



Proposed Plan Change 120 - Housing Intensification and Resilience (PC120)

to the Auckland Unitary Plan
(Operative in part)

Section 32 of the Resource Management Act 1991

**STRENGTHENING THE AUCKLAND UNITARY PLAN FOR NATURAL HAZARDS -
CONSULTATION AND ENGAGEMENT FROM 2023 TO 2025**

SUMMARY REPORT

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ATTACHMENTS

Attachment 1 - Auckland Council Planning, Environment and Parks Committee meeting 9 February 2023 draft report dated 2 March 2023 (as open minute item attachment) and resolutions PEPCC/2023/4, PEPCC/2023/5, PEPCC/2023/6

Attachment 2 - Auckland Council Planning, Environment and Parks Committee meeting 2 March 2023 report CP2023/01887 and resolution PEPCC/2023/25

Attachment 3 - Auckland Council Planning, Environment and Parks Committee meeting 29 June 2023 report CP2023/07668 and resolution PEPCC/2023/82

Attachment 4 - Auckland Council Planning, Environment and Parks Committee workshop 30 August 2023 presentation on engagement approaches

Attachment 5 - Approved NHPC project engagement plan November 2023

Attachment 6 - NHPC Technical Advisory Group Terms of Reference December 2023 and TRG member list February 2024

Attachment 7 - New Zealand Gazette notice 2024-sl1708 15 April 2024

Attachment 8 - NHPC risk tolerance participatory forum briefing document October 2024

Attachment 9 - NHPC risk tolerance participatory forum workshop presentation 12 October 2024

Attachment 10 - NHPC risk tolerance participatory forum workshop presentation 19 October 2024

Attachment 11 - NHPC risk tolerance participatory forum final report October 2024

Attachment 12 - NHPC risk tolerance storm-affected participant final report December 2024

Attachment 13 - Auckland Council Policy and Planning Committee workshop 11 December 2024 risk tolerance engagement and outcomes presentation

Attachment 14 - Auckland Council Policy and Planning Committee workshop 11 December 2024 presentation from participatory forum and storm-affected group representatives

1. Preamble

- 1.1 Preparation of a plan change to the Auckland Unitary Plan Operative in part (AUP), known as the Natural Hazards Plan Change, began in August 2023. The purpose of the plan change was to better address natural hazards as a response to the storm events of early 2023, Resource Management Act 1991 (RMA) s35 monitoring of performance of the AUP and response to the National Policy Statement on Urban Development 2020 (NPS-UD) and RMA amendments enacted in December 2021.
- 1.2 This plan change subsequently became included, from mid-2025, in the preparation of an integrated plan change to potentially replace Proposed Plan Change 78 – Intensification. This plan change is known as Proposed Plan Change 120 - Housing Intensification and Resilience.
- 1.3 This is a summary report on pre-notification engagement and consultation on the Natural Hazards Plan Change from the 2023 inception of the project through to consultation and reporting on a risk tolerance framework in October to December 2024 and further engagement up until April 2025.
- 1.4 Related and concurrent consultation and engagement with Māori - mana whenua and mataawaka - is addressed in a companion section 32 report for Proposed Plan Change 120 - Housing Intensification and Resilience entitled 'MĀORI ENGAGEMENT AND CONSULTATION SUMMARY REPORT (Replacement Plan Change including Intensification (PC78), Natural Hazards and Light Rail Corridor)'.

2. Background

- 2.1 On 9 February 2023, the Council's Planning, Environment and Parks (PEP) Committee passed a resolution for staff to prepare a scope of works to investigate the regional and localised impacts of flooding, and the implications for land use planning, regulatory, current plan changes to the Auckland Unitary Plan (AUP) including Plan Change 78 – Intensification (PC78), infrastructure and other policy settings (PEPCC/2023/6 included at [Attachment 1](#)).
- 2.2 A scope of works to investigate flooding impacts, implications, and improvements coming out of the storm events of early 2023 and through s.35 monitoring of the performance of the AUP was approved by a delegated group of the PEP Committee and reported to the 2 March 2023 committee meeting (report CP2023/01887 and resolution PEPCC/2023/25 included at [Attachment 2](#)).
- 2.3 On 29 June 2023, the PEP Committee passed a resolution to endorse the preparation of changes to the AUP to strengthen the management of risk from natural hazards (report CP2023/07668 and resolution PEPCC/2023/82 included at [Attachment 3](#)). The committee also requested that staff prepare an engagement plan in collaboration with the Tāmaki Makaurau Recovery Office to be agreed by the Chair and Deputy Chair of the committee and a member of the Independent Māori Statutory Board (IMSB).
- 2.4 A number of workshops were held with PEP Committee through 2023 and 2024. These discussed the process of a plan change including with respect to PC78 and related plan changes, progress with the works and actions identified in March 2023, technical work progressing on natural hazards assessment and risk evaluation, and possible options for engagement with Aucklanders, mana whenua, storm-affected communities and other stakeholders.

3. Engagement plans

- 3.1 At the PEP Committee workshop on 30 August 2023 a proposal for community engagement on a Natural Hazards Plan Change was presented and discussed. The presentation is shown at [Attachment 4](#). The presentation included engagement objectives, an overview of engagement underway for the Tāmaki Makaurau Recovery Plan and Making Space for Water programme including consultation on the Long-term Plan 2024-2034 (10-year Budget), and consultation on proposals for variations expected on PC78.
- 3.2 Three options for an approach to engagement on the Natural Hazards Plan Change were outlined at the workshop – a ‘basic’ approach being required statutory consultation prior to notification only, a ‘standard’ approach that included pre-notification engagement on proposals or a draft plan change and an ‘enhanced’ approach that included establishing an external technical reference group and targeted engagement with storm-affected property owners and priority geographic areas in conjunction with the Recovery Office.
- 3.3 An approach to engaging with iwi and Māori was also proposed, building on the approach taken through the preparation phases of PC78, also included at Attachment 4. A number of ‘decision points’ were also identified in coming months where potential changes in engagement direction would need to be considered including the outcome of the general election in October 2023 and the adoption of the Long-term Plan in June 2024.
- 3.4 The committee expressed preference for the enhanced approach. An overall project engagement plan and a separate but related Māori engagement plan were prepared through September and October and approved by the Chair and Deputy Chair and IMSB Member Ashby on 2 November 2023. The approved overview engagement plan is included at [Attachment 5](#) and summarized in the following diagram from the plan.

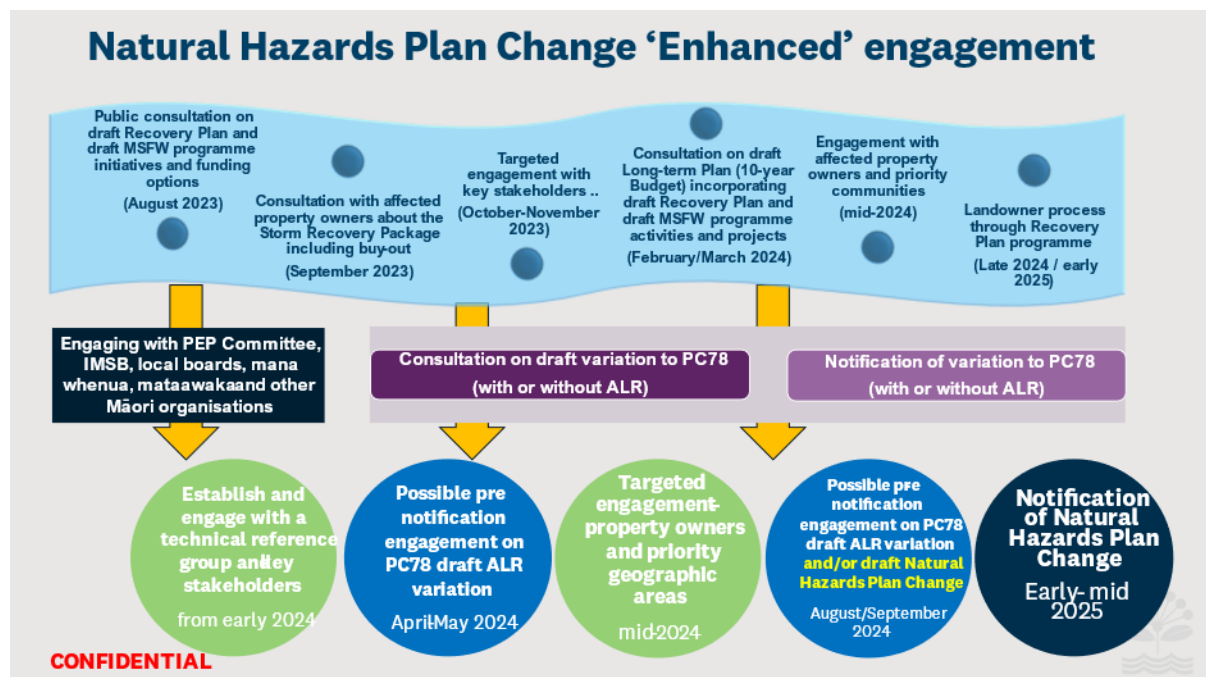


Figure 1: Summary diagram of NHPD ‘enhanced’ engagement approach, NHPD project engagement plan November 2023

- 3.5 The project engagement plan consisted of the following main elements, being engagement with:
- A Technical Reference Group of independent natural hazards experts and specialists
 - ‘Key stakeholders’ or institutional groups and bodies with responsibility or interest in the area of natural hazards management and development
 - ‘Targeted’ communities i.e. storm-affected communities in priority locations
 - Mana whenua and mataawaka
 - Aucklanders on pre-notification draft plan change proposals.
- 3.6 The engagement plan was described as an overview plan, as it was made clear that further, more detailed engagement plans for each aspect of the plan above would be required. This would involve more accurate activities, timeframes, costings and other resources required for each aspect and be agreed with the Chair and Deputy Chair of the PEP Committee prior to implementation.
- 3.7 The preparation, endorsement and delivery of a companion Māori engagement plan is addressed in the section 32 report entitled ‘MĀORI ENGAGEMENT AND CONSULTATION SUMMARY REPORT’ for Plan Change 120 – Housing Intensification and Resilience.

4. Activity in 2024 and changes to the engagement plans

- 4.1 Initial implementation of the agreed engagement plan focused on establishing and convening of the Natural Hazards Plan Change Technical Reference Group (TRG). This followed a limited selection process and consisted of six independent external specialists who were paid for their subsequent time spent in meetings, document review and feedback.
- 4.2 The TRG met and advised through nine meetings from March 2024 to May 2025 on the process being followed including engagement as well as issues, options and preferences towards proposals for changes to the AUP. The TRG process has been effective in providing robust, independent specialist review and perspectives at key project stages, enabling the Council project team to progress with additional support and confidence in addition to internal Council specialist involvement. Terms of reference for the TRG and a list of its members is included at [Attachment 6](#).
- 4.3 Planning and delivery of the further aspects of the agreed engagement approach was impacted by two one-year extensions to timeframes for PC78 decision-making and changing directions coming from the new government through 2024. This firstly with respect to PC78, notably that Medium Density Residential Standards (MDRS) were to be made voluntary. Secondly, significant changes to the NPS-UD, the RMA and amendments had been signalled in the ‘Going for Housing Growth’ programme announcements from the Government on 4 July 2024.
- 4.4 These changes signalled in July meant that the Council was not able to progress work to integrate changes to MDRS and other matters including improvements to the AUP addressing natural hazards for notification of a replacement to PC78 by April 2025, with the deadline for decisions agreed by the Government to be moved to April 2026. However, it was still the expectation of the Government, through the 15 April 2024 New Zealand Gazette notice included at [Attachment 7](#), that a plan change, or similar, to address the management of significant risks from natural hazards be notified by 30 April 2025.

- 4.5 As a consequence, the engagement programme pivoted from August 2024 onwards towards introducing the work as ‘strengthening the AUP to better address natural hazards’ anticipating a wider plan change ahead that would address natural hazards rather than a separate Natural Hazards Plan Change. The focus shifted to engagement on **risk tolerance to natural hazards** addressed in the AUP as important contributions to the establishment of a risk management framework that any proposed changes to the AUP could reflect and deliver on, as part of an integrated response to the implementation of the NPS-UD and RMA amendments in Auckland.
- 4.6 The timeframes for engagement and plan change preparation also moved back to take account of the need for additional work on new intensification features expected through government announcements. However, it was still a requirement that a natural hazards plan change be ready for notification in April 2025 should that pathway be determined as the best route forward.

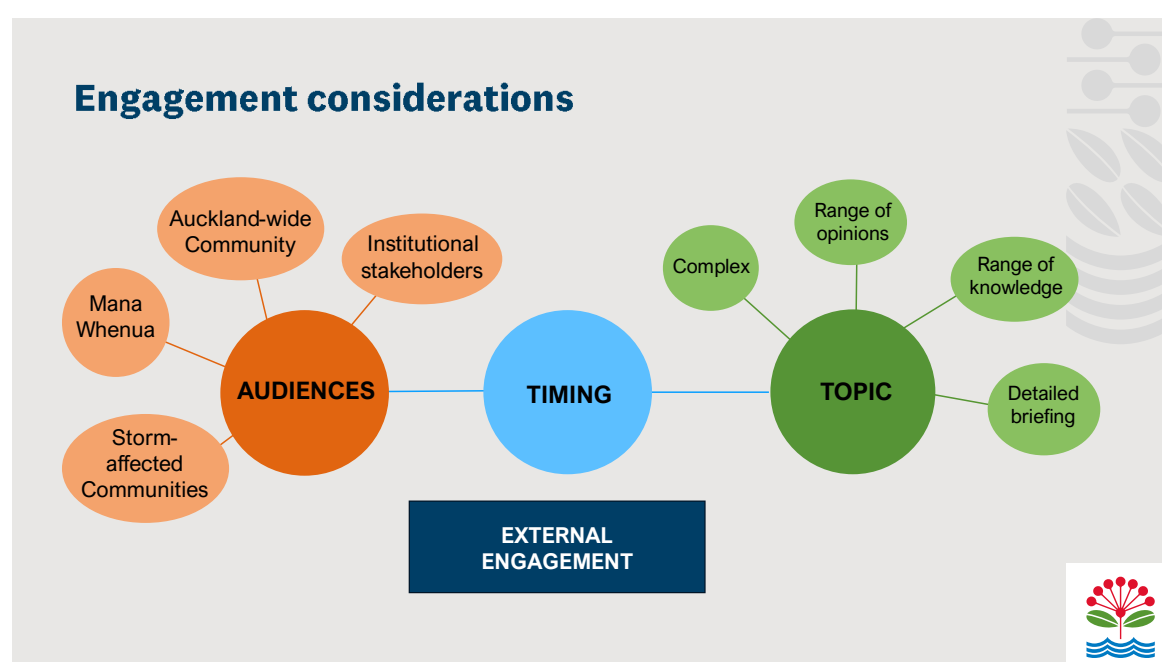


Figure 2: considerations into crafting NHPC risk tolerance engagement approaches, September 2024

- 4.7 As a result of the focus on introducing the process and intent of the changes to the AUP and also risk tolerance to natural hazards, the engagement programme agreed in late 2023 was refined to include the following. These approaches were agreed by the Chair and Deputy Chair of the Council’s renamed Policy and Planning (P&P) Committee in September 2023.
- 4.8 The adjusted engagement programme for 2024 included the following components:
- Introductory and follow-up meetings from late September 2024 with ‘key stakeholders’ or institutional groups and bodies with responsibility or interest in the area of natural hazards management and development.
 - Introductory hui and scenario testing workshops in October and November 2024 with mana whenua and meetings with key mataawaka organisations.
 - The planning and delivery of a Deliberative Democracy approach called a Participatory Forum.

- Introductory and follow-up meetings and workshops with storm-affected communities, organised and hosted by the Tāmaki Makaurau Recovery Office.
- 4.9 Any changes arising out of this refinement of plans for consultation and engagement with Māori is addressed in the companion section 32 report entitled ‘MĀORI ENGAGEMENT AND CONSULTATION SUMMARY REPORT (Replacement Plan Change including Intensification (PC78), Natural Hazards and Light Rail Corridor)’.

5. Engagement with key institutional stakeholders

- 5.1 Introductory and follow-up meetings were held from late September 2024 with ‘key stakeholders’ or institutional groups and bodies with responsibility or interest in the area of natural hazards management and development. This has included representatives from the following organisations:
- Insurance Council of New Zealand executive and follow-up with interested members
 - Property Council New Zealand executive and follow-up with interested members
 - Kāinga Ora Homes and Communities
 - Lawyers for Climate Action
 - National Public Health Service – Northern Region (formerly Auckland Regional Public Health Service)
 - Network Utilities Forum
 - New Zealand Lifelines Council and Auckland Lifelines Group
 - Natural Hazards Commission
 - Combined Demographic Advisory Groups of Auckland Council
- 5.2 Initial meetings with key stakeholders provided them with an overview of the project, the stages in the project process and discussion about how/when they want to be involved in it. Follow-up meetings occurred depending on their response and their interest in different parts of the process, particularly to learn more about their perspectives, processes and expectations around risk tolerance and management.
- 5.3 The stakeholders were given the option to provide direct feedback on risk tolerance or provide feedback following community identification of a risk framework. Further engagement with these stakeholders followed the December 2024 committee workshop (described further in this report) on its outcomes and again up to the end of April 2025 on initial proposals for changes to the AUP.

6. Establishing a risk management framework

- 6.1 As part of the plan change development process, the planning team canvassed the issues associated with the plan, narrowed the scope of which issues are being addressed as part of this plan change, and made some high-level proposal recommendations in terms of how the AUP could be amended to better manage natural hazard risk.
- 6.2 The key recommendation was to introduce a new risk management framework that differentiated risk based on likelihood and consequence – see Figure 3 below for details. The corresponding policy direction and application of interventions would then reflect that level of

risk. This high-level approach sought to address several of the key issues identified with the AUP, including the lack of clear directive of what is the appropriate response in which scenario.

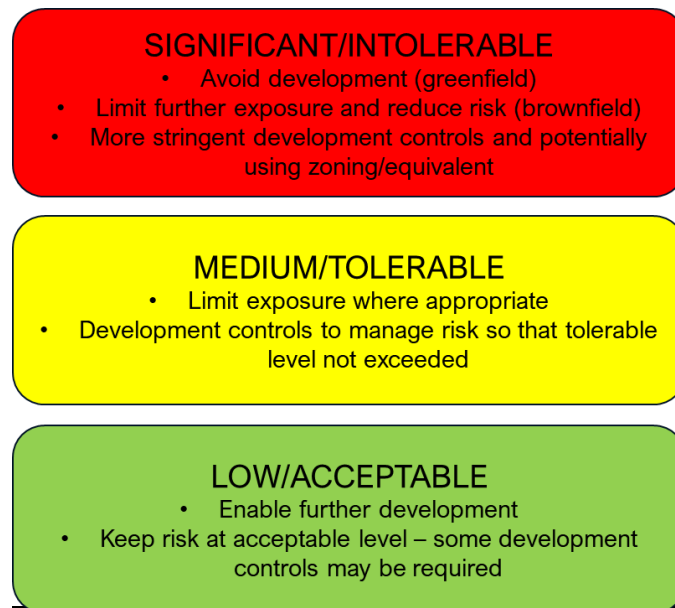


Figure 3: Risk tolerance levels and interventions

6.4 For this framework to be implemented, there needed to be clear definition of what each of these risk categories mean. However, different people and communities have different perceptions of risk and how it should be determined. Therefore, it was determined vital to seek public input, namely on matters such as:

- How should the AUP define what is intolerable, tolerable and acceptable – what are the consequences that warrant the application of the various policy responses?
- What are the factors that affect where the thresholds are set between the risk categories?

7. A Participatory Forum of Aucklanders

- 7.1 Through advice and assistance from the Engagement Unit of the Council's Governance and Engagement Department, a Participatory Forum grounded in the Deliberative Democracy approach was selected for engagement, as it was deemed more effective in the circumstances than standard consultation processes.
- 7.2 This approach was chosen as the best method for engaging with the Auckland community due to the complexity of the topic, the limited timeframe involved (August to November), and the need to provide sufficient background briefing and context. The structured yet inclusive format aimed to elicit comprehensive and representative feedback while balancing the constraints of time and participant diversity.
- 7.3 A general Auckland-wide 'have your say' engagement process was not seen as being as effective, necessary or possible to deliver in the timeframe. The participatory forum process provides the opportunity for participants to have inclusive, informed and reflective discussions and provide collective feedback.

- 7.4 The participatory forum was selected as a representative group of 39 Aucklanders from across Auckland to assemble and learn about natural hazards and the AUP, and identify risk tolerance levels to natural hazards. Participants were recruited independently to represent the demographics of Auckland reflecting location, age, gender, ethnicity, and housing situations. The remit of the group was focused on determining acceptable levels of natural hazard risk for residential communities. Participants were compensated for their involvement.
- 7.5 The work of the group was independently facilitated by an experienced Deliberative Democracy practitioner Anna Curnow of DecisionWorks Ltd, with main workshops being held on 12 and 19 October 2024 at the Fickling Convention Centre in Three Kings, Auckland. The briefing information for the participants is included at [Attachment 8](#) and presentations given at the workshops are included at [Attachments 9 and 10](#).
- 7.6 A report was prepared by some members of the forum group to fairly and accurately represent the findings and decisions of the group and is included at [Attachment 11](#).



Figure 4: Summary diagram natural hazards risk tolerance participatory forum October 2024

8. Engagement with storm-affected communities

- 8.1 The planning team worked with Recovery Office team to identify the best ways to approach engagement with storm-affected communities so that their particular experience and perspective could be included as inputs to a natural hazards risk management framework for the AUP.
- 8.2 An initial online briefing session on 8 October 2024 with storm-affected community leaders consisted of a briefing for the plan change project and an invitation to be involved in a risk tolerance exercise. A follow-up survey on options for engagement, including one similar to the Participatory Forum, gauged interest on the most suitable way to engage given understandable fatigue and time constraints experienced by community members.
- 8.3 It was agreed to hold online sessions on three weekday evenings in November 2024 on risk tolerance for available and interested community members, with similar format and content as

the participatory forum process. The same remit and general structure as the participatory forum were used, although some exercises were excluded due to time limitations.

- 8.4 Fourteen participants from various affected urban, rural and coastal locations were involved in the process. Once again, Anna Curnow was engaged as facilitator, enabling continuity across the two community-based approaches. Similar briefing material and workshop content was provided to the group as was provided to the participatory forum. However, there was less time available for this process – seven hours in total across the three sessions – which required the removal of the exercise on vulnerability of places and activities given the time constraints and online format.
- 8.5 Selected members of the group then prepared a final report and a minority report, presented to the P&P Committee workshop in December 2024. The report is included at [Attachment 12](#).

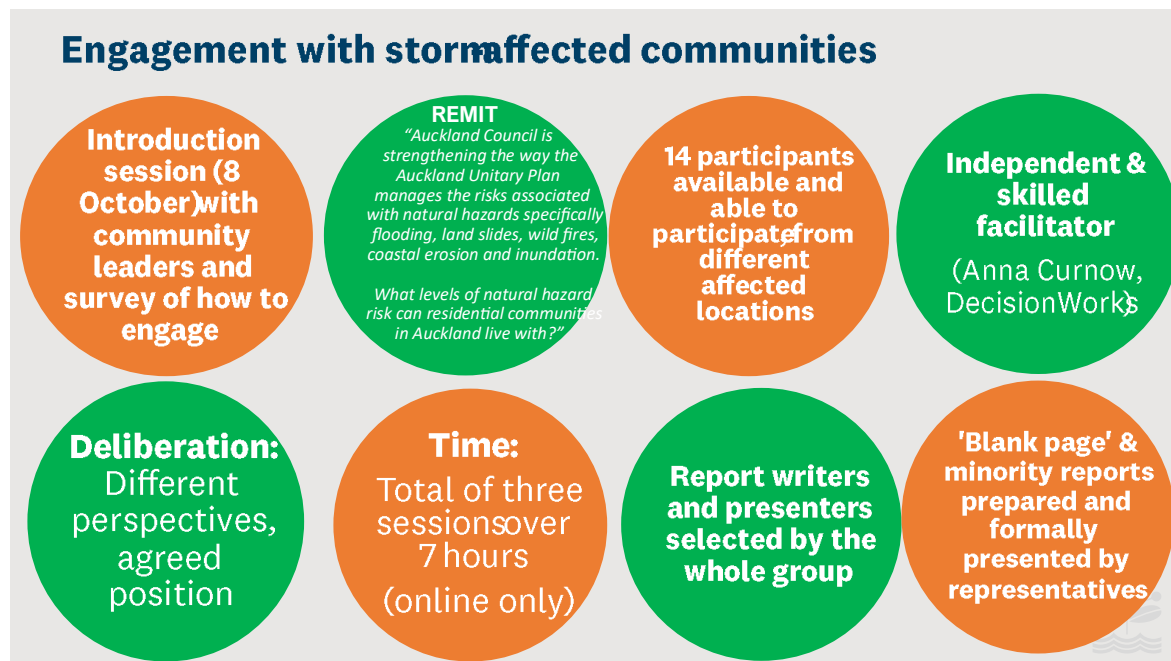


Figure 5: Summary diagram natural hazards risk tolerance storm-affected groups process October 2024

9. Risk tolerance exercises

- 9.1 The way the community groups – participatory forum and storm-affected – were engaged with the matter of natural hazards risk tolerance involved four elements as follows. Note that the storm-affected group did not consider vulnerability at the workshop as there was not sufficient time available, however, they did complete a subsequent online survey.

A. Vulnerability

- Vulnerability of people – characteristics that may affect vulnerability in a natural hazard event and what degree of vulnerability the AUP should accommodate.
- Vulnerability of places and activities – identify characteristics of places and activities that affect their vulnerability, and which ones are considered most vulnerable.

B. Individual/household-level consequences

Consequences at a household level expressed as a matrix (shown below) with consequences or impact of a hazard occurring (five categories from catastrophic to insignificant) and the

likelihood of that level of consequence occurring (highly likely-likely-less likely). Examples of each category were given to explain each and the differences between them.

Risk tolerance exercises individual/household level consequences			
Consequences	Likelihood		
	Highly likely	Likely	Less likely
	10% chance of occurring any one year 92.8% chance of occurring at least once in 25 years 99.4% chance of occurring at least once in your lifetime (70 years)	1% chance of occurring any one year 22.2% chance of occurring at least once in 25 years 50.3% chance of occurring at least once in your lifetime (70 years)	0.4% chance of occurring any one year 12% chance of occurring at least once in 25 years 22.6% chance of occurring at least once in your lifetime (70 years)
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment			
There has been catastrophic damage to your property as well as your house, meaning that it is no longer safe for you to live in it. There are parts of your land that have been permanently lost. Your house may require complete re-build or potential abandoning of the property. There may be a fatality within your household during the event.			
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect			
Damage to your property has been significant and will require immediate attention. Your house has also been damaged to the extent that it will require repair, but you are still able to safely live within parts of your house. You may lose the ability to occupy or use parts of your back yard due to future risk and face permanent loss of land. The event has longer-term effects on the physical health and mental well-being of your household.			
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect			
There has been moderate damage to your property which will require repair or reinstatement works over the next few months, meaning that you cannot use these areas during this time. Your house has been affected by some minor cosmetic damages, which will require non-urgent repairs. There are short-term health and safety impacts to someone in your household.			
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect			
Parts of your property have been affected, but there has not been any damage to your house. You need to tidy up around the house and the back fence will need some minor repair work. No one in your household suffers from adverse effects to physical or mental health because of the event.			
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners			
There is no real damage to your property other than a few flowerpots knocked over. The physical and mental well-being of your household is unaffected.			

Figure 6: Risk tolerance matrix template for consequences and likelihoods individual/household level

C. Community-level consequences

Consequences at a community-wide level expressed as a matrix (shown below) with similar descriptions and examples as in the household exercise.

Risk tolerance exercises community level consequences			
Consequences	Likelihood		
	Highly likely	Likely	Less likely
	10% chance of occurring any one year 92.8% chance of occurring at least once in 25 years 99.4% chance of occurring at least once in your lifetime (70 years)	1% chance of occurring any one year 22.2% chance of occurring at least once in 25 years 50.3% chance of occurring at least once in your lifetime (70 years)	0.4% chance of occurring any one year 12% chance of occurring at least once in 25 years 22.6% chance of occurring at least once in your lifetime (70 years)
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment			
Your community does not have access to power or reticulated water for a week. Most local businesses (including the local supermarket) are unable to re-open for two weeks, while a few have closed for good. The local school requires extensive repair and is closed for a month. The local community centre has been severely damaged and will need to be replaced. The main roads connecting your community with others is completely cut off for 48 hours and restricted for a month afterwards. The mental well-being of many people in your community has been noticeably affected. Aside from several members of your community suffering from physical injuries, there are also two fatalities.			
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect			
There is no power or reticulated water for three days. Local businesses and supermarket are closed for a week and classrooms at the local school are also closed for a week to undertake immediate repair. The local community centre is repurposed as a recovery hub for weeks following the event. Access into and out of your area is quite limited for a week due to damage sustained to the road network. The event has affected the mental health of some of your community, and there are several people who experienced minor to moderate physical injuries.			
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect			
Your community loses power for 12 hours. The local community centre became a temporary evacuation hub during the event, and the local shops and supermarket were closed for day or two. One of the main roads was blocked off for 24 hours. Your community has been quite shaken up by the event, with a few people suffering from minor physical injuries.			
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect			
The event has resulted in the deposition of some debris and minor damage around the area. The local shops were closed for a few hours, and a short detour has been set up on one of the main roads due to a fallen tree. A few people in your community were a bit worried during the event but no one's physical health was impacted.			
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners			
There have not been any real impacts on your community other than some minor disruptions and post-event clean up. No one has been physically or mentally impacted by this event.			

Figure 7: Risk tolerance matrix template for consequences and likelihoods community level

D. Hazard-specific scenarios

- Flooding and mitigation measures – whether certain conditions (e.g. raised floor levels and/or safe evacuation route) changes an ‘intolerable’ scenario to a ‘tolerable’ scenario.
- Coastal hazards and long-term climate change impacts – whether there is appetite to take on consequences brought by various impacts of climate change over time.

10. Outcomes from engagement with Participatory Forum

10.1 The process and outcomes from the Participatory Forum exercise were written up by a smaller group of participants, with guidance from the facilitator. The full Participatory Forum participant report is included at [Attachment 11](#). The following findings have been taken from the report.

A. Vulnerability

10.2 The following vulnerable characteristic identified to the home environment were:

- Elderly
- Children
- Medical issues
- Disabilities
- Language barriers
- Single occupants
- Mental health
- Pets/farmland
- Accessibility to transport
- Lack of a plan
- Financial e.g. no cash to get you out from where you are
- Attachment to belongings
- Injuries
- Being optimistic e.g. having that hope it may go away

10.3 The participants were then asked to demonstrate what demographic the AUP should focus on in terms of their vulnerability to risk. The group were asked to position themselves in one of three places:

1. The lowest attention to vulnerability
2. To have a moderate attention to vulnerability
3. To have a high degree of attention to vulnerability

10.4 Just under 80% of the group were in agreement with moderate amount of vulnerability being the demographic focus for the AUP. There were 6 people that felt a higher degree of vulnerability should be the focus whilst on the other side of the spectrum, 2 people strongly believed that people should take responsibility for themselves.

Vulnerable Activities and Places Activity

10.5 Participants were asked to identify key activities or locations in their communities that they had visited or taken part in. These were themed and put on to worksheets.

- 10.6 Participants were then invited to provide their comments on what characteristics might make that activity/location more vulnerable during a natural hazard event.
- 10.7 They were each also provided with three stickers (Red for highest priority (3), Orange for second priority (2) and Green for third priority (1)). They were asked to use those stickers to identify their three highest priority areas in terms of vulnerability to natural hazard events.
- 10.8 The scoring indicated the following ranking of key locations/activities as follows. Scores highest to lowest from top to bottom.
1. Medical facilities (56)
 2. Schools (33)
 3. Roads and motorways (25)
 4. Rest homes (23)
 5. Child care centres (20)
 6. Supermarkets (12)
 7. Parks and playgrounds (10)
 8. Open spaces/cemeteries (6)
 9. Car parks and car park buildings (6)
 10. Entertainment facilities e.g. movies, zoo, arenas, night clubs, stadiums (4)
 11. Community facilities e.g. libraries, pools, church, RSA (3)
 12. Shops and malls (3)
 13. Civic and Correction Facilities (3)
 14. Bars Cafes and Restaurants (3)
 15. Business buildings/office/commercial (2)
 16. Recreational Facilities (2)
 17. University (1)
 18. Marae (1)
 19. Transport Hubs (1)
 20. Guest Accommodation (0)
 21. Walkways and Cycleways (0)

B1. Risk Tolerance in the Household

- 10.9 Participants were placed in groups and asked to deliberate together on their group risk tolerance for different levels of risk over different timeframes. They were tasked with arriving at 80% agreement on each criteria.
- 10.10 The group then came together and identified where there was at least 80% agreement across all groups. The remaining criteria were debated by the whole group to try to arrive at agreement.
- 10.11 The following table indicates the outcome of that activity. Green denotes categories where there was diversity of views which were resolved through deliberation. Yellow denotes categories where there was diversity of views that could not be resolved through deliberation.

Home	Highly likely	Likely	Less likely
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment	Intolerable	Intolerable	Intolerable
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect	Intolerable	Intolerable	Tolerable 21 Intolerable 12
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect	Tolerable	Tolerable 26 Intolerable 5 Acceptable 1	Acceptable
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect	Tolerable 21 Acceptable 14	Acceptable	Acceptable
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners	Acceptable	Acceptable	Acceptable

Figure 8: Participatory Forum risk tolerance matrix for consequences and likelihoods individual/household level

C. Risk Tolerance in the Community

- 10.12 Participants were placed in groups and asked to deliberate together on their group risk tolerance for different levels of risk over different timeframes. They were tasked with arriving at an 80% agreement on each criteria.
- 10.13 The group then came together and identified where there was at least 80% agreement across all groups. The remaining criteria were debated by the whole group to try to arrive at agreement. The following table indicates the outcome of that activity.

Community	Highly likely	Likely	Less likely
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment	Intolerable	Intolerable	Intolerable
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect	Intolerable	Intolerable	Tolerable 6 Intolerable 30
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect	Tolerable	Tolerable	Tolerable - all
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect	Acceptable	Acceptable	Acceptable
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners	Acceptable	Acceptable	Acceptable

Figure 9: Participatory Forum risk tolerance matrix for consequences and likelihoods community level

D. Hazard-specific scenarios

10.14 Participants were asked to indicate whether they considered the following scenarios for flooding and coastal hazards Intolerable or could live with them.

Flooding

10.15 “There has been intense rainfall over the last few hours and there is news of flooding around the region. Your lower level (e.g. garage, workshop, underfloor storage) is flooded, your main floor is flooded up to a metre deep and your house is surrounded by two metres deep floodwaters so that no one could evacuate safely without putting themselves in danger.”

In general, could you live with this scenario?	Intolerable (All)
If the house was raised so that lower areas eg a garage, workshop or underfloor storage space was flooded but the main floor is not, could you live with this risk?	Intolerable (34) - 91% Tolerable (3)
If the house was raised so that the main floor was not flooded, but nothing else changed?	Intolerable (31) - 84% Tolerable (6)
If the house had a second floor that you could escape to, but nothing else changed?	Intolerable (23) - 62% Tolerable (14)
If you have somewhere non-flooded/dry to wait (i.e. raised floor levels or second floor), but someone in your household experiences a medical emergency but the emergency services are unable to reach you due to the extent of flooding outside?	Intolerable (11) Tolerable (26) - 70%
If there was a safe evacuation route available so that you could leave your house safely, but nothing else changed?	Intolerable (10) Tolerable (27) - 73%
If the house was raised so that the floor was not flooded, and a safe evacuation route was available, but you still have water against the house?	Intolerable (8) Tolerable (29) - 78%
If there's a second floor you could escape to, and a safe evacuation route was available, but you still have water against the house?	Intolerable (2) Tolerable (35) - 95%

Coastal hazards scenario

10.16 “You have been left a vacant piece of coastal land by a departed relative. You are considering if you want to develop the site. You look at the latest coastal hazard maps and see that the half of the site which is closest to the coast is expected to be affected permanently by coastal hazards over the next 50 years under current climate change and sea-level rise projections. You have spoken to an expert about the coastal hazard maps and the uncertainty in future climate change projections has been highlighted (sea-level rise may occur sooner or later than timeframes currently mapped).”

Do you want to build there?	Intolerable (25) - 67% Tolerable (12)
Would you still want to build there if over time, access becomes cut off several times a year?	Intolerable (37) - 100%
Would you still want to build there if any building is required to be raised and relocated landward once regular tides encroach upon the site with anticipated sea-level rise (within the 50 years)?	Intolerable (37) - 100%
Would you still want to build there if the timeframe above is reduced to 25 years?	Intolerable (37) - 100%
Would you still want to build there if the timeframe above is reduced to 10 years?	Intolerable (37) - 100%

10.17 A ‘minority report’ was included with the engagement report covering two topics that some participants felt had not been fully addressed during the workshop, or that they disagreed with the group majority response. These relate to addressing impacts on non-home owners and issues pertaining to disability. They were reported for completeness but do not change the majority recommendations in terms of the risk tolerances recommended in the report.

Conclusion

10.18 The participatory forum workshop group report concluded with the following statements (page 22 of report):

“The group notes that this is a very complex matter that draws on a wide range of views. Being part of this process gave us a window into understanding the challenges that Council faces when developing these plans. This includes the impact of central government regulations on what is expected of Council.

Some felt a positive change in our view of Council’s intent in terms of wanting to listen to the community. However, there was also a view that the process and material was too intellectually focussed and may have directed the outcomes. This report may not reflect the views of all individuals who attended but it does reflect the 80% majority view.

As the group chosen to represent the diverse communities of Auckland, we look forward to seeing how Council uses the recommendations that are presented here. We also ask that Council report back to us and to the public on the what the consequential decisions are including decisions not to use our recommendations. We ask that officers report back to us on the timeframe for this feedback.

We hope that this report contributes to making Auckland safer for the communities who live and work here, now and into the future.”

11. Outcomes from engagement with storm-affected communities

- 11.1 The process and outcomes from the Participatory Forum exercise were written up by a smaller group of participants, with guidance from the facilitator. The full participatory forum participant report is included at [Attachment 12](#). The following findings have been taken from the report.

A. Vulnerability

- 11.2 This poll activity was not attempted during the 26 November session as there was not enough time. It was covered using an online survey after the session and resulted in 68% the group preferring a moderate level of vulnerability to risk being the focus of the plan change and 32% preferring a high level of vulnerability to be the focus. No members suggested a low level of vulnerability.

B1. Individual/household-level consequences

- 11.3 Participants were placed in groups in break out rooms and asked to deliberate together on their group risk tolerance for different levels of risk over different time frames. They were tasked with arriving at 80% agreement on each criteria. The group then came together and identified where there was at least 80% agreement across all groups. The remaining criteria were debated by the whole group to try to arrive at an agreement.
- 11.4 The following table indicates the outcome of that activity. Cells highlighted in green denote areas where there were initially diverging views but these were reconciled through deliberations. Yellow highlighted cells are those where there were diverging views that were not able to be resolved through deliberations.

INDIVIDUAL/Home	Highly Likely	Likely	Less Likely
Catastrophic	Group 2: I Group 3: I Group 4: I Intolerable	Group 2: I Group 3: I Group 4: I Intolerable	Group 2: I Group 3: I Group 4: T VOTE: majority changed to intolerable
Major	Group 2: I Group 3: I Group 4: I Intolerable	Group 2: I/T Group 3: TBC Group 4: I VOTE: 9 intolerable, rest assumed tolerable	Group 2: I/T Group 3: TBC Group 4: A VOTE: 8 acceptable, 6 tolerable
Moderate	Group 2: T Group 3: TBC Group 4: I VOTE: 6 intolerable, 8 tolerable	Group 2: T Group 3: T Group 4: T Tolerable	Group 2: A/T Group 3: T Group 4: A

Figure 10: Storm-affected group risk tolerance matrix for consequences and likelihoods individual/household level

B2. Community-level consequences

- 11.5 Participants were placed in groups and asked to deliberate together on their group risk tolerance for different levels of risk over different timeframes. They were tasked with arriving at an 80% agreement on each criteria.
- 11.6 The group then came together and identified where there was at least 80% agreement across all groups. The remaining criteria were debated by the whole group to try to arrive at agreement.
- 11.7 The following table indicates the outcome of that activity. Cells highlighted in green denote areas where there were initially diverging views but these were reconciled through deliberations. Yellow highlighted cells are those where there were diverging views that were not able to be resolved through deliberations.

COMMUNITY	Highly Likely	Likely	Less Likely
Catastrophic	Group 2: I Group 3: I Group 4: I Intolerable	Group 2: I Group 3: I Group 4: I Intolerable	Group 2: I Group 3: I/T Group 4: I VOTE: 13, majority changed to Intolerable
Major	Group 2: I Group 3: I Group 4: I Intolerable	Group 2: I Group 3: T Group 4: I VOTE: 2 tolerable, 12 intolerable – majority changed to Intolerable	Group 2: I Group 3: A Group 4: T VOTE: 8 tolerable, 3 intolerable, 3 acceptable
Moderate	Group 2: I/T Group 3: A/T Group 4: T Rural/urban split	Group 2: T Group 3: A/T Group 4: A Rural/urban split	Group 2: A/T Group 3: A Group 4: A Rural/urban split

Figure 11: Storm-affected group risk tolerance matrix for consequences and likelihoods individual/household level

C. Hazard-specific scenarios

11.8 At the end of the session participants were asked to indicate whether they considered the following scenarios intolerable or could live with them. As the time was short and it was late in the evening, this exercise was repeated through an online survey tool at a later stage. The six results received are recorded here.

Flooding

11.9 “There has been intense rainfall over the last few hours and there is news of flooding around the region. Your lower level (e.g. garage, workshop, underfloor storage) is flooded, your main floor is flooded up to a metre deep and your house is surrounded by two metres deep floodwaters so that no one could evacuate safely without putting themselves in danger.” (12 responses).

In general, could you live with this scenario?	Yes	No
If the house was raised so that lower areas eg a garage, workshop or underfloor storage space was flooded but the main floor is not, could you live with this risk?		100%
If the house was raised so that the main floor was not flooded, but nothing else changed?	37%	63%
If the house had a second floor that you could escape to, but nothing else changed?		100%
If you have somewhere non-flooded/dry to wait (i.e. raised floor levels or second floor), but someone in your household experiences a medical emergency but the emergency services are unable to reach you due to the extent of flooding outside?		100%
If there was a safe evacuation route available so that you could leave your house safely, but nothing else changed?	20%	75%
If the house was raised so that the floor was not flooded, and a safe evacuation route was available, but you still have water against the house?	75%	25%
If there's a second floor you could escape to, and a safe evacuation route was available, but you still have water against the house?	50%	50%

Coastal hazards scenario

11.10 This scenario was not attempted at the 26 November session. It was undertaken through an online survey after the session. The results are recorded below.

11.11 “You have been left a vacant piece of coastal land by a departed relative. You are considering if you want to develop the site. You look at the latest coastal hazard maps and see that the half of the site which is closest to the coast is expected to be affected permanently by coastal hazards over the next 50 years under current climate change and sea-level rise projections. You have spoken to an expert about the coastal hazard maps and the uncertainty in future climate change projections has been highlighted (sea-level rise may occur sooner or later than timeframes currently mapped).” (13 responses)

Do you want to build there?	Yes	No
Would you still want to build there if over time, access becomes cut off several times a year?	23%	77%
Would you still want to build there if any building is required to be raised and relocated landward once regular tides encroach upon the site with anticipated sea-level rise (within the 50 years)?	46%	54%
Would you still want to build there if the timeframe above is reduced to 25 years?	15%	85%
Would you still want to build there if the timeframe above is reduced to 10 years?		100%

11.12 Again, a ‘minority report’ was included with the engagement report covering three topics that some participants felt had not been fully addressed during the workshop, or that they disagreed with the group majority response. These relate to differing Urban/Coastal/Rural risk appetite, the reality of Continuous change into the future, and there being too little time in the process to process the information and fully develop discussions around the issues.

Conclusion

11.13 The storm-affected workshop group report concluded with the following statements (page 20 of report):

“To conclude, the group felt the process was very rushed. The design of the process was guided by communication with the community leaders group and the council officers but it was rushed. The group felt they would have been able to add a lot more value if more time had been allowed. The group also felt strongly that some face-to-face interaction would have been more beneficial.

However, the process was enjoyable and productive. Members of the group felt they would like to reconvene and drill down more deeply on several of the topics. As residents that are most likely to be strongly affected by the changes, the group feel they should be included in further activities and ongoing communications, beyond this initial engagement process. They also ask that these communications be designed to be accessible to all members of the community.

Knowledge is power and the members feel they have benefited from the activity but have more to offer. The process has connected people from across different communities and they would like to connect further with Council and with each other.

Many questions remain. For example, the group remain unclear about how the information will be used and there is a sense that Council may have their own ideas about where risks might lie.

The group is uncomfortable that there is a misalignment in the definition of 'likely' between the legislation, (NZ Coastal Policy Statement) and what Council is using and would like certainty on the modelling being used and that it will be regularly modified to reflect the ongoing changes e.g. the impacts of climate change and interim development (happening while changes are pending)."

12. Feedback from engagement with 'key stakeholders'

- 12.1 A wide range of perspectives were contributed from 'key' or institutional stakeholders on risk tolerance. There was a generally positive reception to the extent of risk tolerance engagement being undertaken to understand different drivers of development, industry and other communities of interest.
- 12.2 From an insurance sector perspective, each insurer has their own risk approach and appetite that varies on location, and different methods/models of assessing risk and outcomes. Most insurers focused on property damage not loss-of-life as such. With more multi-unit developments coming with intensification then likelihood of increased damage can be considered to be increasing due to greater velocity and depth of flooding affecting relatively more properties unless re-zoning happens.
- 12.3 Property interests engaged with noted that more flexibility is less certainty. There were concerns about loss of development ability and capacity due to 'blanket' rules and methods e.g. down-zoning. A suggested better approach would be considering rules that still enabled a development to proceed in specific circumstances if it met better standards of design and construction to mitigate against risk. The risk of being too prescriptive is stalling or stopping development from occurring where there is a need or opportunity, and it can be sufficiently managed.
- 12.4 From a perspective of public or social housing providers and developers, focus was more on the regulatory response through the planning and consenting process, and actual risk and impacts from natural hazards across the property holding. There was encouragement for proactive mitigation and management of risks, in ways that again do not rely on simple removal of opportunities to enable development that can mitigate and manage foreseeable risk factors. Preference is for clear objectives and open processes and methods to enable objectives to be met in developments without fixed positions with respect to rules and zoning.

