

3 National and Regional Policies and Plans, and Local Aspirations

The DGS has been designed to meet local aspirations within the wider context of national and regional planning priorities focused on sustainable development. These are principally set out in:

- Part II Sections 5-8 of the Resource Management Act;
- Section 14 (h) of the Local Government Act;
- Land Transport Management Act 2003;
- the Regional Policy Statements of the Auckland and Waikato Regions which local councils are required to give effect to in their district plans;
- the Auckland Regional Business Land Strategy 2006; and
- the Auckland Regional Land Transport Strategy 2005.

The Council is a signatory to the Auckland Regional Growth Strategy (ARGS) and the Southern Sector Agreement, which distributes the population growth allocated to the sector in the ARGs between the partners. The ARGs was given a statutory basis by the Local Government (Auckland) Amendment Act (LGAAA) 2004. Section 39 of the Act required that each Auckland local authority prepare and publicly notify proposed land use changes to its planning documents by 31 March 2005. It also required that Franklin District Council change its district plan in relation to that part of its district that is within the domain of the Waikato Regional Council.

The DGS also takes into account the views of iwi from consultation, over more than 20 years of district planning and resource management in the District.

3.1 Auckland Regional Growth Strategy 2050

The purpose of the ARGs is to “ensure growth is accommodated in a way that meets the best interests of the inhabitants of the Auckland region”. It gives a vision of what Auckland could look like in 50 years’ time with a population of two million.

The vision is to sustain:

- strong supportive communities;
- a high-quality living environment;
- a region that is easy to get around; and
- protection of the coast and surrounding natural environment

Intensification to promote quality, compact urban environments is a key feature of the Growth Concept prepared by the Regional Growth Forum. The Growth Concept directs most growth to locate within the existing metropolitan area; encourages re-development of town centres along major public transport routes; and avoids development in the most highly valued and sensitive natural areas and catchments.

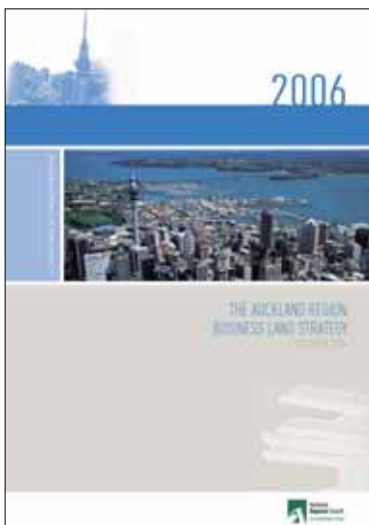
3.2 Proposed Plan Change 6 to the Auckland Regional Policy Statement (ARPS)

One of the latest steps in the evolution of regional policy is the Proposed Change 6 to the ARPS. It concludes that to address a range of regional issues and achieve the purposes of the Resource Management Act and Local Government (Auckland) Amendment Act 2004 it is necessary to:

- contain expansion of Auckland’s urban growth while still providing for population and economic growth;
- require that town centres and transport nodes and corridors within the metropolitan urban limits are the focus for accommodating urban growth through intensification;
- provide restricted opportunities for greenfields development through limited movement of the Metropolitan Urban Limits;
- require that rural towns and settlements are an important focus for accommodating rural growth in a contained compact form
- direct urban rural and coastal settlement development and countryside living to appropriate areas. This is required to be in a form which is efficient in terms of travel patterns and energy use, supports infrastructure investment and avoids, remedies, or mitigates adverse effects on the Region’s natural and physical resources including existing infrastructure;
- guide the providers of urban infrastructure and transport facilities or services so that they plan and programme their facilities or services so as to support urban development being contained within urban limits and growth being accommodated through intensification at selected locations;
- remedy or mitigate degraded natural resources which are life-supporting (air, water soils and ecosystems) and protect those significant natural and physical resources which provide for the foreseeable needs of future generations; and
- guide Councils to plan for the regeneration of existing sub-regional and town centres to maximise opportunities for public and private infrastructure.

