

Strategic Direction and Zoning



Background

All District Plans include strategic direction to establish the over-arching objectives and policies for the district and they also include zones (e.g. rural, residential) to ensure activities are situated in appropriate locations so as to minimise adverse effects (i.e. reverse sensitivity effects) from occurring between incompatible zones. Rules accompany the proposed zoning to manage the effects of activities anticipated within each zone and the subdivision densities and requirements.

In Kaipara's next district plan, the strategic direction section will outline the key strategic or significant resource management matters for our district over the next 10 – 20 years and set out objectives that address these matters and guide decision making at a strategic level. Under the National Planning Standards 2019 (Planning Standards), the only mandatory strategic direction chapter is 'Urban Form and Development'. This gives us flexibility to work with our communities to determine what the significant matters are for Kaipara.

Urban Form

Urban form refers to the physical layout and design of the urban use. The way in which settlements and towns grow and their resulting urban form, can have significant impacts both positive and negative, on its environment, the quality of life for its residents and the economic well-being of business.

The location and form in which urban development occurs in the District affects how efficiently services can be provided. Inefficient design in terms of lay-out and density can lead to an environment that is less sustainable in physical and social terms.

Rural Issues

The Kaipara District benefits from an extensive rural area which contains a wide range of attributes and resources necessary of productive rural activities, including a variety of soils, mineral resources and landscapes that can sustain a diverse range of economic activities. A productive rural environment is

critical to ensure the economic health of the district and the wider sub-region and therefore needs to be recognised as a productive resource. Additionally, the rural zone should be valued for its landscape, character and amenity.

How does this topic fit into the National Planning Standards?

Part 2 (District-Wide Matters) includes the Strategic Direction Section. As mentioned above, the new plan will be required to include a 'Urban form and development' chapter and we have flexibility to include others.

Part 3 of the National Planning Standards identifies the zones to be used. A full list of all suggested zones for the next District Plan is attached as Attachment 1. The Zone-specific matters will need to be read in conjunction with the District Wide matters.

What is the legislation relevant to this topic and higher order directives (i.e. RMA, LGA, NPS, NES, RPS, Regional Plan)

- **Resource Management Act 1991:** *Part 2 purpose; sec 31(1)(a) and (aa) functions; sec 32 justification; Part 5 Standards; sec 74 and 75 District Plan*
- **Local Government Act 1974 and 2002** *sec 10(1)(b) purpose; sec 11 role; sec 43(1)(e) Admin of DP; Part 6 consultation and decisions; sec 93 LTP*
- **National Policy Statements;** *Urban Development (principles); Coastal Policy Statement, Prop Highly Productive Land; Prop Indigenous Biodiversity; NES Plantation Forestry; NES Contaminated Soil; Regulations*
- **Regional Policy Statement RPS for Northland;** *1.5 Integrated Management; 2.4 Regional Form; 2.6 Tangata Whenua relations; 2.7+2.8 Natural ;Part 3 Objectives; 3.11 Regional Form; 3.14 natural; Part 4-8 Policies—specifically 5.1 Regional Form plus Appendix 1-5—see App 2 Part A(t) re adopted growth strategies.*

Do our iwi environmental plans address this topic? Is this a topic of significant interest to iwi?

Strategic Direction is a topic of importance to iwi as it has impacts on the way in which land is developed. There are two iwi management plans relevant to the Kaipara District. They are as follows:

- **Te Roroa Iwi Environmental Policy Document 2009** *Relationship building; Cultural Landscapes; retention of Maori land and relationship with Marae; soil and mineral extraction*

*and use; Biodiversity and ecosystem management tolerating plantation forestry—
bioprospecting; climate change; control of GE;*

- **Te Uri o Hau Hapu Iwi Management Plan 2011** *Relationship building; Cultural Landscapes. Avoid inappropriate development; minerals and extraction; biodiversity; cultural landscapes; economic development; forestry; windfarms; agriculture; tourism; sites of significance and access. Mangawhai development. Important role in the Kaipara Moana settlement*
- **Ngati Manuhiri** *A Treaty settlement agreement is in place, but no HEMP is available*

What are the relevant provisions from the Operative District Plan?