- 12.5 Risk factors for social housing occupiers and areas of lesser value housing can be different due to nature of the demographic, with often greater vulnerability to consider and address. In general terms it can be observed that locations where in the past, social housing has been built, may have been in less desirable areas from a risk management perspective. Intensification of development in these types of locations can exacerbate risk for greater numbers of occupiers over time unless mitigations or controls are implemented. Reduction of exposure to risk from hazards is a supported objective, with consequences of proposals and decisions made clear and appropriate action in development undertaken.
- 12.6 Stakeholders including infrastructure and utilities providers were interested in seeing and understanding community risk framework proposals and reasoning come forward and to provide feedback. Many observed that they and their members had their own risk frameworks for their particular purpose or sector interest. However, such frameworks were not forthcoming across the timescale of the process and, although informative, may not have assisted greatly in terms of relevance towards a community-determined framework. Provision of other frameworks may have created perspective and a more complete understanding of broader societal interests in risk management than this process could achieve.
- 12.7 Engagement with the Councils' six demographic advisory panels assisted the development of approaches and proposals to strengthen the management of natural hazards in the AUP. The demographic advisory panels – Disability, Pacific Peoples, Rainbow, Seniors, Ethnic Communities, Youth – generally supported draft proposals in April 2025 engagement, offering a number of observations and factors to be considered in further plan change preparation. These included the following:
- better consideration of accessibility and vulnerability of people in hazardous situations and environment particularly flooding in and around buildings;
 - using tailored and translated communications material for different sections of the community with assistance from panels;
 - the high and additional costs for people for consenting and risk mitigation requirements, increasing insurance costs and limitations on coverage.

13. Policy and Planning Committee workshop 11 December 2024

- 13.1 The outputs and outcomes of the engagement activities described above were compiled into a presentation that was delivered to the P&P Committee's open workshop on 11 December 2024. Chairs of local boards were also invited to attend. At this workshop, representatives from storm-affected communities and the participatory forum were invited to present their positions or reports to the elected members and to answer questions.
- 13.2 A proposal for a risk management framework drawing on the outputs of the engagement activities was also compiled to present to the committee workshop. The committee was asked to consider the proposed framework and indicate its alignment with the proposals as a base reference for guiding the development of proposals for how to change and improve the AUP for natural hazards management into early 2025. These proposals will be further discussed with the P&P Committee at a workshop in February or March 2025.

- 13.3 The presentations to the P&P Committee workshop are included at Attachment 13 and 14. Attachment 14 is the presentation given by Anna Curnow and the participatory forum and storm-affected group members who attended the workshop. The workshop session was also recorded as it was an open workshop – the recording can be viewed at:
https://www.youtube.com/playlist?list=PLNiugKCzobSxaM_el91zx8PX1bS6z_Bvt

14. Proposals for a risk tolerance framework and other matters to guide preparation of draft plan change content

- 14.1 The information sought from the engagement was to provide a better understanding of public views on natural hazard risk tolerances to enable the drafting of the provisions for the plan change. Given that the engagement audience was limited, the intention was to use this feedback as a starting base for drafting, with development following analysis, evaluation and further input through both upcoming non-statutory and statutory steps in the plan change process.
- 14.2 The risk tolerance feedback that was presented at the committee workshop by the participatory forum and the storm-affected group members was the direct output from the sessions with the two groups. Although there were attempts as part of the deliberation process to establish a ‘super majority’ position, this was not always achieved within each group for each activity. In addition, the two groups also had differing views when it came to certain scenarios or situations.
- 14.3 The AUP is unable to accommodate different risk tolerances (and subsequently having different rules or provisions that apply) between different plan users. Therefore, there was a step required to collate this feedback into one risk tolerance framework to enable the drafting process to begin. The following sections explain the rationale and reasonings behind the recommendations made at the committee workshop.

Proposal for accommodating vulnerability

- 14.4 The recommendation was made to design AUP provisions to extend beyond average adult to include moderate levels of vulnerability (e.g. age/mobility restraints) as the majority of participants supported the ‘moderate’ approach (being 80% of the participatory forum and 68% of storm-affected communities).
- 14.5 Another recommendation was made to differentiate locations and activities based on key identified characteristics and themes that made them potentially more vulnerable in comparison to other locations or activities. The raw feedback provided had a degree of variation due to the way the exercise was designed, however it was clear that there were common themes emerging from the commentary provided for why participants voted for certain locations/activities as being more vulnerable. The use of these key characteristics/themes was regarded as being more beneficial for plan drafting purposes rather than relying on votes on select locations/activities identified during the exercise.

Proposal for individual/household and community risk tolerance thresholds

- 14.6 The primary output for these individual/household and community risk tolerance scenarios was to be able to recommend a single risk category for each of the cells in the two tables. There were two steps that were taken to reach the recommendation presented at the committee workshop:

- The raw feedback for both the individual/household and community scenarios was first collated to identify where there were differences in views. Where there was alignment between the two groups, then the risk category was automatically translated into the recommended matrices.

Proposal for plan change drafting – individual/household

Consequences	Likelihood of event		
	Highly likely	Likely	Less likely
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment	Intolerable	Intolerable	Intolerable
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect	Intolerable		
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect			Acceptable
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect		Acceptable	Acceptable
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners	Acceptable	Acceptable	Acceptable

Same between the two groups

Different between the two groups

Figure 12: Proposal for risk tolerance matrix for consequences and likelihoods individual/household level

Proposal for plan change drafting – community

Consequences	Likelihood of event		
	Highly likely	Likely	Less likely
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment	Intolerable	Intolerable	Intolerable
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect	Intolerable	Intolerable	
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect			
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect	Acceptable	Acceptable	Acceptable
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners	Acceptable	Acceptable	Acceptable

Same between the two groups

Different between the two groups

Figure 13: Proposal for risk tolerance matrix for consequences and likelihoods community level

- Where there was a difference in views either within one group and/or between the two groups, further analysis was undertaken to determine what is recommended to be the risk category for that scenario. The analysis undertaken considered:
 - The proportion of participants who voted for each risk category
 - The commentary and concerns raised during discussions and deliberative process
 - The consequences specified for the scenario

A recommendation was then made on what risk category should be used as a starting point for plan drafting based on individual analysis for each cell. An example of the analysis can be seen in the slide below:

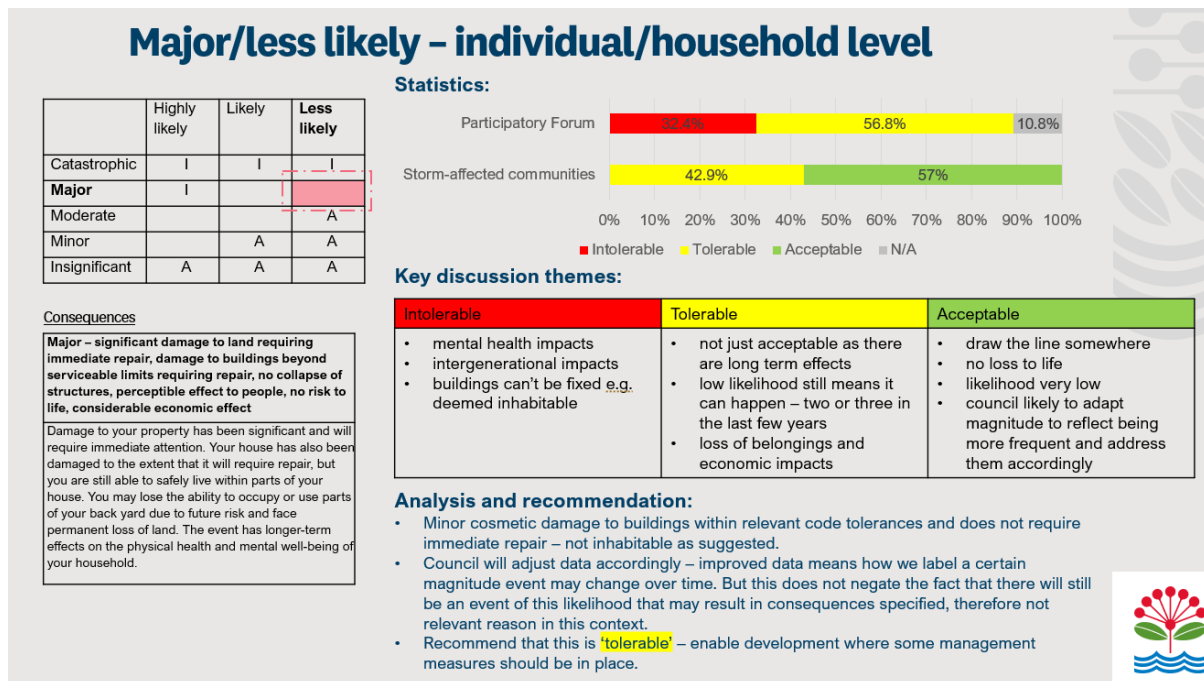


Figure 14: Example of risk categories based on cell analysis individual/household level

Proposal for incorporating hazard-specific feedback

- 14.7 The raw feedback for the hazard-specific scenarios were not collated or synthesised as this data would be used directly to inform the analysis and evaluation during the plan drafting.

Mana whenua and mataawaka engagement outcomes

- 14.8 For related outcomes from consultation and engagement with Māori - mana whenua and mataawaka – see the companion section 32 report for Plan Change 120 - Housing Intensification and Resilience entitled 'MĀORI ENGAGEMENT AND CONSULTATION SUMMARY REPORT (Replacement Plan Change including Intensification (PC78), Natural Hazards and Light Rail Corridor)'.

15. Conclusions

- 15.1 Consultation and engagement activity towards a plan change to the AUP to strengthen management and control of development for natural hazards has been planned and delivered since late 2023, overseen by the Council's Policy and Planning Committee and predecessor.
- 15.2 Engagement has progressed with key institutional stakeholders, storm-affected communities, representatives of communities across Auckland, mana whenua and other Māori entities. Not only did this process engage on issues, options and proposals towards strengthening the AUP for natural hazards, it developed a risk tolerance framework that was critical to the development and confirmation of improvements to the AUP that reflect community tolerance

and perspectives on exposure to risk. This has been a robust, innovative and inclusive exercise within complex constraints.

- 15.3 Risk tolerance became the main focus of engagement after changes in government policy and legislative framework meant that a separate AUP plan change for natural hazards would not be possible. In addition, and as a consequence, it was also not possible in the time available to consult more widely with all Aucklanders in preparation of an integrated plan change soon to be proposed.

Komiti mō te Whakarite Mahere, te Taiao, me ngā Papa Rēhia / Planning, Environment and Parks Committee

OPEN MINUTES

Due to the State of Emergency in effect in Auckland, this meeting was rescheduled from Thursday, 2 February 2023 at 10.00am.

Minutes of a meeting of the Planning, Environment and Parks Committee held in the Reception Lounge, Auckland Town Hall, 301-305 Queen Street, Auckland on Thursday, 9 February 2023 at 1.57pm.

7 Ngā Pakihi Autaia | Extraordinary Business

7.1 Extraordinary Business - Commissioning of work into implications of Auckland Anniversary flooding event on Auckland's land use planning, regulatory, infrastructure and other policy settings

Resolution number PEPCC/2023/4

MOVED by Chairperson R Hills, seconded by Deputy Chairperson A Dalton:

That the Planning, Environment and Parks Committee:

- a) kohuki / consider an extraordinary item “Commissioning of work into implications of Auckland Anniversary flooding event on Auckland’s land use planning, regulatory, infrastructure and other policy settings” at Item 17 – Consideration of Extraordinary Items of this agenda, noting:
 - i) the reason the matter was not on the agenda is because the agenda was compiled prior to the Auckland Anniversary Flooding, and
 - ii) the reason why this matter cannot be delayed until a subsequent meeting is officers need to prepare advice prior to the next meeting of the Planning, Environment and Parks Committee.

CARRIED

Precedence of Business

Resolution number PEPCC/2023/5

MOVED by Mayor W Brown, seconded by Deputy Mayor D Simpson:

That the Planning, Environment and Parks Committee:

- a) whakaae / agree that Item 17 Consideration of Extraordinary Items be accorded precedence at this time.

CARRIED

17 Te Whakaaro ki ngā Take Pūtea e Autaia ana | Consideration of Extraordinary Items

17.1 Consideration of Extraordinary Item - Commissioning of work into implications of Auckland Anniversary flooding event on Auckland's land use planning, regulatory, infrastructure and other policy settings

A document was tabled in support of the item. A copy has been placed on the official minutes and are available on the Auckland Council website as minutes attachment.

Mayor W Brown retired from the meeting at 2.47pm.

Resolution number PEPCC/2023/6

MOVED by Chairperson R Hills, seconded by Deputy Chairperson A Dalton:

That the Planning, Environment and Parks Committee:

- a) **tono / request staff to urgently prepare a scope of work to investigate the regional and localised impacts of flooding, and the implications for land use planning, regulatory, current plan changes to the Auckland Unitary Plan (including Plan Change 78), infrastructure and other policy settings and to agree this scope of work with the Mayor, Chair and Deputy Chair and an Independent Māori Statutory Board member by 17 February 2023**
- b) **tono / request staff to report back to the 2 March 2023 meeting on the agreed scope of work and next steps**
- c) **tono / request a meeting with relevant Ministers of the Crown to discuss central government's role in the medium to longer-term planning response, legislative and funding implications.**

CARRIED

Attachments

- A 2 February 2023, Planning, Environment and Parks Committee, Item 17.1 - Consideration of Extraordinary Item - Commissioning of work into implications of Auckland Anniversary flooding event on Auckland's land use planning, regulatory, infrastructure and other policy settings - report

Komiti mō te Whakarite Mahere, te Taiao, me ngā Papa Rēhia / Planning, Environment and Parks Committee

OPEN MINUTE ITEM ATTACHMENTS

Note: Due to the State of Emergency in effect in Auckland, this meeting was rescheduled from Thursday, 2 February 2023 at 10.00am and was held on Thursday, 9 February 2023 at 1.57pm

17.1 Consideration of Extraordinary Item -

A. 2 February 2023, Planning, Environment and Parks Committee, Item 17.1 -
Consideration of Extraordinary Item - Commissioning of work into implications of Auckland Anniversary flooding event on Auckland's land use planning, regulatory, infrastructure and other policy settings - report

Commissioning of work into implications of Auckland Anniversary flooding event on Auckland's land use planning, regulatory, infrastructure and other policy settings

File No.:

Te take mō te pūrongo Purpose of the report

1. To direct staff to prepare advice on the impacts of the Auckland Anniversary flooding event on Auckland's land use planning, regulatory, infrastructure and other policy settings.

Whakarāpopototanga matua Executive summary

2. The Auckland Anniversary flooding event has had a catastrophic impact on individuals and communities of Tamaki Makaurau. The impacts of the event are not yet fully understood. Council is fully engaged, along with our communities, in the recovery phase of this event.
3. The current focus is, quite rightly, on immediate actions to alleviate the impacts on those affected. However, it is critical to begin work to understand what it means for the medium-long term. This work will enable us to consider any changes to our regulatory, land use, planning, infrastructure and investment settings for the next 2024-2034 Long-term Plan and beyond.
4. We need to balance the need to make short-term decisions now with the importance of taking time to fully understand the science and options in order to make considered policy decisions that will have long-lasting impacts on Auckland's current and future generations.
5. Given that this work is unbudgeted I expect that this work will require additional budget and resources.

Ngā tūtohunga Recommendation/s

That the Planning, Environment and Parks Committee:

- a) tono / request staff to urgently prepare a scope of work to investigate the regional and localised impacts of flooding, and the implications for land use planning, regulatory, current plan changes to the Auckland Unitary Plan (including Plan Change 78), infrastructure and other policy settings and to agree this scope of work with the Chair and Deputy Chair by 17 February 2023.
- b) tono / request staff to report back to the 2 March 2023 meeting on the agreed scope of work and next steps.
- c) tono / request a meeting with relevant Ministers of the Crown to discuss central government's role in the medium to longer-term planning response and funding implications.

Ngā kaihaina Signatories

Mover	Councillor Richard Hills
Seconder	Councillor Angela Dalton

Report back on scope of work: recent flooding impacts, implications and improvements

File No.: CP2023/01887

Te take mō te pūrongo

Purpose of the report

1. To provide the committee with the approved scope of work to investigate flooding impacts, implications and improvements to public policy and infrastructure settings so that Auckland and its communities are more resilient to water related hazards, as requested at its meeting on 9 February 2023.

Whakarāpopototanga matua

Executive summary

2. At its meeting on 9 February 2023 the Planning, Environment and Parks Committee delegated the Mayor, Chair, Deputy Chair, and Independent Māori Statutory Board member to approve a scope of work to:
 - investigate the regional and localised impacts of flooding, and the implications for land use planning, regulatory, current plan changes to the Auckland Unitary Plan (including Plan Change 78), infrastructure and other policy settings'
3. Staff proposed a scope of work to investigate the flooding impacts, implications and improvements to public policy and infrastructure settings so that: Auckland and its communities are more resilient to water related hazards.
4. The scope was prepared as a decision-making document which the delegated group has approved (see Attachment A). The scope is contained at paragraphs 18-65 of Attachment A.
5. The purpose of the scope of work proposed is to undertake a current state and future state assessment based on the committee resolution as follows:
 - *Current state assessment:* investigate the causes and impacts of recent weather events such as flooding, landslides and the implications for public policy and infrastructure settings
 - *Future state assessment:* identify improvements across our public policy and infrastructure settings so that Auckland and its communities are more resilient to water related hazards
6. The scope of work has distinct phases:
 - responsive action
 - evidence and insights
 - design solutions/refine/decide
 - deliver.

7. The responsive actions focus on what can be delivered over the next eight – twelve weeks and include some of the questions the committee raised at the 9 February 2023 meeting. The information and advice provided will be fit for purpose and drive towards early insights that are easily communicated. Independent peer review will strengthen the advice provided.
8. Regular updates, information and advice will be provided to the Planning, Environment and Parks Committee through memo, briefings, presentations, and agenda report when decisions are required.
9. The scope of work will be delivered between March 2023 and June 2024. The timeframes for delivery will vary significantly. Actions that can be implemented quickly will be. All statutory planning and regulatory settings will include required statutory consultation processes.
10. The scope of work will be informed by but does not include the Auckland Civil Defence and Emergency Management Group Auckland Anniversary response. This is the subject of a separate review.

Ngā tūtohunga Recommendation/s

That the Planning, Environment and Parks Committee:

- a) tuhi / note the approved the scope of work to 'investigate the regional and localised impacts of flooding, and the implications for land use planning, regulatory, current plan changes to the Auckland Unitary Plan (including Plan Change 78), infrastructure and other policy settings' as requested at its 9 February 2023 meeting (PEPCC/2023/6), outlined at paragraphs 18-65 of Attachment A of the agenda report.

Ngā tāpirihanga Attachments

No.	Title	Page
A➡	Approved Scope February 2023 - Flooding impacts implications and improvements	

Ngā kaihaina Signatories

Author	Vanessa Blakelock - Executive Officer - Chief Planning Office
Authoriser	Megan Tyler - Chief of Strategy

8 Report back on scope of work: recent flooding impacts, implications and improvements

Note: changes to the original motion, adding new clauses b), c) and d), as a Chair's recommendation.

Cr L Fuli returned to the meeting at 12.13pm.

Mayor W Brown retired from the meeting at 12.50pm.

Cr S Henderson retired from the meeting at 12.51pm.

Deputy Mayor D Simpson retired from the meeting at 12.53pm.

Cr G Sayers returned to the meeting at 1.13pm via electronic link.

Cr G Sayers retired from the meeting at 1.34pm.

Resolution number PEPCC/2023/25

MOVED by Chairperson R Hills, seconded by Mayor W Brown:

That the Planning, Environment and Parks Committee:

- a) **tuhi / note the approved scope of work to 'investigate the regional and localised impacts of flooding, and the implications for land use planning, regulatory, current plan changes to the Auckland Unitary Plan (including Plan Change 78), infrastructure and other policy settings' as requested at its 9 February 2023 meeting ([PEPCC/2023/6](#)), outlined at paragraphs 18-65 of Attachment A of the agenda report**
- b) **tuhi / note that the scope of work includes a review of the Qualifying Matters applied in Plan Changes 78 and 80, including relating to stormwater management and flood-prone areas, on a catchment-by-catchment basis, and land stability**
- c) **tono / request that the Plan Change 78 and 80 Independent Hearings Panels not schedule the consideration of matters relating to natural hazards, stormwater management and infrastructure provision until such time as officers have reported back to the Planning, Environment and Parks Committee on those topics as part of "Phase One: Responsive action and advice" so that Council can provide their position on these matters**
- d) **tono / request that the Minister grant an extension of time to the public notification of council's decisions on the Independent Hearings Panel's recommendations on Plan Changes 78 to enable the council to provide, and the Independent Hearings Panel to consider, additional essential information as referred to in clause c) above.**

CARRIED

Accelerating a Resilient Tāmaki Makaurau/Auckland - Strengthening the management of natural hazard risks through the Auckland Unitary Plan

File No.: CP2023/07668

Te take mō te pūrongo Purpose of the report

1. To provide an outline of the on-going review of the management of natural hazard risk under the current planning framework (including the Auckland Unitary Plan), and to seek endorsement for the preparation of changes to strengthen the Auckland Unitary Plan by addressing any issues or gaps currently known or identified through the review.

Whakarāpopototanga matua Executive summary

2. A scope of works to investigate recent flooding impacts, implications, and improvements was approved by a delegated group of the Planning, Environment and Parks Committee, and noted at the 2 March 2023 committee meeting. This scope of work is being addressed as part of the Accelerating a Resilient Tāmaki Makaurau/Auckland work programme, which is being reported on as a separate agenda item for this meeting. This report focuses on strengthening the Auckland Unitary Plan (AUP) as one of the regulatory responses.
3. There has been on-going work occurring in relation to natural hazard risk management under the AUP. The s35 monitoring report on Chapter B10.2 Natural hazards and climate change of the Regional Policy Statement and the intended content of a coastal hazards plan change provide a solid base for identifying what changes are required to strengthen the AUP.
4. Council's understanding of what changes are required will be enhanced by the analysis of the information available from the latest weather events. This work is currently underway and involves a co-ordinated and collaborative approach across different council departments. The investigation focuses on both the current regulatory and non-regulatory settings to determine where the gaps may be and how improvements can be made.
5. Based on the key findings of the s35 monitoring report on natural hazards, the latest information and guidance on natural hazard risk, and the preliminary information uncovered to date from the recent weather events, it has been identified that there are gaps within the AUP that will need to be addressed through a plan change. However, changes to the Regional Policy Statement are not considered to be required at this stage, and this will be investigated further as part of a future AUP comprehensive plan review process.
6. The exact nature and scale of changes required will not be clear until the detailed analysis has been further advanced. Once the analysis work is completed, this will shape the next stage of work, which will involve determining and evaluating what this means for the current planning framework, being the progression of a changes to the

AUP as well as improvements to the broader policy settings of council. The preparation of the plan change will need to consider the various options available to amend the AUP itself (e.g. use of zoning or additional provisions) as well as other methods (e.g. undertaking staff training and providing more practice notes).

7. Striking the right balance of provisions within the AUP relative to broader policy will benefit from well planned community and stakeholder engagement as well as close political guidance, particularly given the community and mana whenua interest in this matter. It is anticipated that detailed workshopping will be required with the committee.
8. Further plan change updates will be provided to the Planning, Environment and Parks Committee on the nature of the recommended changes to the AUP and the processes by which they can be achieved.

Ngā tūtohunga Recommendation/s

That the Planning, Environment and Parks Committee:

- a) tuhi ā-taipitopito / note the work carried out to date and the additional work that will need to be undertaken to understand the impacts of the recent weather events and what changes may be required to the current planning framework.
- b) ohia / endorse the preparation of changes to the Auckland Unitary Plan to strengthen the management of risk from natural hazards, which may include but not be limited to:
 - i) downzoning;
 - ii) activity status for resource consents;
 - iii) new standards and/or rules;
 - iv) objectives and policies;
 - v) intensify development of well-connected lower-risk areas;
- c) tuhi ā-taipitopito / note that the Committee will be asked to provide direction on the nature and extent of the changes to the Auckland Unitary Plan in order to complete the changes for final reporting
- d) request staff prepare an engagement plan in collaboration with the Recovery Office to be agreed by the Chair and Deputy Chair of the Planning, Environment and Parks Committee and a member of the Independent Māori Statutory Board.

Horopaki Context

9. On 9 February 2023, the Planning, Environment and Parks Committee passed a resolution for staff to prepare a scope of works to investigate the regional and localised impacts of flooding, and the implications for land use planning, regulatory, current plan changes to the Auckland Unitary Plan (including Plan Change 78), infrastructure and other policy settings ([PEPCC/2023/6](#)).
10. A scope of works to investigate recent flooding impacts, implications, and improvements was approved by a delegated group of the Planning, Environment and Parks Committee, and noted at the 2 March 2023 committee meeting ([PEPCC/2023/25](#)).
11. The approved scope of works sets out eight responsive actions that were to be delivered within the following eight to twelve weeks. A memo was sent to the Planning, Environment and Parks Committee on 31 May 2023, which provided a report back on two of the responsive actions set out in the approved scope of works in relation to the

review of council's approach to Plan Change 78 and the review of the scope of the coastal hazards plan change.

12. The approved scope of works also sets out a set of actions that relate to investigating the causes and impacts of recent weather events and the implications for public policy and infrastructure settings. Actions include identifying how the current planning framework is positioned to manage the impact of natural hazards in the future and how the current regulatory settings, particularly land use planning in the Auckland Unitary Plan (AUP), can be future proofed in light of lessons from the recent weather events.
13. The actions within the approved scope of works are being undertaken as part of the Accelerating a Resilient Tāmaki-Makaurau/Auckland work programme. The progress with this wider work is being reported on as a separate agenda item for this meeting. This report focuses on strengthening the AUP as one of the regulatory responses.

Tātaritanga me ngā tohutohu

Analysis and advice

Section 35 monitoring of the Auckland Unitary Plan

14. Work in relation to investigating the performance of natural hazard risk management under the AUP had begun prior to the recent weather events as part of council's wider monitoring programme to fulfil the requirements under section 35 of the Resource Management Act 1991 (RMA). The purpose of this programme is to understand the effectiveness and efficiency of the AUP in achieving the outcomes sought in the Regional Policy Statement (RPS) chapter and to provide a basis for taking appropriate action where necessary to address any issues or gaps identified. The findings and recommendations from these reports sought to provide a starting point for the full AUP plan review process and to identify any matters that may need to be addressed before that time through plan changes to the AUP.
15. The s35 report assessing the effectiveness and efficiency of the AUP in achieving the outcomes sought under Chapter B10.2 Natural hazards and climate change of the RPS began in 2020. Information and data from between November 2016 and November 2021 informed the content of this review. The report is currently in its final draft and is expected to be published soon.
16. There were several significant challenges with undertaking this monitoring review:
 - Modelling and data on natural hazard risk are constantly being updated over time. As the natural hazard provisions in the AUP were based on the best information available at the time the plan was prepared, the review focuses on assessing the provisions in that context rather than assessing against new information that has become available since.
 - The AUP has only been operative for five years whereas the provisions in the AUP seek to manage natural hazard risk over a 100-year period. As such, the review focuses on drawing conclusions relating to potential issues in achieving these outcomes based on the implementation of the AUP provisions since its inception.
 - The availability, quality, and accuracy of the information available to inform the review were sometimes limited and often required additional work that was beyond the capacity of the resourcing available. It is also noted that most of the monitoring work was undertaken in 2020 and 2021, with staff having been impacted by Covid and/or new work priorities having arisen (such as the National Policy Statement on Urban Development).
17. Despite the challenges identified above, the s35 report does provide a broad canvas of the key observations, trends and feedback gathered from the various data sources

and provides recommendations on what the next steps might be to understand the extent of the highlighted issues and to address the potential gaps identified. These key findings provide a solid basis to initiate further investigations and analysis as outlined in the approved scope of works.

Coastal hazards plan change

18. The provisions in the AUP were formulated based on the best technical information available at the time of its development. Since then, there has been improved scientific knowledge on natural hazard risk, particularly in relation to the effects of climate change.
19. A report was commissioned by council to provide a more up-to-date assessment of the areas of Auckland's coastline that are susceptible to coastal instability and erosion. This report was published in February 2021, with associated mapping published in May 2021. It was identified with the release of this updated information that changes were required to the AUP to align the plan provisions with the new mapping.
20. The Ministry for the Environment also released its interim guidance on the use of new sea-level rise projections in August 2022. This guidance recommended using sea-level rise projections that are beyond the extent currently accommodated for within the AUP. As such, it was also identified that the AUP provisions would also need to be updated to reflect the new sea-level rise projections.
21. A plan change addressing coastal hazards was being formulated to address both matters and was in its early stages of development when the recent weather events occurred. The intended content of this plan change also provides a starting base for identifying what changes are required to strengthen the AUP.

Review of the current planning framework on natural hazard risk management

22. The latest weather events resulted in a plethora of data and information that will assist with understanding the nature of any changes that are required to the current planning framework. The data and information can also help verify the extent and severity of the potential gaps within the AUP raised in the s35 monitoring report.
23. Datasets from the latest weather events, as well as information on natural hazards and on development in the Auckland region since the AUP has been operative, are currently being collated to enable detailed analysis to take place. Other council departments are also undertaking co-ordinated work in this space (such as the Making Space for Water programme) and will contribute to this analysis. The investigation focuses on both the current regulatory and non-regulatory settings to determine where the gaps may be and what changes are required.
24. Key questions being investigated as part of this analysis include:
 - what is the type of risk that the planning framework should focus on? What is the respective focus between risks to people, property and the environment?
 - do the current regulations reflect the correct settings to manage risk safely and economically? Should the provisions and policy settings consider lesser or greater events than currently accounted for? Should the framework incorporate dynamic risk assessments?
 - has the AUP been effective at managing natural hazard risk?
 - what non-regulatory and other legislative settings may have had an impact on what transpired because of the latest weather events, and are other requirements (e.g. the Building Code) impacting on the ability for natural hazard risk to be managed as intended?

25. Based on the key findings of the s35 monitoring report, the latest information and guidance on natural hazard risk, and the preliminary information uncovered to date from the recent weather events, there are gaps within the AUP. However, it is important to note that the exact nature and scale of the necessary changes to the AUP will not be clear until the further detailed analysis has been undertaken.

Direction under the Regional Policy Statement

26. Chapter B10.2 Natural hazards and climate change within the Regional Policy Statement (RPS) provides the broad direction and framework for the management of natural hazard risk within the Auckland region. The objectives seek to ensure that:
- communities are more resilient to natural hazards and the effects of climate change.
 - risks to people, property, infrastructure and the environment from natural hazards are not increased in existing developed areas.
 - new subdivision, use and development avoid the creation of new risks to people, property and infrastructure.
 - the effects of climate change on natural hazards are recognised and provided for
 - the functions of natural systems, including floodplains and overland flow paths are protected and maintained.
27. The outcomes sought under the RPS are appropriate given the current legislative settings and do not require any further amendments at this stage. The evaluation and analysis of the data and information available will focus on determining what changes are required to ensure that the AUP is more aligned and effective at achieving these outcomes.
28. Any changes required to the RPS will preferably be investigated as part of the AUP plan review process and would also be dependent on any upcoming central government policy or legislation changes.

Context of the AUP within council's broader policy programme

29. There are many factors that influence the ability for natural hazard risk to be appropriately managed, with the provisions of the AUP only being one of the many. Other aspects, such as the requirements set out under the Building Act 2004 and Building Code, council's capacity to undertake compliance and monitoring, and council's infrastructure plans and strategies, also play vital roles. The review of the broader policy programme is being carried out as part of the Accelerating a Resilient Tāmaki-Makaurau/Auckland (as noted in the separate agenda item) and being investigated by the Recovery Office. It is within this context that the ability for the AUP provisions to influence natural hazard risk management outcomes needs to be considered.

Future planning response

30. As outlined above, it is not possible at this stage to determine the specific changes or improvements that are required to the AUP. Lessons learnt from the recent weather events will be able to be identified over the coming months once the required analysis work is completed. This information will then shape the next stage of work, which will involve determining and evaluating what this means for the current planning framework, being the progression of changes to the AUP as well as improvements to the broader policy settings of council.
31. There are a range of potential options that could be adopted to strengthen the AUP's ability to manage natural hazard risk associated with new development more effectively. These may include, and are not limited to, the use of zoning, changes to activity status for resource consents, new standards and/or rules, and strengthened

objectives and policies. Options also include improvements that do not require any changes to the plan itself (e.g. additional practice notes and staff training) and the use of non-regulatory methods.

32. It is also noted that as overall development potential may be reduced through these changes, the future plan change would also need to include consideration of whether additional development should be accommodated in well-connected lower-risk areas. This will ensure alignment with the intent of the National Policy Statement on Urban Development as well as other council plans and strategies.
33. Striking the right balance of provisions within the AUP relative to broader policy will benefit from well planned community and stakeholder engagement as well as close political guidance. It is anticipated that detailed workshopping will be required with the committee.
34. Further update reports will be provided to the Planning, Environment and Parks Committee on the nature of the recommended changes to the AUP.

Tauākī whakaaweawe āhuarangi **Climate impact statement**

35. The overall purpose of undertaking this work is to strengthen the Auckland Unitary Plan so that the extent to which our communities are exposed to, and affected by, natural hazard risk is reduced. This supports the council's commitments to ensuring Auckland is more resilient and adaptable to the impacts of climate change and aligns with the outcomes sought in the Auckland Plan 2050 and the Te Tāruke-ā-Tāwhiri: Auckland's Climate Plan. This matter will be discussed in detail in a subsequent report to the Planning, Environment and Parks Committee.

Ngā whakaaweawe me ngā tirohanga a te rōpū Kaunihera **Council group impacts and views**

36. Collaboration from across the council group will be required to analyse the data and information available and to determine what changes are required to the Auckland Unitary Plan. The Chief Planning Office will continue to work closely with different departments across council and CCOs, including Healthy Waters, Resilient Lands and Coasts, Regulatory Services, Civil Defence and Emergency Management, and the Recovery Office.

Ngā whakaaweawe ā-rohe me ngā tirohanga a te poari ā-rohe **Local impacts and local board views**

37. Auckland's coastal environment, topography and pattern of development means that there are many areas in the region that are at risk of being affected by natural hazards. Changes to the Auckland Unitary Plan to strengthen how risk from natural hazards are managed will therefore affect most local boards and many communities in both rural and urban Auckland.
38. Communities and local boards have shown significant interest in council's response to the recent weather events. Given the significant interest on this topic, engagement with local boards, Aucklanders and key stakeholders will be essential as part of the development of any changes to the AUP. An engagement plan will be developed following the endorsement of this work.

Tauākī whakaaweawe Māori **Māori impact statement**

39. Auckland Council has obligations under Te Tiriti o Waitangi and its Significance and Engagement Policy to take special consideration when engaging with Māori to enable Māori participation in council decision making to promote Māori well-being.
40. Auckland's coastal environment and topography means that natural hazard risk is present across many parts of the region. The widespread nature of natural hazard risk means that any changes to the AUP has the potential to affect Māori both negatively and positively. This includes with respect to culturally significant sites and landscapes, Treaty Settlement redress land, the urban form as it reflects mātauranga Māori, and Māori facilities where customs and traditions are observed (such as marae). In particular, marae and their associated urupā have been established in locations which are now facing an increasing threat from natural hazards including sea level rise.
41. At this stage of the process, mana whenua and mataawaka have not yet been involved. However, previous engagement with mana whenua for the National Policy Statement on Urban Development has indicated particular interest in the management of stormwater and the reduction in intensification and development in areas subject to natural hazard risk.
42. Staff will work with mana whenua to develop the engagement plan and will consider how to best engage with mataawaka.

Ngā ritenga ā-pūtea

Financial implications

43. The preparation of changes to the AUP is not anticipated to have any direct immediate financial impacts due to the use of existing budget and re-prioritisation of work. In particular, as a result of the one-year extension given by the Minister for the Environment for decision-making on Proposed Plan Change 78 – Intensification, a number of staff who were working on that plan change have been/will be able to progress the work on natural hazards.

Ngā raru tūpono me ngā whakamaurutanga

Risks and mitigations

44. There are significant risks to council associated with not addressing any known or identified gaps in the AUP. For example, there may be an increased risk to people and property due to additional development being established in areas currently not managed by the AUP or due to new development being managed by provisions that may not be as effective in mitigating or avoiding risk as intended. There is also risk to council in relation to its duty of care in hazard management, as council will have more up-to-date information on natural hazard risk and has not acted on it within the RMA processes. The work outlined in this report seeks to address these risks as a high priority.
45. There are also risks associated with the preparation of changes to the AUP. Key risks include:
 - the introduction of new policy and legislation, or changes to existing policy and legislation, by central government.
 - uncertainty regarding uptake, process, and initiatives for central government's property risk categorisation framework, as implemented through the Making Space for Water programme.
 - insufficient time and/or resources to gather sufficient evidence.
 - insufficient time and/or resources to undertake effective engagement with the public and mana whenua.
 - uncertainty regarding the decisions on Proposed Plan Change 78 - Intensification

46. The nature of these risks means that they cannot be fully addressed at this stage. They will be carefully considered and discussed further with the Planning, Environment and Parks Committee during workshops and future reports.

Ngā koringa ā-muri

Next steps

47. Once endorsed by the committee, staff will progress with the analysis and evaluation to formulate the necessary changes to the AUP and prepare the supporting documentation. Staff will run workshops, and report back to the Planning, Environment and Parks Committee with updates and for approval to notify the changes.
48. As discussed in a memo provided to the Planning, Environment and Parks Committee on 31 May 2023, based on the current legislative settings, the full suite of likely changes to the AUP will not be able to be publicly notified before decisions are made on Proposed Plan Change 78 – Intensification. However, staff are continuing active discussions with officials from the Ministry for the Environment with the aim of achieving a simpler, more streamlined process.

Ngā tāpirihanga

Attachments

There are no attachments for this report.

Ngā kaihaina

Signatories

Author	Tian Liu - Policy Planner
Authorisers	John Duguid - General Manager - Plans and Places Megan Tyler - Chief of Strategy

10 Accelerating a Resilient Tāmaki Makaurau/Auckland - Strengthening the management of natural hazard risks through the Auckland Unitary Plan

A PowerPoint presentation was given. A copy has been placed on the official minutes and is available on the Auckland Council website as a minutes attachment.

Cr D Newman left the meeting at 3.17pm.

Cr S Stewart joined the meeting via electronic attendance at 3.19pm.

Cr D Newman joined the meeting via electronic attendance at 3.52pm.

Resolution number PEPCC/2023/82

MOVED by Chairperson R Hills, seconded by Deputy Chairperson A Dalton:

That the Planning, Environment and Parks Committee:

- a) **tuhi ā-taipitopito / note the work carried out to date and the additional work that will need to be undertaken to understand the impacts of the recent weather events and what changes may be required to the current planning framework.**
- b) **ohia / endorse the preparation of changes to the Auckland Unitary Plan to strengthen the management of risk from natural hazards, which may include but not be limited to:**
 - i) **downzoning;**
 - ii) **activity status for resource consents;**
 - iii) **new standards and/or rules;**
 - iv) **objectives and policies;**
 - v) **intensify development of well-connected lower-risk areas;**
- c) **tuhi ā-taipitopito / note that the Committee will be asked to provide direction on the nature and extent of the changes to the Auckland Unitary Plan in order to complete the changes for final reporting**
- d) **tono / request staff prepare an engagement plan in collaboration with the Recovery Office to be agreed by the Chair and Deputy Chair of the Planning, Environment and Parks Committee and a member of the Independent Māori Statutory Board.**

CARRIED

Planning, Environment and Parks Committee Workshop (30 August 2023)

Strengthening the Auckland Unitary Plan

August 2023

Plan Change 120: Housing Intensification and Resilience Section 32

CONFIDENTIAL



Engagement proposals



He aha te mea nui o te ao? He tangata, he tangata, he tangata

What is the most important thing in the world? It is people, it is people, it is people.

Natural Hazards Plan Change - Engagement proposals

Outline of presentation

- Planning, Environment and Parks Committee 29 June 2023 resolution
- Engagement objectives and IAP2 Spectrum of engagement
- Connections to other programmes – Tāmaki Makaurau Recovery Plan, Making Space for Water, Plan Change 78 evidence and possible ALR variation
- Three options for engagement on a plan change
- Review and decision points along the way
- Engagement with Māori

Natural Hazards Plan Change - Engagement objectives

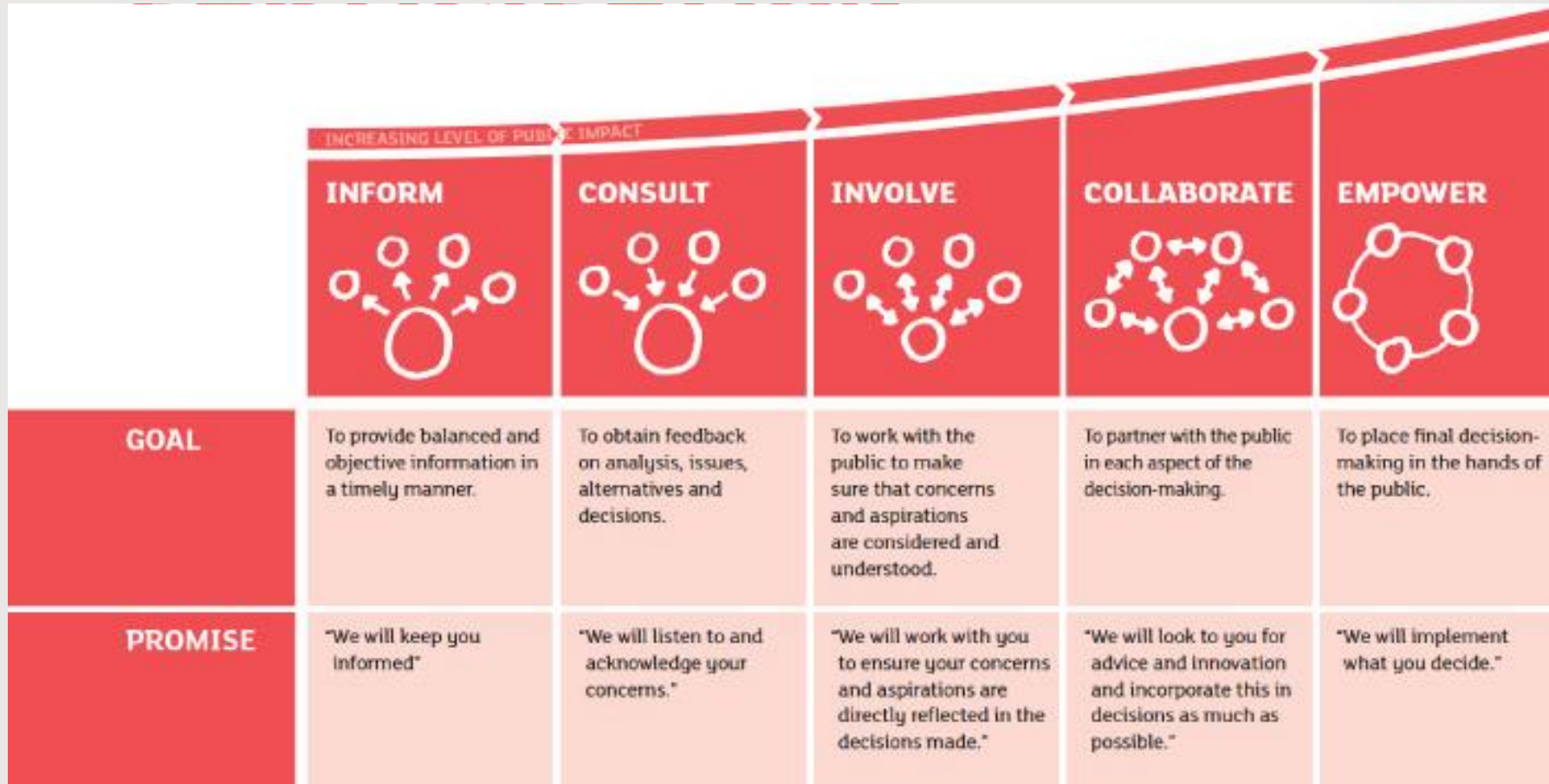
Planning, Environment and Parks Committee 29 June 2023 resolution:

“d) request staff prepare an engagement plan in collaboration with the Recovery Office to be agreed by the Chair and Deputy Chair of the Planning, Environment and Parks Committee and a member of the Independent Māori Statutory Board.”

