

H7. Open Space zones

[ENV-2016-AKL-000243: K Vernon]-Note: The definition of “height”, in relation to the exclusions, is subject to appeal.

[CIV-2016-404-002333: Franco Belgiorno-Nettis]-Note: The properties affected by this appeal are identified on the Auckland Unitary Plan viewer. The Open Space - Community Zone is not affected by this appeal.

H7.1. Background

The majority of land zoned as open space is vested in the Council or is owned by the Crown. However some areas zoned open space are privately owned. While the open space zones generally provide for public use, some privately owned, or Crown-owned sites may restrict public use and access.

Five zones are used to manage activities on land zoned open space:

- Open Space – Conservation Zone;
- Open Space – Informal Recreation Zone;
- Open Space – Sports and Active Recreation Zone;
- Open Space – Civic Spaces Zone; and
- Open Space – Community Zone.

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
 - (f) 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.

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

H7.6.1. Zone description

The Open Space – Sport and Active Recreation Zone applies to open spaces used for indoor and outdoor organised sports, active recreation and community activities. It includes facilities such as sports fields, hard-court areas and greens, recreational and multi-sport facilities, and marine-related activities such as ramps, jetties, slipways, hardstand areas. These spaces often include buildings and structures such as grandstands, sport and community clubrooms and toilets and changing facilities associated with these uses. Most of these open spaces are also available for informal recreation activities such as walking, jogging and informal games when not used for sport and active recreation.

Commercial activities accessory to sport and active recreation activities may be undertaken in appropriate locations. These activities can provide economic benefits as well as social benefits, such as providing food or beverage to support recreational use and by adding to safety through passive surveillance. _

The more intensive use of these open spaces can attract large numbers of people. This can generate high levels of traffic, noise, glare and other adverse effects that need to be managed.

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

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- (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.
- (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;
 - (c) avoid areas scheduled for their outstanding natural landscape, outstanding or high natural character or historic heritage values; and
 - (d) recognise Mana Whenua values.

H7.9.1. Activity Table – Open Space Zones

Activity		Activity Status				
		Conservation Zone	Informal Recreation Zone	Sport and Active Recreation Zone	Civic Spaces Zone	Community Zone
Use						
(A1)	Activities not provided for	NC	NC	NC	NC	NC
Residential						
(A2)	Camping grounds	D	D	NC	NC	NC
(A3)	A single workers' accommodation	P	P	P	NC	P
(A4)	Visitor accommodation - huts and lodges	D	D	NC	NC	NC
Community						
(A5)	Visitor centres	D	D	NC	D	P
(A6)	Community centres and halls	NC	D	D	D	P
(A7)	Early childhood learning services	NC	NC	D	NC	P
(A8)	Education and research facilities directly related to the open space	P	P	P	P	P
(A9)	Art galleries, arts and cultural centres	NC	D	D	D	P
(A10)	Clubrooms	D	D	P	NC	P
(A11)	Libraries	NC	NC	NC	NC	P
(A12)	Grandstands	NC	NC	RD	NC	NC
(A13)	Informal recreation	P	P	P	P	P
(A14)	Information facilities accessory to a permitted activity	P	P	P	P	P
(A15)	Organised sport and recreation	NC	RD	P	NC	P
(A16)	Public amenities	P	P	P	P	P
(A17)	Recreation facilities	NC	D	P	D	P
(A18)	Gardens, including botanic and community gardens	P	P	P	P	P

