjacent Business – Light Industry Zone and Business – Heavy Industry Zone;*
 - (c) existing lawfully established rural production activities; major recreation facilities;*
 - (d) existing lawfully established commercial activities within Business – City Centre Zone, Business – Metropolitan Centre Zone, Business – Town Centre Zone, Business – Local Centre Zone, Business – Neighbourhood Centre Zone, Business – Mixed Use Zone; or*
 - (e) regionally significant mineral extraction activities.**
- (8) Require activities to be insulated or protected, from unreasonable manmade noise and vibration emitted from the use and development of neighbouring lakes, rivers or the coastal marine area.*
- (11) Recognise that activities occurring in the Open Space – Sport and Active Recreation Zone may generate high levels of noise and ensure that adverse effects are avoided, remedied or mitigated having regard to the sensitivity of the receiving environment.*

H26. Special Purpose - Major Recreation Facility Zone

H26.2. Objectives

- (1) Major recreation facilities are protected and enabled to provide for the social and economic well-being of people and communities.*
- (2) Adverse effects generated by the operation, development, redevelopment and intensification of major recreation facilities are avoided, remedied or mitigated as far as is practical.*
- (3) Major recreation facilities are protected from the reverse sensitivity effects of adjacent activities.*

H26.3. Policies

- (1) Enable the safe and efficient operation of the primary activities within each precinct.*
- (2) Provide for a range of appropriate accessory and compatible activities within the precincts.*

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(3) Discourage activities that may give rise to adverse effects on:

(a) the function, role, or amenity of any metropolitan town or local centre beyond those effects ordinarily associated with trade effects on trade competitors; and

(b) the safe and efficient operation of the transport network.

(4) Avoid, remedy or mitigate the adverse effects of major recreation facilities on adjacent development.

(5) Enable the appropriate development and redevelopment of buildings whilst managing the adverse effects at the precinct interface.

(6) Recognise the potential for major recreation facilities to give rise to reverse sensitivity effects and require new activities that are likely to be sensitive to these effects generated within the precinct to manage the risk of generating reverse sensitivity effects.

Note: all the major recreation precincts have the same/similar format:

1301. ASB Showgrounds Precinct (example only)

1301.2. Objectives

(1) The ASB Showgrounds are protected as a regionally and nationally important venue for all of the following primary activities: concerts, events and festivals; displays and exhibitions; functions, conferences, gatherings and meetings; markets, fairs and trade fairs; and stabling and care of racehorses and livestock.

(2) A range of activities compatible with, or accessory to, the primary activities are enabled.

(3) The adverse effects of the operation of the ASB Showgrounds are avoided, remedied or mitigated as far as is practicable recognising that the primary activities will by virtue of their nature, character, scale and intensity, generate adverse effects on surrounding land uses which are not able to be fully internalised.

1301.3. Policies

(1) Enable the safe and efficient operation of the ASB Showgrounds for its primary activities.

(2) Protect the primary activities of the ASB Showgrounds from the reverse sensitivity effects of adjacent development.

(3) Enable a range of accessory and compatible activities where they achieve all of the following:

(a) avoid, remedy or mitigate adverse effects; and

(b) are of a character and scale which will not displace the primary activities.

(4) Manage the adverse effects of the operation of the ASB Showgrounds, having regard to the amenity of surrounding properties.

(5) Recognise that the ASB Showgrounds' primary activities may generate adverse effects that are not able to be fully internalised and may need to be further mitigated by limiting or controlling their scheduling, duration and frequency.

Auckland – wide Precincts (example only)

1101. Motorsport

Te Aroturukitanga o te Mahere ā-Wae ki Tāmaki Makaurau

1101.2. Objective

(1) The ongoing use and further development of Auckland’s motorsport parks is provided for.

1101.3. Policies

(1) Enable motorsport activities and associated development.

(2) Limit traffic generated by the activity to avoid adverse effects on the safe and efficient function of transport infrastructure and the well-being of residents and businesses.

(3) Avoid, remedy or mitigate the effects of noise on surrounding residents.

1102.1. Rowing and Paddling Precinct

1102.2. Objectives [rcp]

(1) Rowing and paddling training and events can be undertaken within a Rowing and Paddling Precinct, unobstructed by structures, moorings or other activities.

(2) Lane markers and other navigation aids enhance the use of the Rowing and Paddling Precinct.