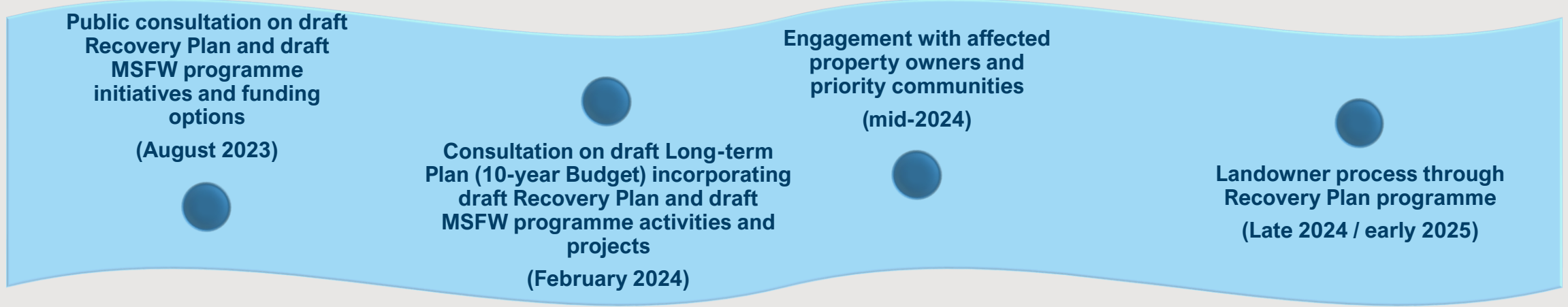
Engagement objectives

- Engage with communities and key stakeholders to inform the development of the plan change
- Enable relationship building and collaboration with communities and stakeholders
- Inclusively engage Aucklanders by encouraging participation from diverse communities
- Reflect and apply the IAP2 framework in the engagement steps and processes
- Early, meaningful, relationship-based engagement with mana whenua and mataawaka
- Follow the requirements of RMA Schedule 1 processes for notification of plan change

Community engagement



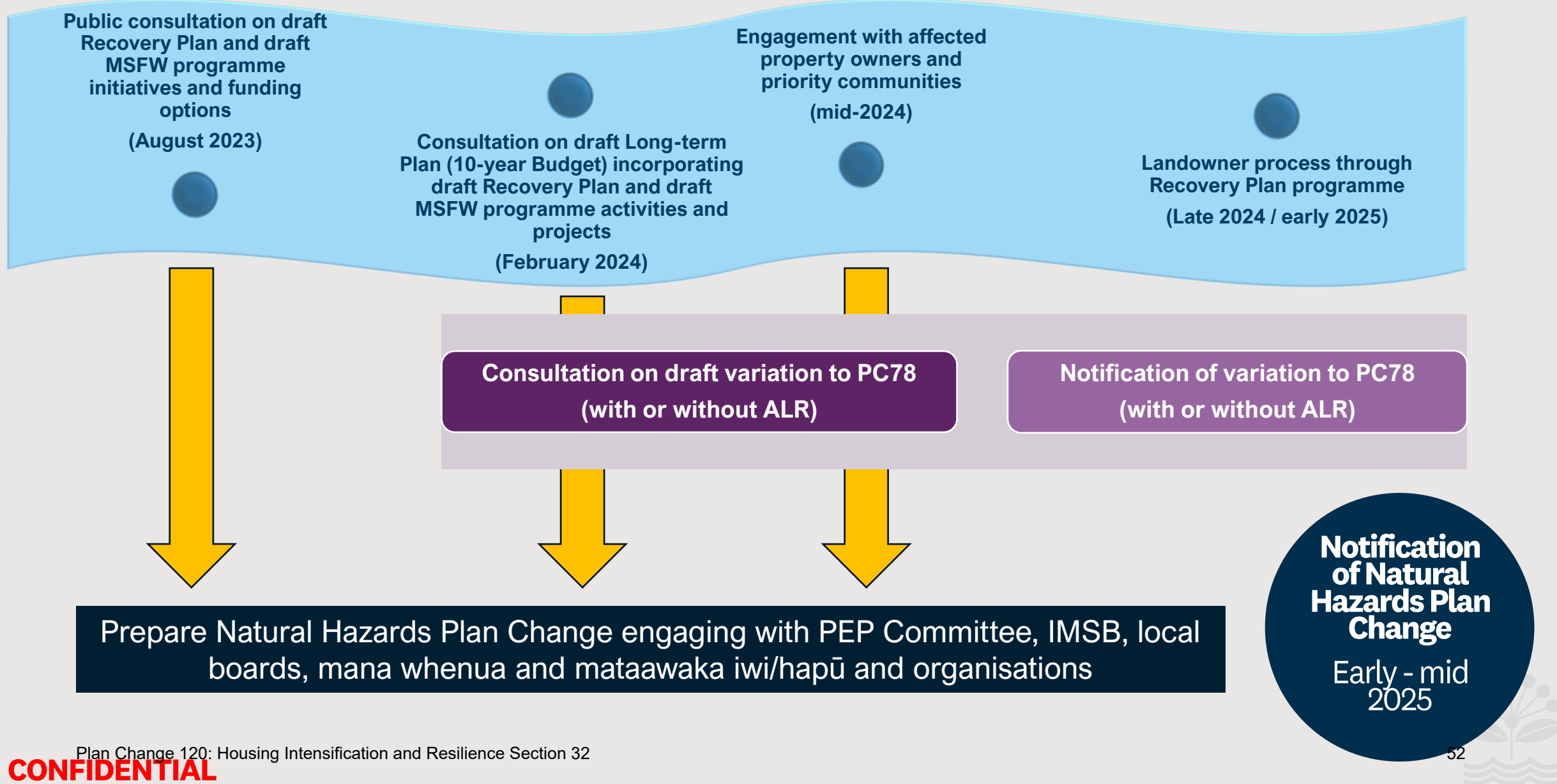
Engagement – Recovery Plan and Making Space for Water



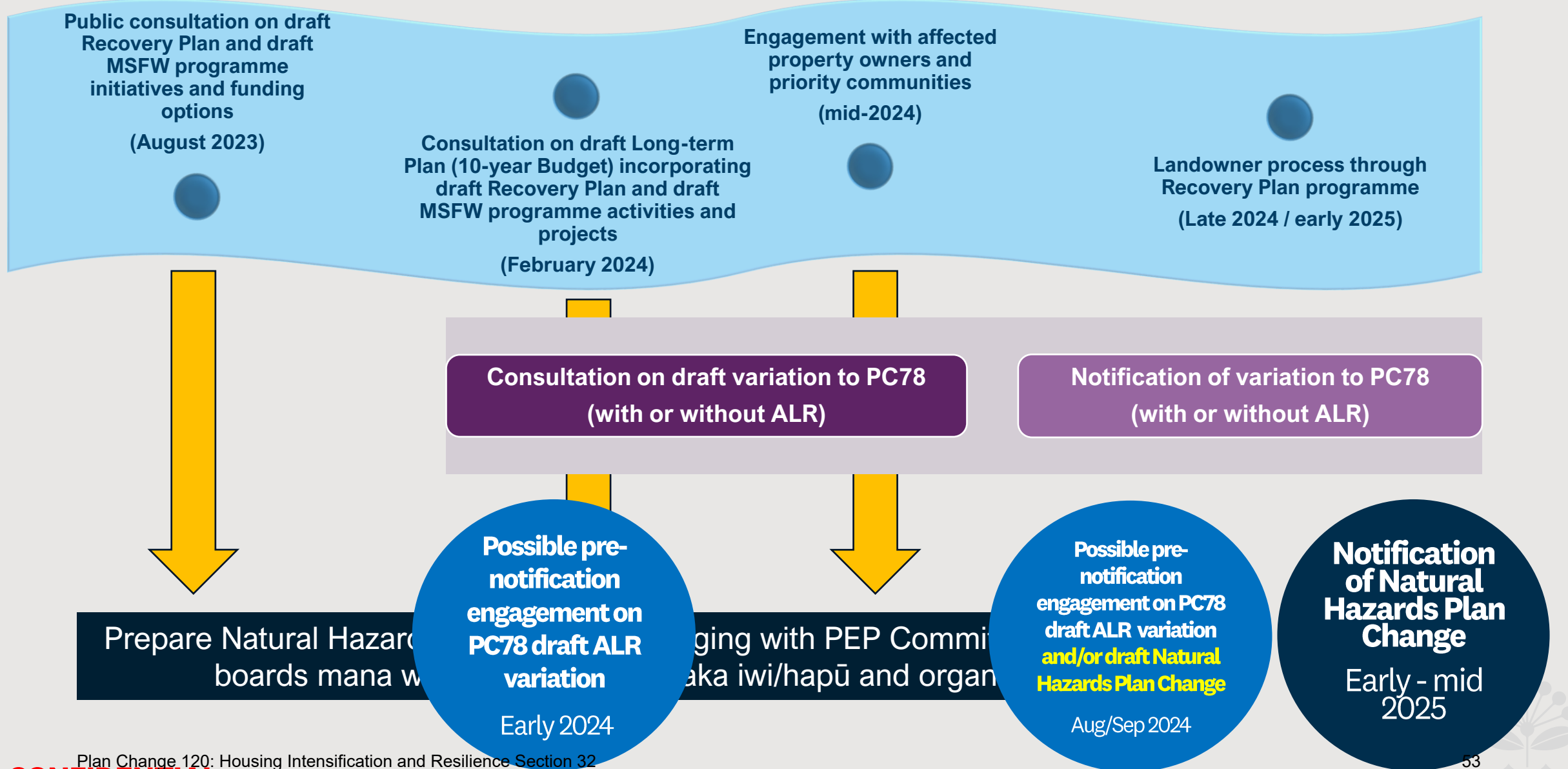
Engagement – Plan Change 78/Auckland Light Rail Corridor?



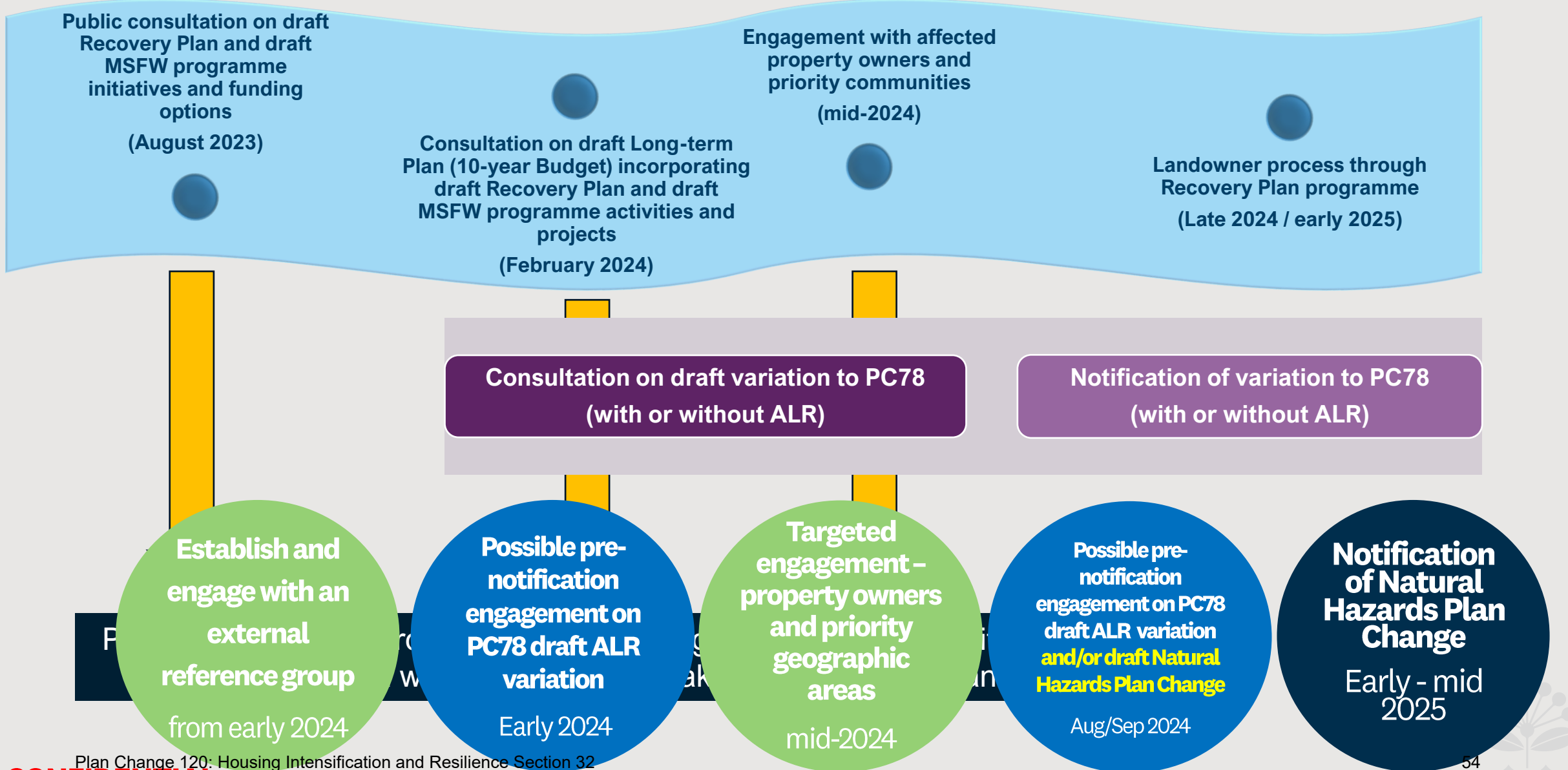
'Basic' Schedule 1 engagement – Natural Hazards Plan Change



'Standard' council engagement – Natural Hazards Plan Change



'Enhanced' engagement – Natural Hazards Plan Change



Observations and issues and with engagement options

‘Basic’ approach

- Does not follow accepted good practice e.g. pre-notification engagement.
- Internal council elected member input without external input.

‘Standard’ approach

- Follows accepted practice with council-initiated plan changes.
- Does not include expert or targeted group/area engagement.

‘Enhanced’ approach

- Includes expert, representative sector and targeted group/area input.
- Best integrates with Recovery Plan targeted engagement.
- Reference group to be planned, communicated and carefully run.

Review points along the way..

- Direction of PC78 and ALR variation post-election
- Long-term Plan 2024-2034 approved in June 2024
- NPS on Natural Hazards discussion document 2023 into NPS 2024

Workshops and reporting to the committee will occur when review point items come forward, with implications identified and options presented for decision

Māori Engagement

- Strategic direction provided by the Kia Ora Tāmaki Makaurau
- Engagement is early, meaningful and in accordance with tikanga Māori, following established process for PC78
- Collaborative working with related Council projects across mana whenua, mataawaka, individual marae, and Māori representative organisations
- Share knowledge internally and externally and be proactive in suggesting solutions
- Manaaki (support) with space and technical support available for Māori to meaningfully contribute

Questions and feedback



Natural Hazards Plan Change to the Auckland Unitary Plan - Project Engagement Plan

Department: Plans and Places

Document Status	Author(s)	Signed off by	Date	Reviewed by
First draft	Ross Moffatt	N/A	21/09/2023	Project team (PR, LL, TL, MG), Ashley McIntyre (CEU)
Second draft	Ross Moffatt	N/A	03/10/2023	Recovery Office (DS, DO, KW)
Final draft (this version)	Ross Moffatt	N/A	19/10/2023	Project director (PR)
Agreed plan	Ross Moffatt	Chair and Deputy Chair PEP Committee and IMSB Member Ashby	02/11/2023	

1. Introduction

This plan specifies the proposed overall approach to public and stakeholder engagement on proposals for improvements to the Auckland Unitary Plan (AUP) arising from section 35 AUP monitoring and from investigations and analysis out of the January/February 2023 flooding events. The project is known as the Natural Hazards Plan Change (NHPC). This plan sits alongside the NHPC Māori engagement plan.

This engagement also will assist the preparation of a projected variation to Plan Change 78 - Intensification (PC78) being the council's Intensification Planning Instrument (IPI) applying to the Auckland Light Rail (ALR) corridor projected to be notified in 2024. The main NHPC is planned for notification in 2025.

Engagement will be planned and undertaken with reference and alignment (and integration where possible) with related 'Accelerating a Resilient Tāmaki Makaurau Auckland' programmes including the Tāmaki Makaurau Recovery Plan (TMRP) and the Making Space for Water (MSFW) programme. The programme will also need to track and consider central government initiatives such as the proposed National Policy Statement on Natural Hazard Decision Making (NPS-NHD).

2. Context

This engagement plan is an adjunct to the overall project plan 'Strengthening the AUP in relation to natural hazards' July 2023. The background, scope, description, delivery stages and timeframes, governance arrangements, risks and resourcing for the project are described in the project plan.

This engagement plan is also an adjunct, and partners with the NHPC Māori engagement plan, a separate but integrated document with this project engagement plan.

As noted in the project plan, changes to the AUP are likely to impact many communities across both rural and urban Auckland. The public, local boards and mana whenua have already indicated strong interest in council's response to the January/February 2023 weather events. As such, it is essential that appropriate engagement is undertaken with both internal and external stakeholders on this matter.

The presence of PC78 and the potential ALR corridor variation, as well as engagement and consultation for other council and central government initiatives, adds layers of complexity to the engagement and consultation process and the need for good integration with these other initiatives.

3. Background

As noted in the overall project plan the council's Planning, Environment and Parks (PEP) Committee passed a resolution on 9 February 2023 (PEPCC/2023/6) for staff to prepare a scope of works to investigate the regional and localised impacts of flooding, and the implications for land use planning, regulatory, current plan changes to the AUP (notably PC 78), infrastructure and other policy settings. A scope of works to investigate impacts, implications and improvements was then approved by a delegated group of the PEP Committee and noted at the 2 March 2023 committee meeting (PEPCC/2023/25).

Strengthening the AUP has been identified as a key opportunity to improve the current regulatory and non-regulatory settings in relation to the management of natural hazard risk. The PEP Committee passed a resolution to endorse the preparation of changes to strengthen the AUP on 29 June 2023 (PEPCC/2023/82). This forms the basis of this project.

The plan change is also related to the ongoing PC78 process, where a one-year extension to March 2025 was granted by the Minister for the Environment to the hearing programme being delivered by the Independent Hearings Panel (IHP) to enable learnings and more appropriate provisions to be considered in the relevant hearing topics. A variation to PC78 is projected to be required to identify land-use and development control proposals in the ALR corridor, which can include changes arising from analysis and engagement on natural hazards proposals earlier than the main NHPC process.

In terms of engagement and consultation on the variation and plan change the PEP Committee 29 June 2023 made the following resolution:

“d) request staff prepare an engagement plan in collaboration with the Recovery Office to be agreed by the Chair and Deputy Chair of the Planning, Environment and Parks Committee and a member of the Independent Māori Statutory Board.”

Following this a presentation to a PEP Committee workshop on 30 August 2023 set out the objectives of engagement and went through three main overall engagement options or approaches for the development of the NHPC, that build upon each other should they be selected – a 'basic' option one that follows the RMA Schedule 1 plan change requirements only, a 'standard' option that includes pre-notification engagement on a draft plan change or variation, and an 'enhanced' option that goes beyond the standard approach by including an external reference group and targeted engagement in flooding-affected areas before notification.

The PEP Committee indicated a strong preference for an 'enhanced' approach to engagement on these matters, noting the need to deliver what is possible within the known variation and plan change time constraints. This included acknowledgement of an allocation of budget to successfully deliver the engagement plan.

There will also be opportunities in an enhanced approach to connect with other engagement proceeding under other related processes such as the TMRP and MSFW programmes. Nonetheless in an enhanced approach we will seek to align and integrate engagement where possible with these other programmes.

Further activities in an enhanced approach will need to be identified in discussion with the above other related processes.

4. Principles for engagement

Every Auckland Council engagement project needs to adhere to council's Significance and Engagement Policy. It outlines our legal, policy and moral obligations when engaging with Aucklanders, based on the following key engagement principles.

As defined by the Significance and Engagement Policy (as directed by section 82 and 82A of the Local Government Act), Auckland Council will:

- Identify people who will be affected by or have an interest in the decision
- Provide them with reasonable access to relevant information about the process and decision in an appropriate format
- Encourage people to give their views
- Give people reasonable opportunity to give their views in an appropriate way
- Listen to, and consider those views, with an open mind
- After the decision, provide access to the decision and any other relevant material
- Prepare and make available:
 - A description of what we want to do and why
 - An analysis of the practical options (with advantages and disadvantages)
 - A draft of (or details of changes to) the policy or relevant document

5. IAP2 Engagement Spectrum

The International Association of Public Participation (IAP2) provides a framework and tools for undertaking appropriate and successful public engagement.

The framework requires the selection of the most suitable level of engagement on a spectrum from providing information (one-way) through to full empowerment of community or group in decision-making. See Figure 1 below for a description of the five spectrum components and the related goals, responsibilities and roles for community. From left to right on this spectrum the community have increasing influence, and decision makers relinquish increasing amounts of decision-making power.

We will identify the IAP2 spectrum approach of public participation for each stage and reflect that within detailed engagement plans where needed for these stages. See the engagement

plan activity table at section 14 of this plan for the corresponding IAP2 spectrum approach for different stages of the overall engagement plan.

	Inform	Consult	Involve	Collaborate	Empower
Public Participation Goal	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives opportunities and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision including the development of alternatives and the identification of the preferred solution.	To place final decision making in the hands of the public.
Council's Promise	We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision. We will seek your feedback on drafts and proposals.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will work together with you to formulate solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.
Role of the Community	<i>Listen</i>	<i>Contribute</i>	<i>Participate</i>	<i>Partner</i>	<i>Decide</i>

Figure 1: IAP2 spectrum of public engagement

6. Purpose of Engagement

This engagement, and consultation when appropriate in terms of the activity plan, offers an opportunity for iwi, stakeholders and Aucklanders to have their views heard and their expertise shared, to be considered and incorporated where possible when the council drafts, notifies and makes decisions on a variation and plan change for how natural hazards are addressed, managed and mitigated in the AUP.

7. Engagement goals and objectives

As noted in the overall NHPC project plan, the key goals of this engagement plan are to:

- Set out a robust timeline and process for both internal and external engagement, both in relation to PC78 and the separate natural hazards plan change
- Enable alignment and corroboration with public consultation for other council and central government initiatives, where appropriate
- Establish a framework for clear and consistent messaging to stakeholders about the different components of this project and the scope of feedback sought under each tranche of the project
- Establish a framework to identify the most appropriate and effective ways to engage with mana whenua

The objectives for the engagement on the NHPC are:

- Engage with communities and key stakeholders in explaining the context, issues and options, and to inform the development of the plan change.
- Enable relationship building and collaboration with communities and stakeholders where possible and in coordination with the Recovery Office, particularly those affected by natural hazards events and risk.

- Inclusively engage Aucklanders by encouraging participation from diverse communities and offering a range of opportunities and channels to provide feedback.
- Reflect and apply the IAP2 Framework in the engagement steps and processes to ensure level of participation and impact of involvement is clear and appropriate.
- Early, meaningful, relationship-based engagement with mana whenua, mataawaka, and other representative organisations for Māori within Tāmaki Makaurau.
- Engagement that provides sufficient clarity on how this project aligns with the various inter-related projects across Council and enables iwi and hapū to respond.
- Follow the requirements of RMA Schedule 1 processes for preparation and notification of the plan change, particularly once notified – submissions and hearings process leading to decisions.

8. Engagement approach and timeframes

The overall approach to engagement on the projected PC78 ALR corridor variation and the NHPC itself is as follows.

The approach reflects and integrates with key engagement steps for the TMRP and MSFW programmes from August 2023 through to early 2025. These are covered in the plan documents for these programmes. The activities will be investigated for potential NHPC involvement or inclusion, and the outputs will be considered into the NHPC – see Figure 2 below for the key stages in the blue wavy bar and the relationship into the preparation of the plan change.

The engagement steps for the Recovery Plan have been identified here as a base reference for engagement steps in developing a NHPC. We will consider feedback from the August 2023 Auckland-wide consultation on the draft Recovery Plan and MSFW programme engagement towards plan change proposals and the s32 for NHPC. We will also consider feedback from the 2-week consultation exercise with affected property owners about the Storm Recovery Package including buy-out, which was undertaken in September 2023.

Consultation on the draft Long-term Plan in February 2024 will include the activities and projects coming out of the draft Recovery Plan and draft MSFW programme. Engagement with affected property owners (risk assessment and categorisation, buy-out programme) and priority communities (local recovery plans etc) has commenced with consultation in September 2023 on the proposed Storm Recovery Package and will continue in 2024, followed by the implementation processes later in 2024 and into 2025. These activities provide timing reference points for engagement activities for a NHPC.

There are also opportunities to include improvements or changes to the AUP through the projected PC78 ALR corridor variation, with pre-notification engagement in 2024 (with or without Auckland Light Rail project elements included e.g. stations, walkable catchments). This is shown by the purple bars in Figure 2. This process was undertaken for the council's 'preliminary response' to the National Policy Statement on Urban Development (NPS-UD) and late-2021 RMA amendments.

The variation once notified and following the receipt of submissions and further submissions will be placed into the PC78 (IPI) hearings programme being run by the IHP for subsequent recommendations to the council for decisions by March 2025.

Once a proposed NHPC is notified it will follow a standard RMA schedule 1 process with submissions, hearings, decision, potential appeals etc.

The 'enhanced' engagement approach supported by the council's PEP Committee workshop discussion at the end of August 2023 is shown in Figure 2 below. It combines the elements of a 'basic' approach (i.e. minimum as statutorily required by RMA and including engagement with the PEP Committee, IMSB, local boards, mana whenua and other Māori organisations) with the addition of the following elements or stages:

- pre-notification engagement on draft proposals for a plan change;
- the establishment of a Technical Reference Group of key specialists from early 2024;
- the identification of 'key stakeholders' with particular interest who will be informed and at times involved in the process of developing the plan change;
- targeted landowner and community engagement in mid-2024 with those people and communities affected by the January/February 2023 flooding events; and
- pre-notification engagement on draft NHPC later in 2024.

Additionally, the projected ALR corridor variation to PC78 will have its own elements of an 'enhanced' engagement approach.

These stages complement the timing of engagement activity from the TMRP and MSFW programmes and should be combined where possible.

Each stage is likely to require more detailed engagement plans or protocols (and allied communications plans) to be prepared in conjunction with specialists in the Democracy and Engagement Department and the Urban Development Communications unit. These plans will address specific activities, timescales, resources, tasks, logistics, and budgets required for delivery of each engagement stage. The plans will be developed by key staff led by the NHPC project team and approved by general managers of departments involved.

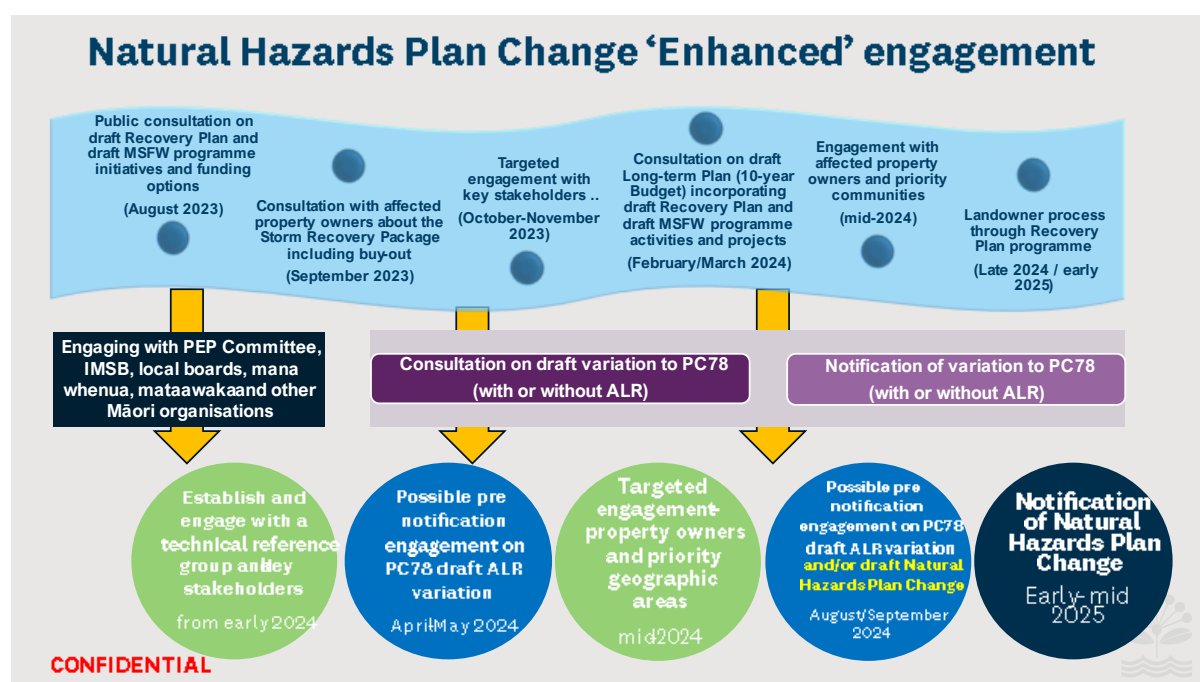


Figure 2: 'Enhanced' engagement on NHPC with key additional stages or components

The benefits of the enhanced approach are that it follows accepted practice with council-initiated plan changes, includes expert and representative sector and targeted group/area input, and best integrates with the Recovery Plan targeted engagement.

NHPC Technical Reference Group

A technical reference group (TRG) composed of experts and experienced practitioners in the relevant hazards and development fields will be an important forum to establish and work with to review issues and analysis, help identify options and test evidence-based proposals towards a robust draft AUP plan change. The group could consist of a mix of external experts or internal specialists in the council or CCO group.

The composition of a reference group needs to be balanced across specialist areas, to contribute authoritative and balanced advice into the development of effective and appropriate AUP provisions. The group should include representatives or specialists from the following:

- Engineering NZ (previously IPENZ)
- Kāinga Ora
- Toka Tū Ake EQC
- GNS Science
- Development planning specialist(s)

A final composition of a TRG will be determined along with the preparation of a terms of reference which includes purpose, scope, objectives, roles and operating guidelines, conflict-of-interest matters, non-disclosure agreements, timescales and frequency of meetings, outputs and support requirements. Organisations and/or individuals will be recompensed for their time and involvement in the group activity.

The activity of a TRG will conclude at an appropriate point prior to the notification of a NHPC to enable group members and organisations to participate in the RMA Schedule 1 plan change process of submissions, hearings etc. The proceedings and work of the TRG will be confidential and 'without prejudice', to enable open and frank discussions and potential further investigations to inform perspectives and potential conclusions.

It is anticipated that the preparatory work and invitations/confirmation onto the TRG will be undertaken in 2023, with the first meeting(s) occurring from February 2024. The work of the group is likely to conclude in early 2025 or later, depending on the timing towards notification of a NHPC.

NHPC key stakeholders

A group of key stakeholders composed of development and community sector representatives will be another important forum to establish and work with to learn about experiences and issues, review analysis and options coming out of the TRG and express preferences or positions to be considered towards a robust draft AUP plan change.

The group could consist of a mix of development, property and community sector interests that have particular business interests or residential living interests in the outcomes of the plan change development process. The group could include representatives from the following:

- Property Council
- Insurance Council
- Lawyers for Climate Action NZ Inc.
- West Auckland Is Flooding (WAIF) group
- Other groups involved in RO targeted engagement
- Other leader(s) of affected or at-risk communities

A final composition of a key stakeholder group will be determined in consultation with the Recovery Office along with the preparation of a terms of reference which includes purpose, scope, objectives, roles and operating guidelines, conflict-of-interest matters, non-disclosure agreements, timescales and frequency of meetings, outputs and support requirements. Organisations and/or individuals will be recompensed for their time and involvement in the group activity, should there be an ongoing or periodic meeting process.

The group will not generally include business or residents' groups or associations that were largely not affected by storm events of early 2023 or other hazards. The groups identified will be representative of those interests in addition to their main role as groups or locations where experiences and knowledge can assist the development of appropriate AUP provisions.

The activity of key stakeholders will be coordinated with inputs from and to the TRG and also conclude at an appropriate point prior to the notification of a NHPC to enable group members and organisations to participate in the RMA Schedule 1 plan change process of submissions, hearings etc. The proceedings and work of the group will be confidential and 'without prejudice', to enable open and frank discussions to inform perspectives and potential conclusions.

It is anticipated that the preparatory work and invitations/confirmation into the group will be undertaken in 2023, with the first meeting(s) occurring from February 2024. The work of the group is likely to conclude in early 2025 or later, depending on the timing towards notification of a NHPC.

NHPC targeted engagement

The third element or stage of an enhanced approach is engaging with property owners and communities in 'priority' areas/locations directly affected by early 2023 flooding events, likely in conjunction with the Recovery Office in mid-2024, to involve them in the development of options and ideas towards addressing issues in the AUP through the NHPC.

Substantial interest, concern and knowledge in the effects of natural hazards is held at this local level that can contribute to identifying effective ways to address their impact and risk.

Coordination of engagement activity and information with affected communities will be needed across the TMRP and NHPC workstreams to minimise impacts of 'consultation fatigue' and potential duplication of engagement around similar issues. It will be important however to clearly communicate the particular purpose and outcomes for the different programmes, and coordinate with the work of a stakeholder group that is likely to include representatives from some of the same groups. Unnecessary duplication of meetings, information and other engagements between the two elements or stages will be managed and avoided where possible.

A further, more specific engagement plan for this component will be developed in close collaboration with the Recovery Office and MSFW programme in early 2024.

Possible pre-notification engagement on ALR corridor plan change

PC78 was notified in August 2022 as the council's IPI, as required by the NPS-UD and RMA amendments of late 2021. The corridor of the ALR from the city centre through the central isthmus and inner south Auckland to Mangere was not included in PC78 – indicated by a 'white out' area in the plan change map viewer. A variation to PC78 must be prepared and notified to apply the legislative requirements to the corridor if the IHP is to complete hearings and make recommendations to the council on PC78.

As happened with public consultation on the council's 'preliminary response' to the NPS-UD and RMA amendments in mid-2022, pre-notification engagement/consultation on draft plan change variation proposals in the ALR corridor is proposed. The timing of the engagement on a draft variation depends on decisions and confirmation of the overall ALR project and the location of ALR stations and route into 2024. A version of the ALR corridor variation without stations and route identified is a possibility, which may enable an earlier pre-notification engagement and therefore notification of the variation.

There is an expectation that a PC78 variation would include proposals for changes and improvements to provisions addressing natural hazards, to the extent possible given the limited investigation and analysis able to inform such changes and the constraints of what is legally possible to change in PC78 (namely prescribed by s80E of the amended RMA).

Again, a further and more specific engagement plan for this component will be developed in late 2023 (following final committee decision making on this projected ALR corridor PC78 variation) in conjunction with the council's Democracy and Engagement Department.

Pre-notification engagement on NHPC plan change

In addition to the ALR corridor variation as part of PC78, we will look to undertake pre-notification engagement on a draft NHPC later in 2024 once analysis and options have been investigated and proposals to amend the AUP have been developed.

Again, the approach to engagement will be similar to the council's 'preliminary response' in mid-2022 but have more preparation around affected communities and a longer engagement period. This is due to the need to inform those likely to be directly affected by natural hazard risk about possible more extensive changes to the AUP provisions for development than were available to make under PC78 and utilising more contemporary and detailed information. This engagement will inform a notified plan change in 2025.

A more specific engagement plan for this component will be developed in 2024 again in conjunction with the council's Democracy and Engagement Department.

Key events prompting engagement plan review

There are some milestone events and subsequent decisions occurring later in 2023 and in 2024 that will impact on the trajectory of engagement on the NHPC and content being engaged on. Further description of these events is below.

At these points, implications and options will be assessed and more detailed plans confirmed or adjusted for delivery of the enhanced engagement strategy as described above. These events, their implications and recommended approach to reflect them in engagement planning for the NHPC (if different from the approach in this engagement plan) will be presented to a PEP Committee workshop for confirmation of the direction and then reported to a committee meeting if a decision is required.

- Direction of PC78 and ALR corridor variation confirmed post-October 2023

The likely content of the PC78 variation will be determined in the months following the government election. The timing of engagement on a variation in 2024 and the IHP hearing schedule will enable confirmation of AUP change proposal in the ALR corridor and potentially influence changes with respect to natural hazards-related proposals.

- Long-term Plan (10-year Budget) 2024-2034 approved in June 2024

The consultation on a draft LTP in February/March 2024 will be followed by confirmation of funding and activity for the Making Space for Water programme and any applicable funding related to the TMRP, as well as funding proposals for preparing and engaging on the NHPC.

- NPS for Natural Hazard Decision-making in 2024

A proposed NPS for Natural Hazard Decision-making (NPS-NHD) has been released for consultation in September 2023. The NPS-NHD aims to direct how decision makers consider natural hazard risk in planning decisions relating to new development under the RMA. Submissions will inform the final drafting of the NPS-NHD and further government decisions later in 2023. If and when the final NPS-NHD is gazetted in early 2024, there will potentially be new and different policy directions and requirements for the AUP, to be reflected in a NHPC.

See the engagement plan activity table at section 14 of this plan for the corresponding review points for these three key events that may impact upon the engagement plan.

Should there be a significant change in the approach to engagement contained in this plan, a further amended version will be prepared and reviewed. In general, however, more detailed activity plans for each main stage or component of engagement will be prepared along with an overall project timeline schedule for the NHPC project that will be regularly updated.

9. Engagement audiences

There are a number of people or groups internal within the council family and in the community who may be interested in, impacted by, or may impact the decisions to be made on a PC78 variation and NHPC. They can also be regarded as stakeholders.

These stakeholders are listed below, with an indication of their knowledge, interest and expected level of engagement in the process. We will also want to address the following matters when developing component engagement plans.

- Identify additional or unacknowledged stakeholders who may be interested in, impacted by, or may impact the NHPC.
- Who is important to reach that may not often be involved in public engagement processes? How do we best reach them?
- Do we need to engage more innovatively or actively with some stakeholders?

Internal Stakeholder (inside of Auckland Council)			
Stakeholder Name	Current Knowledge of Project (High/Medium/Low)	Likely interests, issues, values	Expected level of engagement (High/Medium/Low)
Elected representatives i.e. Councillors (PEP Committee) and local boards	Medium-High	Promotion of community outcomes, engaging with community, managing risk to life and property	High
Chief Planning Office (including Plans and Places and Community and Social Policy being the lead for 'Resilient Auckland')	High	Ensuring robust engagement and consultation meets objectives and well contributes to a high-quality plan change	High
Infrastructure & Environmental Services (Healthy Waters and Resilient Lands & Coasts)	Medium-High	Ensuring effective involvement in drafting plan change information, comms and messaging in ways that complement MSFW initiatives	Medium
Legal Services	High	Consultation information clarity and correctness, good coordination with TMRP engagement	High
Regulatory Engineering & Resource Consents	Medium-High	Technical alignment with potential changes, level of effectiveness at achieving outcomes, clear and defensible rules	Medium
Recovery Office	High	Consultation information and messaging,	High

		coordination with other TMRP engagement and initiatives	
GIS business units (Geospatial, Network support, Web team)	Medium	Ensuring accurate and accessible data and spatial information to construct required information layers and clear, legible mapping	High-Medium
Customer Services (Service Centres, Call Centres and Digital Services)	Low-Medium	Ensuring clear and legible information is available to enable effective feedback and involvement	Medium

External Stakeholder (Outside of Auckland Council)			
Stakeholder Name	Current Knowledge of Project (High/Medium/Low)	Likely interests, issues, values	Expected level of engagement (High/Medium/Low)
IMSB	High	Promotion of IMSB Issues of Significance and effective, Māori representation	High (regular meetings with IMSB secretariat to plan for activity)
Māori (Tāmaki Makaurau mana whenua and mataawaka)	Medium	Ensuring good information is provided, sufficient time is given for assessment, views are heard and understood	High (through regular and ongoing engagement activity, hui, information provision)
Interest groups / affected community groups and individuals	Medium-High	Property, health and safety, personal and community wellbeing, future protection and risk reduction	High (will be able to submit feedback as individuals and groups, be involved in targeted engagement)

Wider public	Medium-Low	Personal and community wellbeing, future protection and risk reduction	Medium (through consultation events and activities, media coverage)
Media	Medium	Reporting on topics for engagement, community views and feedback, decision-making processes	Medium (high-profile topics that have political dimension and potentially significant community impact)
Landowners/land occupiers (in affected areas and other areas not yet affected or known to likely be affected in future)	Low-Medium-High	Property impacts, personal and community wellbeing, future protection and risk reduction	Medium-High (will be able to submit feedback as individuals and groups, be involved in targeted engagement)
Development sector	Medium-High	Property impacts, development constraints and potential in areas and on sites, costs of mitigation, loss of value	Medium (depending on level of interest/holdings/investment in affected or potentially affected areas)
Infrastructure providers	Medium	Network impacts and asset loss, connection constraints and potential in areas and on sites, costs of replacement, future development scale and areas	Medium (depending on level of asset investment in affected or potentially affected areas)
Central government departments	Medium-High	Information about natural hazards risk and impact to communities, implementation of national guidance and legislation,	Medium (depending on level of asset investment, but generally to ensure adherence to national standards and requirements)

		impacts on public assets and services	
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10. Engagement Risks

The following potential issues and risks are identified along with mitigation strategies for implementation in NHPC engagement.

Potential Issue	Response
That not all communities engage in providing feedback and/or do not consider it relates to them/their area.	Some people/communities will be very engaged as they have been directly affected (priority communities) or they are concerned about potential future impacts. For others, particularly communities not affected by flooding events or other impacts there may need to be more targeted comms to encourage feedback.
Potential for communities being over-consulted on related topics and in general, given LTP consultation also in 2024	Need to be clear on what has already been asked of communities, particularly targeted ones, through previous consultations (MSFW, LTP funding options, etc) and how that relates to what asking them about now.
Providing the right level of information including spatial mapping to help inform the community and property owners	Work with Recovery Office, MSFW and GIS teams to provide accurate mapping and information at region-wide, area-wide and site-specific level to enable understanding and meaningful response.
'Hard to reach' or diverse communities not engaging in the process or providing feedback.	Translate materials into various languages and work with community partners to reach these communities. Ensure content is drafted so that all communities can understand and interpret.
Not all people/stakeholders being able to access/use digital tools and online forums	Make digital and online tools as accessible as possible, provide how-to information and e.g. demonstration videos, make other engagement mechanisms available, allow sufficient time for understanding and enquiry before feedback collation. Library maps/feedback to be provided. Need to ensure we can effectively and

	quickly incorporate hard-copy feedback with online feedback.
Being able to respond to the range of questions that may be asked (i.e. planning, risk, science, modelling).	Have a panel of technical experts available for on-line and in-person meetings/forums and to answer questions/provide information in an accessible way as required.
Changes in Council structure/roles e.g. Healthy Waters (and WSL) will likely be consolidated into a new water entity under the Water Services Reform	Adapt and reformat information through seeking confirmation of staff responsible, ongoing communication and collaboration with Plans and Places and engagement teams according to new entity requirements.
Delay in receiving data/information or input for confirmed engagement e.g. where data/information or input is required from departments external to Plans and Places	Maintain the profile of the project and its significance through regular cross-departmental communications in engagement planning. Where timing of delivery is critical, decision to use data/information acknowledging the limitations/uncertainties with it.
The gazettal of the NPS-NHD does not occur until later in 2024 and includes new/different content that we must give effect to in the NHPC	Keep pace with submissions on the NPS-NHD and maintain close contact with officials at MfE in order to be alerted to timing and or content changes.

11. Budget

The costs related to engagement planning, management and oversight of content delivery will be met by existing council budgets within Plans and Places Department and other contributing departments. This also applies to plan change notification and post-notification processes.

Costs associated with each component of the engagement plan activity, as specified in section 8 and indicated in bold in the activity plan at section 15, will be determined through each component engagement plan. Budgets will be sought to support these activities from existing departmental budgets and also LTP budget requests.

The costs will relate to:

- establishing, running and recompensing members of an external reference group;
- establishing, running and recompensing a mana whenua project group and other engagement with mataawaka and Māori organisations;
- preparing collateral including GIS mapping, advertising and processing feedback for pre-notification engagement on a variation or plan change; and

- costs associated with targeted engagement with landowners and priority areas/communities.

12. Inclusive Engagement and Accessibility

Material prepared for engagement and consultation on the NHPC and related activity such as ALR corridor variation, including any information sheets or feedback forms, will be available in New Zealand Sign Language, translated into Te Reo Māori and a range of other languages prevalent in the community. This on the advice of the council's Democracy and Engagement Department. Any online material should also be readable with a screen reader.

Further specific measures for inclusive and accessible engagement will be contained in the component engagement plans such as for targeted priority community engagement and pre-notification engagement on ALR corridor variation or draft NHPC.

13. Evaluation

After notification of the NHPC the project team will evaluate the overall outcomes and quality of the engagement processes in reference to the engagement goals and objectives at section 7.

After each component of the engagement plan is delivered and closed (notably the components set out in section 8) there will be a short evaluation of the engagement activities and outcomes, also against objectives as identified in component engagement plans.

The evaluations will address the following matter, as contained in 'Engagement Plan for Large Projects' template document provided by the council's Democracy and Engagement Department.

- What did and didn't work well?
- Did you achieve / meet your objectives?
- Were we successful in engaging relevant stakeholders? Why, why not?
- Were there any key issues raised that you did not identify, or 'came out of the blue'?
- How quickly was information provided back to the community?
- Was there enough time and options for the community to respond?
- What are your learnings from the experience?

Key markers of success for the targeted engagement and pre-notification engagement on a draft ALR corridor engagement and draft NHPC include:

- Reaching as many Aucklanders with an interest and/or experience with natural hazards impacts as possible to make them aware of the opportunity to provide feedback.
- A strong representation of views and observations from communities affected by early 2023 flooding events, while acknowledging the adverse impacts the events may continue to have upon individuals, whānau and local communities.
- Engaged submissions where the material provided and/or discussions held about the matters was well-considered and had informed feedback appropriately. The only true ways this can be measured is through the open text responses in feedback and in the content of questions and discussion at engagement events.

14. Engagement plan activities

The plan table below sets out the key activities in these related programmes to reflect areas of connection and decision-points with the related programmes and processes to then enable a framework for engagement to be confirmed. And potential areas and stages for joined-up processes that minimise the impact of multiple engagements on iwi, communities and stakeholders etc.

Further specific detail for each main stage of engagement will be provided in more detailed activity plans and also included in an overall project timeline schedule to be prepared for the NHPC project. This schedule will be regularly updated as changes occur and arrangements are confirmed.

NHPC project plan stage	TMRP / MSFW programme / Government activity	Activity timing	NHPC engagement item / Position on IAP2 spectrum	Description	Rationale / issues / dependencies
NA	Direct consultation with mana whenua began in mid-May. Staff gave an overview of the programme to the Tāmaki Makaurau Mana Whenua Forum pou taiao on 7 June 2023. Work with IMSB on programme and consultation. An iwi consultation plan is in development.	May-June 2023			
Stage 1	Briefings with all local boards about draft TMRP and draft MSFW programme, feedback through August workshops and meetings. Report to GB in September.	July-August 2023			
Stage 1	Public consultation on draft Recovery Plan and draft MSFW programme initiatives and funding options. Also, consultation in September with affected	August – September 2023	Consider responses and material out of the engagement towards s32 for NHPC		

	property owners about the Storm Recovery Package. Consultation on Report to GB in September – feedback and further programme detail.				
Stage 1 and Stage 2		September-October 2023: Prepare plan November 2023 onwards: Deliver plan	Māori engagement plan on ALR area variation and NHPC (see adjunct <i>Māori NHPC engagement Plan</i>)	A plan that identifies who, how and when including: An introductory hui followed by a series of hui and subject matter workshops timed according to overall NHPC programme schedule. Established as further (or ongoing) group engagement on PC78 that occurred from October 2021 to August 2022.	Programme to be identified by project team, in conjunction with iwi engagement planning for TMRP and MSFW programmes. Connections to make, and coordination, also with NPS-FM through Mana Whenua Kaitiaki Forum etc.
Stage 1	Targeted engagement on final draft Recovery Plan by Recovery Office	October-November 2023 Recovery Plan adopted by the Council in December 2023	Consider relevant responses and material out of the engagement towards s32 for NHPC, assess and include relevant groups in NHPC key stakeholder group		

Stage 2		Preparatory arrangements in 2023 Established and underway early 2024 onwards	Establishment of, and engagement with, a NHPC technical reference group and a key stakeholder group <i>IAP2 spectrum:</i> <i>Involve</i>	TRG: Identify rationale for coverage and list of key knowledge holders in the relevant fields, to assist analysis and identification of options and best approaches to addressing issues through AUP changes. Also connect back to KSG and other groups for review/input (assess risk of). Key stakeholders: Identify rationale for and list of key stakeholders/interest groups to identify issues and outcomes and assist identification of options and best approaches to addressing issues through AUP changes. Inputs from TRG for review of analysis and options. Prepare terms of reference for groups, invite and initiate periodic meetings through to notification of plan change.	Investigate potential and issues involved for technical and stakeholder groups, prepare clear and robust terms, identify representatives and alternatives, secure confidentiality, assess risks and point in programme when groups are announced, invited and activated, plan input mechanisms.
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Stage 2	Consultation on draft Long-term Plan (10-year Budget) incorporating draft TMRP and draft MSFW programme activities and projects	February-March 2024 <i>(Review point: June 2024 LTP adoption)</i>	Consultation on draft Long-term Plan (10-year Budget) on activities for NHPC process <i>IAP2 spectrum: Consult</i>	Inclusion of material, proposals and questions related to natural hazards and flooding-related AUP provisions and other possible approaches in consultation on the draft LTP.	The activities and projects coming out of the draft MSFW programme and any applicable TMRP will be the focus for LTP engagement as they are budget-dependent. The NHPC may not be directly relevant unless there are budget or activity proposals that may need to be specified in the LTP to ensure allocation of resource.
Stage 1 and 2		Early or mid-2024	Engagement with governing body and local boards on draft variation to PC78 Note: leads directly to next stage i.e. public engagement	Workshop briefing(s) with elected members to review analysis, raise issues and observations from communities, assess options for AUP changes, indicate preferences for inclusion in variation for 'filling in' the PC78 ALR carve-out area. This will coincide or combine with draft plan	Workshops set up and confirmed, material collated and options identified for presentation and discussion. Note that formal local board input is only provided through business meetings – report to relevant

				change options as noted below*.	boards for feedback to be mandated.
Stage 1		April/May or August/September 2024 <i>(Review point: ALR corridor variation content)</i>	Pre-notification public consultation on draft variation to PC78 – Auckland Light Rail corridor <i>IAP2 spectrum: Consult</i>	PEP Committee to approve draft for consultation early or mid 2024. Feedback sought on draft proposals based on similar approach used in Council's 'preliminary response' consultation in April-May 2022. Includes from local boards and mana whenua. Two scenarios – includes ALR stations and route, or not include i.e. no ALR with only default PC78 proposals included. (Note that application of proposals included in draft variation area would be sought for the rest of the urban environment through evidence to PC78 topic hearings through 2024).	Changes/ improvements to natural hazards provisions need to be developed to include in draft variation for consultation. Timing of consultation to be determined later in 2023 (likely November). Overall direction of PC78 (extension, continuance, amendments, partial or full withdrawal) not confirmed until earliest November. Identify and secure specialist engagement resource to plan and undertake engagement.