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Coastal						
(A19)	Coastal navigational aids	P	P	P	P	P
Commerce						
(A20)	Markets	NC	RD	RD	P	P
(A21)	Restaurants and cafes, excluding a drive-through facility, that are accessory to a permitted activity and are located further than 50m from a residential zone	D	RD	P	RD	P
(A22)	Restaurants and cafes, excluding a drive-through facility, that are accessory to a permitted activity and located within 50m of a residential zone	D	D	RD	D	D
(A23)	Retail accessory to a permitted activity	D	P	P	P	P
(A24)	Retail not otherwise provided for	NC	D	D	D	D
Industry						
(A25)	Parks depot, storage and maintenance	RD	RD	P	NC	NC
Rural						
(A26)	Conservation planting	P	P	P	P	P
(A27)	Farming or grazing as part of a management programme for the open space	P	P	P	NC	NC
(A28)	Forestry	D	D	D	NC	NC
Mana Whenua						
(A29)	Customary use	P	P	P	P	P
(A30)	Marae complex	D	D	D	D	P
Development						
(A31)	Accessory buildings	P	P	P	P	P
(A32)	Artworks	P	P	P	P	P
(A33)	Demolition of buildings	P	P	P	P	P
(A34)	Internal additions and alterations to existing buildings	P	P	P	P	P
(A35)	External additions to existing buildings that	P	P	P	P	P

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	comply with the standards					
(A36)	External additions to existing buildings that do not comply with one or more standards	D	D	D	D	D
(A37)	Buildings for public amenities	P	P	P	P	D
(A38)	New buildings that comply with the standards	P	P	P	P	P
(A51)	New buildings within Churchill Park that comply with the standards	NA	D	P	NA	P
(A39)	New buildings that do not comply with one or more standards	D	D	D	D	P
(A40)	Non-security floodlighting, fittings and supports and towers up to 18m high	NC	P	P	P	NC
(A41)	Non-security floodlighting, fittings and support towers more than 18m high	NC	RD	RD	RD	NC
(A42)	Fences on the front boundary more than 50 per cent transparent	P	P	P	P	P
(A43)	Fences on the front boundary less than 50 per cent transparent	RD	RD	RD	RD	RD
(A44)	Maimais (erection, use, alteration, maintenance and demolition) associated with lawful game-bird hunting	P	P	NC	NC	NC
(A45)	Observation areas, viewing platforms and related structures	RD	P	P	P	P
(A46)	Parks infrastructure	P	P	P	P	P
(A47)	Sport and recreation structures	NC	P	P	NC	NC
(A48)	Parks maintenance	P	P	P	P	P
(A49)	Recreational trails	P	P	P	P	P
(A50)	Construction of vehicle access and parking areas	D	D			

H7.10. Notification

- (1) Any application for resource consent for an activity listed in Table H7.9.1 will be subject to the normal tests for notification under the relevant sections of the Resource Management Act 1991.
- (2) When deciding who is an affected person in relation to any activity for the purposes of section 95E of the Resource Management Act 1991 the Council will give specific consideration to those persons listed in Rule C1.13(4).

H7.11. Standards

All activities listed as a permitted activity or restricted discretionary activity in Table H7.9.1 must comply with the following standards.

Where an open space comprises multiple sites but has a common open space zoning, the entire zone will be treated as a single site for the purpose of applying the standards listed below.

H7.11.1. Building height

Purpose: To manage the height of buildings to retain the particular open space character of the zone, minimise visual dominance effects, and maintain a reasonable standard of amenity for adjoining sites.

- (1) Buildings must not exceed the height limits specified in Table H7.11.1.1.

Table H7.11.1.1 Building height

Zone	All buildings
Open Space – Conservation Zone	4m
Open Space – Informal Recreation Zone	8m
Open Space – Sport and Active Recreation Zone	10m
Open Space – Civic Spaces Zone	4m
Open Space – Community Zone	8m

H7.11.2. Height in relation to boundary

Purpose: To ensure buildings on the periphery of the open space do not dominate neighbouring areas, particularly residential areas, and maintain a reasonable level of amenity for adjoining sites.

- (1) Where an open space directly adjoins a site in another zone, the height in relation to boundary standard that applies in the adjoining zone applies to the adjoining open space boundary.
- (2) Where an adjoining zone does not specify a height in relation to boundary standard, the yard and/or setback standards that apply in the adjoining zone apply to the boundary directly adjoining the open space boundary.