One of the most significant policies for Franklin is 2.6.2 – Urban Containment. This states that:

1. *Urban activities are to be contained within the metropolitan urban limits (MUL) shown on Map Series 1 and within the limits of rural and coastal settlements such that:*
 - a) *There is no provision for new, or expansion of existing urban activities outside the metropolitan urban limits as defined and shown in the RPS, except as provided for in (2) below;*
 - b) *There is no expansion of rural and coastal settlements outside the limits of their existing urban areas except as provided for in (2) below.*
2. *Limited extensions may be made to the metropolitan urban limits shown on Map Series 1 and to the limits of rural and coastal settlements from time to time, but only where:*
 - i. *The strategic direction of containment and intensification is not compromised.*



- In particular the extension does not compromise intensification within the areas identified in Schedules 1A and 1B;*
- ii. Areas with significant environmental, heritage or landscape values and areas with high natural character, including areas identified in Appendix B are avoided;*
 - iii. It can be demonstrated that infrastructure and services, including utility services, roading and public transportation facilities and services, and community and health services, such as schools, libraries, public open spaces can be provided;*
 - iv. The extension is contiguous with existing urban development and can be efficiently connected to existing physical infrastructure;*
 - v. Areas prone to the impact of natural hazards such as flooding or land instability and areas which if urbanised are likely to induce flooding or instability elsewhere, are avoided;*
 - vi. The new boundary provides a clear differentiation between urban and rural areas including through the use of water catchment boundaries and or visual catchment boundaries in order to reduce pressure for future urban expansion;*
 - vii. Conflicts or incompatibilities between adjoining land uses are avoided;*
 - viii. Areas of prime agricultural land are avoided; and*
 - ix. It is demonstrated that there is insufficient capacity including both vacant land and redevelopment opportunities, available within the metropolitan urban limits to cater for anticipated growth.*
- 3. In deciding the location of any future extension consideration will be given to whether the extension makes use of, or brings development closer to, boundaries that provide a defensible long term limit to urban development.*
 - 4. Countryside living is subject to constraints as to location, scale, extent. (refer to Strategic Policies – Rural Development Control*

The provisions related to Countryside Living are particularly significant when aligning local aspirations of Franklin to regional policy as much of the area on the edge of townships and rural land is used for countryside living. Franklin has to ensure that it provides for growth without compromising the ability of rural-production land uses to meet their needs. For example, it is neither sustainable nor desirable to locate lifestyle blocks on prime horticultural land yet in many cases, this land is being tied up in lifestyle developments. Once the land is subdivided into small lots, it is unlikely to ever be used for horticulture again, because of the nature and purpose of lifestyle blocks.

Overall, key implications for Franklin of the ARGs include:

- where the urban growth of Franklin's settlements occurs, it should result in a compact, contained form to avoid spreading the effects of urbanization;
- good design is employed to create the high quality urban and rural amenity;
- the development of more intensive local employment and commercial centres in Franklin's settlements is supported in a way that enhances the opportunity people to access local services, while maintaining and enhancing the character and amenity of settlements;
- growth should be managed to protect or enhance environmental values in existing urban areas and leave less urbanized catchments as natural as possible, and enabling further urbanisation to occur first in partially urbanised catchments and catchments with low environmental values, rather than in highly valued catchments.

3.3 Southern Sector Agreement

The Southern Sector Agreement was signed by the Auckland Regional Council, Manukau City, and the Franklin and Papakura District Councils in 2001. Under this agreement Franklin committed to a population increase of 43,000 through to 2050 distributed between:

Table 3.1 Southern Sector Agreement Commitments for Franklin

Location of population growth	Persons
Intensification in existing urban areas	29,000 (67%)
Existing Rural	12,000 (28%)
Greenfield	2,000 (5%)

The DGS has progressed and updated the Sector Agreement. Franklin is also committed to enabling opportunities for intensive housing and business activity in the centre of Pukekohe which was identified in the RGS as a growth node

3.4 Auckland Regional Business Land Strategy (BLS) 2006.

The ARC's Business Land Strategy categorises business activity into two groups and provides guidance on where they should locate within the Region:

- **Group 1:** comprises manufacturing, transport and storage, construction and wholesale trade. These industries tend to seek large, relatively cheap sites, with good access to transport infrastructure, away from residential areas;
- **Group 2:** comprises retail, cafes and restaurants, finance and insurance, communication services, property and business services, health and education and related activities. These businesses prefer to be located in or close to town centres, with ready access to consumers and good road and public transport infrastructure.