Stage 2	Engagement with affected property owners (risk assessment and categorisation, buy-out programme) and priority communities (local recovery plans etc)	Early-mid 2024 (possibly through NHPC development to end of 2024)	Targeted group/ owners and priority area engagement <i>IAP2 spectrum: Involve</i>	Owners or communities identified through TMRP or MSFW databases, to inform and involve/test possible approaches and changes to AUP provisions. Will be important where there are localised impacts and possible changes. Identify distinctions in role between these groups and the membership of a KSG and manage these.	Assess further with other programmes and tie-in with Recovery Plan engagement late 2023 and possible further activity proceeding in early 2024.
Stage 2 (or also Stage 1 if draft variation engagement is Aug/Sept 2023)		Mid-2024	Consultation on draft NHPC outside of PC78 and ALR processes* <i>IAP2 spectrum: Consult</i>	Pre-notification engagement on the draft NHPC proposals. PEP Committee to approve draft for consultation June/July 2024. The proposals subject of 4-6 week consultation period utilising similar approaches for PC78 engagement – online based with information sheets, webinars, have-	Relate this to status of PC78 ALR variation i.e. proceed separately for mid-2024 if draft variation engagement is early 2024 or combine with draft variation engagement if August/September 2024.

				your-say sessions, drop-in events, enquiry service, feedback form etc.	
Stage 2	NPS Natural Hazard Decision-making	Mid-2024? <i>(Review point: consider requirements in NHPC engagement planning)</i>	Implement policy direction and requirements into NHPC and consult on a revised draft NHPC or proposed notified NHPC	Input requirements into draft NHPC for consultation and/or notified plan change for submissions. May require different or additional consultation with particular owners or communities, requiring a specific plan response with new activities.	Currently unclear when NPS-NHD is to be published – gain insight and assess options.
Stage 1 and 2	Landowner process through TMRP programme	Late 2024/early 2025?	Engagement with affected landowners prior to PC78 IHP recommendations and council decisions <i>IAP2 spectrum: Consult</i>	Contact and process to undertake to inform them/ obtain response prior to assist council decision making in early 2025.	Understand steps and process required with landowners and potential for specific engagement being required and/or useful.
Stage 2		Early-mid 2025	Notification of Plan Change following RMA Sch1 process	Supporting information including s32 published. To include information sheets, enquiry service,	Further coordination and planning with planning teams and technicians for dates,

				FoS, explanatory videos etc.	steps other plan changes etc.

Auckland Unitary Plan

Natural Hazards Plan Change Technical Advisory Group Terms of Reference

December 2023

Background

The establishment of a technical advisory group (TRG) to assist and advise in the preparation of a Natural Hazards Plan Change (NHPC) to the Auckland Unitary Plan (AUP) has been specified in the project engagement plan approved in November 2023.

The project will develop proposals for improvements to the AUP arising from section 35 monitoring and from investigations and analysis out of the January/February 2023 flooding events in Auckland. A plan change is expected to include pre-notification public engagement on a draft plan change with formal notification to then follow around mid-2025. For more information about the NHPC project see the project plan and engagement plan.

The TRG will be composed of available industry-representative experts and experienced practitioners in the relevant hazards and development fields. It will be an important forum for the council planning team to establish and work with through 2024 and into 2025 to review issues and analysis, help identify options and test evidence-based proposals towards a robust draft AUP plan change.

The need for a Technical Reference Group

While the council is well-resourced in terms of experienced planning and specialist staff, and has the ability to contract in additional expertise if necessary, past experience particularly with the preparation of the AUP has shown that an independent panel of experts can add greatly to the quality of the discussion and the development of appropriate content.

Groups such as this act as a sounding board and advisory group for council and CCO staff as they develop and refine proposed provisions for inclusion in a draft plan change for pre-notification engagement and ultimately the plan change that is notified. They can give a practitioners' perspective on the practicality of plan provisions and can provide a further degree of confidence to decision-makers that proposals are robust, balanced, well-reasoned and workable.

Membership of the Technical Reference Group

The group will consist of available and recognised external experts in the fields of natural hazard science, planning and management.

The composition of a reference group needs to be balanced across specialist areas, to contribute authoritative and balanced advice into the development of effective and appropriate AUP provisions. The group should include representatives or specialists from the following groups and institutions as well as specific individuals with extensive knowledge and experience:

- Engineering NZ (previously IPENZ)
- Toka Tū Ake EQC / GNS Science
- New Zealand Planning Institute
- Development planning, engineering and environmental specialist(s)

A final composition of a TRG will be determined according to recommendations, interest and availability. Organisations and/or individuals will be recompensed for their time and involvement in the group activity. *[Note: final list of TRG members confirmed in February 2024, at Attachment 1]*

The role of the Technical Reference Group

The role of the group is essentially to act as an independent professional sounding board for council planning staff to present issues, options and planning provisions (including maps) between the first group meeting and public notification of the NHPC. It is possible that decision-makers (i.e. the Mayor and councillors) may wish to know the group's opinions in relation to specific topics. Importantly, the council does not see the panel as an advocacy group, and requests that panel members act in an objective manner rather than seeking to advance their own interests or those of any clients.

Meetings and activity of the Technical Reference Group

It is anticipated that the preparatory work and invitations/confirmation onto the TRG will be undertaken late in 2023, with the first meeting(s) occurring from February 2024.

The activity of a TRG will conclude at an appropriate point in early to mid-2025 prior to the notification of a NHPC to enable group members and organisations to participate in the RMA Schedule 1 plan change process of submissions, hearings etc if they wish. The proceedings and work of the TRG will be confidential and 'without prejudice', to enable open and frank discussions and potential further investigations to inform perspectives and potential conclusions.

Frequency and number of meetings is yet to be confirmed but likely to be at least every six weeks to two months or as required, in accordance with the development of content or discussion and review. Dates and times of meetings will be scheduled to accommodate as far as possible the availability of members. These matters will be discussed at an initial inception meeting along with procedures, protocols and any support requirements.

Agendas and discussion or information papers will generally be circulated at least three working days prior to meetings. Key discussion points will be recorded at the meeting for agreement by members. Members may, from time to time, be requested to provide additional comments or feedback after the close of the meeting, prior to the next meeting.

An agreed hourly fee will be paid for attendance at meetings and the reading of any papers circulated in advance or preparation of comments and responses following meetings.

Conflict of interest

Members are expected to declare any conflict of interest in the lead up to the commencement of the group's work and that arises as a result of topics scheduled for discussion, or material presented to the group. Any conflicts of interest should be made known to the council's Aucklandwide Planning Manager as soon as they arise.

Confidentiality

Members are required to hold all material presented to them or discussed at panel meetings in confidence. Members will also be required to sign a confidentiality agreement at the first group meeting.

December 2023

Attachment 1

Natural Hazards Plan Change Technical Reference Group – confirmed members

Name	Position	Organisation
Edith Bretherton	Natural Hazards Planner	GNS Science
Nigel Mark-Brown	Director	Environmental Context Ltd
Emily Grace	Principal Policy Advisor	New Zealand Planning Institute
Tim Fisher	Managing Director	Tonkin & Taylor Group
Nicki Williams	Technical Director – Environmental Planning	Pattle Delamore Partners
Hugh Leersnyder	Director	Leersnyder Associates

February 2024

The Resource Management (Direction for the Intensification Streamlined Planning Process to Auckland Council) Amendment Notice 2024

The Minister Responsible for RMA Reform (under section 7 of the Constitution Act 1986) gives notice of the following direction made under sections 80L and 80M of the Resource Management Act 1991 (RMA). The direction is secondary legislation for the purpose of the Legislation Act 2019 and is administered by the Ministry for the Environment.

Title and Commencement

(1) This notice is the Resource Management (Direction for the Intensification Streamlined Planning Process to Auckland Council) Amendment Notice 2024.

(2) The direction comes into force on 22 April 2024.

Minister Responsible for RMA Reform's Amended Directions for the Intensification Streamlined Planning Process to Auckland Council (made under section 7 of the Constitution Act 1986)

(3) In accordance with sections 80L(1)(c), 80L(1)(d) and 80M of the RMA, the Minister directs that Auckland Council must:

- a. notify its decisions on the independent hearing panel's recommendations on Plan Change 78 under clause 102 of Schedule 1 of the RMA no later than 31 March 2026.

Minister Responsible for RMA Reform's Statement of Expectations for the Intensification Streamlined Planning Process for Auckland Council (made under section 7 of the Constitution Act 1986)

(4) In accordance with clause 80L(2) of the RMA, the Minister's expectations for Auckland Council are to:

- a. Notify a plan change, or similar, to address the management of significant risks from natural hazards by 30 April 2025.
- b. Enable intensification within the Auckland Light Rail corridor, and ensure intensification is enabled in appropriate areas by 30 April 2025.
- c. Continue to progress the parts of the Plan Change 78 subject to Policy 3 and Policy 4 of the National Policy Statement on Urban Development where practicable given the expectations outlined in (5)(a) and (5)(b) above.
- d. Prior to notifying plan changes, or similar, on natural hazards, and to implement the National Policy Statement on Urban Development and the Medium Density Residential Standards in the Auckland Light Rail corridor, notify the Minister Responsible for RMA Reform on the impacts on Auckland's development capacity.

(5) The Minister expects Auckland Council officers to work closely with Ministry for the Environment officials on workable solutions to implement clause (5) above.

Minister Responsible for RMA Reform's Additional Direction for the Intensification Streamlined Planning Process to Auckland Council

In accordance with clause 80L(1)(d) of the RMA, the Minister Responsible for RMA Reform directs Auckland Council to provide a report to the Ministry for the Environment on 31 May 2024 and every three months after that date, about its progress on Plan Change 78 and any related plan changes or variations, including any plan change relating to natural hazards. The report shall demonstrate how the Council is having regard to the statement of expectations and identify any issues which may affect the Council's ability to comply with the Minister's Direction.

Principal Notice Amended

This direction amends "The Resource Management (Direction for the Intensification Streamlined Planning Process to Auckland Council) Notice 2022" published in the [New Zealand Gazette, 27 April 2022, Notice No. 2022-sl1599](#), only to the extent specified in this notice.

Previous Amendment Notice Revoked

The Resource Management (Direction for the Intensification Streamlined Planning Process to Auckland Council) Amendment Notice 2023, published in the [New Zealand Gazette, 31 August 2023, Notice No. 2023-sl4042](#), is revoked.

Copies of the above notices are available free of charge on the Ministry for the Environment's website: <http://environment.govt.nz>.

Dated at Wellington this 25th day of March 2024.

HON CHRIS BISHOP, Minister Responsible for RMA Reform.

Notes

- i. This direction must be complied with.
Plan Change 120: Housing Intensification and Resilience Section 32

- ii. Part 6 of Schedule 1 of the RMA specifies the requirements of any Intensification Streamlined Planning Process.
- iii. Section 80M of the RMA provides the Minister the ability to amend this direction on their own initiative or following a request from Auckland Council.
- iv. Auckland Council may, in accordance with section 80M of the RMA, apply in writing to the Minister for an amendment to the direction.



**October
2024**



Natural Hazard Participatory Forum

Thank you for agreeing to take part in a participatory forum to help establish the levels of natural hazard risk tolerance that should be reflected in changes to the Auckland Unitary Plan to improve the management of natural hazards.

Auckland Council's Policy and Planning Committee supports this important work to ensure that the council's work on changing the unitary plan is well-informed by our communities.

What is the topic?

"Auckland Council is strengthening the way the Auckland Unitary Plan manages the risks associated with natural hazards, specifically flooding, landslides, wildfires, coastal erosion and inundation.

What levels of natural hazard risk can residential communities in Tāmaki Makaurau Auckland live with?"

The purpose of this forum is to better understand when a natural hazard risk is considered to be intolerable, tolerable, and acceptable to Aucklanders. The feedback from this work will inform how natural hazard risks are better addressed through upcoming changes to the Auckland Unitary Plan (AUP or unitary plan).

The AUP sets out what and where development activities can be carried out and how Auckland's natural and physical resources are managed and maintained. Changes to the unitary plan are currently being prepared and seek to ensure future development in Auckland is more resilient to natural hazards and climate change.

Panel selection

Auckland Council has recruited this panel of people who represent the broad residential community across Tāmaki Makaurau Auckland, to be part of this forum. The panel has been randomly selected by an independent agency (People for Information).

What authority does the panel have?

The panel as representative of Aucklanders will make a series of recommendations about what natural hazards risks are acceptable, tolerable or intolerable. These recommendations will later be presented to the council's Policy and Planning Committee and be used to help confirm the levels of risk tolerance to be reflected in changes to the unitary plan.

These risk tolerance levels will be acknowledged by the council unchanged as being representative of Auckland communities. However, other input into changes to the unitary plan is being sought and the council may have to weigh up other perspectives too. The council will report back to the panel on how the recommendations have been incorporated into proposed changes to the unitary plan including the rationale for any changes we may need to make as a result of other feedback.

How will it work?

The panel (around 40 people who represent the different communities of Tāmaki Makaurau Auckland) will meet to understand the types of natural hazard risks that are covered in the unitary plan and how they are managed. You'll discuss what levels of those risks you and your communities can live with and come to an agreement on the recommendations you would like to present to the council.

To help inform your work, we have a series of speakers on the topic including technical experts and those who can illustrate lived experience of the impact of natural hazards. Our team will support you in your deliberation and with the preparation of a report for the council.

As a token of appreciation for your time and input and to help cover any expenses incurred, you will receive a koha of \$250 per full session and \$100 per shorter session. Meals will be provided for the face-to-face sessions.

When and where?

Wednesday 09 October 2024 – 7 to 8.30pm

Introductory session held online on Zoom. A link will be send out nearer the time.

Saturday 12 October – 9am to 2pm

Venue: Fickling Centre, 546 Mount Albert Road, Three Kings, Auckland

Workshop 1: Understanding natural hazard risks and how the Auckland Unitary Plan addresses them.

Saturday 19 October – 9am to 2pm

Venue: Fickling Centre, 546 Mount Albert Road, Three Kings, Auckland

Workshop 2: Discussing and agreeing on our levels of tolerance for the different natural hazard risks identified.

Wednesday 30 October – 7 to 9pm

Venue: Fickling Centre, 546 Mount Albert Road, Three Kings, Auckland

Drafting up the report for the council. This may be a smaller group, delegated by the full panel.

TBC November – 7 to 9pm

Held online on Zoom

Whole panel to provide feedback, make edits and then endorse the report for presentation to the council.

11 December – Time TBC

Presenting the report to the council's Policy and Planning Committee.

Further information

The following criteria were used to exclude people from the panel:

- Officers of Auckland Council and their family members
- Current elected members and their family members
- Recent past elected members (have been on the council within the last 5 years)

For further information please contact Anna Curnow, Decision Works Ltd who is the independent facilitator and your primary contact for this project. You can reach Anna on 021 667 124 or anna@decisionworks.co.nz.

To help us create the most welcoming environment for you, please consider sending your favourite music playlist suggestions to anna@decisionworks.co.nz so we can add it to the session playlist.



**October
2024**



Natural Hazards Participatory Forum

Process Overview

The Natural Hazards Participatory Forum will take place over six sessions; some online and some in person.

09 Oct (Online)	- Introducing the process - Exploring the remit
12 Oct (In person)	- Building a group and skills development - Natural hazards and how they apply to the Plan Change - Understanding risk - The experience of natural hazards
19 Oct (In person)	- Understanding risk tolerance - Exploring risk tolerances at home and in the community - Examining factors that influence individual decisions during an emergency
30 Oct (In person)	Drafting the report for the Policy and Planning Committee
Early Nov (Online)	To review and finalise the report
11 Dec (In person)	Presentation of the report to the Auckland Council Policy and Planning Committee



**October
2024**



Natural Hazards Participatory Forum

Frequently Asked Questions

What is the purpose of the participatory forum?

Auckland Council is strengthening the Auckland Unitary Plan (AUP) so future development in Auckland is more resilient to natural hazards and climate change.

This includes creating a new risk management framework that sets out policy responses that correspond with the different levels of risk created by natural hazard events.

The purpose of the forum is to get feedback from the community on what or when risk is intolerable, tolerable, and acceptable. The feedback will inform how these risk levels are incorporated into the AUP and the implementation of the risk management framework.

What is Auckland Council and what does it do?

Auckland Council is responsible for local government decisions and responsibilities in the Auckland region. Its role ranges from rubbish collection, to maintenance and provision of community facilities, to issuing alcohol licenses and food safety certification.

Some of this work is delivered by Auckland Council, while other work is delivered by council-controlled organisations. For example, Watercare manages the water network, while Auckland Transport manages the road network and public transport. These organisations are part of the council whānau.

Auckland Council plays a regulatory role to maintain the social, economic, environmental, and cultural wellbeing of its communities. These regulations make sure national legislation and local policies are being followed. For example, the council issues building consents, which are required under the Building Act 2004 to demonstrate buildings are safe and designed properly.

What is the Auckland Unitary Plan?

The AUP is Auckland's planning rulebook that sets out what and where activities can be carried out. It also directs how Auckland's natural and physical resources are managed and maintained and enforces the Resource Management Act 1991 (RMA). For example, the AUP tells us how many houses can be constructed on a site, what the maximum noise limits are in a residential area, and how much land disturbance can happen near lakes and rivers. Importantly, the AUP plays a role in managing risks associated with natural hazards and climate change.

What is the project background?

Auckland Council is carrying out on-going work to understand natural hazard risks and how they can be managed through land-use planning rules.

Evaluation of data from 2016-2021 (the first five years of the AUP being operative) identified a range of potential opportunities to improve how the AUP manages natural hazard risk. The findings led to the investigation of a plan change to improve the management of future coastal hazards. The report on this work was published in July 2023 – you can read the summary in the information pack.

Following the weather events of 2023, the council is expanding on this work and strengthening AUP's ability to manage natural hazard risk, beyond just coastal hazards.

What are natural hazards?

Natural hazards mean any atmospheric-, earth- or water- related event that has the potential to negatively impact on people, property, the economy or other aspects of the environment. For example, a flooded river away from civilisation is just a natural event, but it becomes a hazard when the flooding impacts society. Natural hazards include (but are not limited to) flooding, coastal erosion, coastal inundation, and landslips.

Natural hazards can have significant impacts on people, property, the economy, and the environment. Examples of these impacts include loss of life, injury or other health impacts, damage to property and infrastructure, economic disruption, damage to ecosystems and degradation of water quality.

What is climate change and how does this affect natural hazards?

Climate change refers to long-term shifts in temperatures and weather patterns. While some shifts can be natural, shifts can also be driven by human activity such as burning fossil fuels, dairy farming, or deforestation.

Climate change can have a range of effects on people and the environment. These include affecting people's health, making it difficult to grow food, and changing the dynamics of various ecosystems. Natural hazards can also be impacted and exacerbated by the changing climate. For example, climate change can impact on rainfall patterns and global temperatures,

which then results in stronger and more frequent rainfall events, as well as increased occurrence of droughts and wildfires.

What is risk associated with a natural hazard?

Risk relates to the likelihood and the consequences of a hazard. Consequences refers to an impact on the natural, economic, built, or social environments as a result of the hazard.

The extent of risk can be influenced by different factors, such as the duration and intensity of the natural event, how exposed someone or something is to the hazard, and the vulnerability of anything that is affected. The variety of influences means there are also various ways to reduce risk. The image below (**Figure 1**) shows how risk can be reduced.

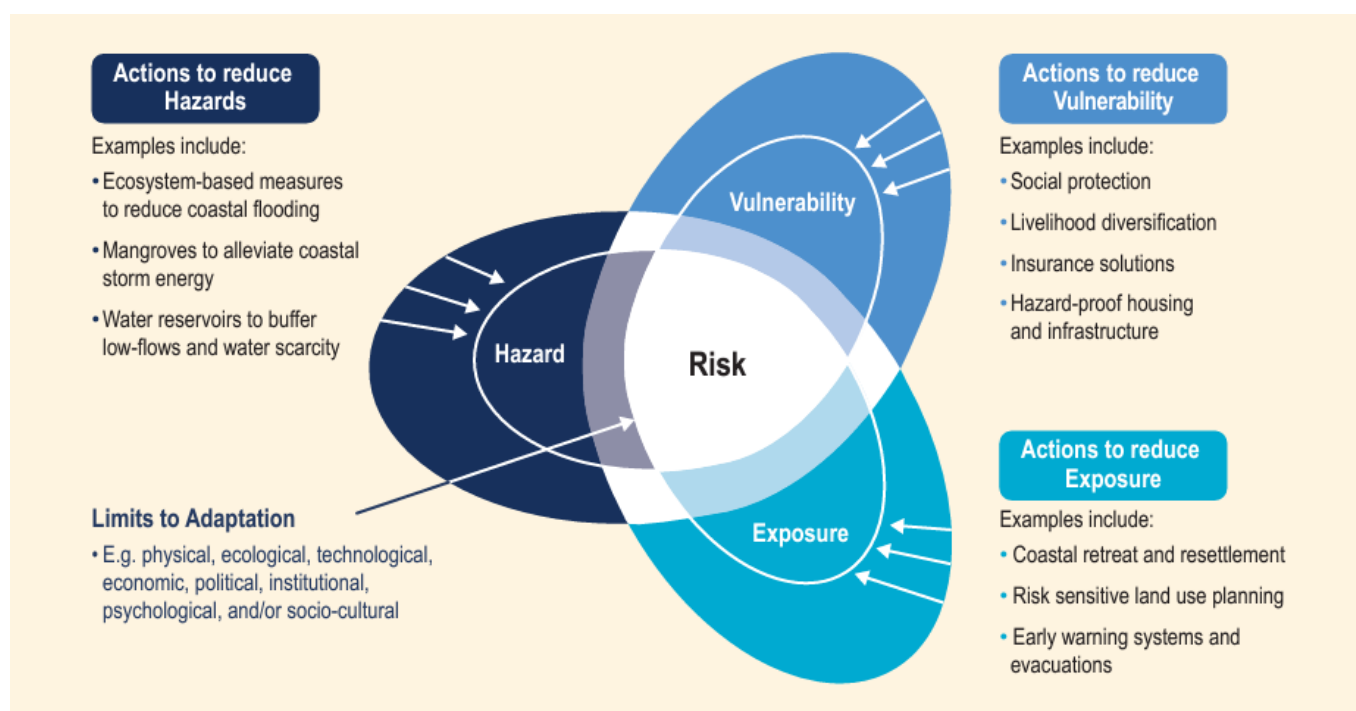


Figure 1 IPCC risk-based conceptual framework. (Source: IPCC. (2019). Technical Summary. In: IPCC Special Report on the Ocean and Cryosphere in a Changing Climate, pg. 46).

What role can the AUP play in natural hazard risk management?

The AUP can have the greatest impact by influencing the exposure part of the risk equation e.g. limiting the number of people, property and assets that are exposed during a natural hazard event by:

- setting the policy direction for how future development is managed in relation to natural hazard risk.
- specifying when an activity requires a natural hazard risk assessment in order to be considered appropriate or not.

How does the AUP currently manage natural hazard risk and what is proposed to change?

The AUP currently addresses natural hazard risks by managing subdivision, use and development in areas which may be subject to natural hazards. It requires a hazard risk assessment to be carried out to determine the appropriateness of the activity.

There are also other provisions in the AUP that address things that relate to natural hazards, such as limiting the extent of impervious areas on a site to manage the amount of stormwater that can build up.

Currently the rules and standards in the AUP only directly address flooding, land instability, coastal erosion, and coastal inundation. Wildfire is covered only in the policies of the AUP.

The AUP will likely continue to manage the same natural hazards as it does now. However, the council is looking to introduce a new risk management framework to give stronger direction on managing natural hazard risk.

What is the process for changing the AUP and which step of the process is the project currently at?

The AUP is a statutory document. This means that a formal plan change process is required to change the content of the AUP. This process includes:

- developing the proposed plan change through research, gathering evidence and preparing supporting information
- notifying the plan change so that the public can make submissions and share their views
- holding hearings to respond to feedback received in submissions
- notifying the decisions following the hearings, which may give rise to legal appeals
- resolving any appeals
- making the plan change operative

This project is currently at the first step of the overall process i.e. developing the changes that should be made to the AUP. To implement the proposed risk management framework, the council needs to get feedback and input from the community (and others) on how this is done and that is where this forum comes in.

What feedback is being sought from the panel and how will this impact the changes to the AUP?

The proposed risk management framework will mean that different rules and measures will apply depending on the level of risk from natural hazards. For example, further development and intensification of housing could be focused in areas where the risk of natural hazards is low. In areas of greatest risk, more restrictive measures, like avoiding more intensification, could be applied.

The challenge is identifying how the different levels of risk are defined and where the lines between thresholds are. For example:

- what criteria should a property or area meet for it to be classified as being subject to the highest level of risk?
- what can be done to reduce risk from one level to another?

Auckland Council is seeking feedback from the panel on what and when risk is intolerable, tolerable, or acceptable.

Other perspectives on managing risk, such as those from the development sector and insurance industry, will also be considered when the council team proposes a final risk management framework to the council committee that is responsible for the AUP.

Feedback from the panel will inform how these risk levels are determined. This will then help inform the provisions and methods used in the AUP to manage natural hazard risk.

What impact could different risk thresholds in the AUP have?

There will be costs and benefits regardless of where the risk thresholds are set. For example, if most consequences are deemed to be intolerable, then this would reduce the potential impacts of natural hazards on people and property, which is what we want to achieve. However, this would also have a knock-on effect on property rights, land values, and housing location and choice.

All these matters will need to be evaluated as part of the plan change development process.

What else is the council doing in this space?

This work is one of many pieces of work that Auckland Council is undertaking to improve resilience to natural hazards and climate change.

The AUP has limitations on what it can do. Other projects are underway to respond to the risks posed by natural hazards that the AUP is unable to cover. This project is being progressed alongside other council initiatives, such as Making Space for Water.



**October
2024**



Natural Hazards Participatory Forum

Making Changes to the Unitary Plan

The Auckland Unitary Plan sets the rules on what can be built where.

Changing these planning rules is known as a plan change. There is a process to follow to do this.

The Resource Management Act is the law that sets out the plan change process

Steps in the plan change process

1	Carry out research, gather evidence and prepare technical reports to consider options to address the issue.
2	Prepare a draft plan change using the information gathered in step one
3	Public notification of the plan change, so the public can make a submission and share their views on the proposals.
4	Hold hearings to respond to the evidence received in each submission.
5	Public notification of the decisions made following the hearings. There is then a timeframe to lodge an appeal on the decisions.
6	Resolve any appeals that have been received either through agreement or through hearings before the courts.
7	Make the plan change operative.

Te Aroturukitanga o te Mahere ā-Wae
ki Tāmaki Makaurau

Auckland Unitary Plan Resource Management Act (1991) Section 35 Monitoring

B10.2 Natural hazards and climate change

Summary Report
December 2022

Plan Change 120: Housing Intensification and Resilience Section 32



Overview

Auckland is susceptible to a range of natural hazards. Impacts of natural hazards to Auckland include property and content damage, injuries or fatalities, disruption to local and regional infrastructure, damage to the natural environment and natural features, as well as short-term and long-term economic loss and isolation of communities, particularly those in the outlying parts of the region.

Managing the effects of natural hazards and climate change in providing for subdivision, use and development is one of the most significant challenges facing Auckland.

There are a range of factors that make this challenge so significant, namely:

- the extent of Auckland's coastal edge and urban development adjoining the coast
- Auckland's geology and topography
- the location of historic development

- Auckland's rapid population growth and resulting pressure for urban development.

These factors result in pressure to locate development in areas that may be at risk from natural hazards. In addition, climate change has the potential to exacerbate these risks, as well as pose its own risks to people, property, and the environment, such as prolonged heat or impacting groundwater via sea level rise.

Chapter B10.2 Natural Hazards and Climate Change of the Regional Policy Statement (RPS) recognises these challenges. The objectives under B10.2.1 seek that activities are managed so that:



- communities are more resilient to natural hazards and the effects of climate change
- natural hazard risks are not increased in existing developed areas and new risks are not created because of new subdivision, use and development
- the effects of climate change on natural hazards are recognised and provided for
- the functions of natural systems, including floodplains and overland flow paths are protected and maintained.

The purpose of this monitoring report is to examine whether the Auckland Unitary Plan (AUP) is effective and efficient at achieving the outcomes sought under Chapter B10.2.1. The assessment of the AUP provisions is based on the legal requirements that

applied and information available at the time the AUP was developed and adopted in 2016.

Given the complexity and wide scope of this topic, the assessment in the report only provides a broad canvas of the key observations, trends and feedback drawn from the various data sources, which include discussions with relevant council staff, analysis of relevant resource consents, and review of relevant documentation. In many cases, further investigation will be required to understand the extent of highlighted issues. Information, data, and reports from the time period November 2016 until November 2021 have been used to inform this analysis.





Key Findings

Overarching matters

Scope of the AUP provisions

The objectives and policies in Chapter B10.2 refer to all natural hazards in general, however not all natural hazard risks are managed under the AUP. The AUP provisions only apply to:

- coastal erosion
- coastal storm inundation
- flooding
- land instability; and
- wildfire.

The risk from other hazards like earthquakes, tsunamis and volcanic activity are currently managed through other methods, such as identified tsunami evacuation areas and emergency management procedures. In addition, the AUP provisions focus on climate change effects only in relation to the exacerbation of these natural hazards and do not recognise that climate change itself can pose hazard risks. It may be appropriate for the AUP to include provisions that address risk from natural hazards beyond those currently covered.

Responsiveness to change under the AUP

Given the dynamic nature of natural hazards and the effects of climate change, the understanding and extent of risks that the AUP seeks to manage are constantly changing. The AUP cannot be easily changed without going through a statutory process, and as such, it is important for the AUP to have robust provisions and mechanisms in place to ensure risk assessments are based on the latest information for it to be effective in managing risk. This is only partly achieved in the AUP currently and there may be opportunities to include other mechanisms to ensure that the AUP is as responsive as possible to these changes.

Approaches and directives for managing risk

The concept of risk treatment is complex as there are often multiple factors that can influence the risk equation. The AUP provisions do not fully reflect this complexity and instead refer to risk in a generic sense. This makes it difficult to determine whether risk is being created or being increased, particularly in the absence of a clear policy direction on when risk should be 'avoided' instead of only 'mitigated'. Furthermore, almost all relevant activities on land are provided for as permitted or restricted discretionary activities, irrespective of the level of risk present. There are opportunities to improve effectiveness of the AUP by incorporating the complexities of risk management into the provisions, establishing a clearer policy direction on how risk should be managed in different circumstances and for the rules to reflect the degree of risk and where a precautionary approach will apply.

Zoning of land within natural hazard areas

The zone that applies to land indicates what is considered as the appropriate use and development for land and establishes a development expectation for a site. As such, there is inevitably a contest between the presumed development potential provided for by the zone against any loss in potential required through the implementation of separate natural hazard provisions to avoid or mitigate hazard risk. This means that a reduction in anticipated development is not ensured, even when the level of hazard risk warrants it. It may be appropriate to better utilise zoning and/or other development control measures to manage this conflict.

Structure plans

Structure plans provide a critical opportunity to assess the risks to land from natural hazards as part of determining the appropriate form of urban development within an area. There are potential gaps identified with the structure planning process, such as the lack of a strong directive for consideration of all relevant information as part of the assessment, and the fact that subsequent plan changes may not be in accordance with an adopted structure plan. Improving the provisions and requirements that apply for structure plans could add to their effectiveness in achieving the RPS objectives.

Lack of an AUP zone to apply to land that functions as 'green infrastructure'

There is no zone in the AUP that can be applied to land that is intended to function as green infrastructure (i.e. land that is to remain undeveloped to provide space for overflows of stormwater, flood waters and streams in storm events and/or for coastal erosion and coastal processes). In the absence of a specific zone, one of the Open Space zones is usually considered as the most appropriate zone to apply instead. However, this creates a tension with the purpose, management and costs associated with an Open Space zone. A specific zone in the AUP may be appropriate to accommodate and recognise this function.

Identifying and managing activities within natural hazard areas

The AUP provisions focus on managing hazard risk on land or within an identified area potentially subject to natural hazard risk. However, not all situations where a hazard risk assessment is warranted are identified due to limitations with the use of mapping and definitions as identifiers, and due to different interpretations of the relevant plan provisions. Sometimes there may also be risk to people when the activity itself is not located in identified natural hazard areas, such as the inability to safely egress from a site during a flood event due to flooding along the public road. Further consideration may be appropriate to assess how natural hazard risk is identified and managed by the AUP and how to ensure that the relevant provisions are being applied consistently.

Consistency of assessments and quality of information

Under E36.9 of the AUP, applicants are required to provide appropriate technical assessments to support an application for an activity or development that may be subject to or exacerbate natural hazard risk, which the relevant council specialists rely on to undertake their review. The quality and accuracy of these technical assessments vary – in some situations, there has been misleading or not entirely accurate information provided and in others, not all matters that should be considered have been addressed. There are opportunities to provide additional guidance on or strengthening E36.9 requirements, as well as to improve the clarity and directiveness of the AUP to enable assessments to focus on the most relevant and important considerations.



Impact of existing development on hazard risk management

Existing development, which was established prior to the AUP, can add complexity to how risk from natural hazards is managed. There is a lack of clear policy direction for scenarios where it involves existing development that no longer avoids or mitigates hazard risk to the extent required by the AUP. As a result, there are varied outcomes in the assessments undertaken for these scenarios. A clearer policy direction on this matter would assist in improving the effectiveness of the AUP.

Differentiation in risk tolerance

The E36 provisions in the AUP use different activity categories (e.g. ‘more vulnerable’ vs ‘less vulnerable’) as a method to manage risk, with less onerous provisions applying to those activities less sensitive to risk. However, there appears to be confusion on how activities involving both ‘more’ and ‘less’ vulnerable activities should be managed. In addition, this method does not directly align with the outcomes sought under Chapter B10.2, where any risk, regardless of type of land use activity, should be avoided or not increased depending on the situation. Therefore, further evaluation may be warranted to determine whether this approach is clear and appropriate.

Implementing a precautionary approach

The term ‘precautionary approach’ is used in the Policy B10.2.2(6) in the RPS but is not referenced further in the AUP. There is also no AUP definition of what this term means, nor is it clear, based on the current policy and zoning framework, how the AUP supports this policy. Changes to the policy, rule/activity status and zoning frameworks in the AUP may provide a clearer connection with Policy B10.2.2(6).

Risk from multiple hazards

The AUP lacks direction on the management of risk from multiple hazard events occurring at the same time. This is particularly relevant as the impact of climate change on the magnitude, frequency and intensity of natural hazard events are not very well understood. Clarification on how risk from multiple hazards should be managed and whether a precautionary approach should apply in these scenarios would assist in improving the effectiveness of the AUP.

Duration and timeframes of consent

While duration of consent is a matter that can be considered under Policy E36.3(3), there is no clear guidance on when this should apply. Limiting duration is particularly important as an assessment of risk is done at the time consent is sought but hazard risk may change over time. Where appropriate, condition of consent could require a timeframe for review to determine whether that activity is still appropriate. While these options are available, the lack of clear policy direction means that they may not be imposed when it is warranted.

Permitted activities

There are several activities that are provided for permitted activities (i.e. do not require a resource consent) under Chapter E36 of the AUP. There is limited scope to consider all relevant matters that may need to be considered in this instance, and there is no ability to take an 'avoid' approach where it may be warranted. Further evaluation would assist in determining whether permitted activity status is always appropriate in these circumstances.





Effectiveness of AUP hazard-specific provisions

Coastal storm inundation

A review of resource consent data indicates that the management of risk for coastal storm inundation is primarily focused on ensuring developments achieve adequate finished floor levels, and/or using engineering solutions to reduce the impact of a coastal storm event. Potential gaps identified with the relevant provisions affecting the effectiveness of the AUP include:

- The mapping layer for 'Coastal storm inundation 1 per cent AEP plus 1m sea level rise control' in the AUP planning maps is no longer accurate and does not reflect the latest inundation modelling.
- There has been a lack of clear guidance on freeboard allowances (i.e. floor levels above modelled flood levels) for coastal flooding above the modelled water levels to accommodate other factors such as wave-run up and wave overtopping.
- Guidance on design criteria is provided through supporting documentation that sit outside of the AUP and the AUP provisions do not reflect the need for these documents to be considered.

Coastal erosion

A review of resource consent data indicates that management of risk for coastal erosion appears to be primarily dependent on ensuring developments appropriately avoid the risk, ensuring that the features proposed are relocatable if the land does recede or relying on hard protection structures. Potential gaps identified with the relevant provisions affecting the effectiveness of the AUP include:

- There is no mapping of land affected by coastal erosion, with the reliance on the definition of 'coastal erosion hazard area'. Several issues were identified with the definition, including how the definition does not capture all land that may be at risk and how it is unclear if the definition applies to land that lies between mean high-water springs and a cliff top.
- Reliance only on the definition without any mapping means that consent requirements relating to the coastal erosion hazard area are not always identified and assessed accordingly.

Flooding

A review of resource consent data indicates that the risk from flooding is commonly managed by ensuring development is outside of the floodplain or using engineering solutions that include minimum floor levels for buildings and ensuring that floodplains and overland flow paths are not obstructed. Potential gaps identified with the relevant provisions affecting the effectiveness of the AUP include:

- Engineering solutions can be acceptable to maintain the functioning of floodplains and overland flow paths, provided a suitably robust assessment has been undertaken, which may not always be the case.
- There are errors with the flooding-related definitions in Chapter J of the AUP, such as the definition of ‘annual exceedance probability’ and the note attached to the ‘floodplain’ definition.
- The mapping layers in GeoMaps for floodplains and overland flow paths are indicative only. This means that the exact extent of the floodplain or overland flow path may not be immediately clear and therefore an assessment of flood risk is not identified as being required.
- Freeboard requirements are provided through supporting documentation that sit outside of the AUP and the AUP provisions do not reflect the need for these documents to be considered.
- There appears to be a lack of awareness and understanding by plan users of the purpose of the different flooding-related provisions.
- There are no provisions in the AUP which apply to ‘flood prone areas’ and ‘flood sensitive areas’.
- Some activities within floodplains and overland flowpaths are permitted activities, which can have potential impact on flooding dynamics.



Land instability

A review of resource consent data indicates that engineering structures are the most common solutions to address the risk from land instability. Potential gaps identified with the relevant provisions affecting the effectiveness of the AUP include:

- There is no mapping of land which may be unstable, with the reliance on the definition of ‘land which may be subject to land instability’. Several issues were identified with the definition, including how the definition does not capture all land that may be at risk and how it is unclear how slope gradient is measured.
- Relevant rules in Chapter E36 relating to land instability are not being applied consistently as activities can be considered both a permitted and a restricted discretionary activity.
- Assessments for development relying on engineering structures do not always consider all the relevant matters that should be considered, such as maintenance requirements over the lifespan of the structure and the lifespan for which these structures are designed.

Wildfire

There is no definition or AUP maps that identify land that may be a risk from wildfires, nor are there any rules that directly relate to avoiding or mitigating the risk from wildfires. As such, there is a lack of opportunity for this risk to be considered, and a lack of direction on how this risk should be assessed as part of the resource consenting process.





Effectiveness of other AUP provisions

Subdivision in natural hazard areas

Subdivision provisions, including those relating to subdivision in natural hazard areas, are contained in Chapters E38 and E39 of the AUP. Potential gaps identified with the relevant provisions affecting the effectiveness of the AUP include:

- These chapters are complex and contain several different rules, some which overlap. This can cause confusion for plan users and result in rules being applied inconsistently.
- The consequences and impact of subdivision of land that is within one or more natural hazard areas do not appear to be fully appreciated. This outcome may be influenced by the current AUP assessment framework, the lack of a direct mechanism to ensure that future development following subdivision avoids the natural hazard area where possible, and the need for a stronger directive to consider future risk generated by the development opportunities created by the establishment of a new site in a natural hazard area.
- A method to manage natural hazard risk is to impose conditions and consent notices to ensure that only the development that has been assessed as part of the resource consent can be established on newly created sites. However, this method may no longer be utilised due to legal implications, which then compromises the risk assessment framework.

Esplanade reserves

Esplanade reserves and strips play an important role in mitigating the risk from hazards. Potential gaps identified with the relevant provisions affecting the effectiveness of the AUP include:

- Their role in natural hazard risk mitigation does not appear to always be considered when assessing applications for esplanade reserves or for reductions and waivers. This is likely due to the wording of the relevant policies, matters of discretion and assessment criteria.
- Development that precedes subdivision can limit the ability for a 20-metre-wide esplanade reserve or strip to be provided at the subdivision stage as the current riparian and coastal yard requirements at land use stage are usually a lesser width.

Hard protection structures

Hard protection structures are sometimes relied on to mitigate natural hazard risk. Potential gaps identified with the relevant provisions affecting the effectiveness of the AUP include:

- The assessment of applications relating to hard protection structures appears to be inconsistent as not all matters that should be assessed are considered, particularly with regards to ensuring the integrity of these structures during their intended lifespan. This compromises their ability to manage risk as they may not be as effective as intended as time goes by.
- Assessments for existing hard protection structures that require a resource consent retrospectively appear to focus on the fact that a structure is already in place to manage the risk, and that it is not practical to consider alternatives or replace the structure with a more natural mitigation method. This can undermine the intent of the objectives and policies of the RPS to rely less on hard protection structures where possible.

Coastal protection yards and riparian yards

Coastal protection yards and riparian yards require development to be set back from the edge of the coast and rivers for a range of purposes, including natural hazard risk management. Potential gaps identified with the relevant provisions affecting the effectiveness of the AUP include:

- The role of coastal protection yards and riparian yards in natural hazard risk management is outlined in the purpose statement for these standards. However, there is a lack of objectives and policies that directly recognise this role. There is also no link between these provisions (which can be found in the relevant zones) and Chapter E36.



Vegetation alteration or removal

Vegetation can help to mitigate the risk of natural hazards through stabilisation and acting as natural buffers. The alteration or removal of vegetation may exacerbate natural hazard risk. Potential gaps identified with the relevant provisions affecting the effectiveness of the AUP include:

- Not all vegetation that plays a role in natural hazard risk management may be subject to the vegetation alteration and removal provisions found in Chapter E15.
- There is a disconnect between the objectives and policies in Chapter E15 as it relates to the role of vegetation in natural hazard risk management, and there is currently no link between this chapter and the objectives, policies and provisions relating to natural hazards in Chapter E36.

Natural hazards and the Building Act 2004

The Building Act 2004 (Building Act) manages the hazard risk to buildings on land subject to natural hazards. Buildings may require a resource consent under the AUP rules in addition to a building consent. There are potentially gaps resulting from the differences between the requirements under the Building Act and the AUP, particularly in relation to the different timeframes involved and the hazard parameters that apply (e.g. the Building Code and supporting practice notes suggesting design timeframes ranges from at least 5, 15 or 50 years for buildings, whereas the AUP seeks to manage over a 100 year timeframe). These differences may undermine the overall effectiveness and efficiency in the AUP provisions in achieving the RPS outcomes.



Summary of main findings

Where is the plan performing well?

- Relying on mapping layers that sit outside of the AUP maps to identify natural hazard risk has proven successful as this means that these maps can be updated regularly and provide plan users with the most up to date information on risk that the council has.
- Requiring a site-specific analysis to confirm the actual extent of risk on a property, which allows a better understanding of the level of risk present and how risk associated with development on the site is managed.
- Despite some gaps in the understanding of the requirements, the existing assessment framework in the AUP broadly provides sufficient scope so that all the matters that should be considered at risk assessment stage can be considered.

Where is the plan underperforming?

- Some of the issues identified relate to the implementation of the provisions in the AUP. Although there is scope for assessment, this is not always understood or utilised appropriately by plan users.
- The static nature of the AUP means that a plan change is required to make any adjustments to the text of the plan. As such, parts of the plan can become out-of-date.
- There are some gaps with the mechanics of the plan, such as a lack of clear guidance on design criteria, a lack of a suitable zone for green infrastructure purposes, and unclear links between different chapters.

What are the most significant matters limiting the effectiveness of the AUP?

- The provisions in the AUP do not fully reflect the complexity of risk management, which makes it difficult to determine whether risk is being created or being increased in a particular scenario.
- There is a lack of a clear framework that identifies the circumstances where a precautionary approach of avoidance, as opposed to just mitigation, would be the most appropriate management method. The relevant Auckland-wide provisions that manage natural hazard risk also sit independently of the underlying zones and results in an inherent tension between the two sets of provisions.
- There are gaps in how the AUP manages activities in areas subject to natural hazard risk. For example, there are currently no provisions that address 'flood prone areas' or areas that may be subject to wildfire risk, and not all areas that should warrant an assessment are identified.

Recommendations from these findings are not included in this summary report. See the technical report for more detail and recommendations.





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Plan Change 120: Housing Intensification and Resilience Section 32



Welcome!