H7.11.3. Yards

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Purpose: To provide a reasonable standard of visual amenity between open space zones when viewed from the street and a buffer between open space zones and neighbouring residential and special purpose zones.

- (1) Buildings, or parts of buildings, must be set back from the relevant boundary by the minimum distance listed in Table H7.11.3.1.

Table H7.11.3.1 Yards

Yard	Conservation Zone	Informal Recreation Zone	Sport and Active Recreation Zone	Civic Spaces Zone	Community Zone
Front yard	5m	5m or the average setback of buildings on adjacent front sites, whichever is lesser	5m	The average setback of buildings on adjacent front sites	The average setback of buildings on adjacent front sites
Side and rear yards	6m where the open space zone adjoins a residential zone, special purpose zone or the Future Urban Zone otherwise 3m No side and rear yards are required where the open space zone adjoins a business zone			3m where the open space zone adjoins a residential zone	3m where the open space zone adjoins a residential zone
Riparian yard	10m from the edge of permanent and intermittent streams			10m from the edge of permanent and intermittent stream	10m from the edge of permanent and intermittent streams
Coastal protection yard	25m from mean high water springs	20m from mean high water springs	10m from mean high water springs	10m from mean high water springs	10m from mean high water springs

H7.11.4. Screening

Purpose: To ensure rubbish and/or storage areas are screened from neighbouring sensitive land uses.

- (1) Any outdoor storage or rubbish collection areas that directly face and are visible from a residential zone, Special Purpose – School Zone, rural zone or business zone adjoining a boundary with, or on the opposite side of the road from, an open space zone, must be screened from those areas by a solid wall or fence at least 1.8m high.

H7.11.5. Gross floor area threshold

Purpose: To limit the size of buildings within open spaces to retain their open space character and to maintain a reasonable standard of amenity for adjoining sites.

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- (1) The gross floor area of individual buildings, including any external additions or alterations, must not be more than the following:
 - (a) Open Space – Conservation Zone: 50m²;
 - (b) Open Space – Informal Recreation Zone: 100m²; (or 50m² within Churchill Park only);
 - (c) Open Space – Sports and Active Recreation Zone: 150m²;
 - (d) Open Space – Civic Spaces Zone: 50m²; and
 - (e) Open Space – Community Zone: 300m².

H7.11.6. Maximum site coverage

Purpose: To limit the extent of building and development so that an open and spacious character is retained as well as to maintain a reasonable standard of amenity for adjoining sites.

- (1) The maximum permitted site coverage per site, or cumulative total area of buildings, must not exceed the following limits:
 - (a) Open Space – Conservation Zone: one per cent;
 - (b) Open Space – Informal Recreation Zone: 10 per cent;
 - (c) Open Space – Sports and Active Recreation Zone: 30 per cent;
 - (d) Open Space – Civic Spaces Zone: five per cent; and
 - (e) Open Space – Community Zone: 50 per cent.

H7.11.7. Maximum impervious area

Purpose: To restrict the maximum impervious area to manage the amount of stormwater runoff generated by a development, and ensure that adverse effects on water quality, quantity, amenity values are avoided or mitigated.

- (1) The maximum impervious area per site must not exceed the following limits:
 - (a) Open Space – Conservation Zone: lesser of 10 per cent or 5000m²;
 - (b) Open Space – Informal Recreation Zone: lesser of 10 per cent or 5000m²;
 - (c) Open Space – Sports and Active Recreation Zone: 40 per cent;
 - (d) Open Space – Civic Spaces Zone: no limit; and
 - (e) Open Space – Community Zone: 70 per cent where the adjacent zone is a residential zone, Business – Business Park Zone or Business – General Business Zone. No limit in the Business – Mixed Use Zone or the business centre zones.