Consistent with the ARGs, the Group 2 businesses are encouraged to intensify in existing town centres and growth corridors. The strategy recognised that this is not possible for "Group 1" industries due to their locational needs, and that more greenfield land will be required in the Auckland Region to provide for future growth.

Further work has now identified the mix and scale of this likely demand to 2031 distinguishing between two supply scenarios based on the share of future greenfield and vacant business land dedicated to Group 1 use. The first share, 60%, is based on the historical trend analysis. The second share, 75%, is a more aspirational target allowing for possible changes to current planning provisions to ensure that ancillary activities are strictly controlled in areas suitable for Group 1 activity, Table 3.2.

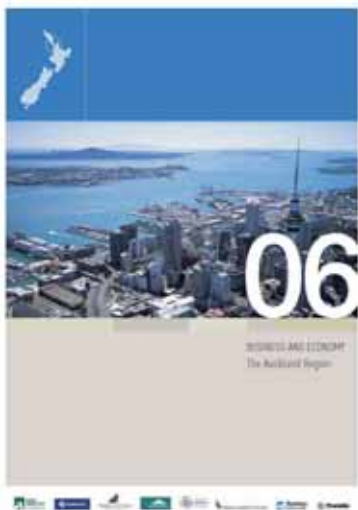


Table 3.2 Greenfield land needs (ha) with 75% of total used by Group 1

	"Theoretical supply"			"Practical supply"		
	2005-11	2012-21	2022-31	2005-11	2012-21	2022-31
Greenfield Group 1 Capacity (FTEs)						
Total Group 1 Capacity	26,330	27,000	27,350	23,430	24,100	24,450
New Group 1 Capacity	26,330	670	350	23,430	670	350
Greenfield Group 1 Employment Demand (FTEs)						
Total Group 1	17,660	35,370	54,190	17,660	35,370	54,190
New Group 1	17,660	17,690	18,820	17,660	17,690	18,820
Greenfield" Capacity versus Demand						
Group 1 Employment met by Capacity	17,660	27,000	27,350	17,660	24,100	24,450
Group 1 Employment not met by Capacity		8,370	26,840		11,270	29,740
Additional Group 1 Land Required (Ha)		220	700		290	780

Source: Market Economics, (2006), *Group 1 Additional Greenfield Land Requirements, 2001-2031*, prepared for the Auckland Regional Council, 25pp.

The study concludes that for the "theoretical supply" scenario, the Region will require 700ha more greenfield land by 2031, with just under one third (31 %, 220 ha) required by 2021. For the "practical supply" scenario, Auckland Region will require 780ha more greenfield land by 2031, with about 37% (290 ha) required by 2021.

3.5 Auckland Regional Land Transport Strategy

The Auckland Regional Land Transport Strategy (ARLTS) seeks to develop a transport system which enhances the Auckland region as a great place to live, work and play. The strategy sets out five groups of policies.

- (1) contribute to an integrated, safe, responsive and sustainable transport system;
- (2) make best use of the existing transport system;
- (3) manage travel demand;
- (4) increase the capacity of the transport network; and
- (5) allocate the available transport funding to ensure the achievement of RLTS policies

A central message of both the Regional Growth Strategy and the Regional Land Transport Strategy is the need to integrate land use and transport planning. The Travel Demand Management strategies recognise that reducing the need to travel will be done through planning land use and transport systems in an integrated way. An increase in mixed-use developments with more urban activities than just housing will reduce the need to travel to other parts of the region.

The LTS also recognises that making walking and cycling more attractive by improving safety and facilities will have an effect on traffic volumes. Walking has been declining which it attributes in part to more traffic making roads increasingly unpleasant, inconvenient and unsafe for pedestrians. It notes that making walking a more popular transport choice will require investment in better footpaths, safer crossings and more pleasant shortcuts and walkways; that much of this investment will be at a local level; and needs to be designed to meet the needs of all pedestrians.

The Local Government (Auckland) Amendment Act (LGAAA) 2004 has subsequently made a number of changes to the RPS to achieve better integration between land use and transport through:

- District Plan provisions which address the interaction between land use and the transport system;
- control of existing and future land uses to enable new developments and re-developments to be serviced by public transport, walking and cycling; and
- ensuring planning controls do not unnecessarily restrict the development of high density centres and corridors serviced by public transport

3.6 Auckland Regional Economic Development Strategy 2002

This high level strategy provided a framework for developing the Auckland economy through eight programmes, including encouraging innovation and excellence, supporting exports and developing overseas markets, producing a skilled and responsive labour force, delivering a high quality and responsive government and promoting the Auckland Region.