We'll be starting at 9am

Please:

1. Help yourself to tea and coffee
2. Register and collect your badge
3. Complete a “pre” survey which you can collect form the registration table.
4. Place your completed survey in the box at registration



Your Facilitator (for all the sessions)

Anna Curnow
Decision Works



Welcome to the Natural Hazards Participatory Forum

Councillor Richard Hills
Chair
Policy and Planning Committee

The Council Team (a reminder)

The Project Team

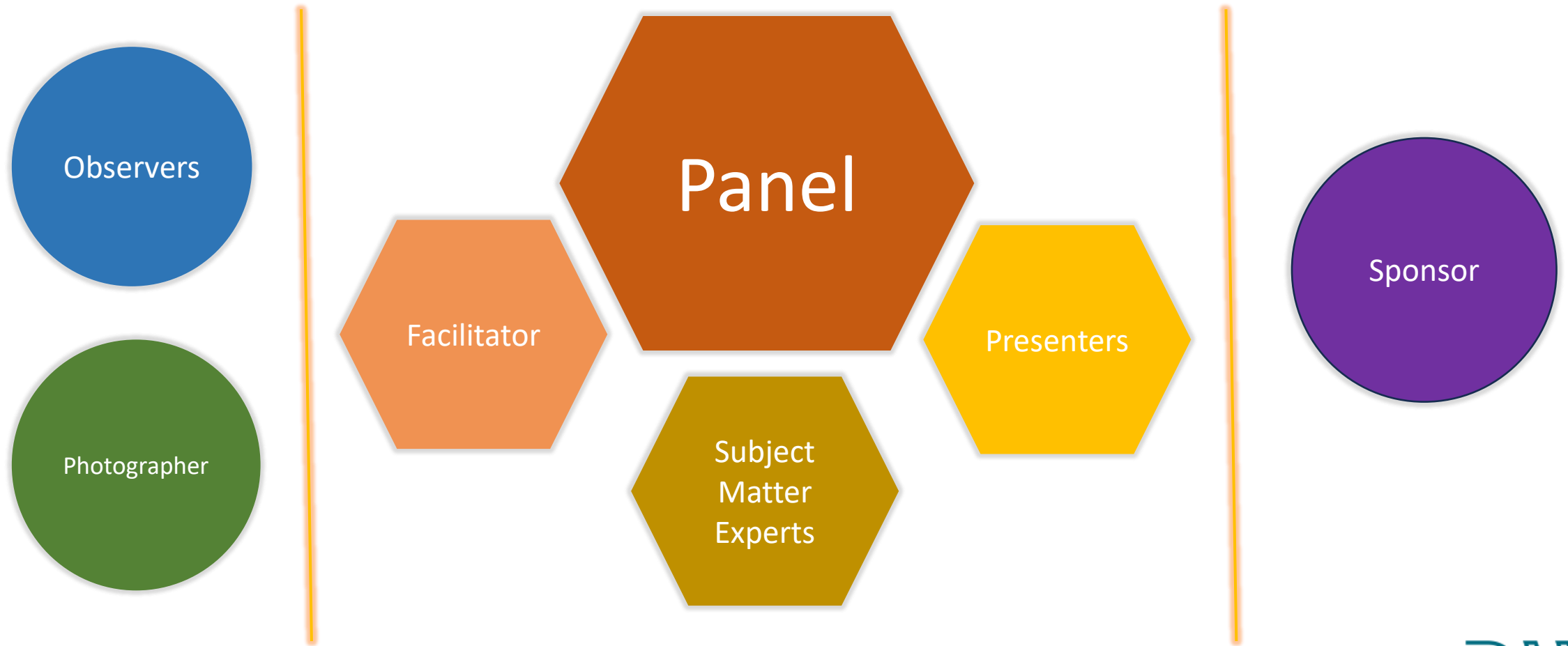
1. **Wendy Filip**, Citizen Engagement Manager
2. **Tian Liu**, Senior Policy Planner
3. **Ross Moffatt**, Senior Policy Planner
4. **Phill Reid**, Auckland-wide Planning Manager
5. **Lucy Summerfield**, Senior Communications Specialist
6. **Christopher Turbott**, Senior Policy Planner
7. **Lee-Ann Lucas**, Senior Policy Planner
8. **Nicholas Lau**, Senior Policy Planner

Plan Change 120: Housing Intensification and Resilience Section 32

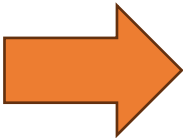
Subject Matter Experts

1. **Fiona MacDonald**
2. **Nick Brown**
3. **Rebekah McLelland**
4. **Natasha Carpenter**
5. **Lara Clarke**
6. **Ross Roberts**

Who does what?



The Natural Hazards Participatory Forum



09 Oct (Online)	- Introducing the process - Exploring the remit
12 Oct (In person)	- Building a group and skills development - Natural hazards and how they apply to the Plan Change - Understanding risk - The experience of natural hazards
19 Oct (In person)	- Understanding risk tolerance - Exploring risk tolerances at home and in the community - Examining factors that influence perception of risk
30 Oct (In person)	Drafting the report for the Policy and Planning Committee
Early Nov (Online)	To review and finalise the report
11 Dec (In person)	Presentation of the report to the Auckland Council Policy and Planning Committee

Agenda (today)

9am Start

1. Getting to know each other
2. Skills development
3. Group rules

10.30am Morning Tea

4. More on the Auckland Unitary Plan
5. Natural hazards
6. Risk and how it fits with the AUP

12.15pm Lunch

7. Lived Experience

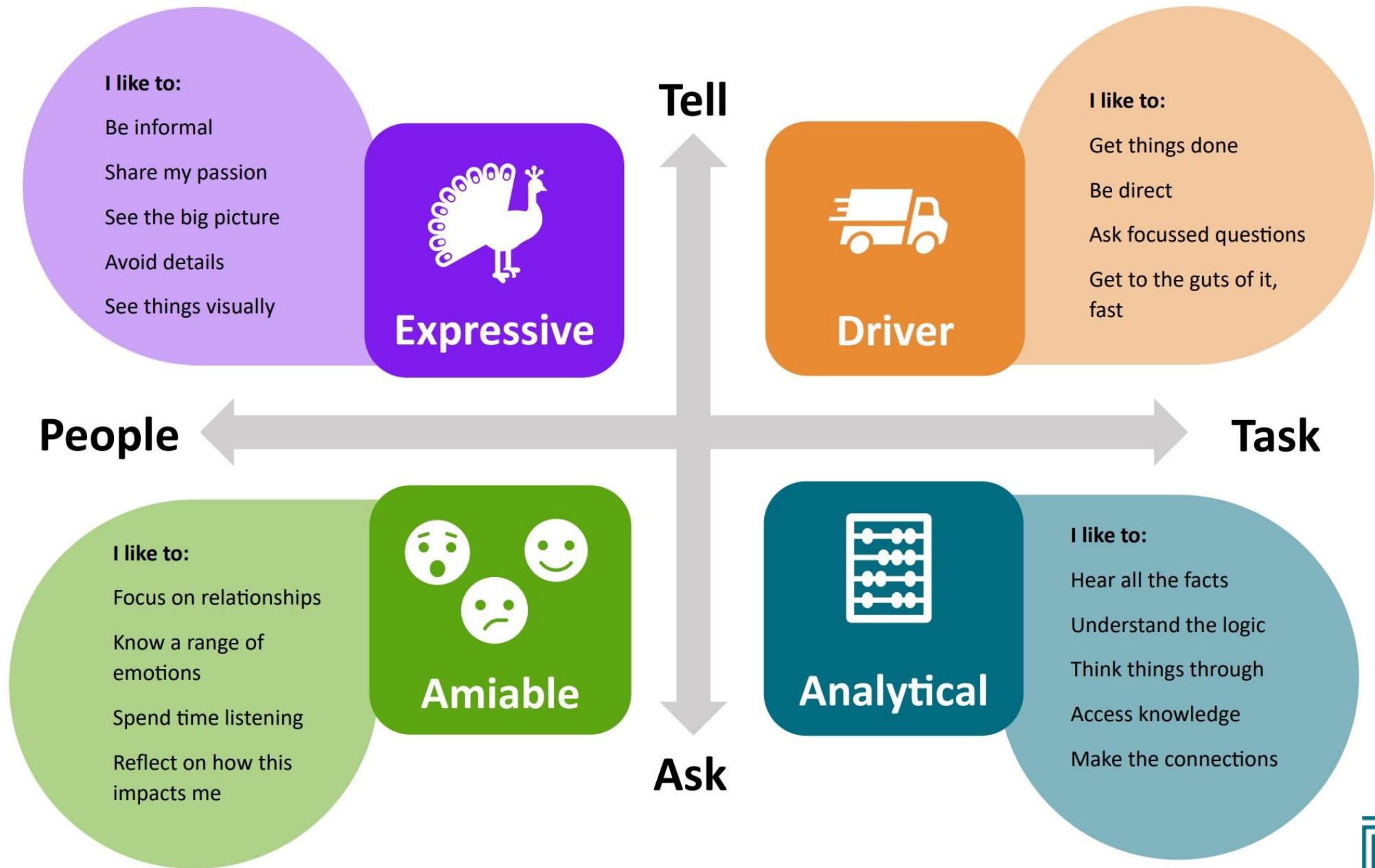
2pm Finish

Introduce yourself

In pairs ask each other the following questions.

1. What is your name?
2. Where do you live?
3. Why did you agree to be part of this process?





Brain Bias

People can often make poor or irrational decisions because our brains take mental shortcuts. These can take all sorts of forms. Everyone has them. They are a natural part of how our brains function. Being aware of them helps us check ourselves and make better decisions.

- Anchoring
- Bandwagon
- Gamblers Fallacy
- Risk Compensation
- Status Quo
- Blind Spot
- Reactive Devaluation
- Confirmation
- Authority/anti-authority
- Clustering Illusion
- Courtesy Bias
- Ostrich Effect
- Post-purchase Rationalisation



'SLOW' THINKING, OR CRITICAL THINKING



Critical Thinking

	Clarity	When a statement feels vague or fuzzy and we can't tell if its accurate or relevant.	Could you elaborate further on that point?
	Accuracy	A statement can be clear but not accurate.	How could we check that? Has this been peer reviewed?
	Relevance	At statement can be clear, accurate, precise but not relevant to the issue at hand.	How is this connected to the issue here? Is that relevant here?
	Depth	Statements lack depth when they fail to deal with the complexities of the issue.	How does your suggestion address the complexities of the question?
	Breadth	An argument that considers only one viewpoint but ignores other perspectives lacks breadth.	Are there other points of view? Is there another way to look at this?
	Logic	When the combination of thoughts is not mutually supporting and fails to make sense.	How is it possible to be both x and y? Isn't there a contradiction here?

Morning Tea

Please be back by 10.45am

What is the Auckland Unitary Plan (AUP)?

- Auckland Council implements regulations to maintain the social, economic, environmental and cultural well-beings of its communities.
- The AUP is Auckland's planning rulebook that sets out what and where activities can be carried out and how our natural and physical resources are managed and maintained.



What does the AUP manage?

- The AUP seeks to protect the environment and people's enjoyment of it.
- This includes both the natural environment as well as the built environment.



AUCKLAND
UNITARY PLAN
OPERATIVE IN PART 15 NOVEMBER 2016

+ Chapter A Introduction
+ Chapter B Regional policy statement
+ Chapter C General rules
- Chapter D Overlays
+ Natural Resources
+ Natural Heritage
+ Historic Heritage and Special Character
+ Mana Whenua
+ Built Environment
+ Infrastructure
- Chapter E Auckland-wide
+ Natural Resources
+ Mana Whenua
+ Built environment
+ Infrastructure
+ Environmental Risk
+ Subdivision
+ Temporary Activities
- Chapter F Coastal

F1 Introduction to the regional coastal plan [PDF \(70 KB\)](#)

Examples of what the AUP manages



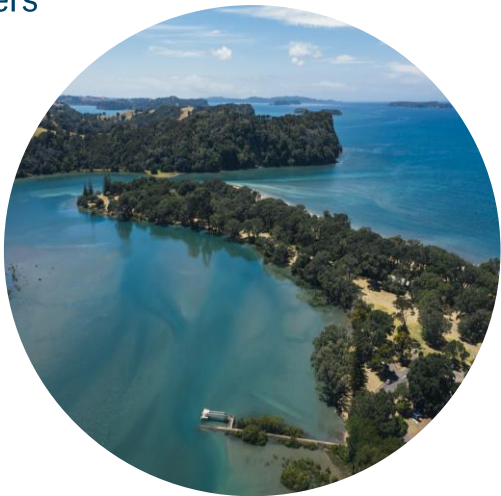
Lakes and rivers



Air and water quality



Uses and activities



Coastal environment and
vegetation

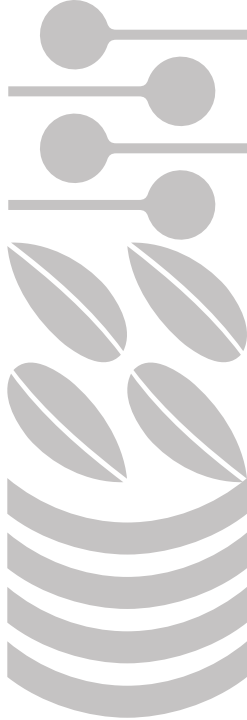


Built form and
subdivision



Historic heritage and
cultural heritage

Plan Change 120: Housing Intensification and Resilience Section 32



What does the AUP not manage?

- The AUP only has tools to address effects of activities on the natural and physical environment, not economic and societal matters (e.g. taxes, health and common law).
- It provides (or reduces) the opportunity for something to happen, but this does not mean that it will happen.



Example of what the AUP does and does not manage

For a new takeaway shop, the AUP would be managing aspects such as:

- Appearance and built form
- Appropriateness of the activity in relation to other activities
- Noise and odour

The AUP would not manage aspects such as:

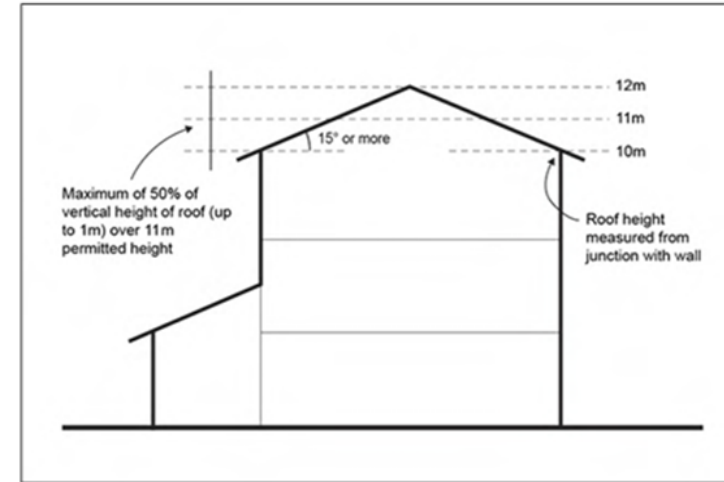
- The quality of the food
- Loss of income for competing takeaway store
- Impacts on consumers' health



How does the AUP work?

- The AUP contains a range of rules and standards.
- If an activity is not permitted or a standard cannot be complied with, then a resource consent is required.
- An application to Council is required in those instances to determine whether the activity should take place or not.

Figure H5.6.4.1 Building height in the Residential – Mixed Housing Urban Zone



H17.4. Activity table

Table H17.4.1 Activity table specifies the activity status of land use and development activities in the Business – Light Industry Zone pursuant to section 9(3) of the Resource Management Act 1991.

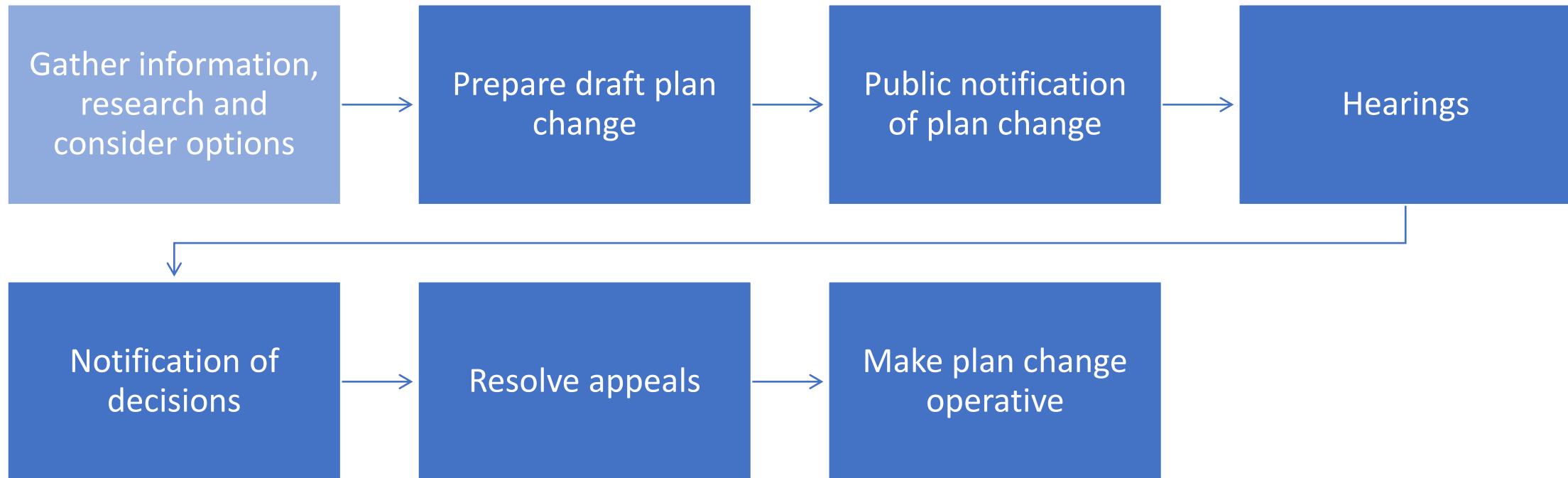
Table H17.4.1 Activity table

Activity		Activity status
Use		
(A1)	Activities not provided for	NC
Accommodation		
(A2)	Workers accommodation - one per site	P
(A3)	Dwellings	NC
(A4)	Integrated residential development	NC
Commerce		
(A5)	Commercial services	D
(A6)	Dairies up to 100m ² gross floor area	P
(A7)	Drive-through restaurant	P
(A8)	Entertainment facilities	D
(A9)	Food and beverage up to 120m ² gross floor area per site	P
(A10)	Garden centres other than in H17.4.1(A11)	P
(A11)	Garden centres within 100m of a Business – Heavy Industry Zone	RD
(A12)	Motor vehicle sales other than in H17.4.1(A13)	P
(A13)	Motor vehicle sales within 100m of a Business – Heavy Industry Zone	RD
(A14)	Marine retail other than in H17.4.1(A15)	P
(A15)	Marine retail within 100m of a Business – Heavy Industry Zone	RD
(A16)	Offices up to 100m ² gross floor area per site	RD
(A17)	Offices that are accessory to the primary activity on the site and:	P



What are the steps to make changes to the AUP?

AUP is a statutory document – a formal plan change process is required to change the text or maps



What are natural hazards?

- Natural hazards mean any atmospheric-, earth- or water-related event that has the potential to negatively impact on people, property, the economy or other aspects of the environment.
- A flooded river away from civilisation is just a natural event, but it becomes a hazard when the flooding impacts society.



What are natural hazards?

- Examples of natural hazards include:
 - Coastal erosion
 - Coastal inundation
 - Wildfires
 - Landslides
 - Flooding
 - Volcanic activity
 - Earthquakes
 - Tsunamis
 - Drought



Source: NIWA



Source: RNZ



What are the consequences of natural hazards?

- Natural hazards can have significant impacts on people, property, the economy, and the environment.
- Examples of these impacts include:
 - loss of life
 - physical and mental health effects
 - destruction of buildings, property and belongings
 - damage to infrastructure
 - economic disruption
 - loss of ecosystems and biodiversity
 - degradation of water quality

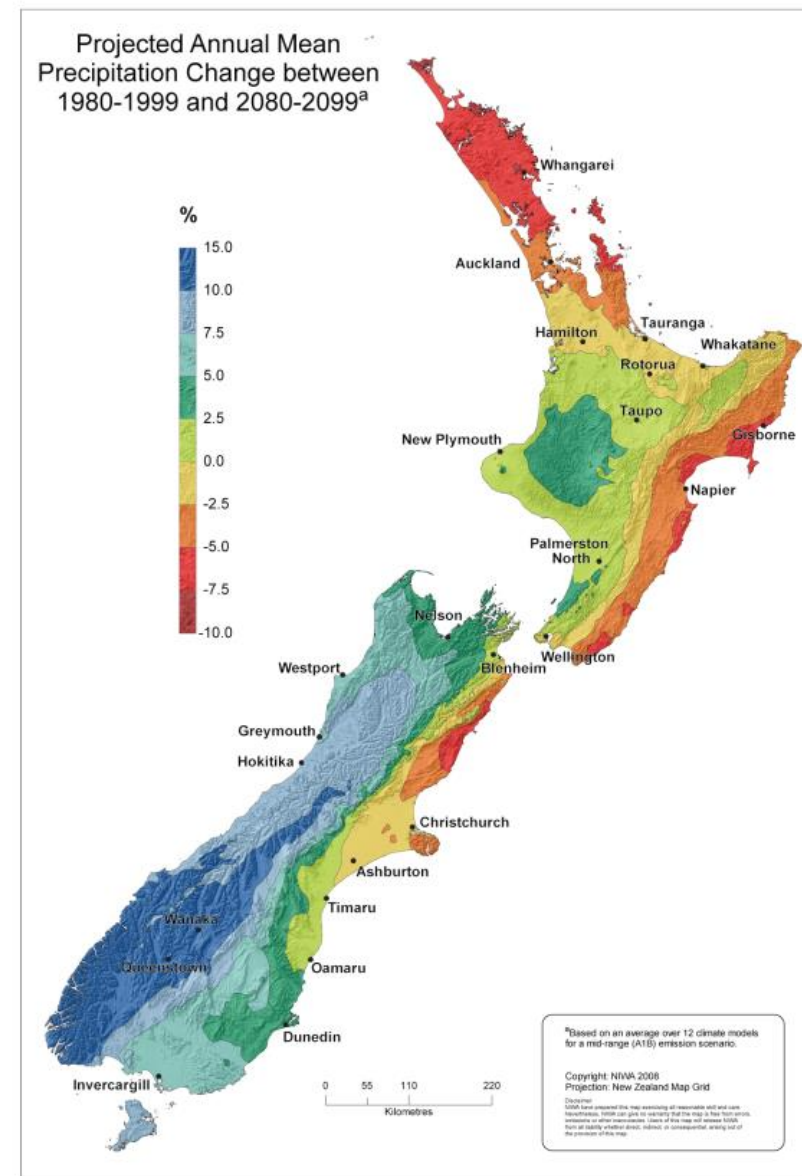


Source: New Zealand History



What is climate change?

- Climate change refers to the long-term shifts in temperatures and weather patterns.
- While some shifts can be natural, shifts can be also be driven by human activity such as burning fossil fuels, dairy farming, or deforestation.
- Climate change can have a range of effects, including impacting people's health, making it difficult to grow food, and changing the dynamics of various ecosystems.

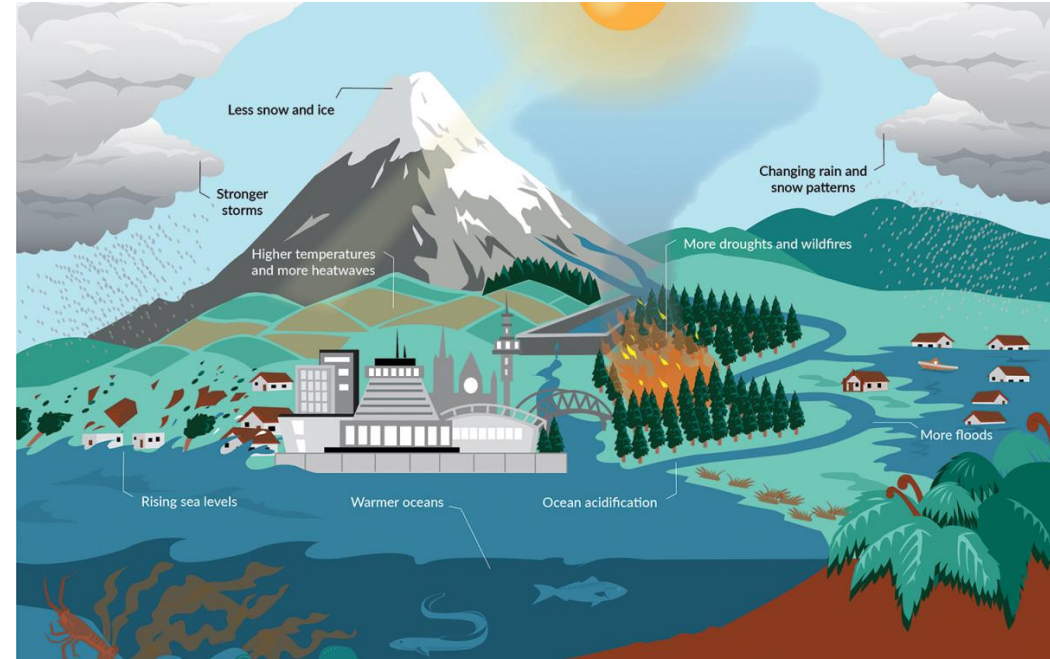


Source: NIWA



What are the impacts of climate change on natural hazards?

- Natural hazards can be exacerbated by the changing climate.
- Climate change can impact on rainfall patterns and global temperatures, which then results in stronger and more frequent rainfall events, as well as increased occurrence of droughts and wildfires.
- Warming temperatures also are causing sea level to rise – caused by thermal expansion of ocean and melting glaciers and ice sheets.



Source: Ministry for the Environment

How does the AUP manage natural hazards?

- The AUP has rules and standards that manage subdivision, use and development in areas subject to natural hazards – most activities require a resource consent.
- A hazard risk assessment is required to support any resource consent application.
- The AUP also has other relevant rules and standards e.g. setting maximum impervious areas to manage stormwater amounts.
- Not all natural hazards are managed by the AUP.

(A34)	New structures and buildings (and external alterations to existing buildings) with a gross floor area up to 10m ² within the 1 per cent annual exceedance probability (AEP) floodplain that comply with standard E36.6.1.9	P
(A35)	New structures and buildings designed to accommodate flood tolerant activities up to 100m ² gross floor area within the 1 per cent annual exceedance probability (AEP) floodplain	P
(A36)	New structures and buildings (and external alterations to existing buildings) with a gross floor area up to 10m ² within the 1 per cent annual exceedance probability (AEP) floodplain that do not comply with standard E36.6.1.9	RD
(A37)	All other new structures and buildings (and external alterations to existing buildings) within the 1 per cent annual exceedance probability (AEP) floodplain	RD
(A38)	Use of new buildings to accommodate more vulnerable activities, and changes of use to accommodate more vulnerable activities within existing buildings located within the 1 per cent annual exceedance probability (AEP) floodplain	RD

H5.6.9. Maximum impervious area

Purpose:

- to manage the amount of stormwater runoff generated by a development, particularly in relation to the capacity of the stormwater network and potential flood risks;
- to support the functioning of riparian yards, lakeside yards and coastal yards and water quality and ecology;
- to reinforce the building coverage and landscaped area standards;
- to limit paved areas on a site to improve the site's appearance and cumulatively maintain amenity values in a neighbourhood.

(1) The maximum impervious area must not exceed 60 per cent of site area.

(2) The maximum impervious area within a riparian yard, a lakeside yard or a coastal protection yard must not exceed 10 per cent of the riparian yard, the lakeside yard or the coastal protection yard area.



Which hazards does the AUP manage?

Flooding

**Coastal
erosion**

**Coastal
inundation**

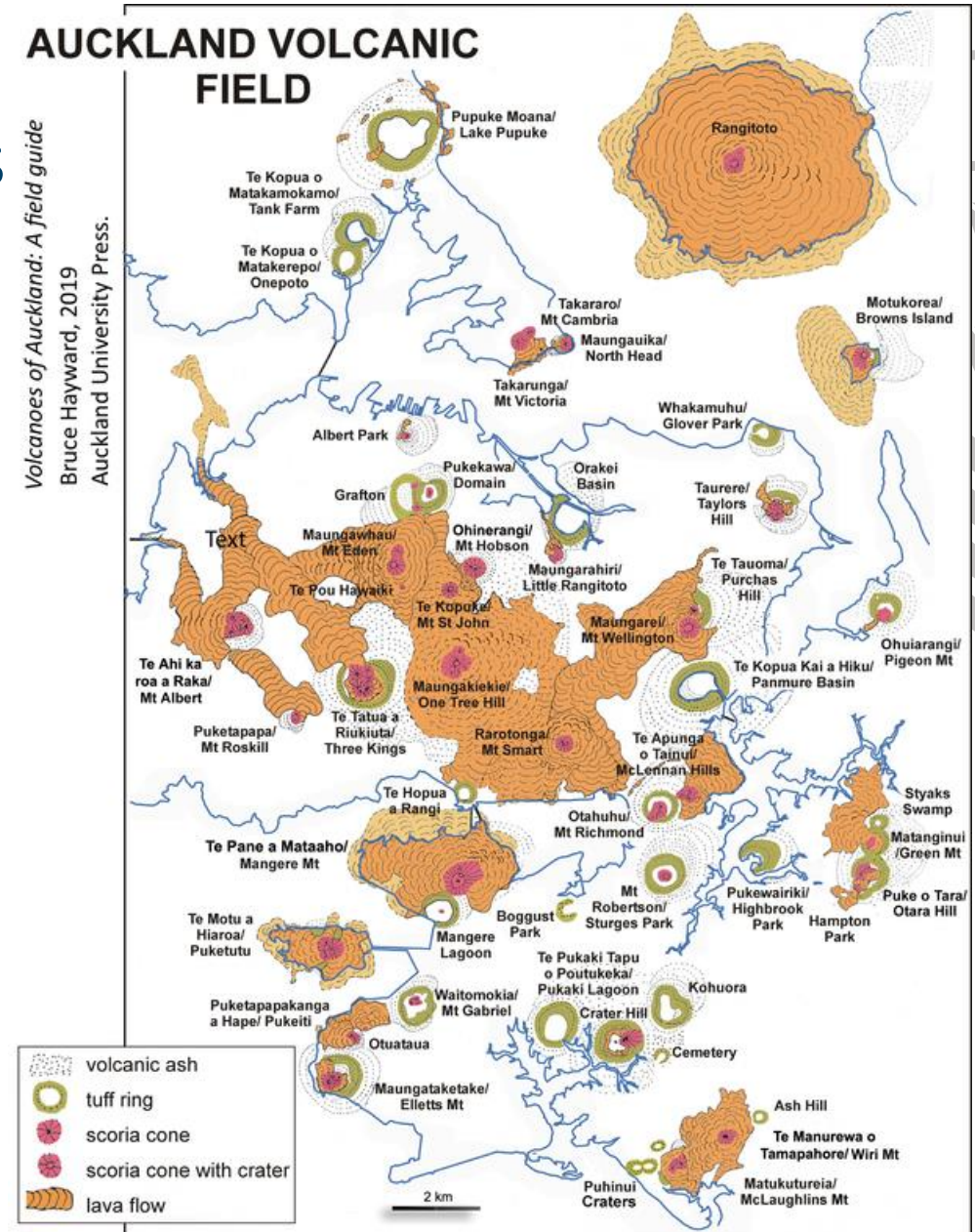
**Land
instability**

Wildfire*



Why does the AUP only manage some natural hazards and not others

- Some natural hazards are not suited to be managed through the AUP.
- Example – a volcanic eruption is a low probability but high potential impact event that may affect a large portion of the Auckland region regardless of what controls or management measures are implemented.
- Reliance on better methods such as emergency management for these hazards.



Source: Bruce W. Hayward, (2019).
Volcanoes of Auckland: A Field Guide

Natural Hazards – activity

You have 20 minutes to explore the information stations around the room. Feel free to discuss with the subject matter experts or with your fellow panellists.

Please complete the questionnaires provided.



Hazards vs risk?

“the effect of uncertainty on objectives”
ISO standard 31000

Hazards are not, in themselves, a risk.

It's the use and potential impact that creates the risk.

Chemicals can be hazardous
Risk arises when we use them

A flood zone is a hazard
Risk arises from building homes there

Mountains are hazardous
Risk arises when we use them
for recreation

Risk prioritisation

Likelihood x consequences

Air travel accidents are rare
The consequence can be very severe
= high priority risk

A paper cut is quite likely
The consequence is minor
= low priority risk



Risk Controls

Control Measure	What it means	Examples
Accept	Its going to happen and we can handle it in our normal practices.	Paper cuts, some flooding
Transfer	Its going to happen and we can pass the impact of the risk on.	Insurance, contract arrangements
Eliminate/Avoid	We will stop doing the thing that creates the risk.	Closing the border, nuclear power
Reduce	We will reduce the impact or likelihood of the risk	Seatbelts, safe storage of chemicals, smoking reduction

Risk Appetite/Tolerance

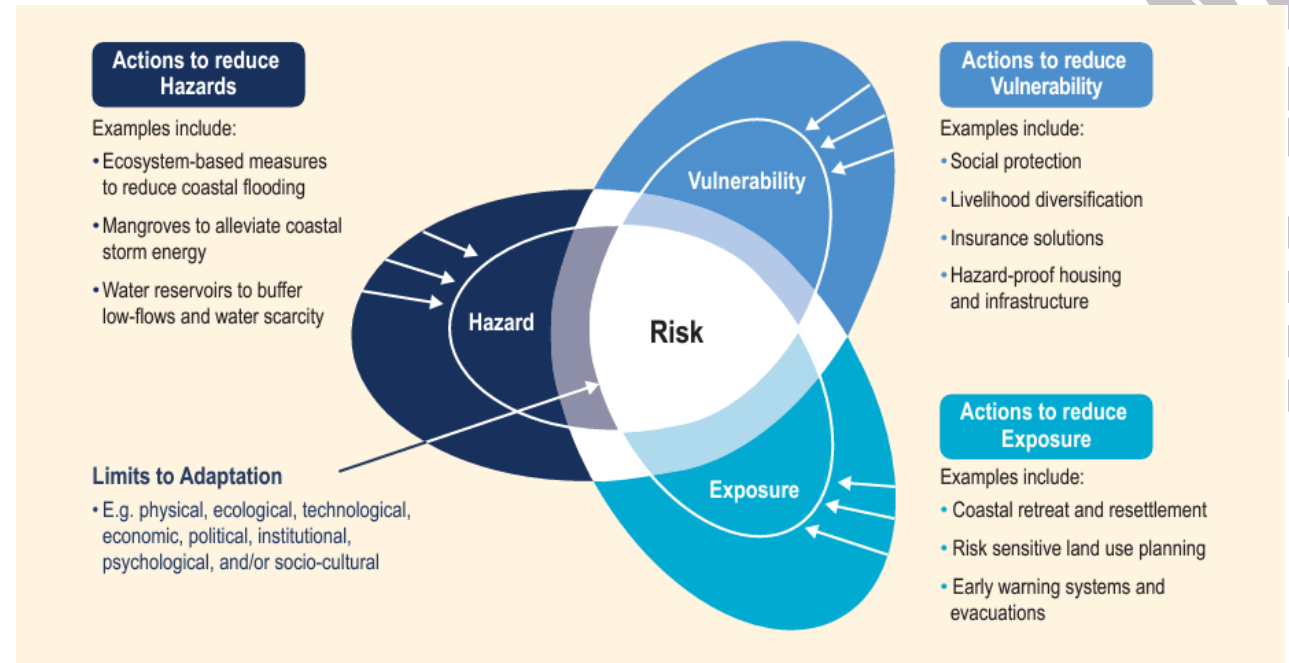
The amount of risk that is acceptable, tolerable or intolerable.

- Depends on the entity
- Can change over time
- Set by the those most likely to be affected (most skin in the game)



How can risk be managed?

- The extent of risk can be influenced by a variety of factors. Using flooding as an example, risk can be impacted by:
 - The characteristics of the natural event e.g. the duration and intensity of the rainfall
 - The extent of exposure e.g. how many people or properties are in the affected area
 - Vulnerability of that affected e.g. the health and resilience of people in the affected area
- Due to the variety of influences, there are also various ways to reduce risk.
- It also means that even though people and assets may be affected by the same hazard event, there may be a difference in the level of risk they face.



Source: IPCC. (2019). Technical Summary. In: IPCC Special Report on the Ocean and Cryosphere in a Changing Climate, pg. 46

What role can the AUP play in natural hazard risk management?

- The AUP can have the greatest impact by influencing the exposure.
- It can limit the number of people, property and assets that are exposed during a natural hazard event by:
 - setting the policy direction for how future development is managed in relation to natural hazard risk, and
 - specifying when an activity requires a natural hazard risk assessment to determine appropriateness.



What role can the AUP play in natural hazard risk management?

- The AUP can also help reduce hazards and vulnerability.
- Examples:
 - Require buildings to be built above the anticipated floodwater depths to ensure that the dwelling is dry and safe for its occupants to be in during a flood event
 - Make it easier for infrastructure improvements to take place to reduce the extent and/or impact of a future hazard event.
- But there are limitations – AUP cannot restrict occupiers to stay within the dwelling during a flood event, nor can it ensure infrastructure improvements take place.



Source: RNZ



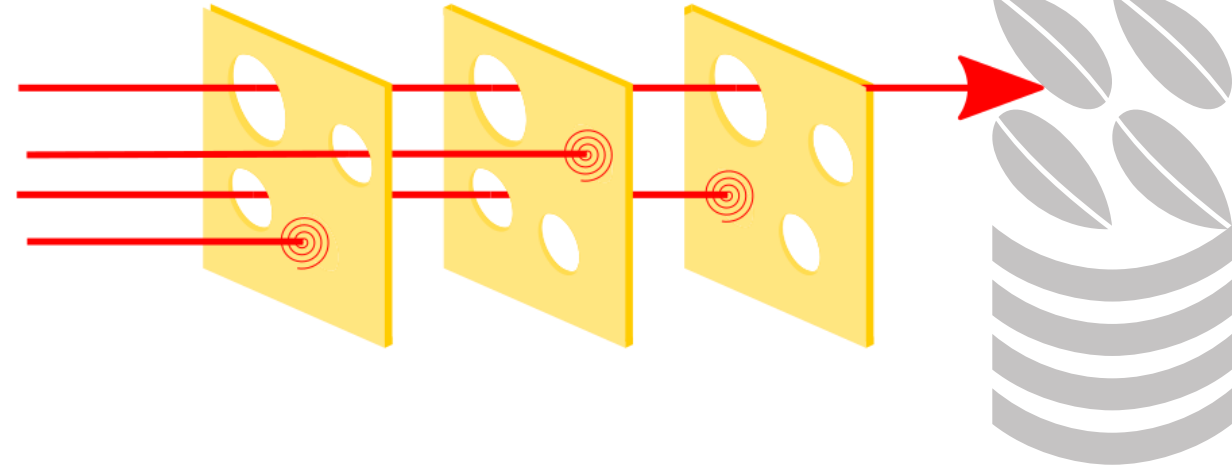
What can the AUP not do?

- Examples of matters that are not within the remit of the restrictions that can be imposed within the AUP:
 - what materials the house is built from
 - when and how warnings systems are utilised
 - how prepared communities are for future hazard events
 - how aware people are of natural hazard risk
 - whether there is insurance cover
- Undertaking improvement and maintenance works (e.g. increasing pipe capacity and stream clearance) depends on other considerations such as feasibility, appropriateness, and funding – **subject to separate processes to the AUP.**



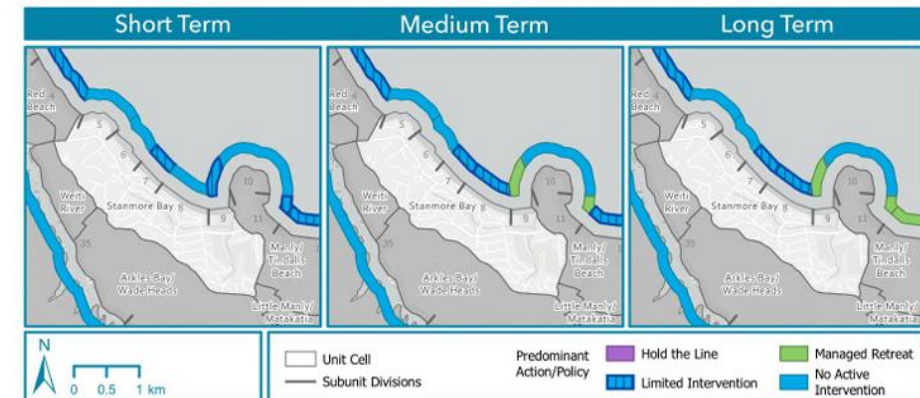
How does this work relate to other council projects?

- There is a reliance on other projects or initiatives to manage aspects of natural hazard risk management that the AUP is unable to cover.
- Changing the AUP is only one of many methods that Auckland Council is undertaking to improve Auckland's resilience to natural hazards and climate change.
- This work is being progressed in parallel with other council initiatives, such as:
 - Shoreline Adaptation Programme
 - Making Space for Water programme
 - Auckland Emergency Management community response programme
 - Natural Hazards Risk Management Action Plan programme.



6.3.2 Stanmore Bay

The Stanmore Bay unit area contains Coastal Stretches 5 through 9. There are seven identified cultural heritage sites in this shoreline area. Stretch 9 was highlighted as an area of particular interest by the local community and the implications of the adaptive strategies at that location are discussed in more detail.



What is being proposed to strengthen the AUP?

- Key issue – AUP refers to risk generically and does not provide clear policy direction on how and when risk should be managed and how risk is determined.
- Same provisions apply regardless of the extent of risk. Risk is assessed on a case-by-case basis with varying interpretations of appropriateness.
- Proposed to introduce a new risk management framework into the AUP that differentiates risk, with differing policy responses that reflect the various levels of risk and corresponding plan provisions.

SIGNIFICANT/INTOLERABLE

- **Avoid** development in new urban areas
- **Limit** further exposure and **reduce** risk in existing urban areas

MEDIUM/TOLERABLE

- **Limit** exposure where appropriate
- **Manage** risk to as low as possible

LOW/ACCEPTABLE

- **Enable** further development
- **Manage** risk to keep within acceptable thresholds



What is the feedback being sought from the Panel?

- To implement this framework, these risk categories need to be defined.
- Different people and communities have different perceptions of risk and how it should be determined.
- The purpose of the Participatory Forum is to get feedback from a community perspective on what or when risk is considered to be intolerable, tolerable, and acceptable, and to understand what extent of risk the Panel is willing to live with.

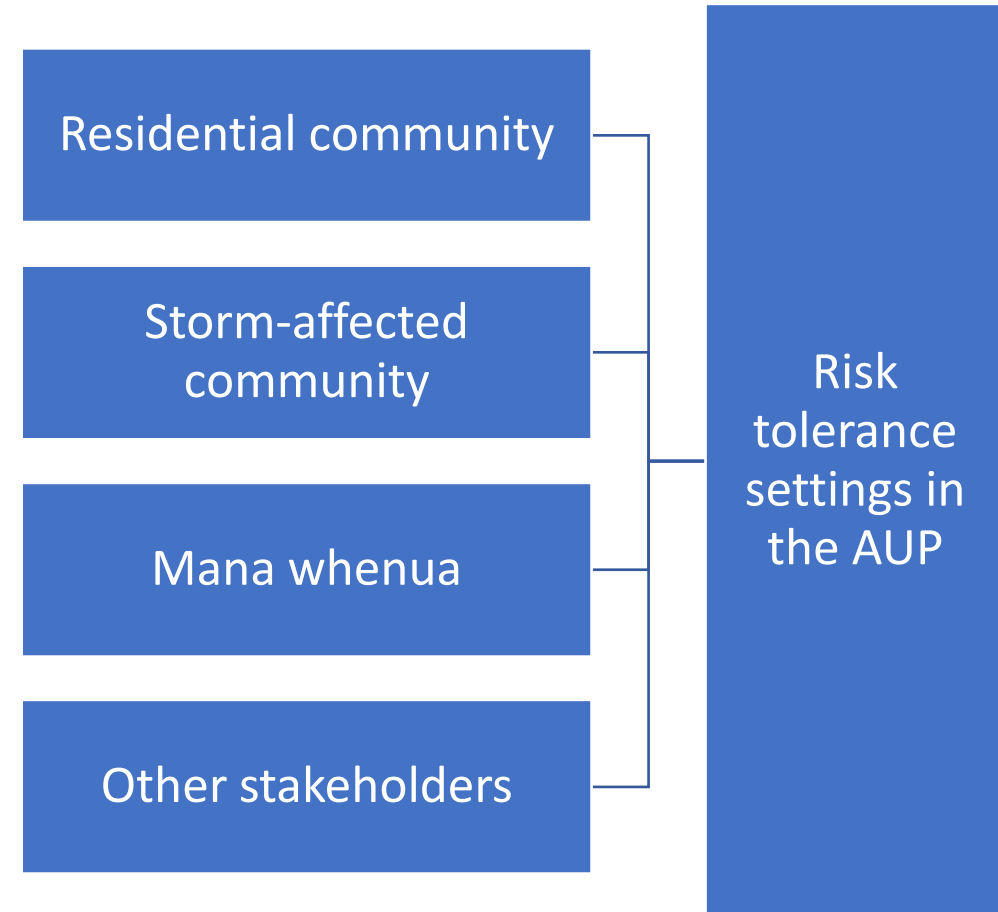
What does the Plan consider to be:

- SIGNIFICANT/INTOLERABLE?
- MEDIUM/TOLERABLE?
- LOW/ACCEPTABLE?



How will this feedback be used?

- The Participatory Forum seeks to obtain the views on risk tolerance from a residential community perspective.
- There are other perspectives, e.g. the development sector and the insurance industry, that also need to be incorporated and weighed up as part of this exercise.
- The recommendations from the Panel and the feedback from other perspectives will be presented to Auckland Council's Policy and Planning Committee.



What will this feedback have an impact on?

- The feedback sought from the Panel and others will impact:
 - what consequences and what metrics are used to determine the different levels of risk, and
 - where the thresholds between these categories are set, and
 - when and where the corresponding policy approaches are applied.
- This in turn will inform the changes required to the provisions in the AUP.

Severity of Impact	Built				Health & Safety
	Social/Cultural	Buildings	Critical Buildings	Lifelines	
Catastrophic (V)	≥25% of buildings of social/cultural significance within hazard impact area have functionality compromised	≥50% of buildings within hazard impact area have functionality compromised	≥25% of critical facilities within hazard impact area have functionality compromised	Out of service for > 1 month (affecting ≥20% of the town/city population) OR suburbs out of service for > 6 months (affecting < 20% of the town/city population)	> 10 dead and/or > 1001 injured
Major (IV)	11-24% of buildings of social/cultural significance within hazard impact area have functionality compromised	21-49% of buildings within hazard impact area have functionality compromised	11-24% of buildings within hazard impact area have functionality compromised	Out of service for 1 week – 1 month (affecting ≥20% of the town/city population) OR suburbs out of service for 6 weeks to 6 months (affecting < 20% of the town/city population)	1 – 10 dead and/or 101 – 1000 injured
Moderate (III)	6-10% of buildings of social/cultural significance within hazard impact area have functionality compromised	11-20% of buildings within hazard impact area have functionality compromised	6-10% of buildings within hazard impact area have functionality compromised	Out of service for 1 day to 1 week (affecting ≥20% of the town/city population) OR suburbs out of service for 1 week to 6 weeks (affecting < 20% of the town/city population)	11 – 100 injured
Minor (II)	1-5% of buildings of social/cultural significance within hazard impact area have functionality compromised	2-10% of buildings within hazard impact area have functionality compromised	1-5% of buildings within hazard impact area have functionality compromised	Out of service for 2 hours to 1 day (affecting ≥20% of the town/city population) OR suburbs out of service for 1 day to 1 week (affecting < 20% of the town/city population)	10 injured
Insignificant (I)	No buildings of social/cultural significance within hazard impact area have functionality compromised	< 1% of buildings within hazard impact area have functionality compromised	No damage within hazard impact area, fully functional	Out of service for up to 2 hours (affecting ≥20% of the town/city population) OR suburbs out of service for up to 1 day (affecting < 20% of the town/city population)	No dead No injured



What impacts could different risk thresholds in the AUP have?