H7.11.8. Non-security floodlighting, fittings and supports and towers up to 18m high

- (1) Lighting must meet the permitted activity standards for lighting in Chapter E24 Lighting.

H7.11.9. Maimai

- (1) A maimai must be no more than 10m² in area.
- (2) A maimai must not exceed 3m in height above mean high water springs or ground level.

H7.12. Assessment – controlled activities

There are no controlled activities in these zones.

H7.13. Assessment – restricted discretionary activities

H7.13.1. Matters of discretion

The Council will restrict its discretion to the following matters when assessing a restricted discretionary resource consent application.

H7.13.1.1. Organised sport and recreation

- (1) The effects of the intensity, scale and duration of the events on informal recreational use of the open space.
- (2) The effects on the amenity value of adjoining sites.
- (3) The extent the activity is consistent with any relevant adopted Reserve Management Plan, Conservation Management Strategy or Conservation Management Plan for the area.

H7.13.1.2. Markets

- (1) The effects the intensity and scale of the activity will have on recreational use and amenity values.
- (2) The effects on public access to, and use of, the open space.
- (3) The effects from the development design, external appearance and landscaping.
- (4) The effects on any scheduled historic heritage values.
- (5) The effects on natural values, including landform and vegetation.
- (6) The extent the activity is consistent with any relevant adopted Reserve Management Plan, Conservation Management Strategy or Conservation Management Plan for the area.

H7.13.1.3. Restaurants and cafes accessory to a permitted activity (further than 50m from a residential zone or within 50m of a residential zone in the Open Space – Sport and Active Recreation Zone)

- (1) The effects of the intensity and scale of the activity on recreational use and amenity values.
- (2) The effects on public access to, and use of, the open space.
- (3) The effects from the development design, external appearance and landscaping.
- (4) The effects on any scheduled historic heritage values.
- (5) The effects on natural values, including landform and vegetation.
- (6) The extent the activity is consistent with any relevant adopted Reserve Management Plan, Conservation Management Strategy or Conservation Management Plan for the area.

H7.13.1.4. Parks depot, storage and maintenance

- (1) The effects of the intensity and scale of the activity on residential amenity.
- (2) The effects on public access to, and use of, the open space.
- (3) The effects from the development design, external appearance and landscaping.
- (4) The effects on any scheduled historic heritage values.
- (5) The effects on natural values, including landform and vegetation.
- (6) The extent the activity is consistent with any relevant adopted Reserve Management Plan, Conservation Management Strategy or Conservation Management Plan for the area.

H7.13.1.5. Grandstands

- (1) The effects of the intensity and scale of the activity on residential amenity.
- (2) The extent a grandstand will enhance and maximise use of the site.
- (3) The effects from the development design, external appearance and landscaping.
- (4) The extent the activity is consistent with any relevant adopted Reserve Management Plan, Conservation Management Strategy or Conservation Management Plan for the area.

H7.13.1.6. Non-security floodlighting, fittings and supports and towers more than 18m in height

- (1) The effects on the amenity value of adjoining sites.
- (2) The hours of operation.
- (3) The height and scale of the structure.
- (4) The extent the activity is consistent with any relevant adopted Reserve Management Plan, Conservation Management Strategy or Conservation Management Plan for the area.

H7.13.1.7. Fences on the front boundary less than 50 per cent transparent

- (1) The effects on visibility to and from the open space, including effects on public safety.
- (2) The extent the activity is consistent with any relevant adopted Reserve Management Plan, Conservation Management Strategy or Conservation Management Plan for the area.

H7.13.1.8. Observation areas, viewing platforms and related structures

- (1) The effects of the location and design on natural character and landscape values.
- (2) The effects on any identified historic heritage values.
- (3) The effects associated with the construction and use of the structures, including effects to landform and vegetation.
- (4) The extent the activity is consistent with any relevant adopted Reserve Management Plan, Conservation Management Strategy or Conservation Management Plan for the area.