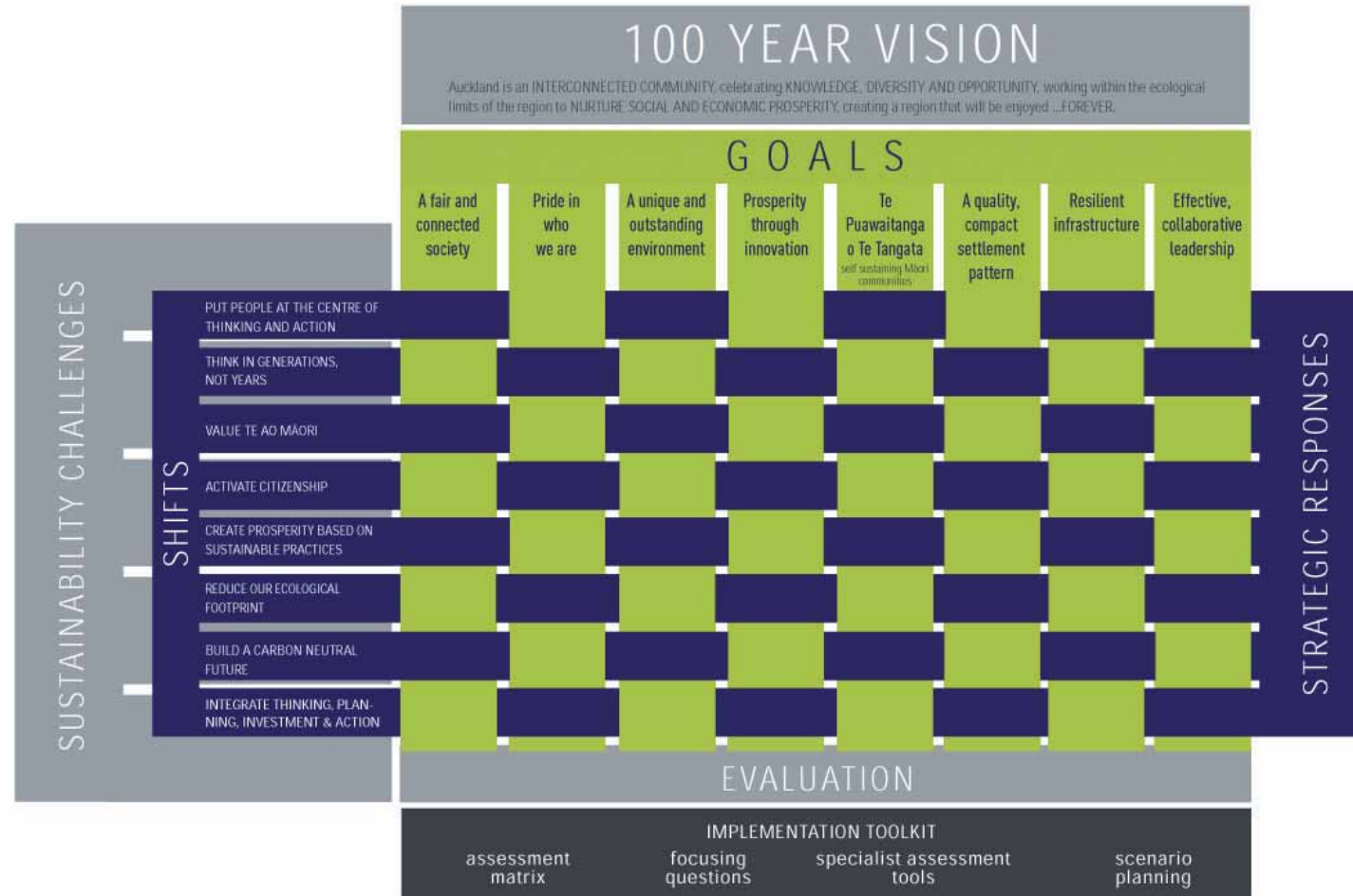
In 2005, new governance arrangements came into effect and the group is expected to set priorities to develop high level strategies and programmes. Many of the projects were not completed during the restructuring of the group and are currently being progressed by the ARC Economic Development Unit. One programme relevant to Franklin District is the proposal for a Major Regional Initiative in Food and Beverage.