The main chapters relevant to the Strategic Direction are included in Part A of the Operative District Plan which includes the “District Wide Strategy”. The key chapter would be Chapter 3 – Land Use and Development Strategy. This outlines that the provisions of this plan seek to provide direction so as to avoid ad hoc expansion of settlements, the under-utilisation of current Residential and Business zoned land, and to avoid intensive developments in areas which may be more appropriate for lower density or rural uses in the future.

Other relevant chapters include:

District Wide Resource Management Issues

Mangawhai Growth Area

Overlays such as Ecological areas (SNA), Outstanding Landscapes, Coastal environment, Natural Character areas Outstanding Natural Features

Tangata Whenua Strategy

The zone chapters are found in Part B (land Use). Key ones include:

Rural

Residential

Business, Commercial and Industrial

Estuary Estates

What are the key issues with the existing operative district plan provisions or new considerations which have emerged since the current plan became operative?

- The current district plan is outdated and does not give effect to the latest national and regional level policy guidance.
- Various new and revised National Policy Statements and National Environmental Standards have been promulgated, which will influence the strategic direction and zone chapters in the next District Plan.
- The current district plan is overly complex and difficult for plan users to navigate

- The current rural policy framework is too permissive and has resulted in multiple subdivision applications on highly productive soil being granted. This 'fragmentation' reduces the productive potential of the highly productive soil.
- The adoption of the 'Kaipara District Spatial Plan Nga Wawata 2050 Our Aspirations' is the major local document that will require several fundamental changes in the next District Plan, including the replacement of the Mangawhai Structure Plan 2005.
- Further information regarding key issues can be found in the June 2020 Efficiency and Effectiveness report of the Kaipara District Plan - https://www.kaipara.govt.nz/uploads/districtplan_operative/2020/KDC%202013%20DP%20Efficiency%20and%20Effectiveness%20Report%20Final%20for%20publication.pdf

What needs to change in the Proposed District Plan?

Objectives and policies will be included to assist in the management of urban growth that will enable a range of lifestyle options and types of buildings while recognising the constraints to development in the District.

The Strategic direction chapter with regards to urban areas will:

- Provide strategic direction on the appropriate location, shape and form of future urban development in the Kaipara District;
- Provide for a range of lifestyle choices and types of development, whilst managing the impact of urban development on existing activities and valued resources;
- Enable appropriate residential growth and development that is consolidated, compact, feasible; and well designed with the emphasis on:
 - ❖ Infill
 - ❖ Contiguous development (as opposed to leapfrog development).
 - ❖ Transition of densities towards lower densities on the outskirts with the higher densities around activity nodes; and
 - ❖ Choice availability.
- Recognise the importance of liveability, connectivity and affordability.

Additionally, the strategic direction chapter will need to set out how resource management issues of significance to iwi authorities are addressed in the new district plan (this is a requirement of the National Planning Standards).

The objectives in this chapter will guide decision making at the strategic level by:

- Ensuring that there are sufficient opportunities for the development of residential and business land to meet demand.
- Providing a range of zones in the Urban Area to enable appropriate use and development

- Promoting high quality urban design that responds positively to the local context and the expected outcome for the zone.
- Recognising that the planned urban built form may result in changes to the amenity values and characteristics of the Urban Area over time.