H7.13.2. Assessment criteria

The Council will consider the relevant assessment criteria for restricted discretionary activities from the list below.

H7.13.2.1. 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.
- (3) Whether the proposal is consistent with the outcomes sought in any relevant adopted reserve management plan, conservation management strategy or conservation management plan and the ability to avoid, remedy or mitigate any adverse effects resulting from any inconsistency with the relevant management plan.

H7.13.2.2. 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.
- (2) Whether the market is located 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.
- (4) Whether the activity will have any adverse effects of any scheduled historic heritage values, and the extent to which these can be remedied or mitigated.
- (5) Whether the activity will result in any land disturbance or vegetation removal and the extent to which any adverse effects can be remedied or mitigated.
- (6) Whether the proposal is consistent with the outcomes sought in any relevant adopted Reserve Management Plan, Conservation Management Strategy or Conservation Management Plan and the ability to avoid, remedy or mitigate any adverse effects resulting from any inconsistency with the relevant management plan.

H7.13.2.3. Restaurants and cafes accessory to a permitted activity

- (1) The extent to which the intensity and scale of the activity 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.
- (2) Whether the activity is located 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:

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- (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.
- (4) Whether the activity will have any adverse effects on any scheduled historic heritage values, and the extent to which these can be remedied or mitigated.
- (5) Whether the activity will result in any land disturbance or vegetation removal, and the extent to which any adverse effects can be remedied or mitigated.
- (6) Whether the proposal is consistent with the outcomes sought in any relevant adopted Reserve Management Plan, Conservation Management Strategy or Conservation Management Plan and the ability to avoid, remedy or mitigate any adverse effects resulting from any inconsistency with the relevant management plan.

H7.13.2.4. Parks depot, storage and maintenance

- (1) The extent to which the intensity and scale of the activity will detract from the amenity value of any adjoining residential areas, and the measures to remedy or mitigate any adverse effects.
- (2) Whether any buildings or activities are located in minimise adverse effects on public access to and use of the open space.
- (3) The extent to which any disturbance to existing landform and vegetation is minimised.
- (4) The extent to which any adverse effects on natural values or amenity values are avoided, remedied or mitigated through location, design, external appearance and landscaping.

H7.13.2.5. 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.
- (3) Whether the proposal is consistent with the outcomes sought in any relevant adopted reserve management plan, conservation management strategy or conservation management plan and the ability to avoid, remedy or mitigate any adverse effects resulting from any inconsistency with the relevant management plan.

H7.13.2.6. Non-security floodlighting, fittings and supports and towers more than 18m in height

- (1) The extent to which the floodlighting and structure will detract from the amenity value of any adjoining residential areas, and the measures to remedy or mitigate any adverse effects, including through the location of the structure and hours of operation.
- (2) Whether the proposal is consistent with the outcomes sought in any relevant adopted reserve management plan, conservation management strategy or conservation management plan and the ability to avoid, remedy or mitigate any adverse effects resulting from any inconsistency with the relevant management plan.

H7.13.2.7. Fences on the front boundary less than 50 per cent transparent

- (1) The extent to which the fence will have an adverse effect on visibility to and from the open space, including the visual connection to and from the open space and the adjacent streets.
- (2) The extent to which any loss of visibility will have any adverse effects on public safety.
- (3) Whether the proposal is consistent with the outcomes sought in any relevant adopted Reserve Management Plan, Conservation Management Strategy or Conservation Management Plan and the ability to avoid, remedy or mitigate any adverse effects resulting from any inconsistency with the relevant management plan.

H7.13.2.8. 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.
- (3) Whether the proposal is consistent with the outcomes sought in any relevant adopted Reserve Management Plan, Conservation Management Strategy or Conservation Management Plan and the ability to avoid, remedy or mitigate any adverse effects resulting from any inconsistency with the relevant management plan.

H7.14. Special information requirements

There are no special information requirements for these zones.