3.7 Auckland Sustainability Framework

Franklin is a partner with the other territorial authorities in developing the draft Auckland Sustainability Framework. The Framework is designed to guide regional strategies and decision-making towards sustainable outcomes. The Framework is built around eight inter-related and long term goals, and eight major "shifts" that must occur in our social values and expectations, and systems and processes (Table 3.3).

The vision which shapes the framework is of a prosperous and liveable city-region that respects the ecology that supports us, and has resilient infrastructure and systems, able to adapt to change over the long term. The six directions and goals to achieve the desired future are set out in Table 3.4:

Table 3.3 Auckland Sustainability Framework





3.8 Obligations to Tangata Whenua

Franklin District Council has legal obligations to Tangata Whenua when managing the natural and physical resources of the District. These obligations are set out in the Resource Management Act 1991 as follows:

- recognise and provide as a matter of national importance the relationship of Maori and their culture and traditions with their ancestral lands, water, sites, waahi tapu, and other taonga. Section 6 (e);
- have particular regard to Kaitiakitanga. Section 7 (a);
- take into account the principles of the Treaty of Waitangi. Section 8; and
- to take into account any relevant planning document recognised by an Iwi authority. Section 74 (2) (b) (ii).

Section 66 of the Resource Management Act 1991 (RMA) states that when preparing or changing any regional plan, regional councils shall have regard to any relevant planning document recognised by an Iwi authority affected by the regional plan. However, the scope of recognition is widened to apply in the processing of resource consents through Policy 3.4.7(v) of the Auckland Regional Policy Statement which states: “in relation to resource consents, the ARC and TAs shall take into account where relevant any planning document recognised by an Iwi authority affected by a resource consent.”

The Council has acknowledged in the Operative District Plan that sustainable management of Franklin’s natural and physical resources is an issue of common concern to both Tangata Whenua and the Council.

“The Council acknowledges its responsibility to co-operate with Tangata Whenua in this matter, and aims to ensure that this Plan’s objectives, policies and assessment criteria (not just those listed in this section) reflect Tangata whenua perspectives on sustainable management.”

Over the last two decades there have been numerous inputs from Iwi into statutory processes that have a bearing on the DGS. Notable among these are:

- Waitangi Tribunal Report on the Manukau Claim;
- Auckland Regional Policy Statement;
- Waikato Regional Plan;
- Waikato Iwi Management Plan, Manuka;
- Ngaati Te Ata Tribal Policy Statement;
- Ngaati Te Ata Cultural Heritage Assessment Waiuku Estuary;
- Iwi input to the District Growth Management Strategy (1999);
- Submissions on the Rural Plan Change (Change 14);
- Response to Local Coastal Planning draft scoping study;
- Submissions on Resource Consent applications; and
- Tangata Whenua input into the Community Outcomes.

Analysis of these documents recognised that development of the DGS should to take

into account, and assess the implications of any development proposals for, the taonga of tangata whenua, including ancestral lands, all existing and past marae (including Moeatoa),² waters, fisheries, wahi tapu, native flora and fauna and notably:

- Waikato River;
- Manukau Harbour;
- Awhitu Peninsula;
- Tasman Coast (Moananui o Rehua); and
- Firth of Thames.

Specific issues addressed in these documents have included:

- urban containment;
- protection of taonga;
- water quality (groundwater, watercourse, river, harbour, ocean);
- water supply (including groundwater, dams, and river extraction)
- wastewater disposal;
- stormwater disposal
- erosion control;
- natural hazards,
- sedimentation;
- wetlands;
- fisheries;
- native forests;
- threatened species;
- subdivision;
- quarries;
- sand extraction;
- reclamation; and
- versatile soils;
- chemicals and hazardous wastes; and
- geothermal resources.

Preparation of the DGS has also acknowledged the need for a precautionary approach in relation to sites of significance to tangata whenua given the modest level of coverage of cultural heritage surveys in the district.