- Risk from natural hazards is one of the many aspects that the AUP manages.
- One of the challenges with land use planning is balancing the different (and often competing) interests with the limited resources available.



What impacts could different risk thresholds in the AUP have?

- Using housing as an example, a key challenge is providing enough housing and in the best locations to meet current and future demand.
- There is only so much land available in the Auckland region – one area of land might be available for additional housing however it might also:
 - have good quality soil for primary production activities
 - contain vegetated areas that are ecologically significant
 - subject to natural hazards
- The AUP seeks to strike a balance between all these values and interests to guide future development in Auckland.



What impacts could different risk thresholds in the AUP have?

- Where the risk thresholds are set in the proposed risk management framework will result in differing costs and benefits to individuals and society.
- There will be costs and benefits regardless of where the risk thresholds are set.
- All these matters will be evaluated by Council as part of the plan change development process.

	Option 1	Option 2	Option 3
Effectiveness and efficiency			
Costs			
Benefits			
Appropriateness			
Conclusion			



Example: housing and extremes of the spectrum

If any risk is intolerable:

- AUP response:
 - Restrict development anywhere where there is potential risk from hazards.
- Benefits:
 - Lowest risk to life
 - Lowest potential damage to property
 - Lowest public costs for recovery and future intervention
- Costs:
 - Greatest restriction to property rights
 - Reduced land values
 - Housing supply and housing location choice heavily restricted
 - Greatest competition for remaining land with other uses

If any risk is acceptable:

- AUP response:
 - Enable development to occur anywhere regardless of the presence of hazards.
- Benefits:
 - Land available for housing and in all suitable locations
 - Limited restriction to property rights
- Costs:
 - Greatest risk to life
 - Greatest potential for property damage.
 - Greatest public costs for recovery and future intervention

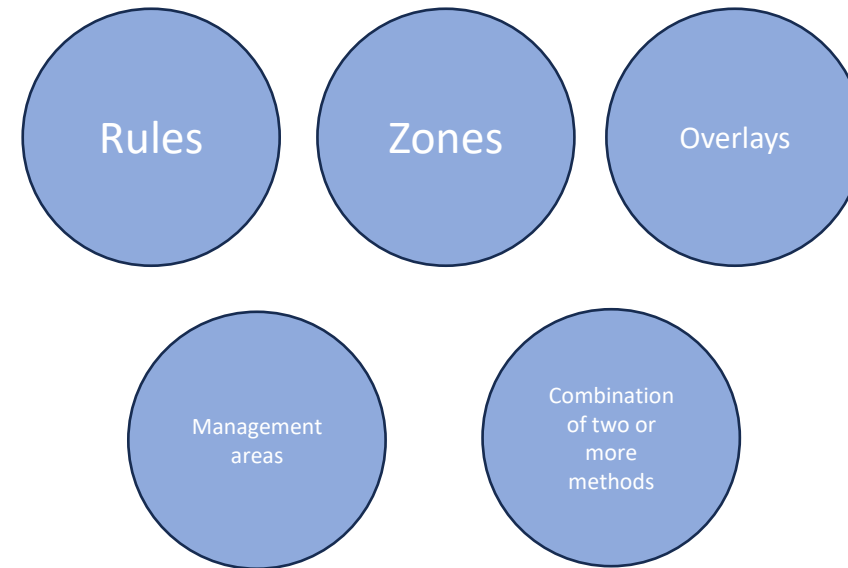


What are the next steps?

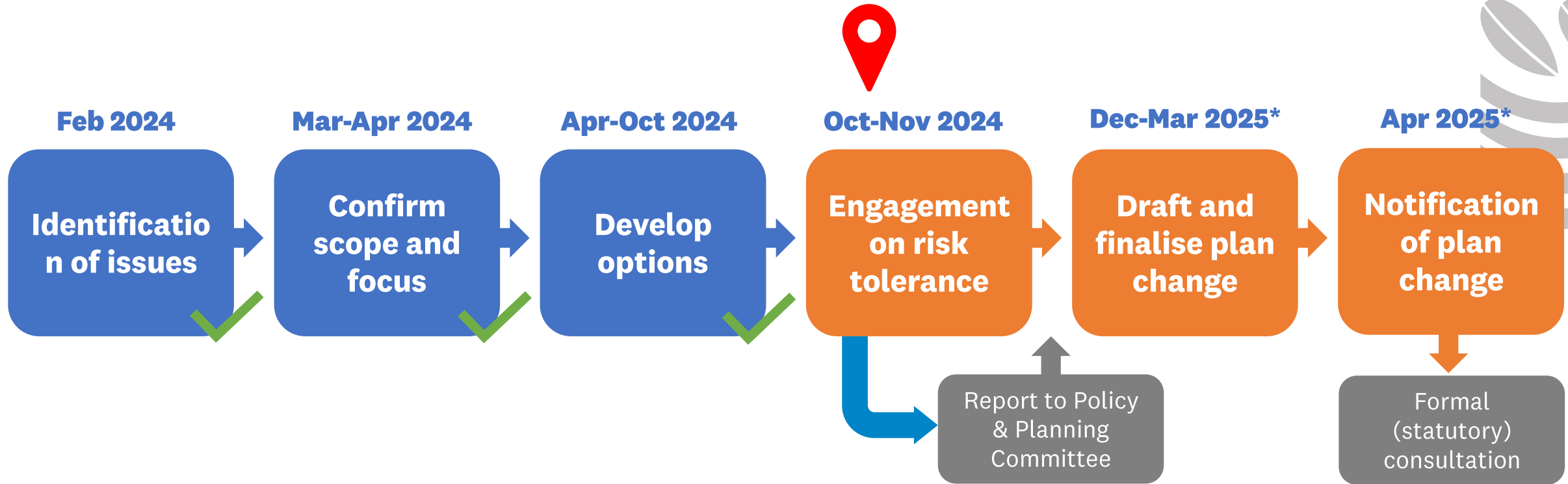
- Auckland Council will collate all risk tolerance feedback and report back to the Policy and Planning Committee (11 Dec) with a recommended position.
- Council will then move into the next phase by identifying and evaluating the most appropriate planning methods to implement the corresponding policies of the proposed risk management framework.

EXAMPLE:

Limiting future development in areas subject to intolerable risk could be achieved by using:



What is the overall timeline?



***Timings likely to change because of new central government policy direction expected in the first half of 2025.**

Plan Change 120: Housing Intensification and Resilience Section 32

Lunch

Please be back by 12.40pm

Lived Experience



Next steps

Workshop 2

9am Saturday 19
October

Fickling Centre

Arrive 8.45am if possible
(registration etc)



What's missing?

Learning about:

- Understanding Risk Tolerance

Deliberating about:

- Risk in your own home
- Risk in your wider community
- Specific flood risk scenario

Welcome back!

We'll be starting at 9am

Please:

1. Help yourself to tea and coffee
2. Register and collect your badge



Your Facilitator (for all the sessions)

Anna Curnow
Decision Works



Welcome to the Natural Hazards Participatory Forum

Councillor Angela Dalton
Deputy Chair
Policy and Planning Committee

The Council Team (a reminder)

The Project Team

1. **Marina Mueller Correa**, Citizen Engagement (in place of Wendy)
2. **Tian Liu**, Senior Policy Planner
3. **Ross Moffatt**, Senior Policy Planner
4. **Phill Reid**, Auckland-wide Planning Manager
5. **Lucy Summerfield**, Senior Communications Specialist
6. **Nicholas Lau**, Senior Policy Planner

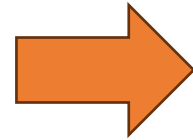
Subject Matter Experts

1. **Nick Brown**
2. **Ross Roberts**
3. **Natasha Carpenter**

Event Support Team

1. **Ashley McIntyre**

The Natural Hazards Participatory Forum



09 Oct (Online)	• Introducing the process • Exploring the remit
12 Oct (In person)	• Building a group and skills development • Natural hazards and how they apply to the Plan Change • Understanding risk • The experience of natural hazards
19 Oct (In person)	• Defining vulnerabilities • Exploring risk tolerances at home and in the community • Exploring factors that influence perception of risk
30 Oct (In person)	• Drafting the report for the Policy and Planning Committee
6 Nov (Online)	• To review and finalise the report
11 Dec (In person)	• Presentation of the report to the Auckland Council Policy and Planning Committee

Agenda (today)

9am Start

1. Reflection on Workshop 1
2. Risk Tolerance Activity
3. Understanding Vulnerabilities - People

10am Morning Tea

4. Understanding Vulnerabilities – Places/Activities
5. What is Acceptable, Tolerable, Intolerable
6. Risk Tolerance at Home
7. Hazard Scenario Exercises

12.15pm Lunch

8. Risk Tolerance in the Community
9. Next Steps

2pm Finish

Warm Up

In pairs ask each other one the following questions.

1. Tell me about a time you adapted to change?
2. What is something that is working really well in your life?
3. What has become clearer to you as you have aged?
4. What is something that you might be celebrating in a year from now?
5. Tell me about something you might do if you weren't afraid?



Short recap of Session 1

- The AUP is Auckland's planning rulebook, which currently includes provisions that manage natural hazard risk.
- Greatest impact on influencing exposure e.g. number of people, properties and assets exposed during a natural hazard event.
- Some impact on influencing hazards and vulnerability.
- Opportunities have been identified for improvements to the AUP.



Short recap of Session 1

- There is no one single tool or mechanism available to manage natural hazard risk.
- AUP is one of the legislative tools available to reduce risk.
- Reliance on other projects or initiatives to manage aspects that the AUP is unable to.

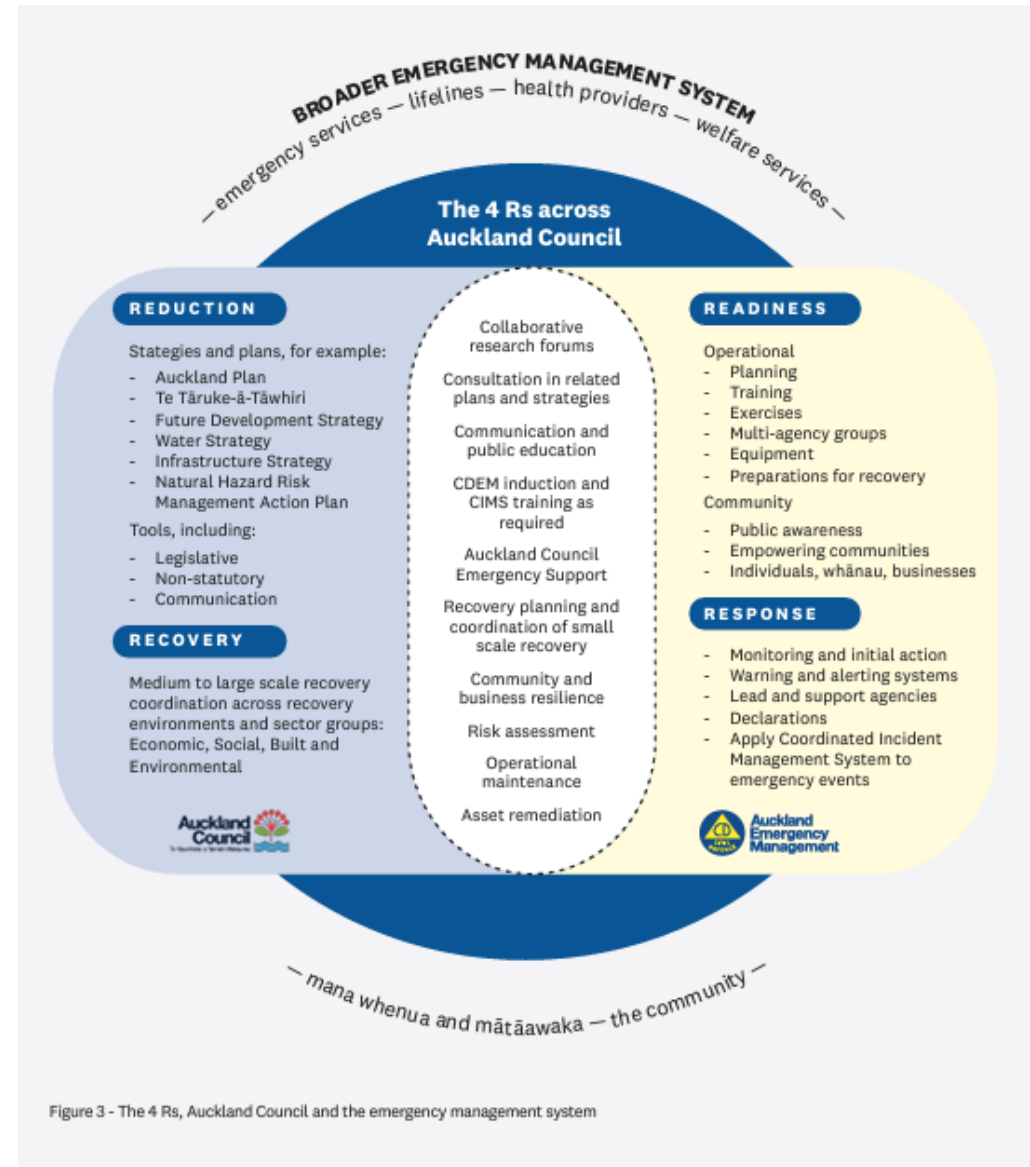


Figure 3 - The 4 Rs, Auckland Council and the emergency management system



Overall plan change content overview

- Introduce a new risk management framework into the AUP that differentiates risk with corresponding policy responses.
- Provide greater clarity on what, when and how risk should be managed.
- There are other potential improvements identified – not the focus of this Forum.

Example of other issues to be addressed as part of the plan change:

- Responsiveness of the AUP to change
- Identifying areas subject to natural hazard risk and when risk should be assessed
- Consistency of assessments and quality of information
- Risk from multiple hazards

Warm up activity



Source: New Zealand Herald

What can the AUP influence in relation to exposure and risk?

How different levels of risk are defined

e.g. what consequences and to who

Location of a building in relation to a hazard

e.g. whether the building is located within an area subject to natural hazards

Use of a building or site

e.g. residential dwelling, childcare centre

Intensity of development

e.g. number of buildings or number of people

Mitigation and extent of reliance on mitigation

e.g. safe evacuation route

Example: housing and extremes of the spectrum

If any risk is intolerable:

- AUP response:
 - Restrict development anywhere where there is potential risk from hazards.
- Benefits:
 - Lowest risk to life
 - Lowest potential damage to property
 - Lowest public costs for recovery and future intervention
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If any risk is acceptable:

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 - Greatest potential for property damage.
 - Greatest public costs for recovery and future intervention



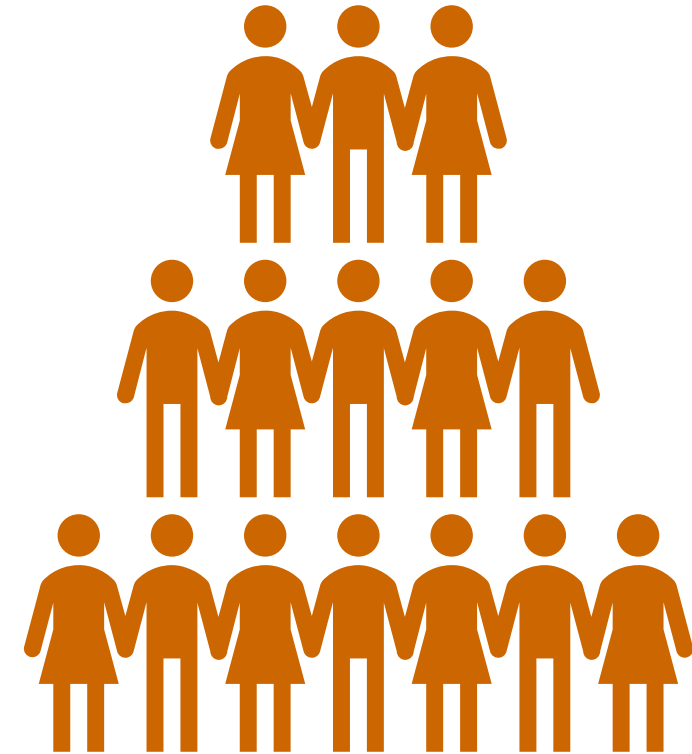
Activity – Vulnerability - People

- Risk is influenced by the vulnerability of that affected.
- The AUP can manage uses and activities occurring on sites, but it does not have scope to manage who occupies the buildings or who carries out the activities on the site, and therefore how vulnerable they may be to future risk.
- It can also only have only one risk framework that applies to everyone.
- There is a choice to be made – what demographic should the AUP be accommodating for?



Vulnerability – People Activity

1. In your groups complete the worksheet on your table.
2. Select a speaker to present your findings.



Morning Tea

Please be back by 10.15am

Activity – Vulnerability – Places and Activities

- Some uses and activities are likely to be more vulnerable by default due to their nature.
- There is the opportunity in the AUP to differentiate these types of uses and activities so that more stringent or more specific controls apply to them.
- What uses and activities are considered to be most vulnerable?



Vulnerability – Places/Activities

Step 1

On your own, please review each of the place/activity sheets and write down any characteristics that may make them a more vulnerable place or activity.

Step 2

You will be given three stickers:

1. **Red** = Higher restrictions needed
2. **Orange** = Some restrictions needed
3. **Green** = Few, if any, restrictions needed

Please place each sticker by the activity that best fits the definition above, in your view.



Acceptable, Tolerable, Intolerable

Term	What this means	Policy response
Acceptable	You can live with it – these things happen	The consequences are low enough for the AUP to enable future development which may be exposed to this level of risk, provided risk is kept at this level.
Tolerable	You can live with it – there may be impacts that are awful, but you can still tolerate them	The consequences are enough for the AUP to impose limitations on future development so that risk is appropriately managed to as low as possible
Intolerable	You can't live with it – the impacts are so great that it cannot be justified	The consequences are high enough for the AUP to ensure that future development is not exposed to this level of risk and that this risk is reduced over time

Activity 2 – Household consequence scenarios

- The AUP needs to be able to identify how different risk thresholds are determined so that the corresponding policy response can be applied.
- What consequences, at an individual property level, are considered to be intolerable, tolerable and acceptable?



Risk Tolerance in your Home

	Highly likely	Likely	Less likely
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment	I	I	D
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect	I	I	D Tolerable 21 Intolerable 12
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect	T	D Tolerable 26 Intolerable 5	A
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect	D Tolerable 21 Acceptable 14	A	A
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners	A	A	A

Activity 3 – Hazard-specific scenarios

- For flooding, there are opportunities to manage risk by relying on mitigation measures.
- What mitigation measures would change an intolerable situation into a tolerable/acceptable situation?
- For coastal hazards, consequences are not limited to just one event. Some consequences become more frequent and potentially permanent over time.
- What risk are people willing to take on in relation to future long-term impacts?



Natural Hazard Event Scenarios

Flooding

There has been intense rainfall over the last few hours and there is news of flooding around the region. Your lower level (e.g. garage, workshop, underfloor storage) is flooded, your main floor is flooded up to a metre deep and your house is surrounded by two metres deep floodwaters so that no one could evacuate safely without putting themselves in danger.

In general is this acceptable, tolerable or intolerable?

Natural Hazard Event Scenarios

Flooding

There has been intense rainfall over the last few hours and there is news of flooding around the region. Your lower level (e.g. garage, workshop, underfloor storage) is flooded, your main floor is flooded up to a metre deep and your house is surrounded by two metres deep floodwaters so that no one could evacuate safely without putting themselves in danger.

1. If the house was raised so that the main floor was not flooded, but nothing else changed?
2. If the house had a second floor that you could escape to, but nothing else changed?
3. If you have somewhere non-flooded/dry to wait (i.e. raised floor levels or second floor), but someone in your household experiences a medical emergency but the emergency services are unable to reach you due to the extent of flooding outside?
4. If there was a safe evacuation route available so that you could leave your house safely, but nothing else changed?
5. If the house was raised so that the floor was not flooded, and a safe evacuation route was available, but you still have water against the house?
6. If there's a second floor you could escape to, and a safe evacuation route was available, but you still have water against the house?

Natural Hazard Event Scenarios

Coastal hazards scenario

You have been left a vacant piece of coastal land by a departed relative. You are considering if you want to develop the site. You look at the latest coastal hazard maps and see that the half of the site which is closest to the coast is expected to be affected permanently by coastal hazards over the next 50 years under current climate change and sea-level rise projections. You have spoken to an expert about the coastal hazard maps and the uncertainty in future climate change projections has been highlighted (sea-level rise may occur sooner or later than timeframes currently mapped).

Do you want to build there?

Natural Hazard Event Scenarios

Coastal hazards scenario

You have been left a vacant piece of coastal land by a departed relative. You are considering if you want to develop the site. You look at the latest coastal hazard maps and see that the half of the site which is closest to the coast is expected to be affected permanently by coastal hazards over the next 50 years under current climate change and sea-level rise projections. You have spoken to an expert about the coastal hazard maps and the uncertainty in future climate change projections has been highlighted (sea-level rise may occur sooner or later than timeframes currently mapped).

1. Would you still want to build there if over time, access becomes cut off several times a year?
2. Would you still want to build there if any building is required to be raised and relocated landward once regular tides encroach upon the site with anticipated sea-level rise (within the 50 years)?
3. Would you still want to build there if the timeframe above is reduced to 25 years?
4. Would you still want to build there if the timeframe above is reduced to 10 years?

Lunch

Please be back by 12.55pm

Activity 4 – Community consequence scenarios

Term	What this means	Policy response
Acceptable	You can live with it – these things happen	The consequences are low enough for the AUP to enable future development which may be exposed to this level of risk, provided risk is kept at this level.
Tolerable	You can live with it – there may be impacts that are awful, but you can still tolerate them	The consequences are enough for the AUP to impose limitations on future development so that risk is appropriately managed to as low as possible
Intolerable	You can't live with it – the impacts are so great that it cannot be justified	The consequences are high enough for the AUP to ensure that future development is not exposed to this level of risk and that this risk is reduced over time

Activity 4 – Community consequence scenarios

- The AUP needs to be able to identify how different risk thresholds are determined so that the corresponding policy response can be applied.
- What consequences, at a wider community level, are considered to be intolerable, tolerable and acceptable?



Risk Tolerance in your Community

	Highly likely	Likely	Less likely
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment	I	I	I
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect	I	I	D
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect	T	D	D
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect	A	A	A
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners	A	A	A

Next steps

Report Writing Workshop

7-9pm 30 October

Fickling Centre

Arrive 6.45pm if possible
(registration etc)

- Writing up the report
- Honouring the deliberations outcomes from today
- Minority Report if necessary
- Scrutineer's role

Report review session online 06
November, 7 to 8.30pm

Auckland Council: Natural Hazards Participatory Forum (Community)

Participant Report to Council
October 2024



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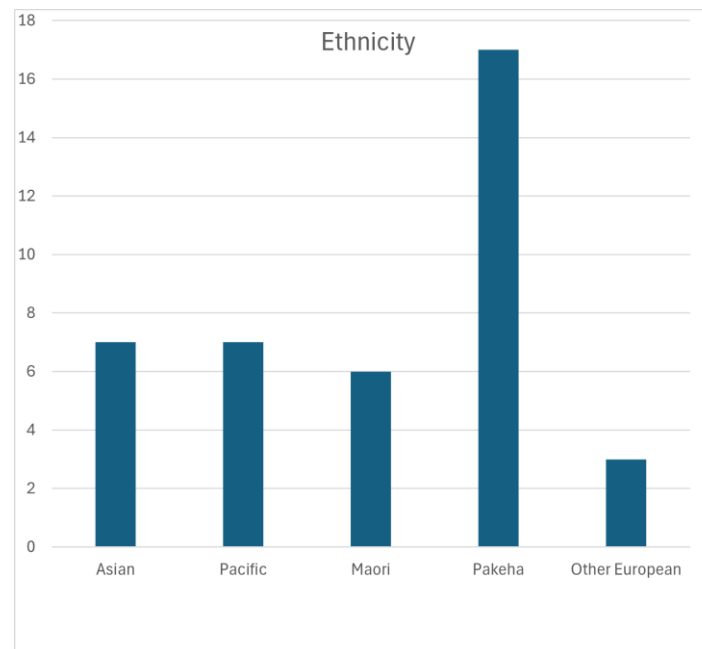
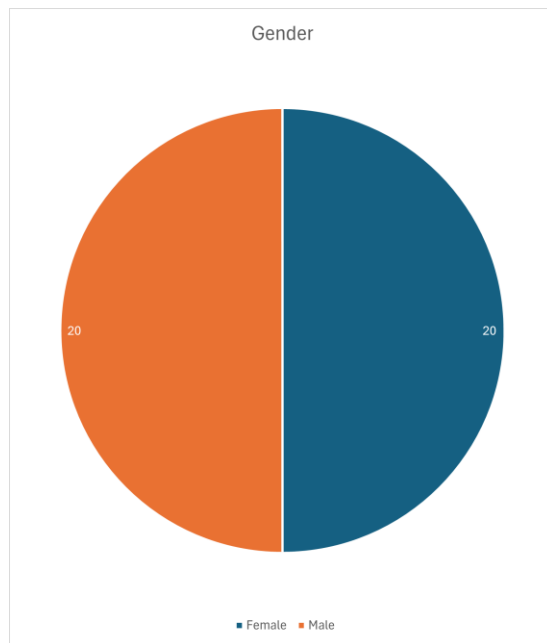
Background:

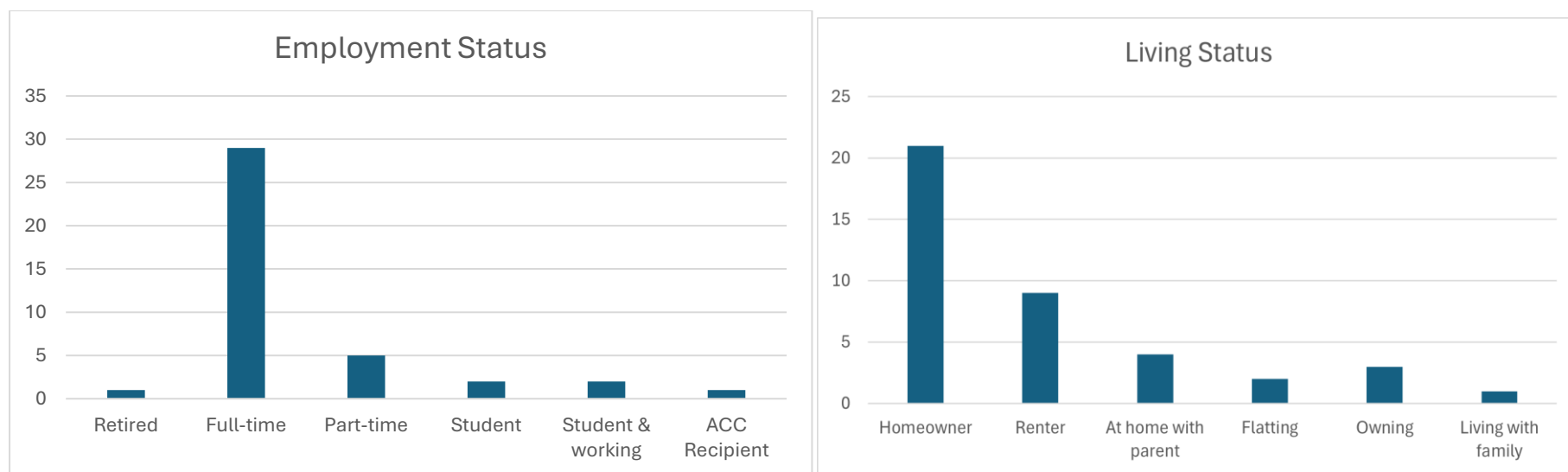
Five sessions:

1. 09 October – Introductory Session – Online
2. 12 October – Five-hour Workshop – Fickling Centre
3. 19 October – Five-hour Workshop – Fickling Centre
4. 30 October – Two-hour Report Writing Session – Fickling Centre
5. 06 November – Report Review Session – Online

40 participants were randomly selected using People for Information, to represent the Auckland community.

Participant Group Profile





Geographic Spread

Bucklands Beach Whenuapai Upper Harbour Red Beach Warkworth Kaukapakapa Karaka Papakura (2) Weymouth Massey	Bayview (2) Howick (2) Unsworth Heights Stanmore Bay Grey Lynn Henderson Kingsland Botany Papatoetoe (2)	Takapuna Royal Oak Mangere Auckland CBD Mangere Bridge Te Atatu Peninsula New Lynn Blockhouse Bay Pt Chev	Three Kings Meadowbank Henderson Hillsborough St Johns Otara Royal Oak Manurewa
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Several of the participants had some experience of being affected (or having friends or family who were affected) by the recent storm events but none had been seriously adversely affected.

Introductory Session (Zoom 09 October)

The remit was presented to the participants in the welcome pack and at the Introductory Session:

"Auckland Council is strengthening the way the Auckland Unitary Plan (AUP) manages the risks associated with natural hazards, specifically flooding, landslides, wildfires, coastal erosion and inundation.

What levels of natural hazard risk can residential communities in Tamaki Makaurau Auckland live with?"

Other topics included in the Introductory Session included:

- who we are (Auckland council, general public (us, a diverse range of individuals),
- why we are doing this
- a quick overview of the forum and what we were going to be discussing
- how this will be implemented, and
- what our role was in the remit to Auckland unitary plan.

Workshop 1 (held on 12 October):

39 participants attended – one was unable to attend due to sickness and subsequently withdrew

Team activities: Team building to help make us united as a team and more comfortable expressing our own personal views (diversity).

We were introduced to the Auckland council and the importance of the natural hazards project in regards to the Auckland unitary plan. We did this by first understanding what natural hazards are in general, the theory of different types of hazards and also what causes them and why they happen. Once we had a better understanding of the basics of natural hazards and why we were there we went on to explore the idea of brain bias by doing a few brain bias exercises.

We were given a brain bias short form that showed us a few ways in which we can be biased towards others and their opinions. For example, you can be biased simply because of the area of which a person comes from and how they dress.

After we completed this block on brain bias we went on to discuss critical thinking and how critical thinking can help us make informed decisions in general but more specifically within the group and our agenda (natural hazards within the AUP).

We were given a couple of scenarios to explore how critical thinking affects the decisions we make and how to effectively implement critical thinking into our decisions as a group. Within this exercise we discovered the diversity of perspectives and discussed our thoughts and what questions we would ask to figure out how to effectively tackle the scenario.

The ground rules

After a few exercises we laid down the ground rules for the group. We agreed as a group what we found important and what the group would have to abide by while working together. This ensured a positive approach to the group work and also made sure that people felt they were in a safe space to speak and also if there was disagreement that it was not a personal attack on their values and opinions and that as a group we will have to come to a common agreement even if we don't fully agree.

The Auckland Unitary Plan

After morning tea we went on to discuss the specifics of the Auckland unitary plan and what it does and what it does not do, especially aspects of risk it can manage before an emergency and the difference between what the Auckland unitary plan covers which essentially is the proactive side of hazard management in Auckland; where as Auckland emergency management is the reactive side which deals with emergencies when they are occurring.

Natural Hazards

We then went on to learn about the different types of natural hazards and identified which were covered by the AUP and to understand this more they explained to us that the AUP has rules and standards that manage the likes of subdivisions, use and development in areas subject to natural hazards, and also explained that not all hazards can be managed under the AUP for example a volcanic eruption. Information stations were set up and we were given 20 minutes to explore the room and discuss the subject matter (natural hazards) with experts in these specified fields and fellow panellists.

How can risk be managed

After learning about natural hazards and discussing what is covered by the AUP we went on to talk about how risk can be managed. We were shown a diagram that explained that hazard, vulnerability and exposure are factors that contribute to risk and due to these influences there are also various ways to reduce risk.

- A hazard for example would be a river.
- An example of vulnerability in this situation would be proximity to the river.
- Exposure by staying near this river for a long duration raises the risk of being swept away by land erosion.

These three things all culminate into risk.

Risk prioritisation

Once we had a clear understanding of what makes up a risk we then went on to discuss risk prioritisation. We learned that risk is calculated by likelihood x consequences and both of these determine risk prioritisation.

We also discussed the concept of risk tolerance. When this was discussed, it was clear to see within the group that risk tolerance varied between people and what level of risk they were willing to tolerate.

Risk in the context of the AUP

We explored what the AUP can influence, in relation to exposure and risk for example how intolerable, tolerable and acceptable risk is defined and the types of consequences. We discussed real life examples and cost vs benefit, and the appropriateness of risk thresholds within the AUP. We were advised that the AUP seeks to strike a balance between all these values and is a guide for future developments in Auckland. We were advised what the next steps Auckland Council will be doing with our feedback and that Auckland Council will collate all risk tolerance feedback and report back to the policy and planning committee with a recommended position.

Lived experience panel

After lunch we met people who were affected by natural hazards in Auckland and who had lost their homes because of natural disasters i.e Cyclone Gabrielle and we came to understand the long term effects which occur from natural hazards (loss of housing and sense of displacement from their communities).

This was a real eye opener to many in our group as many of us within the group had not experienced the magnitude of what happened specifically last year. We were given a chance to ask questions to the victims of Cyclone Gabrielle and also the flooding in Auckland and discussed what they would have hoped that would be prioritised in the new framework. It was interesting to find out that many would live in a high-risk area (despite the risk) as they would prefer to stay in their communities as they felt this was their home and family.

It is noted that we only heard from those who had resolved their financial arrangements with Council even if they had not yet resolved all the implications of the event. We also did not hear from those with less catastrophic issues but which were still challenging and unresolved with Council.

Workshop 2 (held on 19 October):

37 participants attended – two further participants were unable to attend the second session.

By way of introduction to the second workshop the definition of risk tolerance in the community was discussed e.g., how the recent weather events affected public areas and how public roads were blocked up. We further discussed how we as a community had no access to emergency services and how much tolerance each community had if another natural disaster happened.

Activities

Outcomes from Workshop 2 activities are as follows:

Vulnerable Demographic Profile for the AUP activity

The following vulnerable characteristic identified to the home environment were:

- elderly
- children
- medical issues
- disabilities
- language barriers
- single occupants
- mental health
- pets/farm land
- accessibility to transport
- lack of a plan
- financial eg, no cash to get you out from where you are
- attachment to belongings
- injuries
- being optimistic eg having that hope it may go away

The participants were then asked to demonstrate what demographic the AUP should be focussed on in terms of their vulnerability to risk. The group were asked to position themselves in one of three places:

1. The lowest attention to vulnerability
2. To have a moderate attention to vulnerability
3. To have a high degree of attention to vulnerability.

The outcomes of this activity were:

Just under 80% of the group were in agreement with moderate amount of vulnerability being the demographic focus for the AUP. We had 6 people that felt a higher degree of vulnerability should be the focus whilst on the other side of the spectrum, 2 people strongly believed that people should take responsibility for themselves.

Vulnerable Activities and Places Activity

Participants were asked to identify key activities or locations in their communities that they had visited or taken part in. These were themed and put on to worksheets.

Participants were then invited to provide their comments on what characteristics might make that activity/location more vulnerable during a natural hazard event.

They were each also provided with three stickers (Red for highest priority (3), Orange for second priority (2) and Green for third priority (1)). They were asked to use those stickers to identify their three highest priority areas in terms of vulnerability to natural hazard events.

The scoring indicated the following ranking of key locations/activities:

Scores highest to lowest from top to bottom below:

1. Medical facilities (56)
2. Schools (33)
3. Roads and motorways (25)
4. Rest homes (23)
5. Child care centres (20)
6. Supermarkets (12)
7. Parks and playgrounds (10)
8. Open spaces/cemeteries (6)
9. Car parks and car park buildings (6)
10. Entertainment facilities eg, movies, zoo, arenas, night clubs, stadiums (4)
11. Community facilities eg libraries, pools, church, RSA (3)
12. Shops and malls (3)
13. Civic and Correction Facilities (3)
14. Bars Cafes and Restaurants (3)

- 15. Business buildings/office/commercial (2)
- 16. Recreational Facilities (2)
- 17. University (1)
- 18. Marae (1)
- 19. Transport Hubs (1)
- 20. Guest Accommodation (0)
- 21. Walkways and Cycleways (0)

Risk Tolerance in the Home Activity

Participants were placed in groups and asked to deliberate together on their group risk tolerance for different levels of risk over different timeframes. They were tasked with arriving at 80% agreement on each criteria.

The group then came together and identified where there was at least 80% agreement across all groups. The remaining criteria were debated by the whole group to try to arrive at agreement. The following table indicates the outcome of that activity:

Home	Highly likely	Likely	Less likely
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment	Intolerable	Intolerable	Intolerable
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect	Intolerable	Intolerable	Tolerable 21 Intolerable 12
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect	Tolerable	Tolerable 26 Intolerable 5 Acceptable 1	Acceptable
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect	Tolerable 21 Acceptable 14	Acceptable	Acceptable
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners	Acceptable	Acceptable	Acceptable

Green denotes categories where there was diversity of views which were resolved through deliberation.

Yellow denotes categories where there was diversity of views that could not be resolved through deliberation

The following commentary arose out of the deliberations on the categories that involved deliberations:

Catastrophic/Less Likely: Intolerable eg Losing the house and loss of life

Major/Likely: Tolerable if its only once in 25 years and no one is dead. **Intolerable:** If its more than once in your lifetime eg Christchurch earthquake it becomes intolerable. Considerations included economic impact and loss of land.

Major/Less Likely: The group was split between tolerable and intolerable, see table above for numbers. Considerations included mental health and intergenerational impact. Buildings can't be fixed ie deemed inhabitable.

Moderate/Highly Likely: The group was split between tolerable and intolerable but landed with a majority on Tolerable; see table above for numbers. Tolerable group said they can still live in it. Intolerable group said contractors not available and just don't build there.

Moderate/Likely: The group was split between tolerable and intolerable, see table above for numbers. Tolerable group felt it was likely to happen anyway and the impact could fall under general maintenance. The intolerable group felt the time and cost to remedy, having to deal with council, loss of heritage were all significant.

Minor/Highly Likely: The group was split between tolerable and acceptable, see table above for numbers. The Tolerable group felt the event was likely but could be manageable eg Western springs garage underslip but that there may be issues with remedying.

Risk Tolerance in the Community Activity

Participants were placed in groups and asked to deliberate together on their group risk tolerance for different levels of risk over different timeframes. They were tasked with arriving at an 80% agreements on each criteria.

The group then came together and identified where there was at least 80% agreement across all groups. The remaining criteria were debated by the whole group to try to arrive at agreement. The following table indicates the outcome of that activity:

Community	Highly likely	Likely	Less likely
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment	Intolerable	Intolerable	Intolerable
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect	Intolerable	Intolerable	Tolerable 6 Intolerable 30
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect	Tolerable	Tolerable	Tolerable - all
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect	Acceptable	Acceptable	Acceptable
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners	Acceptable	Acceptable	Acceptable

Green denotes categories where there was diversity of views which were resolved through deliberation.

There were no unresolved categories following deliberations.

The following commentary arose out of the deliberations on the categories that involved deliberations:

Major/Less Likely: Intolerable group = 30, we should plan to allow this not to happen. Running water going out, no access to supply, broad impact on community. Tolerable group = 6 says its still manageable, unlikely, once in a lifetime, plan in place make this a tolerable risk

Moderate/Less Likely: Some felt it was acceptable with low risk and short term effects but that might change if the roading impact was on the only road. Eventually all agreed this risk was tolerable, given that it was once in a lifetime but new areas should not be developed here.

Hazard Scenario Activity

Participants were asked to indicate whether they considered the following scenarios Intolerable or could live with them:

Flooding

There has been intense rainfall over the last few hours and there is news of flooding around the region. Your lower level (e.g. garage, workshop, underfloor storage) is flooded, your main floor is flooded up to a metre deep and your house is surrounded by two metres deep floodwaters so that no one could evacuate safely without putting themselves in danger.

In general, could you live with this scenario?	Intolerable (All)
If the house was raised so that lower areas eg a garage, workshop or underfloor storage space was flooded but the main floor is not, could you live with this risk?	Intolerable (34) - 91% Tolerable (3)
If the house was raised so that the main floor was not flooded, but nothing else changed?	Intolerable (31) - 84% Tolerable (6)
If the house had a second floor that you could escape to, but nothing else changed?	Intolerable (23) - 62% Tolerable (14)
If you have somewhere non-flooded/dry to wait (i.e. raised floor levels or second floor), but someone in your household experiences a medical emergency but the emergency services are unable to reach you due to the extent of flooding outside?	Intolerable (11) Tolerable (26) - 70%
If there was a safe evacuation route available so that you could leave your house safely, but nothing else changed?	Intolerable (10) Tolerable (27) - 73%
If the house was raised so that the floor was not flooded, and a safe evacuation route was available, but you still have water against the house?	Intolerable (8) Tolerable (29) - 78%
If there's a second floor you could escape to, and a safe evacuation route was available, but you still have water against the house?	Intolerable (2) Tolerable (35) - 95%

Coastal hazards scenario

You have been left a vacant piece of coastal land by a departed relative. You are considering if you want to develop the site. You look at the latest coastal hazard maps and see that the half of the site which is closest to the coast is expected to be affected permanently by coastal hazards over the next 50 years under current climate change and sea-level rise projections. You have spoken to an expert about the coastal hazard maps and the uncertainty in future climate change projections has been highlighted (sea-level rise may occur sooner or later than timeframes currently mapped).

Do you want to build there?	Intolerable (25) - 67% Tolerable (12)
Would you still want to build there if over time, access becomes cut off several times a year?	Intolerable (37) - 100%
Would you still want to build there if any building is required to be raised and relocated landward once regular tides encroach upon the site with anticipated sea-level rise (within the 50 years)?	Intolerable (37) - 100%
Would you still want to build there if the timeframe above is reduced to 25 years?	Intolerable (37) - 100%
Would you still want to build there if the timeframe above is reduced to 10 years?	Intolerable (37) - 100%

Minority Report

This minority report covers two topics that some participants felt had not been fully addressed during the workshop, or that they disagreed with the group majority response. They are reported here for completeness but do not change the majority recommendations in terms of the risk tolerances recommended in this report.

1) Addressing the impact on non-home owners

Consideration is needed for younger demographics that will have difficulty to get onto the property ladder due to lack of appropriate property to purchase because of restrictions on areas eligible to be built on. They may also be forced to buy in areas where the risk due to natural hazard is high. This was not addressed during the session.

2) Addressing issues pertaining to disability

Disabled people are at a higher risk to natural hazards as often ways of egress can be not viable for them due to damage. Ramps to and from homes may be flooded or damaged and disabled people are not able to simply choose an alternative route. Power outages can be extremely dangerous for those requiring ventilation or other appliances for serious conditions. Power wheelchairs would be either damaged beyond use by floodwater, run flat by no means of recharging or unusable due to damage to flooring. Many disabled people rely on caregivers who may have difficulty travelling to their client. The hearing impaired may have difficulties calling for assistance and the sight impaired, difficulty in exiting their property.

Evacuation centres may not address the needs of the disabled. Many disabled people require highly specialised bedding to prevent pressure areas. Daily activities such as showering and toileting require bathrooms with modifications and ample space. Privacy and the appropriate environment to do this would not be addressed by any existing evacuation centre. Hospitals may be full with the injured or those requiring medical assistance, and rest homes may be adversely affected and unable to take in extra people even temporarily.

Conclusion

The group notes that this is a very complex matter that draws on a wide range of views. Being part of this process gave us a window into understanding the challenges that Council faces when developing these plans. This includes the impact of central government regulations on what is expected of Council.

Some felt a positive change in our view of Council's intent in terms of wanting to listen to the community. However, there was also a view that the process and material was too intellectually focussed and may have directed the outcomes. This report may not reflect the views of all individuals who attended but it does reflect the 80% majority view.

As the group chosen to represent the diverse communities of Auckland, we look forward to seeing how Council uses the recommendations that are presented here. We also ask that Council report back to us and to the public on the what the consequential decisions are including decisions not to use our recommendations. We ask that officers report back to us on the timeframe for this feedback.

We hope that this report contributes to making Auckland safer for the communities who live and work here, now and into the future.



Auckland Council: Natural Hazards Forum (Storm Affected Panel)

Participant Report to Council
December 2024

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Background:

Three sessions:

1. 20 November – Two-hour Workshop – Online
2. 26 November – Three-hour Workshop – Online
3. 04 December – Two-hour Report-writing Workshop – Online

20 participants were selected by the Recovery Office team in collaboration with the storm affected community leaders group. They represented a geographic spread and a broad range of storm impacts. Actual attendance was lower as below:

	Community / Suburb	Living situation	Storm Impact	Gender
1	Beach Haven	Owner-occupier	Erosion & landslide	Female
2	Māngere East	Owner	Flood	Female
3	Mt Eden	Owner-occupier	Flood	Male
4	Piha	Renter	Landslide	Female
5	Awhitu Peninsula	Owner	Erosion & landslide	Male
6	Muriwai	Owner-occupier	Landslide & Flood	Female
7	Sandringham	Owner-occupier	Flood	Female
8	Balmoral	Owner-occupier	Flood	Male
9	Karekare	Owner	Landslide	Male
10	Helensville	Renter	Flood and landslide	Female

11	Milford	Owner-occupier	Inundation & Flood	Male
12	Karekare	Owner-occupier	Landslide	Male
13	Sandringham	Owner-occupier	Flood	Female
14	Māngere	Owner	Flood	Male
15	Withdrew at session 1- unwell child			
16	Was unable to attend session 2 - wife giving birth			
17	Unable to attend session 2 - family illness			
18	Wifi not available in new temporary accommodation			
19	No show			
20	No show			

Report writers - 7

Introduction to report:

“Brain Bamboozle” – This was a lot to take on in such a short space of time, a lot of us felt rushed through the process which is vitally important to the future of our communities and development. A lot of us felt that the way we answered the matrix was affected by not knowing how council will take this information forward in ways of restricting or easing on developments.

Most have enjoyed the process however believe we need to re-address these discussions in depth within the next 6 months.

The statistics given are best case scenario but not completely accepted by the group as per personal experiences across different geographical areas where some have had 1-in-100-year events multiple times over the last 10 years.

Risk aversion amongst the group due to experiences (the group weren’t risk adverse per say but realistic with their own lived experiences).

Being part of a group was interesting in that it provided a broader view. This did from time-to-time sway individual views.

While the report was written by 8 members, it seeks to capture the outcomes from previous sessions. The contents of this report are a collective viewpoint. This creates what we describe as “a remit”, a sense of direction for future discussions.

Workshop 1 (Zoom 20 November)

16 participants attended – one was unable to attend due to sickness and two were no shows. One was unable to attend because of wifi problems (as a result of being displaced and accommodated in poor standard accommodation).

Activities Included

1. **Introducing the Team:** We were able to have the team intro but not introduce ourselves and start getting to know the other participants (this could have helped make the next two sessions easier perhaps just having a bit more of a connection to each other).
2. **Zoom and Miro Board Capabilities:** It was great to ask tech team questions and learning more about the AUP itself and the process. Feedback and expertise was appreciated as were the responses.
3. **Getting to know each other:** Using zoom and miro proved some varied level of tech capabilities, trying to make groups with varied knowledge assist each other.
4. **The Natural Hazards Forum:** It was a great overview of what this forum was about however feel very strongly about how rushed such an important subject matter that needs in depth discussions with more time taken
5. **Group Agreement:** A fair process with great reasons.
6. **What is the Auckland Unitary Plan and why are we changing it?** Great information but frustration with how long all the processes take for change to be actioned
7. **Natural Hazards – what are they and how can the AUP address them?** Easy to follow info
8. **The Remit:** We appreciate council taking on people with real experience with natural hazards however disappointed with it taking 2 years after the events for these discussions to start taking place. While the discussion has been going on for over a decade it took the severe events of the last couple of years for action to start to be taken.