(3) Other water use and safe navigation occurs in conjunction with the use of a Rowing and Paddling Precinct, including port and ferry activities.

1102.3. Policies [rcp]

(1) Avoid use and development that will obstruct or limit the use of a Rowing and Paddling Precinct for training or events.

(2) Lane marking, buoys and other navigation aids, associated with the efficient and safe use of the Rowing and Paddling Precinct.

(3) Enable the safe navigation and operation of all vessels in conjunction with the use of a Rowing and Paddling Precinct, including port and ferry activities.

Appendix B – Objectives and Policies Relating to Public Access

B2.7. Open space and recreation facilities

B2.7.1. Objectives

(2) Public access to and along Auckland’s coastline, coastal marine area, lakes, rivers, streams and wetlands is maintained and enhanced.

B2.7.2 Policies

(9) Enable public access to lakes, rivers, streams, wetlands and the coastal marine area by enabling public facilities and by seeking agreements with private landowners where appropriate.

(10) Limit public access to and along the coastal marine area, lakes, rivers, streams and wetlands by esplanade reserves, esplanade strips or other legal mechanisms where necessary for health, safety or security reasons or to protect significant natural or physical resources.

Both the Informal Recreation zone and Sport and Active Recreation zone also contain objectives and policies that address public access to and along the coast.

Open Space – Informal Recreation zone

H7.5. Open Space – Informal Recreation Zone

H7.5.2. Objectives

(4) Small-scale, informal land-based water-related recreational facilities are provided for while maintaining and enhancing public access to and along the coast.

H7.5.3. Policies

(4) Small-scale, informal land-based water-related recreational facilities are provided for while maintaining and enhancing public access to and along the coast.

Policies

(5) Locate and design buildings and structures to:

(b) maintain public accessibility and minimise areas for exclusive use;

H7.6. Open Space – Sport and Active Recreation Zone

H7.6.2 Objectives

(3) Larger scale, or clusters of land-based marine-related recreation facilities, are recognised and provided for while maintaining and enhancing public access to and along the coast.

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H7.6.3 Policies

(7) Require activities and development in locations adjoining the coast or a water body to meet all of the following:

- (a) maintain public access, unless access is to be excluded for safety and security reasons;
- (9) Avoid use and development in locations adjoining the coast or water bodies where they will have more than minor adverse effects on any of the following: (a) public access

RPS B8 Coastal environment

B8.4. Public access and open space

B8.4.1. Objectives

- (1) Public access to and along the coastal marine area is maintained and enhanced, except where it is appropriate to restrict that access, in a manner that is sensitive to the use and values of an area.
- (2) Public access is restricted only where necessary to ensure health or safety, for security reasons, for the efficient and safe operation of activities, or to protect the value of areas that are sensitive to disturbance.

B8.4.2. Policies

- (1) Subdivision, use and development in the coastal environment must, where practicable, do all of the following:
 - (a) maintain and where possible enhance public access to and along the coastal marine area, including through the provision of esplanade reserves and strips;
 - (b) be designed and located to minimise impacts on public use of and access to and along the coastal marine area;
 - (c) be set back from the coastal marine area to protect public open space values and access; and
 - (d) take into account the likely impact of coastal processes and climate change, and be set back sufficiently to not compromise the ability of future generations to have access to and along the coast.
- (2) Provide for a range of open space and recreational use of the coastal environment by doing all of the following:
 - (b) enabling the provision of facilities in appropriate locations that enhance public access and amenity values;
- (3) Restrict public access to and along the coastal marine area, particularly walking access, only where it is necessary to do any of the following:
 - (a) protect public health and safety;
 - (b) provide for defence, port or airport purposes;
 - (c) protect areas with natural and physical resources that have been scheduled in the Unitary Plan in relation to natural heritage, Mana Whenua, natural resources, coastal, historic heritage and special character;
 - (d) protect threatened indigenous species;

Te Aroturukitanga o te Mahere ā-Wae ki Tāmaki Makaurau

(e) protect dunes, estuaries and other sensitive natural areas or habitats;

(f) have a level of security necessary to carry out an activity or function that has been established or provided for;

(g) provide for exclusive use of an area to carry out an activity granted an occupation consent under section 12 of the Resource Management Act 1991;

(h) enable a temporary activity or special event; or

(i) in other exceptional circumstances sufficient to justify the restriction.

DRAFT

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