Tangata whenua input has been consistently and strongly in favour of urban containment and the concentration of development. The “Waikato Iwi Management Plan, Manuka”,³ for instance states that *The restoration and enhancement of the Manuka requires that the land and land-based resources of the Manuka are restored to the highest quality possible.*

*The effects of the built environment pose the greatest threat to the ecosystem of the Manuka Harbour and its catchments. While future growth is inevitable it is essential that development is contained within existing ARC metropolitan limits.*⁴

In a previous strategy study in 1999 the Huakina Development Trust contended that an 80:20 urban/rural split was more appropriate to accommodate the influx from outside the District. It advocated that the Council designate areas for housing, heavy and light industry and commerce, etc. to manage the growth. It was recognised that this may limit growth in the rural sector but argued it would allow stormwater control and agriculture to continue.

(Footnotes)

² Awhitu, Mangatangi, Nga Hau E Wha, Ngaa-Tai-e-Rua, Ooraeroa, Pakau, Pukerewa, Rereteewhioi, Tahuna Kaitoto Pa, Tauranganui, Te Awamahrahi, Te Kotahitanga, Te Poho O Tanikena, Waikaaretu and Wharekawa, plus Whatapaka (Cemetery & Marae Reserve), Huarau (Papakainga, Marae - Old Marae site) and Tikirahi (Papakainga and Cemetery)



area. The designs of the buildings will have to incorporate the landscaped feature, and safeguard the urban character within the development, and associated environmental issues." It was also noted that:

- in new developments, stormwater retention schemes are required to be incorporated in the design of the project;
- water and sewerage systems must accommodate predicted increase in population;
- transport system must be quick and be more cost-effective; and
- well designed roads for maximum efficiency and user safety were required.

Huakina placed high importance on protection of versatile soils stating that

"High quality soil and minerals that are available to produce a variety of commodities that compliment the rest of the District's activities must be protected, nurtured and enhanced for future generations." Huakina also noted that *"it should not be forgotten that the Franklin District is the vegetable produce bowl for metropolitan Auckland and for export."*

In a reference to reverse sensitivity issues, Huakina argued that choices made to accommodate growth should not make economic activities more difficult. Citing the case of spray drift in rural areas and lifestyle development issues, the Iwi argued that such problems must not hinder viable projects.

While acknowledging that there was a demand for lifestyle blocks Huakina considered that it was necessary first to set aside appropriate areas for rural lifestyle blocks. e.g. areas of uneconomic value, where land cannot support traditional forms of production. Huakina contended that criteria must be developed so that dispensation to develop lifestyle blocks in other areas of higher value and excellent soils is only approved if the development will not be detrimental to the environment or the district growth strategy.

It was also noted that the development of coastal areas has a major impact on the coastal ecosystems, particularly, harbours, estuaries, and inlets and that is was a key priority to ensure that ensuring that land-based activities *"operate effectively to ensure coastal areas are not degraded any further, and improved where need be."* It was contended that the biggest problem is stormwater discharged directly into the harbour, causing erosion and silt build-up which damages the ecosystem i.e. indigenous flora, fauna and lowland bush, etc.

Huakina envisaged that there would be no further development on Pukekohe Hill or the Bombay Hills unless developers could produce a plan that would enhance the significant values of these areas. It also argued that to safeguard cultural heritage such as buildings, sites, places, historical trees etc. restrictive covenants should be placed on these areas to protect them from being destroyed by future development.

At the same time Ngaati Te Ata identified a number of issues in relation to the Franklin District Growth Management Strategy including:

- the destruction of natural features and structuring elements in the landscape (including ecological links and habitat) that might otherwise provide points of interest within developed areas and contribute to a local sense of place;
- the loss of physical containment, psychological protection and separation from

adjacent areas of development;

- a resultant homogenising of the landscape and of residential estates, and
 - the pollution of water courses and gully streams with silt and storm water run-off resulting in the secondary loss of features and elements.
- Ngaati Te Ata expressed a preference for the containment of urban growth within already established urban areas.⁵ It contended that there were needs to:
- restrict growth along the coastal margin, lake and river edges;
 - protect Ngaati Te Ata values, heritage and tikanga from any adverse subdivision and other development. Lands, waterways, mountains, rocks or caves, certain waka landing places can all be considered as waahi tapu through past association with historic events. Many of the Waiuku and Awhitu waterways have been the centre of iwi village life in pre-European times. Subdivision, flood protection works, government and private development, and other construction have already interfered with a large number of these sites;
 - protect and improve water quality;
 - improve infrastructure (water supply sewerage, roading etc.) for the expected population growth. Look for improved technology in waste disposal methods, and environmentally and culturally sensitive development; and
 - protect the right of tangata whenua to have undisturbed access to all reserves and the ability to plan and develop those reserves for the best interests of Ngaati Te Ata people.