Workshop 2 (held on 26 November):

14 participants attended – three further participants were unable to attend the second session for health reasons.

1. Reflection on Workshop 1
2. Understanding Risk and Risk Tolerance
3. Risk Tolerance at Home
4. Risk Tolerance in the Community
5. Hazard Scenarios Testing – Not enough time
6. AUP Vulnerability Response Poll – Not enough time

Activities

Risk Tolerance Activity

Participants were placed in groups in break out rooms and asked to deliberate together on their group risk tolerance for different levels of risk over different time frames. We were tasked with arriving at 80% agreement on each criteria.

The group then came together and identified where there was at least 80% agreement across all groups. The remaining criteria were debated by the whole group to try to arrive at an agreement.

The following table indicates the outcome of that activity:

INDIVIDUAL/Home	Highly Likely	Likely	Less Likely
Catastrophic	Group 2: I Group 3: I Group 4: I Intolerable	Group 2: I Group 3: I Group 4: I Intolerable	Group 2: I Group 3: I Group 4: T VOTE: majority changed to intolerable
Major	Group 2: I Group 3: I Group 4: I Intolerable	Group 2: I/T Group 3: TBC Group 4: I VOTE: 9 intolerable, rest assumed tolerable	Group 2: I/T Group 3: TBC Group 4: A VOTE: 8 acceptable, 6 tolerable
Moderate	Group 2: T Group 3: TBC Group 4: I VOTE: 6 intolerable, 8 tolerable	Group 2: T Group 3: T Group 4: T Tolerable	Group 2: A/T Group 3: T Group 4: A VOTE: majority changed to Acceptable
Minor	Group 2: A Group 3: A Group 4: T NO VOTE but group agreed to go with Acceptable	Group 2: A Group 3: A Group 4: A Acceptable	Group 2: A Group 3: A Group 4: A Acceptable
Insignificant	Group 2: A Group 3: A Group 4: A Acceptable	Group 2: A Group 3: A Group 4: A Acceptable	Group 2: A Group 3: A Group 4: A Acceptable

Cells highlighted in green denote areas where there were initially diverging views but these were reconciled through deliberations.

Yellow highlighted cells are those where there were diverging views that were not able to be resolved through deliberations.

Individual Risk Tolerance Activity – Comments Recorded

- **Catastrophic/Less Likely:** A few felt that we must draw the line somewhere and be realistic and the likelihood of the ‘less likely’ means that it can be considered ‘tolerable’. However, risk to life is a key reason as to why catastrophic can be re-evaluated as ‘intolerable’.

It’s a principle – houses shouldn’t be built in places where lives may be lost. When the consequence of poor risk assessment is the loss of life, the margins involved must be very large for the risk to be considered liveable. With climate change worsening the frequency and severity of storms, these categories aren’t fixed and will evolve over time.

- **Major/Likely:** While initial views were mixed for the ‘major/likely’ scenario – some people can live with it given no loss of life; others view property damage/loss of land/long term impacts/long term stress and uncertainty as sufficient to warrant ‘intolerable’. The consensus after discussion was that when including those more vulnerable elderly individuals or young families within their thinking, that this should be treated as tolerable.

Some believed that the property’s continued liveability justified classifying it as tolerable, while others felt the damage was so severe that it rendered the property permanently uninhabitable, making it intolerable. For many, experiencing such damage twice in a lifetime was considered intolerable due to long term stress and uncertainty.

The definition of ‘likely’ in legislation, NZ Coastal Policy Statement - has a defined level of probabilities. Not aligned with Auckland Council’s approach. This created some concern and should/must be addressed.

- **Major/ Less Likely:** Similarly split views in the ‘major/less likely’ scenario after initial voting, noting a shift towards higher risk tolerance due to lower likelihood. Those who viewed it as ‘tolerable’ felt there are still *some* effects that can’t be considered as just barely ‘acceptable’. Those who considered it was ‘acceptable’ felt that there was no loss of life and the chances of a recurrence were slight, but they did agree that they could be swayed to classify it as ‘tolerable’ rather than acceptable as it was a borderline decision.

Tolerable: Not just acceptable as there are long-term effects. There have been 2-3 1-in-250-year events in the past two years and will most certainly become more frequent.

Acceptable: have to draw the line somewhere, no loss of life and very infrequent. The Council will likely adapt the frequency to being more frequent and address them accordingly.

- **Moderate/Highly Likely:** Split view for ‘moderate/highly likely’ scenario – some people did not believe that even though the consequences are only moderate, they should not be occurring at the frequency possible under this likelihood.

Some felt that the mental impacts of the frequent events were significant. Others felt that they needed to be realistic and learn to accept that these things would happen and that we can deal with the impacts.

There was concern about the impact on insurance premiums so that people may not be able to afford to insure or be able to access insurance.

- **Moderate/Less Likely:** The low frequency was a factor in this being classified as acceptable for some. Others felt that made it tolerable rather than acceptable. The fact that when you are near to a coastline there are more likely to be adverse weather events was considered to be relevant in that people choosing to live there accept those risks.

Intolerable: Guaranteed to happen at least once in life which actually means maybe three times these days – too frequent. Extreme mental anxiety people go through. Insurance becomes excessive, out of reach financially or not available when the events happen more than once.

Tolerable: Can deal with it and get on, no life or animals at risk, can mitigate all that going forward. It's realistic, people have to accept more risk these days anyway. Have to adjust how we look at these things.

- **Moderate/Less likely**

Acceptable: Low chance (frequency). Living in NZ and in these locations/communities there will be incidents - it is not realistic to not have risk. Live with the general likelihood and impact.

Tolerable: There is some risk and that is not acceptable. It is a fine line between the two categories. There is general risk to property.

General Comments:

Concerns about applying the risk management framework to existing development (anything that requires a consent). The group felt that the term “development” needed greater understanding and definition eg when it applies to existing buildings as well as new.

Concluding the activity with discussion among the group, there was a strong consensus that each individual's nomination of risk tolerance was based on the idea that the likelihood of the event was a current and accurate representation of the real probability of the event occurring, and that this risk rating would be maintained overtime as a real reflection of the changing climate.

Whilst the aim of the group was to achieve general consensus, there was acknowledgement between members of our different types of communities - coastal, rural and urban - that they will have different inherent expectations and tolerance for each type of risk.

Risk Tolerance in the Community Activity

Participants were placed in groups and asked to deliberate together on their group risk tolerance for different levels of risk over different timeframes. They were tasked with arriving at an 80% agreements on each criteria.

The group then came together and identified where there was at least 80% agreement across all groups. The remaining criteria were debated by the whole group to try to arrive at agreement. The following table indicates the outcome of that activity:

COMMUNITY	Highly Likely	Likely	Less Likely
Catastrophic	Group 2: I Group 3: I Group 4: I Intolerable	Group 2: I Group 3: I Group 4: I Intolerable	Group 2: I Group 3: I/T Group 4: I VOTE: 13, majority changed to Intolerable
Major	Group 2: I Group 3: I Group 4: I Intolerable	Group 2: I Group 3: T Group 4: I VOTE: 2 tolerable, 12 intolerable – majority changed to Intolerable	Group 2: I Group 3: A Group 4: T VOTE: 8 tolerable, 3 intolerable, 3 acceptable
Moderate	Group 2: I/T Group 3: A/T Group 4: T Rural/urban split	Group 2: T Group 3: A/T Group 4: A Rural/urban split	Group 2: A/T Group 3: A Group 4: A Rural/urban split
Minor	Group 2: A Group 3: A Group 4: A Acceptable	Group 2: A Group 3: A Group 4: A Acceptable	Group 2: A Group 3: A Group 4: A Acceptable
Insignificant	Group 2: A Group 3: A Group 4: A Acceptable	Group 2: A Group 3: A Group 4: A Acceptable	Group 2: A Group 3: A Group 4: A Acceptable

Cells highlighted in green denote areas where there were initially diverging views but these were reconciled through deliberations.

Yellow highlighted cells are those where there were diverging views that were not able to be resolved through deliberations.

Community Risk Tolerance Activity – Comments recorded

- **Catastrophic/highly likely and likely:** intolerable for all groups
- **Catastrophic/less likely:** risk to life was a key reason as to why catastrophic can be re-evaluated as ‘intolerable’.

Intolerable: City vs rural areas very different, greater tolerance for risk in rural areas than built up city/urban areas, wouldn't find it tolerable in the city.

- **Major/Likely**

2 groups selected intolerable, 1 group initially came back with tolerable, but final vote across groups combined after summarising was 2 people tolerable and 12 intolerable.

Rural v Urban outcomes different. We have chosen to live in wild and natural places, despite the higher risk. Some have chosen to live in coastal areas for lifestyle and seclusion reasons. Obviously risks need to be minimised, but some allowance should be made for man-made interventions. Living in coastal areas should not be avoided.

In urban areas infrastructure improvements must be made where possible, in order to keep up with infill housing and further building development. It seems inconceivable that Council would consider remediating already assessed category 3 properties for residential redevelopment. The process must be transparent.

Coastal and rural roads need to have constant regular maintenance to minimise risk of damage for weather events.

- **Major/Less likely:** feedback was mixed tolerable, intolerable and acceptable

Tolerable: Low likelihood so some would still consider to buy property there even with that risk in mind.

Intolerable: Scenario describes what we have been through here and we don't want that again.

Acceptable: In the rural setting it is more frequent and occurs relatively regularly.

General comments across other debated quadrants: Clear divide between difference in tolerance between (some) rural communities and urban communities. (Some) rural communities likely to have higher tolerance as issues with infrastructure not uncommon and they have plans/back-up infrastructure in place to address these issues (e.g. contingency plans, electricity generator).

For urban areas there is very little tolerance for future flooding events.

For (some) rural communities, other major consideration is that people choose to live in these areas due to their natural wildness and the risks are associated with it. For some, they make the choice to live in these areas knowing these risks and they don't want the option of these areas being taken away. However, those who had this view acknowledged that their responses would change if they were considering an urban community/setting – losing power etc. in that situation would not be acceptable.

Those from urban areas who shared their views clearly indicated lower risk tolerance thresholds.

Other Questions Raised

Would this risk framework affect existing use rights?

Phill explained that there was the opportunity for this to occur (regional plan regulations could apply). This would mean that where there had been material damage a landowner may have to apply for a consent to rebuild and would need to meet some further consent conditions to reduce the risk. This is a decision that will need to be made as part of the plan change development. For the purposes of this session, the focus was on new development.

Hazard Scenario Activity

At the end of the session participants were asked to indicate whether they considered the following scenarios Intolerable or could live with them. As the time was short and it was late in the evening, this exercise was repeated through an online survey tool at a later stage. The 6 results received are recorded here.

Flooding

There has been intense rainfall over the last few hours and there is news of flooding around the region. Your lower level (e.g. garage, workshop, underfloor storage) is flooded, your main floor is flooded up to a metre deep and your house is surrounded by two metres deep floodwaters so that no one could evacuate safely without putting themselves in danger. (12 responses)

In general, could you live with this scenario?	Yes	No
If the house was raised so that lower areas eg a garage, workshop or underfloor storage space was flooded but the main floor is not, could you live with this risk?		100%
If the house was raised so that the main floor was not flooded, but nothing else changed?	37%	63%
If the house had a second floor that you could escape to, but nothing else changed?		100%
If you have somewhere non-flooded/dry to wait (i.e. raised floor levels or second floor), but someone in your household experiences a medical emergency but the emergency services are unable to reach you due to the extent of flooding outside?		100%
If there was a safe evacuation route available so that you could leave your house safely, but nothing else changed?	20%	75%
If the house was raised so that the floor was not flooded, and a safe evacuation route was available, but you still have water against the house?	75%	25%
If there's a second floor you could escape to, and a safe evacuation route was available, but you still have water against the house?	50%	50%

Coastal hazards scenario

This scenario was not attempted at the 26 November session. It was undertaken through an online survey after the session. The results are recorded here:

Coastal Erosion

“You have been left a vacant piece of coastal land by a departed relative. You are considering if you want to develop the site. You look at the latest coastal hazard maps and see that the half of the site which is closest to the coast is expected to be affected permanently by coastal hazards over the next 50 years under current climate change and sea-level rise projections. You have spoken to an expert about the coastal hazard maps and the uncertainty in future climate change projections has been highlighted (sea-level rise may occur sooner or later than timeframes currently mapped).” (13 responses)

Do you want to build there?	Yes	No
Would you still want to build there if over time, access becomes cut off several times a year?	23%	77%
Would you still want to build there if any building is required to be raised and relocated landward once regular tides encroach upon the site with anticipated sea-level rise (within the 50 years)?	46%	54%
Would you still want to build there if the timeframe above is reduced to 25 years?	15%	85%
Would you still want to build there if the timeframe above is reduced to 10 years?		100%

Vulnerability in the AUP

This poll activity was not attempted during the 26 November session as there was not enough time. It was covered using an online survey after the session and resulted in 68% the group preferring a moderate level of vulnerability to risk being the focus of the Plan Change and 32% preferring a high level of vulnerability to be the focus. No members suggested a low level of vulnerability.

There was no opportunity for discussion on this - as a result the group does not feel further comment is appropriate.

Minority Report

Urban/Coastal/Rural risk appetite - there was a very different perspective on risk appetite both personal and community, between individuals residing in urban settings as compared to those in more rural/coastal areas.

Communities are more cohesive in coastal (rural?) regions (based on our representative sample) and felt far better prepared to pull together and therefore have a much higher community risk tolerance than the urban representatives. This was acknowledged and accepted by the entire group as an issue of significance to be noted. This must be explored further. Personal choice and circumstances also featured in this part of the discussion.

Continuous change: This is a snapshot in time with our view to our risk tolerance, and this can change with increased frequency or increased risk due to other factors. For example, flood plains that exist at the bottom of a catchment are adversely impacted by development and intensification further up the catchment. The risk to the properties at the bottom of a catchment is increased by development at the top of the catchment who may not be in a “high risk” area, and therefore not subject to the same mitigations and restrictions, especially in areas lacking suitable infrastructure. For authorities to assess risk to an area, this sort of continuous change needs to be accounted for.

Too little time: This process has been very fast, with limited time to process the information and fully develop discussions around the issues. Not all issues in the big picture of risk tolerance and the AUP were able to be discussed. The sessions were very structured and focussed on the activities provided, with little time for exploring additional issues.

Conclusion

To conclude, the group felt the process was very rushed. The design of the process was guided by communication with the community leaders group and the council officers but it was rushed. The group felt they would have been able to add a lot more value if more time had been allowed. The group also felt strongly that some face-to-face interaction would have been more beneficial.

However, the process was enjoyable and productive. Members of the group felt they would like to reconvene and drill down more deeply on several of the topics. As residents that are most likely to be strongly affected by the changes, the group feel they should be included in further activities and ongoing communications, beyond this initial engagement process. They also ask that these communications be designed to be accessible to all members of the community.

Knowledge is power and the members feel they have benefited from the activity but have more to offer. The process has connected people from across different communities and they would like to connect further with Council and with each other.

Many questions remain. For example, the group remain unclear about how the information will be used and there is a sense that Council may have their own ideas about where risks might lie.

The group is uncomfortable that there is a misalignment in the definition of 'likely' between the legislation, (NZ Coastal Policy Statement) and what Council is using and would like certainty on the modelling being used and that it will be regularly modified to reflect the ongoing changes eg the impacts of climate change and interim development (happening while changes are pending).

Strengthening the Auckland Unitary Plan to increase resilience to natural hazards – engagement and risk tolerance

Policy & Planning Committee workshop
11 December 2024

Programme for today

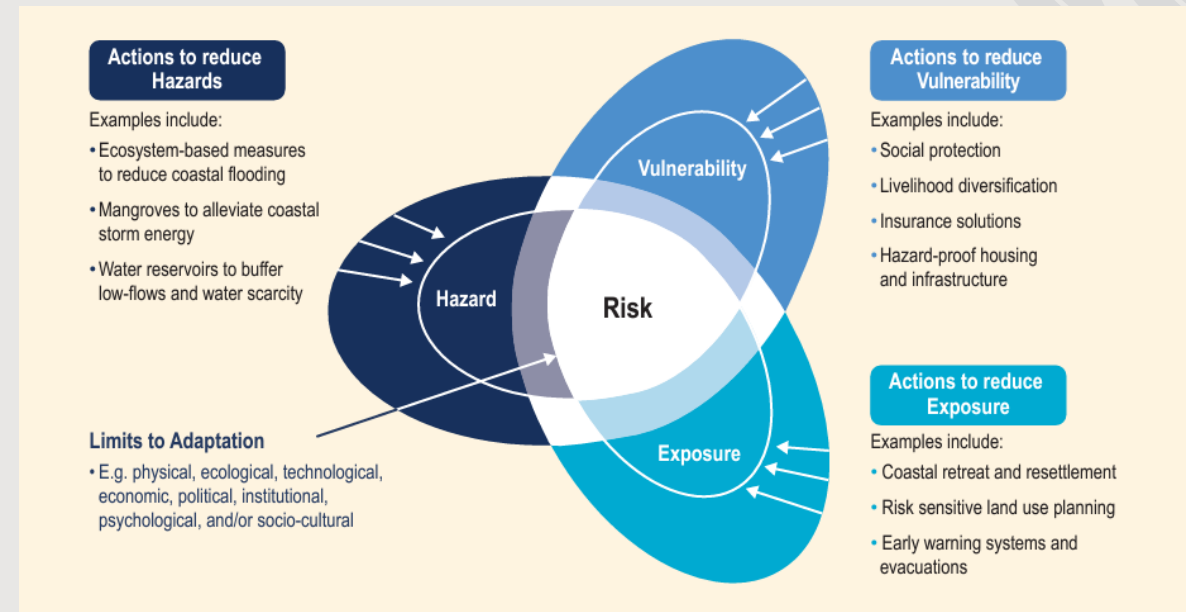
- Welcome and overview of agenda
- Purpose of the workshop
- Progress towards making changes to the Auckland Unitary Plan (AUP) to better address natural hazards
- Natural Hazards Plan Change engagement plan 2023 and engagement activity undertaken in 2024
- Presentations by facilitators and representatives of mana whenua, Participatory Forum and storm-affected communities
- Proposals for a risk tolerance framework
- Timeline and next steps

Purpose of workshop

- To provide updates on the progress with the development of the natural hazards plan change; and to report back on the feedback received from the engagement with communities on risk tolerance and the risk management framework.
- To present proposals for risk tolerance frameworks and other factors to guide and inform the preparation of changes to the AUP to better address natural hazards.

Progress towards making changes to the AUP to better address natural hazards

- The extent of risk can be influenced by a variety of factors:
 - The characteristics of the natural event
 - The extent of exposure
 - Vulnerability of that affected
- There are also various ways to reduce risk – AUP most effective at reducing exposure. Some influence in reducing hazards and vulnerability.



Source: IPCC. (2019). Technical Summary. In: IPCC Special Report on the Ocean and Cryosphere in a Changing Climate, pg. 46

Progress towards making changes to the AUP to better address natural hazards

- Introduce a framework that differentiates risk based on likelihood and consequence
- Corresponding policy direction and application of interventions that reflect the level of risk

SIGNIFICANT/INTOLERABLE

- Avoid development (greenfield)
- Limit further exposure and reduce risk (brownfield)
- More stringent development controls and potentially using zoning/equivalent

MEDIUM/TOLERABLE

- Limit exposure where appropriate
- Development controls to manage risk so that tolerable level not exceeded

LOW/ACCEPTABLE

- Enable further development
- Keep risk at acceptable level – some development controls may be required

Progress towards making changes to the AUP to better address natural hazards

- Risk categories need to be defined but different people and communities have different perceptions of risk and how it should be determined.
- Public input required to understand how to implement this framework:
 - How do we define what is intolerable, tolerable and acceptable – what are the consequences that warrant the application of the various policy responses?
 - What are the factors that affect where the thresholds are set between the risk categories?

Engagement on an AUP plan change for natural hazards and risk tolerance



Natural Hazards Plan Change engagement plan 2023

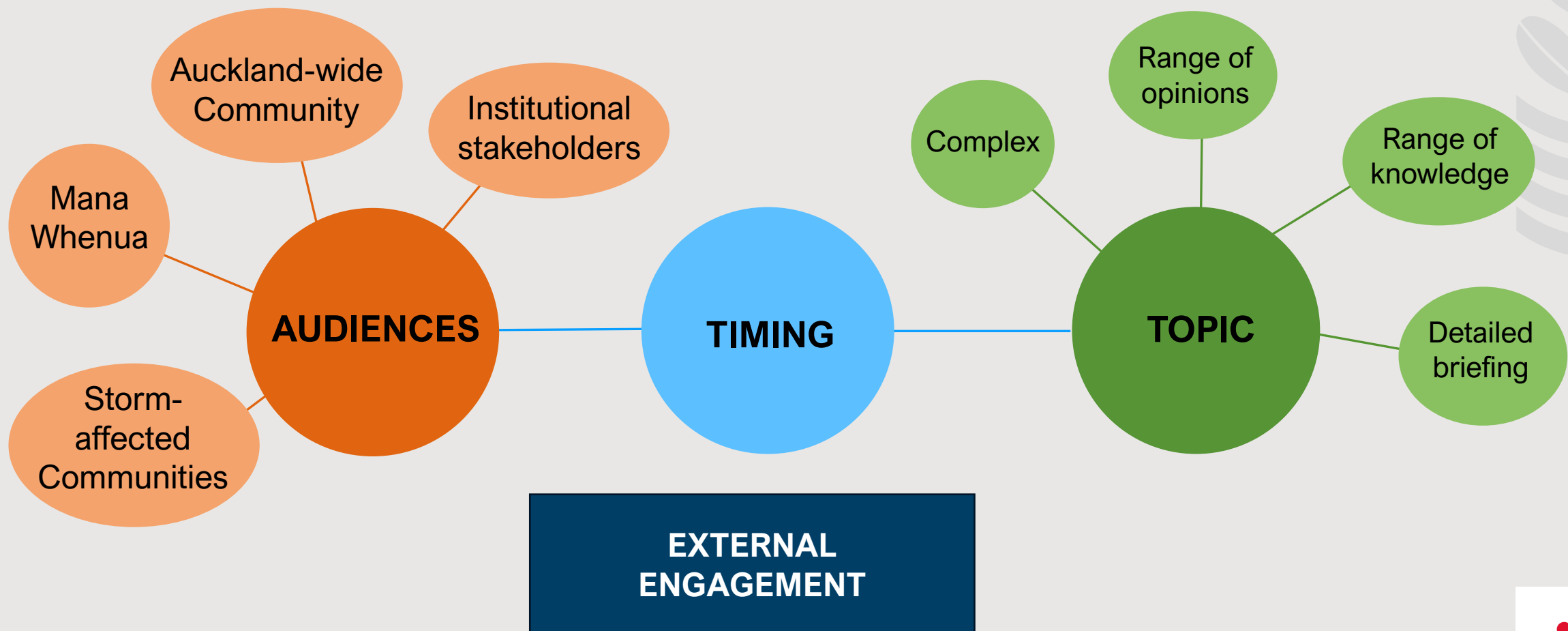
'Enhanced' approach agreed by Planning, Environment & Parks Committee Chair and Deputy in November 2023, engagement proposed with:

- A Technical Reference Group
- 'Key stakeholders' or institutional groups and bodies
- 'Targeted' communities i.e. in storm-affected locations
- Mana whenua and mataawaka
- Pre-notification engagement with Aucklanders on plan change proposals

Focus of engagement programme in 2024

- Could not progress to engagement on proposals – Government announcements in July on Going for Housing Growth policy, legislation changes expected
- Undertake engagement with community, ‘key stakeholders’, mana whenua and members of storm-affected communities to understand views on **natural hazards risk tolerance**.
- Report back on recommended risk tolerance position to Policy and Planning Committee at open workshop on 11 December to inform the development of proposals for rules and provisions addressing natural hazards.

Engagement considerations



Engagement with Auckland's Community - Participatory Forum

REMIT

"Auckland Council is strengthening the way the Auckland Unitary Plan manages the risks associated with natural hazards specifically flooding, land slides, wild fires, coastal erosion and inundation.

What levels of natural hazard risk can residential communities in Auckland live with?"

39 participants independently recruited to be representative of Aucklanders

Independent & skilled facilitator

(Anna Curnow, DecisionWorks)

Deliberation:
Different perspectives, agreed position

Time:

Total of five sessions over 12 hours
(in person & online)

Report writers and presenters selected by the whole group

'Blank page' & minority reports prepared and formally presented by representatives

OurAuckland comms throughout process to keep public updated & transparency of process/next steps



Engagement with storm-affected communities

Introduction session (8 October) with community leaders and survey of how to engage

REMIT

"Auckland Council is strengthening the way the Auckland Unitary Plan manages the risks associated with natural hazards specifically flooding, land slides, wild fires, coastal erosion and inundation.

What levels of natural hazard risk can residential communities in Auckland live with?"

14 participants available and able to participate, from different affected locations

Independent & skilled facilitator

(Anna Curnow, DecisionWorks)

Deliberation:
Different perspectives, agreed position

Time:
Total of three sessions over 7 hours (online only)

Report writers and presenters selected by the whole group

'Blank page' & minority reports prepared and formally presented by representatives

Engagement with mana whenua, haukāinga, Māori Land owners



- Collective and individual engagement with mana whenua representatives from December 2023
- Updates to the Tāmaki Makaurau Mana Whenua Forum (governance level) and Interim Mana Whenua Forum (ex-Infrastructure & Environmental Services Forum – kaitiaki level)
- Three sets of mana whenua kaitiaki level workshops were run in October and November 2024:
 - Hazard identification workshops (Oct)
 - Risk tolerance workshops – with kaupapa Māori specific scenarios incl. (Nov)
 - Council feedback hui to Mana Whenua (Nov)
- 17 of 19 mana whenua groups attended the October and November workshops (one hapū was individually engaged with)
- Natural Hazards Consultation Viewer access provided to all mana whenua groups
- Visits to three of eight target marae that are most affected by natural hazards – led through Marae Advisors – Community Directorate
- Taking opportunities to present to Te Kotahi ā Tāmaki marae collective
- Discussions held with some Māori Land owners



Engagement with ‘key stakeholders’ i.e. institutional

Meetings held with:

- Insurance Council team and follow-up with interested members
- Property Council team and follow-up with interested members
- Kāinga Ora Homes and Communities
- Lawyers for Climate Action
- National Public Health Service – Northern Region (formerly Auckland Regional Public Health Service)
- Network Utilities Forum
- NZ Lifelines Council

Meeting expected with:

- Natural Hazards Commission (formerly EQC)

Approaches to identifying and risk tolerance to natural hazards



Risk tolerance exercises – vulnerability

- Vulnerability of people – characteristics that may affect vulnerability in a natural hazard event and what degree of vulnerability the AUP should accommodate.
- Vulnerability of places and activities – identify characteristics of places and activities that affect their vulnerability, and which ones are considered most vulnerable.

Risk tolerance exercises – individual/household-level consequences

Consequences	Likelihood		
	Highly likely	Likely	Less likely
	10% chance of occurring any one year 92.8% chance of occurring at least once in 25 years 99.4% chance of occurring at least once in your lifetime (70 years)	1% chance of occurring any one year 22.2% chance of occurring at least once in 25 years 50.3% chance of occurring at least once in your lifetime (70 years)	0.4% chance of occurring any one year 12% chance of occurring at least once in 25 years 22.6% chance of occurring at least once in your lifetime (70 years)
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment There has been catastrophic damage to your property as well as your house, meaning that it is no longer safe for you to live in it. There are parts of your land that have been permanently lost. Your house may require complete re-build or potential abandoning of the property. There may be a fatality within your household during the event.			
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect Damage to your property has been significant and will require immediate attention. Your house has also been damaged to the extent that it will require repair, but you are still able to safely live within parts of your house. You may lose the ability to occupy or use parts of your back yard due to future risk and face permanent loss of land. The event has longer-term effects on the physical health and mental well-being of your household.			
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect There has been moderate damage to your property which will require repair or reinstatement works over the next few months, meaning that you cannot use these areas during this time. Your house has been affected by some minor cosmetic damages, which will require non-urgent repairs. There are short-term health and safety impacts to someone in your household.			
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect Parts of your property have been affected, but there has not been any damage to your house. You need to tidy up around the house and the back fence will need some minor repair work. No one in your household suffers from adverse effects to physical or mental health because of the event.			
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners There is no real damage to your property other than a few flowerpots knocked over. The physical and mental well-being of your household is unaffected.			

Risk tolerance exercises – community-level consequences

Consequences	Likelihood		
	Highly likely	Likely	Less likely
	10% chance of occurring any one year 92.8% chance of occurring at least once in 25 years 99.4% chance of occurring at least once in your lifetime (70 years)	1% chance of occurring any one year 22.2% chance of occurring at least once in 25 years 50.3% chance of occurring at least once in your lifetime (70 years)	0.4% chance of occurring any one year 12% chance of occurring at least once in 25 years 22.6% chance of occurring at least once in your lifetime (70 years)
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment Your community does not have access to power or reticulated water for a week. Most local businesses (including the local supermarket) are unable to re-open for two weeks, while a few have closed for good. The local school requires extensive repair and is closed for a month. The local community centre has been severely damaged and will need to be replaced. The main roads connecting your community with others is completely cut off for 48 hours and restricted for a month afterwards. The mental well-being of many people in your community has been noticeably affected. Aside from several members of your community suffering from physical injuries, there are also two fatalities.			
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect There is no power or reticulated water for three days. Local businesses and supermarket are closed for a week and classrooms at the local school are also closed for a week to undertake immediate repair. The local community centre is repurposed as a recovery hub for weeks following the event. Access into and out of your area is quite limited for a week due to damage sustained to the roading network. The event has affected the mental health of some of your community, and there are several people who experienced minor to moderate physical injuries.			
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect Your community loses power for 12 hours. The local community centre became a temporary evacuation hub during the event, and the local shops and supermarket were closed for day or two. One of the main roads was blocked off for 24 hours. Your community has been quite shaken up by the event, with a few people suffering from minor physical injuries.			
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect The event has resulted in the deposition of some debris and minor damage around the area. The local shops were closed for a few hours, and a short detour has been set up on one of the main roads due to a fallen tree. A few people in your community were a bit worried during the event but no one's physical health was impacted.			
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners There have not been any real impacts on your community other than some minor disruptions and post-event clean up. No one has been physically or mentally impacted by this event.			



Risk tolerance exercises – hazard-specific scenarios

- Flooding and mitigation measures – whether certain conditions (e.g. raised floor levels and/or safe evacuation route) changes an ‘intolerable’ scenario to a ‘tolerable’ scenario.
- Coastal hazards and long-term climate change impacts – whether there is appetite to take on consequences brought by various impacts of climate change over time.

Presentations by facilitators and representatives of mana whenua, Participatory Forum and storm-affected communities



Progress towards making changes to the AUP to better address natural hazards

- Introduce a framework that differentiates risk based on likelihood and consequence
- Corresponding policy direction and application of interventions that reflect the level of risk

SIGNIFICANT/INTOLERABLE

- Avoid development (greenfield)
- Limit further exposure and reduce risk (brownfield)
- More stringent development controls and potentially using zoning/equivalent

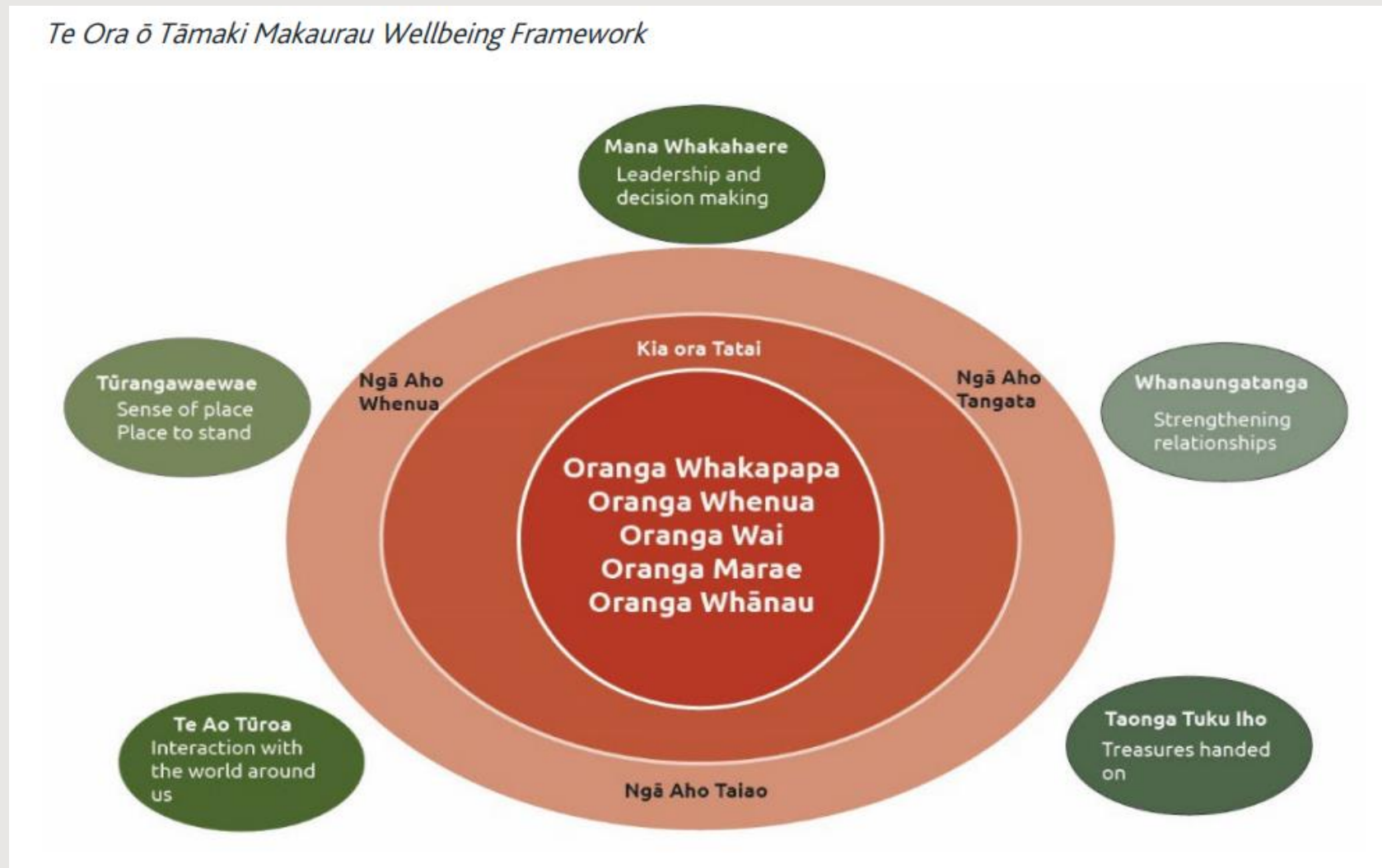
MEDIUM/TOLERABLE

- Limit exposure where appropriate
- Development controls to manage risk so that tolerable level not exceeded

LOW/ACCEPTABLE

- Enable further development
- Keep risk at acceptable level – some development controls may be required

Key findings from engagement with mana whenua

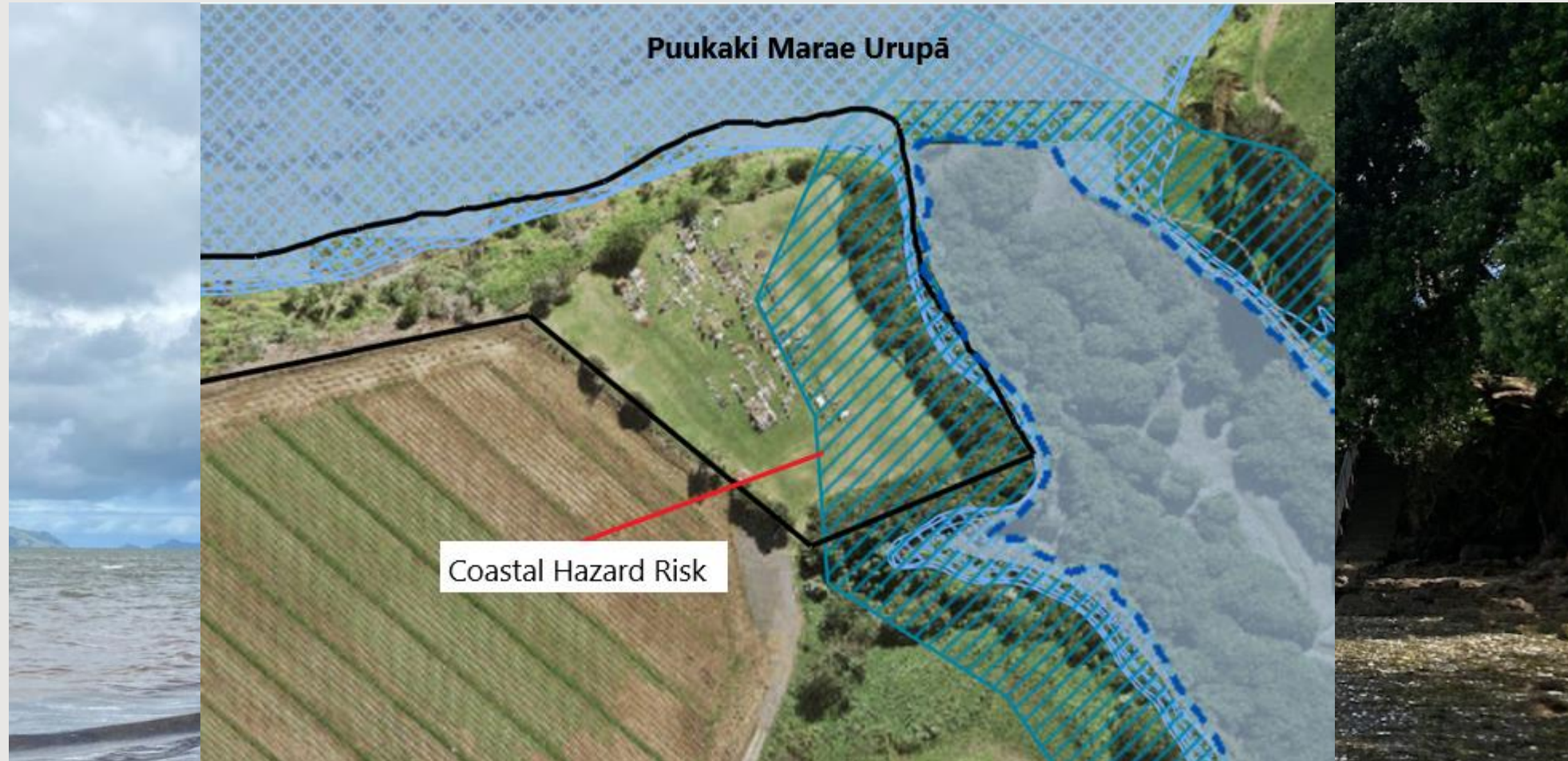


Key findings from engagement with mana whenua

- While a general risk tolerance framework is suitable for some matters, other matters specific to mana whenua require a careful approach
- Matters such as the protection of cultural heritage (scheduled and unscheduled), Māori Land, and Treaty Settlement redress should sit alongside a general risk tolerance framework
- Natural hazard management requires a holistic approach, including enabling mitigation through natural methods
- Responses should continue to be developed with mana whenua when affecting their interests
- Mana whenua are hampered in their ability to avoid natural hazards due to a lack of resources (land in particular)
- Some iwi and hapū are particularly concerned about hazards that may not justify a region-wide response (such as Wildfire)
- Mana whenua seek to play a greater role in supporting recovery efforts for their whānau

Presentation by Karen Wilson

Te Ākitai Waiohū Settlement Trust Chairperson



Engagement with Participatory Forum and storm-affected communities

Separate presentation from Anna Curnow



Proposals for a risk tolerance framework and other matters to guide preparation of draft plan change content



Importance of setting the risk tolerance framework

- AUP needs to balance different (and often competing) interests for the use of limited resources e.g. land.
- Where the risk thresholds are set in the proposed risk management framework will result in differing costs and benefits to individuals and society.



Example: housing and extremes of the spectrum

If any risk is intolerable:

- AUP response:
 - Restrict development anywhere where there is potential risk from hazards.
- Benefits:
 - Lowest risk to life
 - Lowest potential damage to property
 - Lowest public costs for recovery and future intervention
- Costs:
 - Greatest restriction to property rights
 - Reduced land values
 - Housing supply and housing location choice heavily restricted
 - Greatest competition for remaining land with other uses

If any risk is acceptable:

- AUP response:
 - Enable development to occur anywhere regardless of the presence of hazards.
- Benefits:
 - Land available for housing and in all suitable locations
 - Limited restriction to property rights
- Costs:
 - Greatest risk to life
 - Greatest potential for property damage.
 - Greatest public costs for recovery and future intervention



Current step in the process

- Outcome from engagement – understanding risk tolerances to enable drafting of AUP provisions.
- Starting point – drafting will continue to develop following analysis, evaluation, and further input (particularly from storm-affected communities and institutional stakeholders).
- The framework and associated plan provisions will be subject to further opportunities for input through the pre-notification, notification and hearings stages of the process.



Proposal for accommodating vulnerability

- Risk influenced by the vulnerability of those affected – AUP manages uses/activities on site but not who occupies the site/carries out that activity.
- Approx. 80% of the Participatory Forum considered a moderate amount of vulnerability should be the demographic focus. 68% of storm-affected communities opted for moderate, while 32% opted for high.
- **Recommendation:** AUP provisions designed to extend beyond average adult to include moderate levels of vulnerability (e.g. age/mobility constraints).



Proposal for accommodating vulnerability

- Some uses and activities are likely to be more vulnerable by default due to their nature.
- Opportunity for AUP to differentiate these types of uses/activities – could apply more stringent controls.
- **Recommendation:** Locations and activities are differentiated based on their likely vulnerability using key identified characteristics and themes:
 - Likely to be used by people who are more vulnerable by default (e.g. elderly, children, disabled, health problems) – both at time of event and following event
 - Need for the activity/location to operate e.g. needs to be available and/or essential service
 - Likely number of people at this location



Proposal for plan change drafting – individual/household

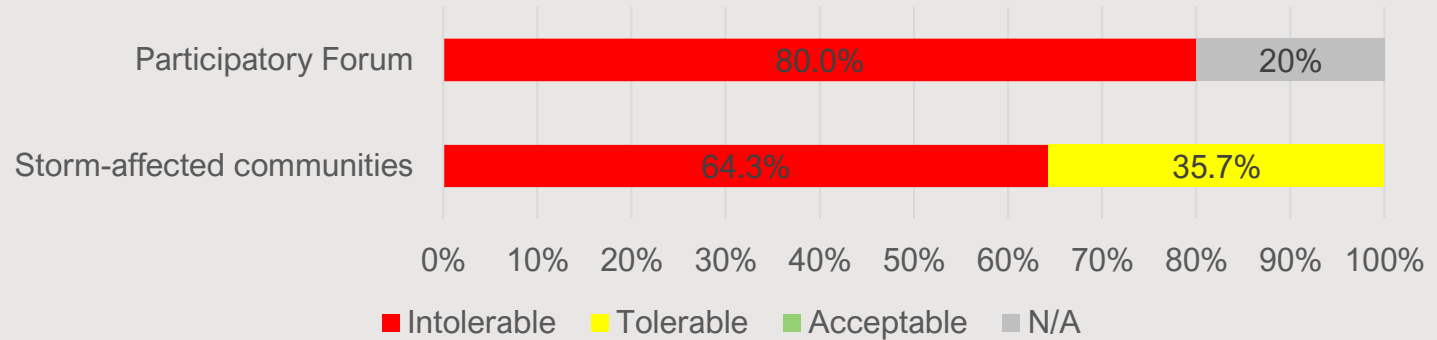
Consequences	Likelihood of event		
	Highly likely	Likely	Less likely
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment	Intolerable	Intolerable	Intolerable
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect	Intolerable		
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect			Acceptable
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect		Acceptable	Acceptable
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners	Acceptable	Acceptable	Acceptable

	Same between the two groups		Different between the two groups
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Major/likely – individual/household level

Statistics:

	Highly likely	Likely	Less likely
Catastrophic	I	I	I
Major	I		
Moderate			A
Minor		A	A
Insignificant	A	A	A



Key discussion themes:

Intolerable	Tolerable
- high damage even though no risk to life - long-term impacts (incl. economic, loss of land and mental health) - uncertainty of how long it will take to fix properties - likelihood is not that unlikely – could be more than once in your lifetime	- still liveable – no collapse of structures - damage can be fixed - no risk to life - not that frequent

Analysis and recommendation:

- No loss of life but consequences result in significant damage to land/buildings and perceptible effect to people – damage may be beyond mitigation by on-site solutions.
- 'Intolerable' viewed by majority of those who participated in exercise.
- Aligns with the NZCPS which seeks to avoid redevelopment or change in land use that would increase risk of adverse effects from coastal hazards over at least the next 100 years.
- Recommend that this is **intolerable** – avoid putting additional houses and people in locations subject to this scenario and reduce risk over time.

Consequences

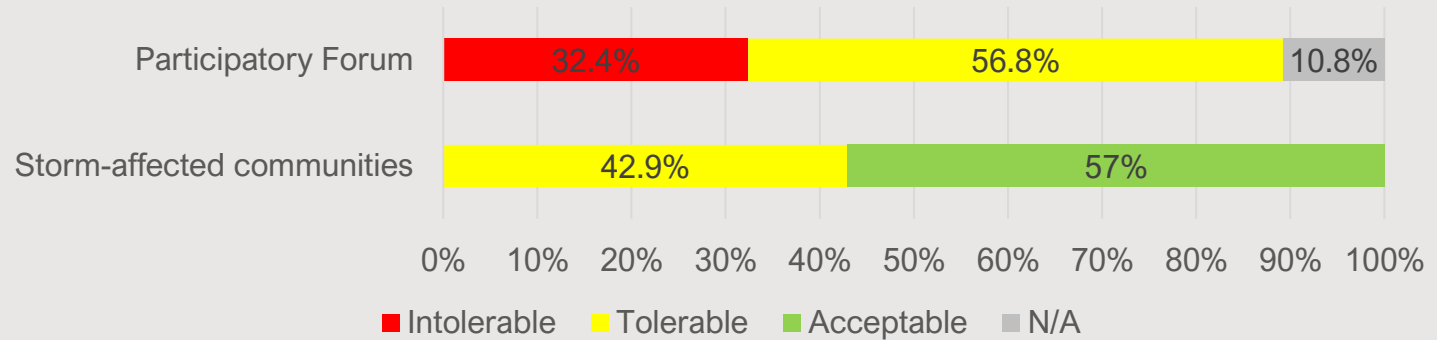
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect

Damage to your property has been significant and will require immediate attention. Your house has also been damaged to the extent that it will require repair, but you are still able to safely live within parts of your house. You may lose the ability to occupy or use parts of your back yard due to future risk and face permanent loss of land. The event has longer-term effects on the physical health and mental well-being of your household.