To achieve these objectives, we are considering the following changes:

- A range of residential densities will be identified - this is likely to differ from the present density provisions by providing for higher residential densities in certain locations.
- Updated urban design guidelines will be introduced.
- Providing for business/commercial zoning, which may indicate some form of hierarchy to allow for small scale local commercial needs and shopping centres with some mixed-use developments.
- Industrial areas will be zoned and especially where these have a potential negative impact on the quality of the liveability of the residential area, the location will be critically evaluated. Conversely, residential development will not be promoted near these industrial developments.
- The District Plan review needs to ensure that zones included in the Proposed District Plan reflect the National Planning Standards.
- Council needs to provide an adequate supply of zoning to ensure sufficient growth can occur over the life of the District Plan. This will be based upon the existing spatial plans adopted by Council, provided infrastructure can be provided. This might include the creation of 'future' urban zones.

Provision are likely to be developed to:

- Provide a range of zones with differing character, amenity values and expectations. These will concentrate on the rural areas by protecting the range of amenity values and characteristics in the rural area and therefore promote rural production.
- Accommodate future growth, by enabling urban consolidation and intensification of zones, while avoiding urban development sprawling into productive rural areas.
- Avoid conflicts between incompatible land use activities from new subdivision, use and development and will identify and protect the values and attributes of special places (such as historic heritage areas or significant natural areas).

- Where appropriate, ensure growth and development considers Māori cultural values.
- Maintain and enhance accessibility and safety for communities and integrate land use and transport planning to provide efficient and effective onsite and reticulated infrastructure in a sustainable manner, whilst co-ordinating new land use and development with the establishment or extension of infrastructure and services.
- Minimise the risks and impacts of natural hazard events, including the influence of climate change, on people, property, and infrastructure.

Our current thinking is to withdraw the Kaipara District Engineering Standard 2011 from the District Plan and let these Standards sit outside the District Plan, but being used as a method of compliance rather than as prescriptions in the District Plan – we are particularly interested in feedback on this approach.

It is also expected that various National Policy Statements will be published during the near future—these documents will be used in developing the Strategic Direction. The matter of the applicability of the NPS Urban Development is being considered but the principles of good planning will be incorporated into the Strategic Direction regardless of whether or not Kaipara district is deemed to have one or more ‘urban areas’ as defined under the NPS UD.

Moving Forward

Does this topic require technical expertise or further work to be undertaken in order to assist with plan development and the s32. If yes, do we know what the costs potentially are?

To achieve objectives and policies covering rural areas (production as well as rural living), urban form and development (including residential, commercial and industry), open space and regional infrastructure, some input may be required from technical experts to develop the framework.

Guidance and direction will be taken from the ‘Kaipara District Spatial Plan Nga Wawata 2050 - Our Aspirations’ document, which will provide the following:

- Kaipara District in a Regional Context;
- Recognition of the rural production (including Kaipara Kai), the coastal significance (both coastal areas and the harbour), as well as the role and function of towns and settlements;
- Protecting the unique ecological network, outstanding landscapes and outstanding features whilst protecting the Natural Character of the coastal environment;
- Celebrating the cultural richness of the District and its inhabitants;

- Recognising the importance of transport connections between the Auckland markets and Northland including water traffic.

What are the key public messages in respect to the key issues and Council's way forward in the District Plan review?

- Certain parts of the district are experiencing high growth pressures and this needs to be addressed through the District Plan Review. Council wants to know what the viewpoints of the communities are in respect to preparing and delivering on the issue of sustainable growth, including our proposed number of new zones.
- Strategic Direction is needed in the District Plan to ensure the District achieves the goals and aspirations for its communities for the next 10 - 20 years, whilst also ensuring consideration is given to other competing matters (i.e. heritage, rural issues). Council wants to know if it has captured all these matters and what the new strategic direction should look like.
- The National Planning Standards will mean that our next District Plan will look quite different to our existing one. This aside, it's likely that our next District Plan will still have a greater variety of zone 'types' than the current one – please refer to Attachment 1 of this document for a list of likely zones for the new plan. We welcome your thoughts on whether we are proposing too many zones or not enough.
- The interface between and activities provided for within rural versus residential environments need to be more clearly set out, which will include a rural-lifestyle zone, distinct from the rural-production zone.