The preference for the level of containment contained in the Interim Preferred Strategy was confirmed with each Iwi during the consultation on the DGS. For instance, Ngati Paoa has stated:

In simple terms, Ngati Paoa support the preferred scenario. In our view, the scenario represents an approach to protecting and enhancing the physical environment of Franklin that is reasonably sympathetic to our values and beliefs.

In particular, we support the following features of the preferred scenario:

- (a) protection of coastal areas: The scenario seeks to limit growth in fragile coastal areas. In our view, it is imperative that marine, coastal and aquatic environments - which are a dominant feature of Franklin - are protected to the maximum extent possible under any growth scenario. We have a particular interest in the marine and coastal environments associated with Tikapa Moana, but our concern is not limited to these areas;
- (b) limits on urban growth: urban growth is achieved as much through intensification/densification as through areal growth. In our view, the potentially negative effects of growth are most likely to be controlled when growth occurs within relatively confined areas-although we also believe that FDC needs to become far more proactive and far more long sighted in its attempts to apply best-practice urban design if a good standard of urban development is to be achieved; and
- (c) rural character: the predominantly rural character of Franklin is preserved. In our view, this is the single most important physical consideration for the people of Franklin, having been consistently affirmed in many different forums over many years.

(Footnotes)

³ Huakina Development Trust, (1996), *Waikato Iwi Management Plan, Manuka*, p67

⁴ The Plan states elsewhere that "All activities occurring on the isthmus have some actual or potential effects on the land, water and air resources. Much of the region's urban development has taken place in soils highly valued for food production. Pockets of intensively farmed land within the urban area remain as an important source of fresh produce for the local market." Huakina Development Trust, (1996), *op.cit.*, p53

⁵ Ngaati Te Ata Awaroa Environment , (14 June 1999), *A Growth Management Strategy*, 8pp



3.9 Local Aspirations

The District's Vision, Mission and Community Outcomes statements define the local aspirations which the strategy must meet within the broader context of national and regional plans and policies. These statements were developed after an extensive community consultation in 2004 and 2005. The consultation sought to understand the values, perceptions, aspirations and concerns of residents, community organisations and businesses within the District. The consultation defined how the Franklin community would like to see the district develop, and the aspects to be protected. Each of the community outcomes is expanded by a statements which set out the detail of each outcome, Appendix 1. For example, the fifth outcome comprises:

5. FRANKLIN: A Place of Special Character and Healthy Natural Environment

5.1 The special character of the area is preserved and enhanced

- 5.1.1 Rural/country character of the area is safeguarded
- 5.1.2 The heritage of the Franklin area is promoted and protected
- 5.1.3 Waiuku as a heritage area is promoted
- 5.1.4 The special nature of the towns and settlements is enhanced
- 5.1.5 Small towns promote their opportunities and potential
- 5.1.6 Culturally and historically significant sites are managed and protected

5.2 The natural environment is preserved and enhanced.

- 5.2.1 Waterways and harbours are well managed
- 5.2.2 Protecting, planting and maintaining native trees
- 5.2.3 The District's versatile soils are protected
- 5.2.4 Excellent environmental management is promoted
- 5.2.5 Local and regional cooperation for environmental management is fostered and promoted.

Some of these statements set specific results required of the DGS while others relate more to the way the strategy is implemented and to allied plans and programmes.

Vision
A country lifestyle in harmony with our environment
Mission
A diverse people living within defined, planned and serviced country towns and villages surrounded by countryside offering great living, working and recreational options, connected to cities by well developed transport links
Community Outcomes: Franklin...
<p>An economically strong community</p> <p>A District that is easy to get around</p> <p>A safe, healthy and active community</p> <p>A culturally and socially vibrant and inclusive community</p> <p>A place of special character and healthy, natural environment</p> <p>Well managed growth for quality living environments</p> <p>An educated and enabled community</p>