Major/less likely – individual/household level

Statistics:

	Highly likely	Likely	Less likely
Catastrophic	I	I	I
Major	I		
Moderate			A
Minor		A	A
Insignificant	A	A	A



Key discussion themes:

Intolerable	Tolerable	Acceptable
- mental health impacts - intergenerational impacts - buildings can't be fixed e.g. deemed inhabitable	- not just acceptable as there are long term effects - low likelihood still means it can happen – two or three in the last few years - loss of belongings and economic impacts	- draw the line somewhere - no loss to life - likelihood very low - council likely to adapt magnitude to reflect being more frequent and address them accordingly

Analysis and recommendation:

- Minor cosmetic damage to buildings within relevant code tolerances and does not require immediate repair – not inhabitable as suggested.
- Council will adjust data accordingly – improved data means how we label a certain magnitude event may change over time. But this does not negate the fact that there will still be an event of this likelihood that may result in consequences specified, therefore not relevant reason in this context.
- Recommend that this is 'tolerable' – enable development where some management measures should be in place.

Consequences

Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect

Damage to your property has been significant and will require immediate attention. Your house has also been damaged to the extent that it will require repair, but you are still able to safely live within parts of your house. You may lose the ability to occupy or use parts of your back yard due to future risk and face permanent loss of land. The event has longer-term effects on the physical health and mental well-being of your household.

Moderate/highly likely – individual/household level

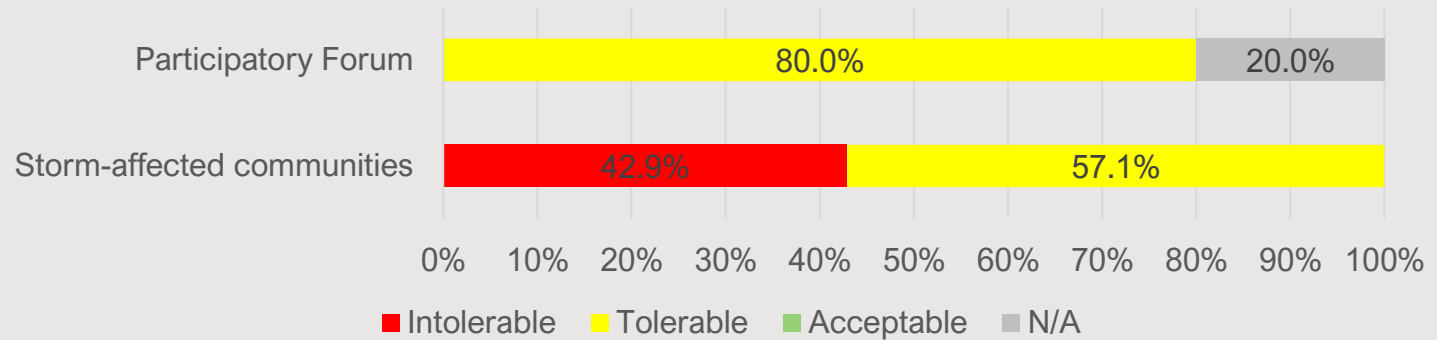
Statistics:

	Highly likely	Likely	Less likely
Catastrophic	I	I	I
Major	I		
Moderate			A
Minor		A	A
Insignificant	A	A	A

Consequences

Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect

There has been moderate damage to your property which will require repair or reinstatement works over the next few months, meaning that you cannot use these areas during this time. Your house has been affected by some minor cosmetic damages, which will require non-urgent repairs. There are short-term health and safety impacts to someone in your household.



Key discussion themes:

Intolerable	Tolerable
- guaranteed to happen at least once in your life (could be more) - extreme mental anxiety that people go through - impacts on insurance - contractors may not be available to fix	- consequences are low enough that people can live with it - no risk to life or animals - can mitigate going forward - need to be realistic and adjust how we look at these things – people have to accept more risk these days

Analysis and recommendation:

- Contractors and insurability beyond the scope of AUP, although acknowledge relationship between insurance premiums and land use planning measures to avoid development.
- Consequences themselves could be manageable as an individual event as suggested, but the key question is whether this combination of likelihood/consequence results in cumulative effects that are significant enough to warrant an 'avoid' approach.
- Recommend that this is 'tolerable' – enable development where some management measures should be in place.



Moderate/likely – individual/household level

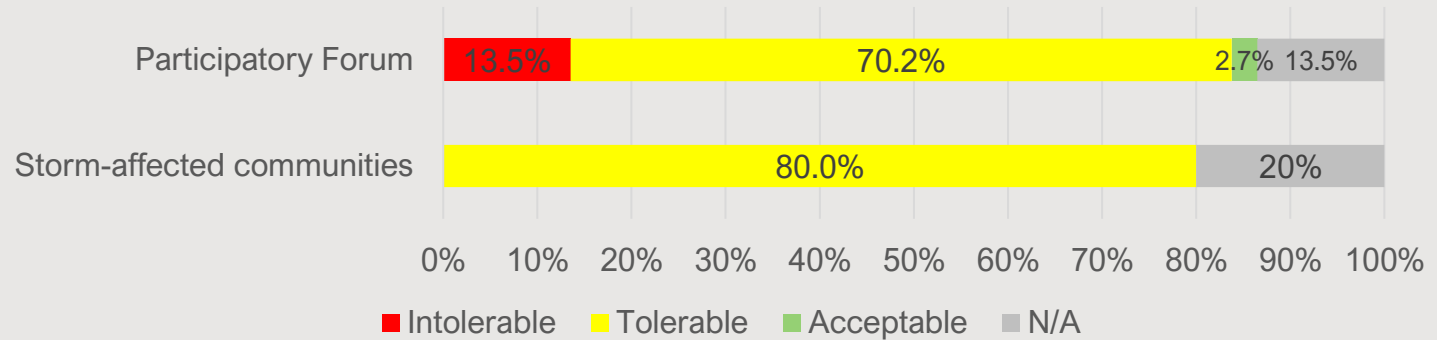
Statistics:

	Highly likely	Likely	Less likely
Catastrophic	I	I	I
Major	I		
Moderate			A
Minor		A	A
Insignificant	A	A	A

Consequences

Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect

There has been moderate damage to your property which will require repair or reinstatement works over the next few months, meaning that you cannot use these areas during this time. Your house has been affected by some minor cosmetic damages, which will require non-urgent repairs. There are short-term health and safety impacts to someone in your household.



Key discussion themes:

Intolerable	Tolerable
- time and cost to remedy - having to deal with council - loss of heritage	- likely to happen anyway - impact could fall under general maintenance

Analysis and recommendation:

- Time and cost to remedy and other process related issues not within scope of AUP. Note that the consequences are 'minor cosmetic damage to buildings being within relevant code tolerances' – unlikely to require notable repair work.
- Loss of heritage – not relevant for this assessment, managed by other parts of the AUP.
- Recommend that this is 'tolerable' – enable development where some management measures should be in place.

Minor/highly likely – individual/household level

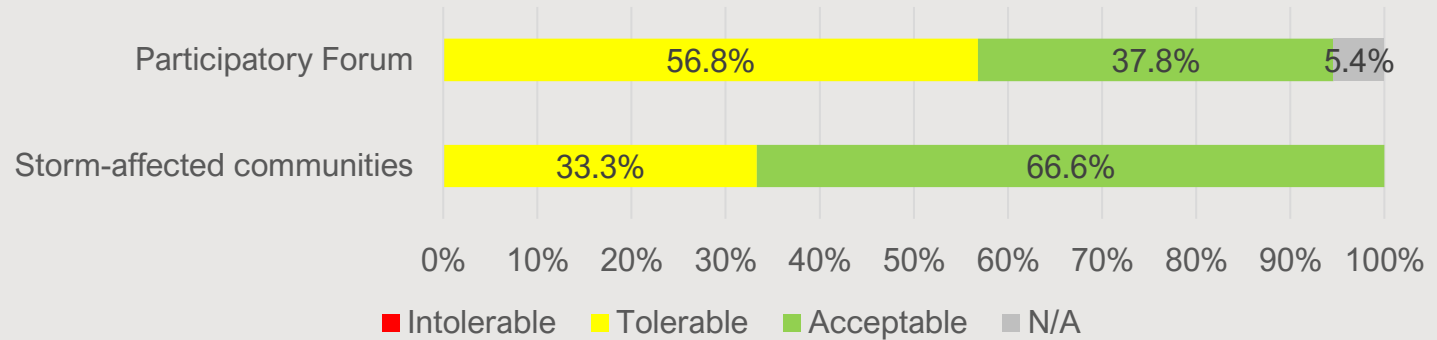
Statistics:

	Highly likely	Likely	Less likely
Catastrophic	I	I	I
Major	I		
Moderate			A
Minor		A	A
Insignificant	A	A	A

Consequences

Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect

Parts of your property have been affected, but there has not been any damage to your house. You need to tidy up around the house and the back fence will need some minor repair work. No one in your household suffers from adverse effects to physical or mental health because of the event.



Key discussion themes:

Tolerable	Acceptable
event likely and could be manageable, but there may be issues with remedying the damage – example of a garage underslip near Western Springs.	N/A

Analysis and recommendation:

- Example given for tolerable reason more of a process issue beyond the realms of the AUP.
- Votes split when combined – but note that storm-affected communities recorded this as ‘acceptable’
- Recommend that this is **acceptable** as the cumulative effects arising from this likelihood/consequence scenario unlikely to be significant to warrant a management response – keeping risk as it is more appropriate response.

Proposal for plan change drafting – individual/household

Consequences	Likelihood of event		
	Highly likely	Likely	Less likely
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment	Intolerable	Intolerable	Intolerable
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect	Intolerable	Intolerable	Tolerable
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect	Tolerable	Tolerable	Acceptable
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect	Acceptable	Acceptable	Acceptable
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners	Acceptable	Acceptable	Acceptable

Proposal for plan change drafting – community

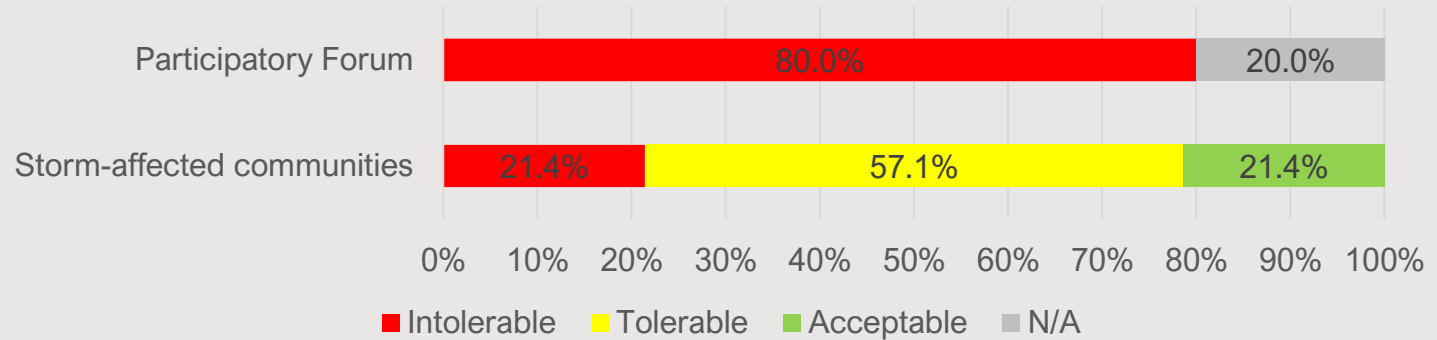
Consequences	Likelihood of event		
	Highly likely	Likely	Less likely
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment	Intolerable	Intolerable	Intolerable
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect	Intolerable	Intolerable	
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect			
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect	Acceptable	Acceptable	Acceptable
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners	Acceptable	Acceptable	Acceptable

	Same between the two groups		Different between the two groups
--	-----------------------------	--	----------------------------------

Major/less likely – community level

Statistics:

	Highly likely	Likely	Less likely
Catastrophic	I	I	I
Major	I	I	
Moderate			
Minor	A	A	A
Insignificant	A	A	A



Key discussion themes:

Intolerable	Tolerable	Acceptable
- should be planning to allow this not to happen - broad impacts on community - some people have already experienced this scenario - would be more likely to be 'intolerable' if considering an urban community/setting	- the consequences are still manageable - the event is unlikely and maybe only once in a lifetime - there can be plans in place to make this risk tolerable – rural examples (some) rural communities likely to have higher risk tolerance – reason as to why they live where they do.	occurs relatively frequently in rural settings

Analysis and recommendation:

- Purpose is to test large scale developments – plan change/plan making stage.
- Notable divide between urban vs rural and new vs existing.
- Recommend for new urban areas, this is 'intolerable' – avoid, but in existing urban areas, this is 'tolerable' – use management measures.
- Recommend for rural areas, this is 'tolerable' – use management measures.

Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect

There is no power or reticulated water for three days. Local businesses and supermarket are closed for a week and classrooms at the local school are also closed for a week to undertake immediate repair. The local community centre is repurposed as a recovery hub for weeks following the event. Access into and out of your area is quite limited for a week due to damage sustained to the roading network. The event has affected the mental health of some of your community, and there are several people who experienced minor to moderate physical injuries.



Moderate/all likelihoods – community level

Statistics:

- Participatory Forum – tolerable for all three likelihoods
- Storm-affected communities – split between:
 - Highly likely – intolerable/tolerable/acceptable
 - Likely – tolerable/acceptable
 - Less likely – tolerable/acceptable (majority)

Key discussion themes:

- New areas subject to these consequences should not be developed without management measures in place
- Rural vs. urban split in terms of tolerance

Analysis and recommendation:

- Purpose is to test large scale developments – plan change/plan making stage.
- Notable divide between urban vs rural and new vs existing.
- Recommendation:

	Highly likely	Likely	Less likely
Moderate	tolerable	New and existing urban – tolerable Rural – acceptable	New urban – tolerable Existing urban and rural – acceptable

	Highly likely	Likely	Less likely
Catastrophic	I	I	I
Major	I	I	I
Moderate			
Minor	A	A	A
Insignificant	A	A	A

Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect

Your community loses power for 12 hours. The local community centre became a temporary evacuation hub during the event, and the local shops and supermarket were closed for day or two. One of the main roads was blocked off for 24 hours. Your community has been quite shaken up by the event, with a few people suffering from minor physical injuries.

Proposal for plan change drafting – community

Community	Likelihood/specified magnitude		
	Highly likely	Likely	Less likely
Catastrophic – major damage to land and buildings, possible structure collapse requiring replacement, risk to life, major economic effect, or possible site abandonment	Intolerable	Intolerable	Intolerable
Major – significant damage to land requiring immediate repair, damage to buildings beyond serviceable limits requiring repair, no collapse of structures, perceptible effect to people, no risk to life, considerable economic effect	Intolerable	Intolerable	New urban areas – intolerable
			Existing urban and rural – tolerable
Moderate – some damage to land requiring repair to reinstate within few months, minor cosmetic damage to buildings being within relevant code tolerances, does not require immediate repair, no people at risk, minor economic effect	Tolerable	New and existing urban – tolerable	New urban – tolerable
		Rural – acceptable	Existing urban and rural – acceptable
Minor – minor damage to land only, any repairs can be considered normal property maintenance, no people at risk, very minor economic effect	Acceptable	Acceptable	Acceptable
Insignificant – very minor to no damage, not requiring any repair, no people at risk, no economic effect to landowners	Acceptable	Acceptable	Acceptable

Proposal for incorporating hazard-specific feedback

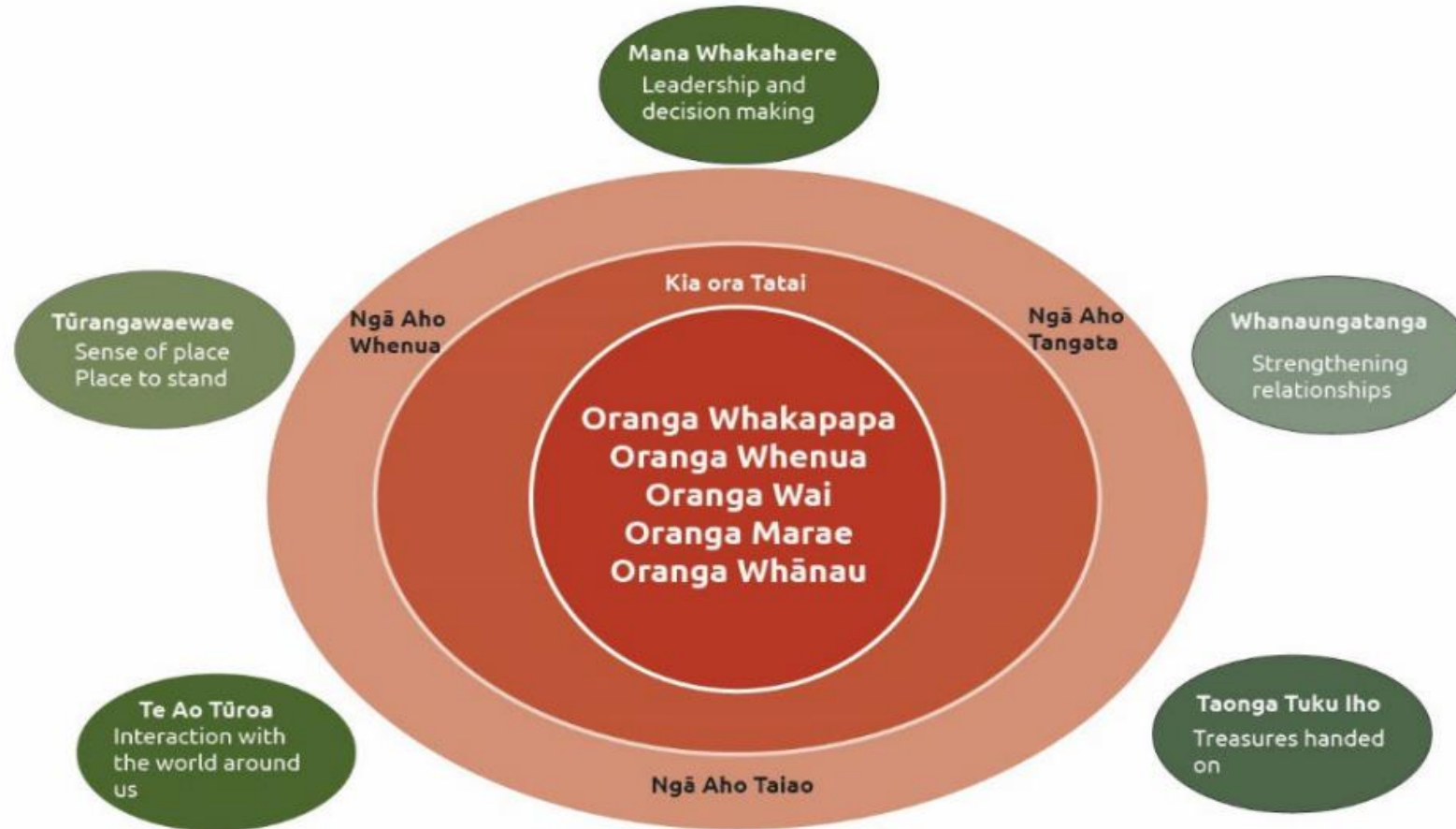
- Both scenarios tested whether addition of certain mitigation measures or specific changes to the scenario would affect people's risk tolerance.
- **Recommendation:**
 - Evaluate how flooding mitigation measures impact threshold between 'intolerable' and 'tolerable' risk
 - Frame how the AUP identifies 'intolerable' risk for new development in relation to coastal hazards and how it addresses long-term effects of climate change.



Source: RNZ

Auckland Climate Plan - Wellbeing Framework

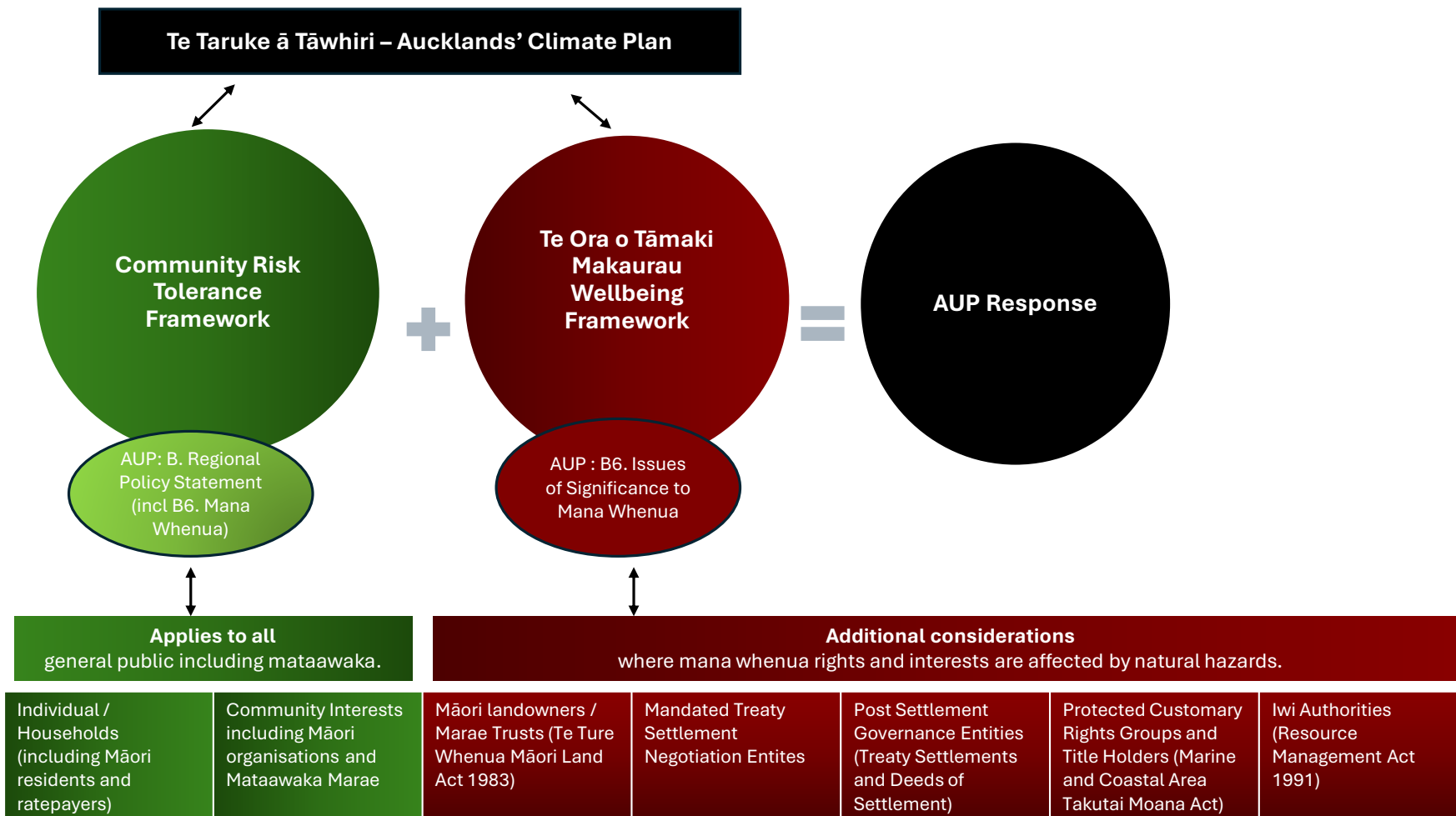
Te Ora ō Tāmaki Makaurau Wellbeing Framework





Proposals to reflect mana whenua feedback

Integrated response to natural hazards

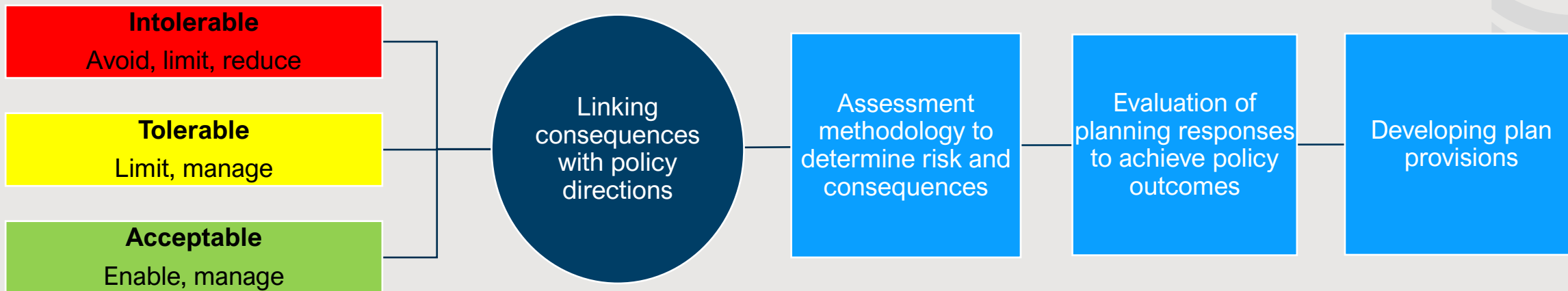


Feedback from engagement with 'key stakeholders'

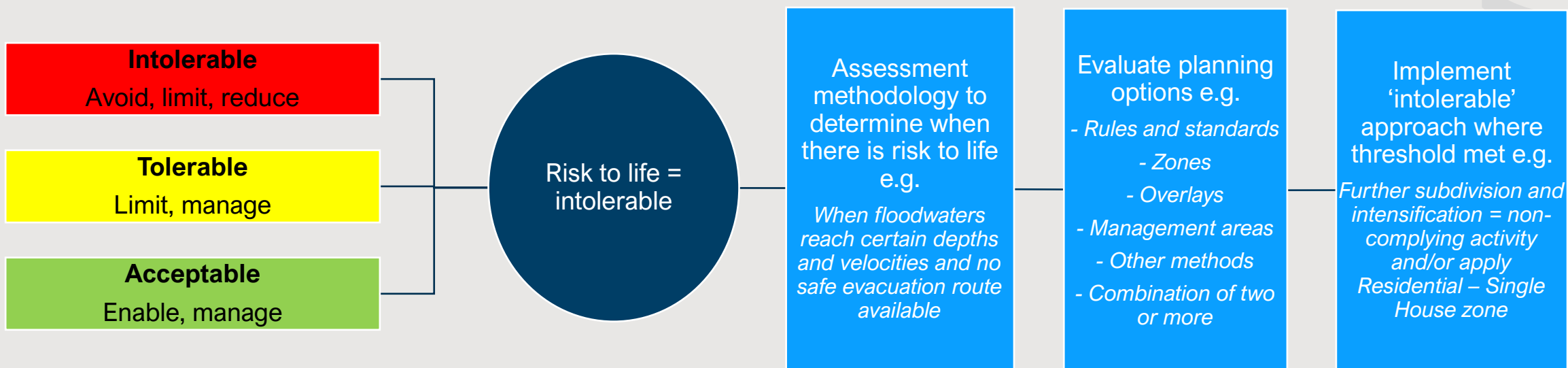
Perspectives from institutional stakeholders on risk tolerance:

- Positive reception to extent of risk tolerance engagement - to understand different drivers of development and communities
- Each insurer has own risk appetite - varies on location, different methods/models of assessing risk and outcomes
- For property interests - more flexibility is less certainty, concerns about loss of development ability and capacity due to 'blanket' rules and methods e.g. down-zoning
- Encourage proactive mitigation and management of risks
- Important to understand how risk tolerance utilised in consenting
- Keen interest in seeing and understanding community risk framework proposals and reasoning, then provide feedback

Drafting plan change content



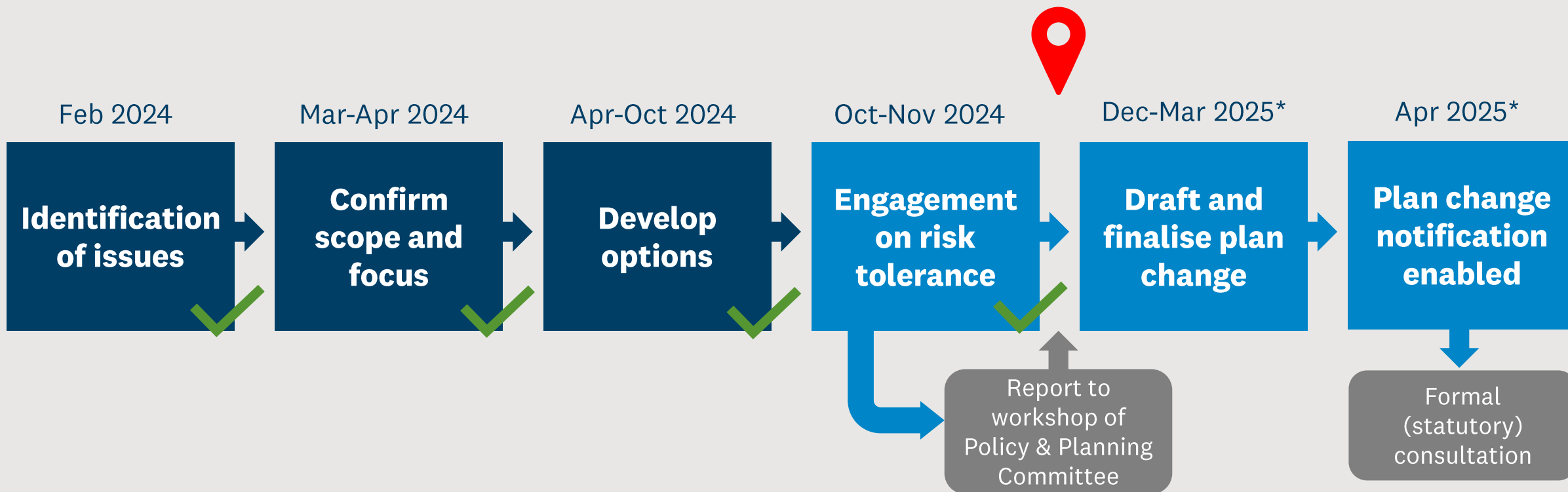
Drafting plan change content – example



Timeline and next steps into 2025



Overall timeline for process



***Timings likely to change because of new central government policy direction expected in the first half of 2025.**



Next steps

- Start drafting plan provisions based on consequences from risk tolerance outputs and direction of committee on 11 December.
- Continue to progress with developing technical information and s32 to support plan change.

Pātai a korero



The Auckland Council Natural Hazards Risk Tolerance Participatory Forum

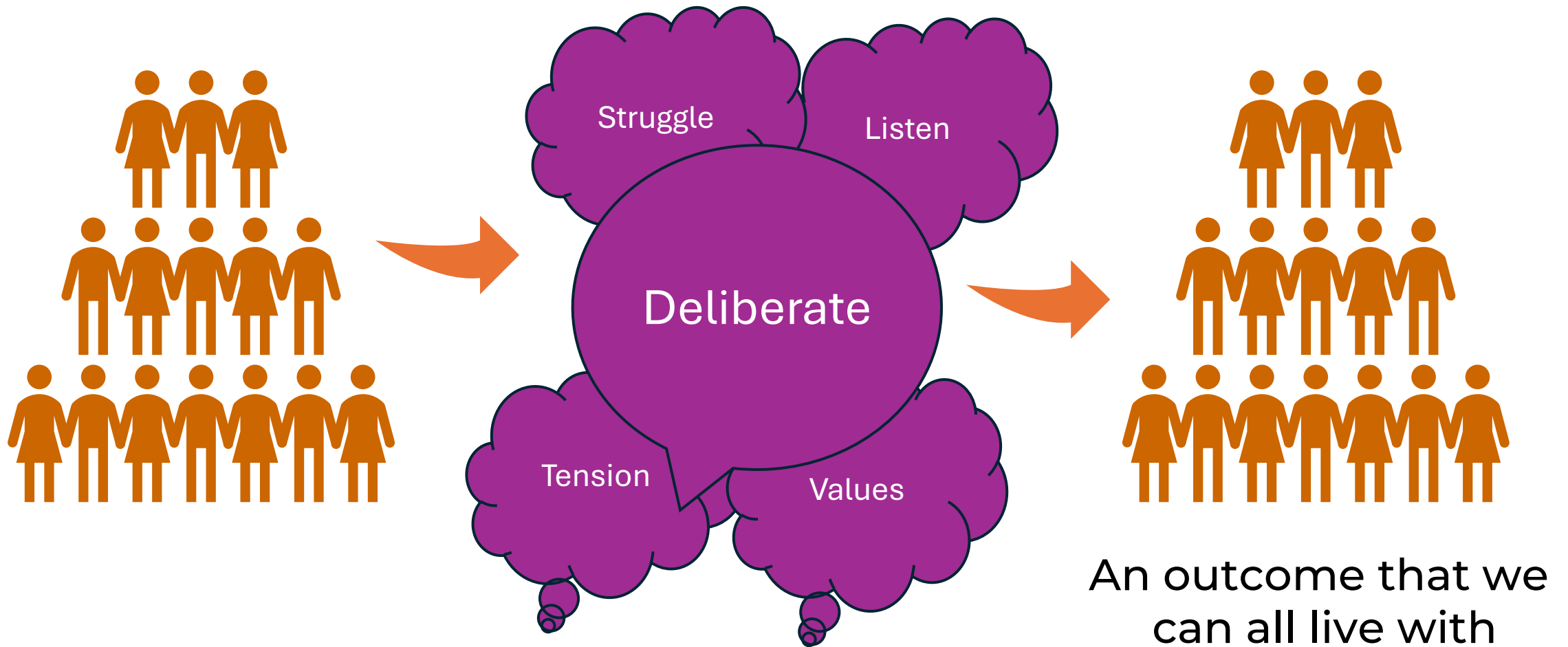
October to December 2024

What is a Participatory Forum

- A way of making public decisions
- Led by the participants
- Involves diverse group of people who represent their community
- A structured and independently facilitated process
- Weighs up a range of views: pros and cons, costs and consequences
- High level of influence for the panel

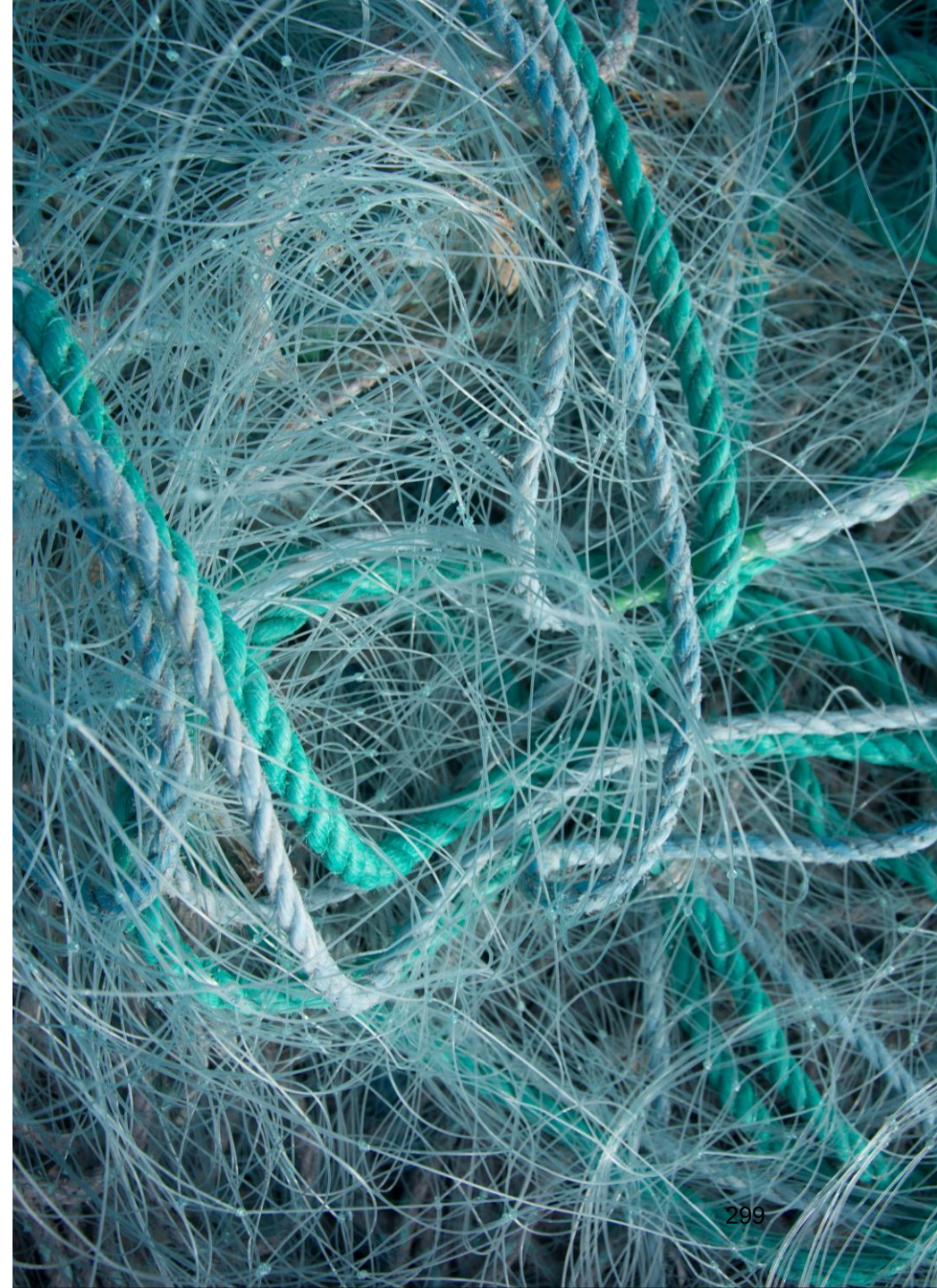






Why use a Participatory Forum

- Public issues have become more complex (“wicked problems”)
- People expect a stronger voice in decisions that affect them
- People have (and expect to have) a wider range of information available
- Public debate can easily get dominated by specific, well-organised groups
- People have a range of views that are often strongly held
- There is often no easy “right” answer



What's it like?

- A range of information – broader and deeper than usual
- A focus on accuracy and being relevant to the topic
- Different views being drawn out and considered
- Shared approach to how to evaluate the views
- Explore trade-offs
- Some real highs and lows
- Participants feel a sense of achievement
- Participants get to know people you might not usually come across



What do participants have to do?

- Enter into the discussions as much as they can
- Listen to each other
- Consider the common good
- Weigh up the evidence
- Bring the values and beliefs they hold
- Sometimes let those go a little
- Trust the process (even if it feels uncomfortable sometimes)



How are decisions made?



Simple Majority (50%)

This is too important for only half to agree.



Consensus (100%)

The ideal but really hard work.



Super Majority

At least 80% agree or its out. Hard work but worth it.



The Process

1. Group building (with a representative panel)
2. Capability building (critical thinking, cognitive bias, social styles, values)
3. Understanding and testing complex information
4. Deliberating
5. Developing recommendations
6. Formulating those ideas into a report

This project

Step	Community Panel	Storm Affected Panel
Group building	✓	✓
Capability building	✓	✗
Understanding and testing complex information	✓	✓
Used a deliberative approach in discussions	✓	✓
Developing recommendations	✓	✓
Formalising ideas into a report	✓	✓



The Community Panel

1. Karen
2. Taylor
3. TBC

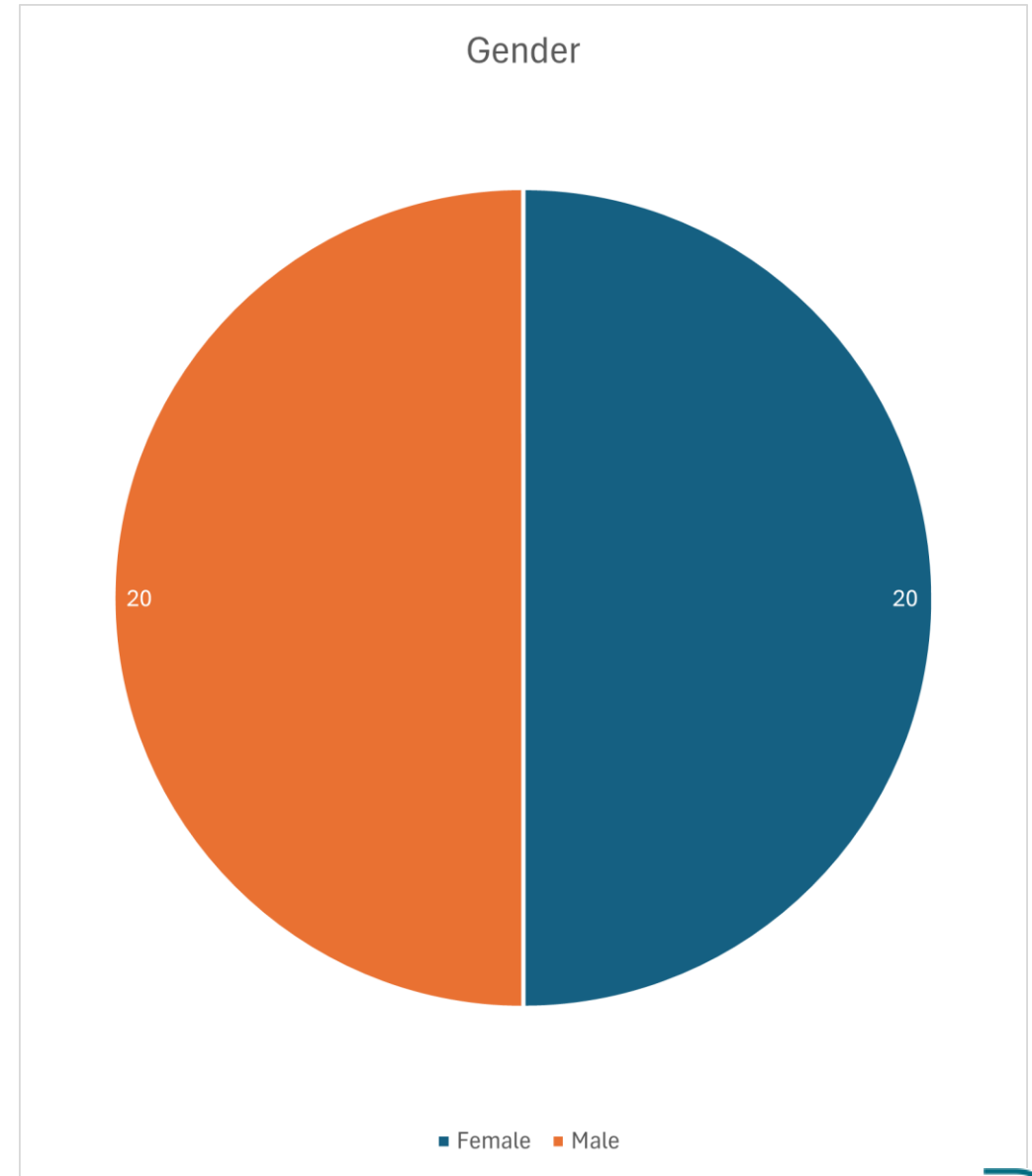
Five sessions:

1. 09 October – Introductory Session – Online
2. 12 October – Five-hour Workshop – Fickling Centre
3. 19 October – Five-hour Workshop – Fickling Centre
4. 30 October – Two-hour Report Writing Session – Fickling Centre
5. 06 November – Report Review Session – Online

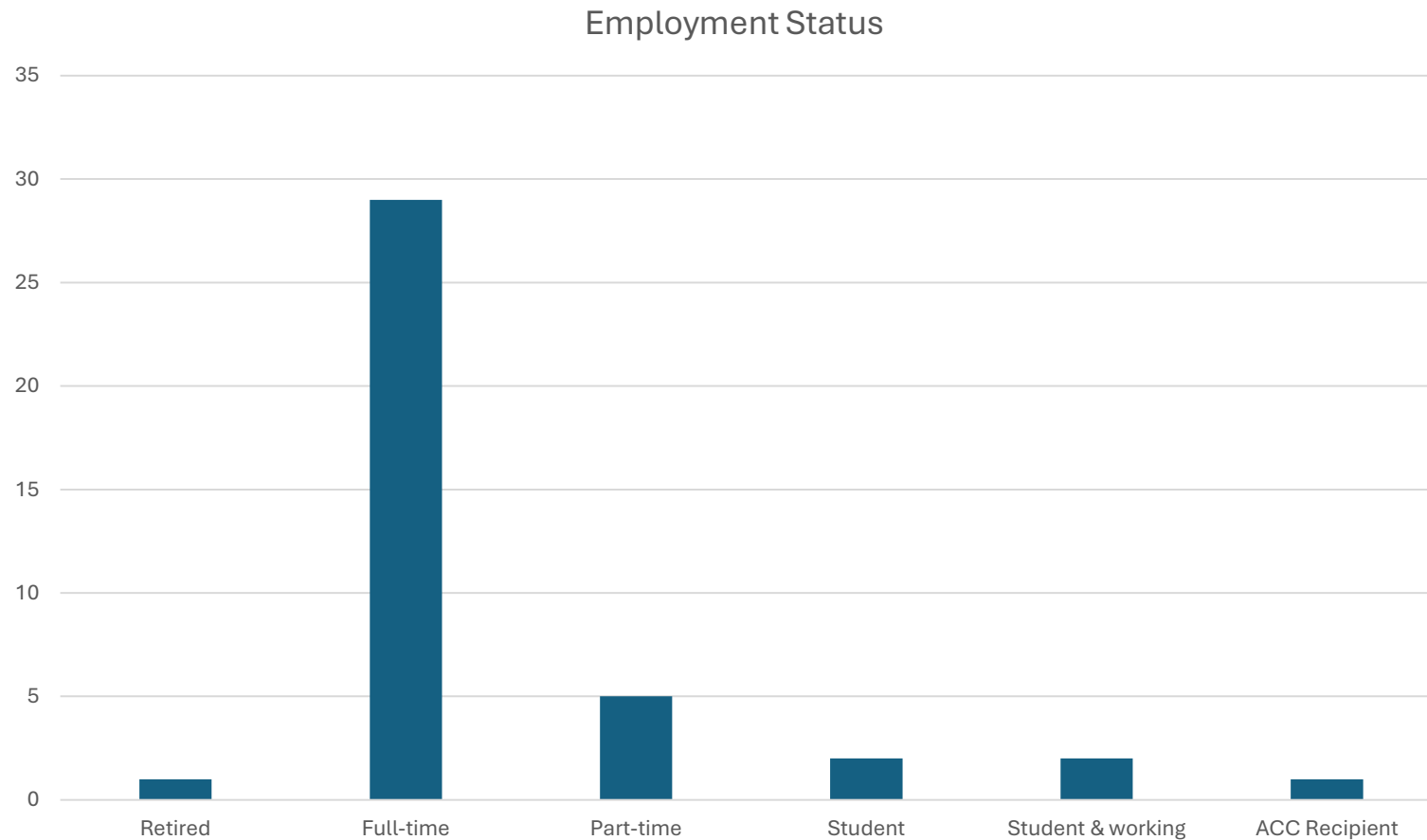
40 participants were randomly selected using People for Information, to represent the Auckland community.

Representative of every Council ward.

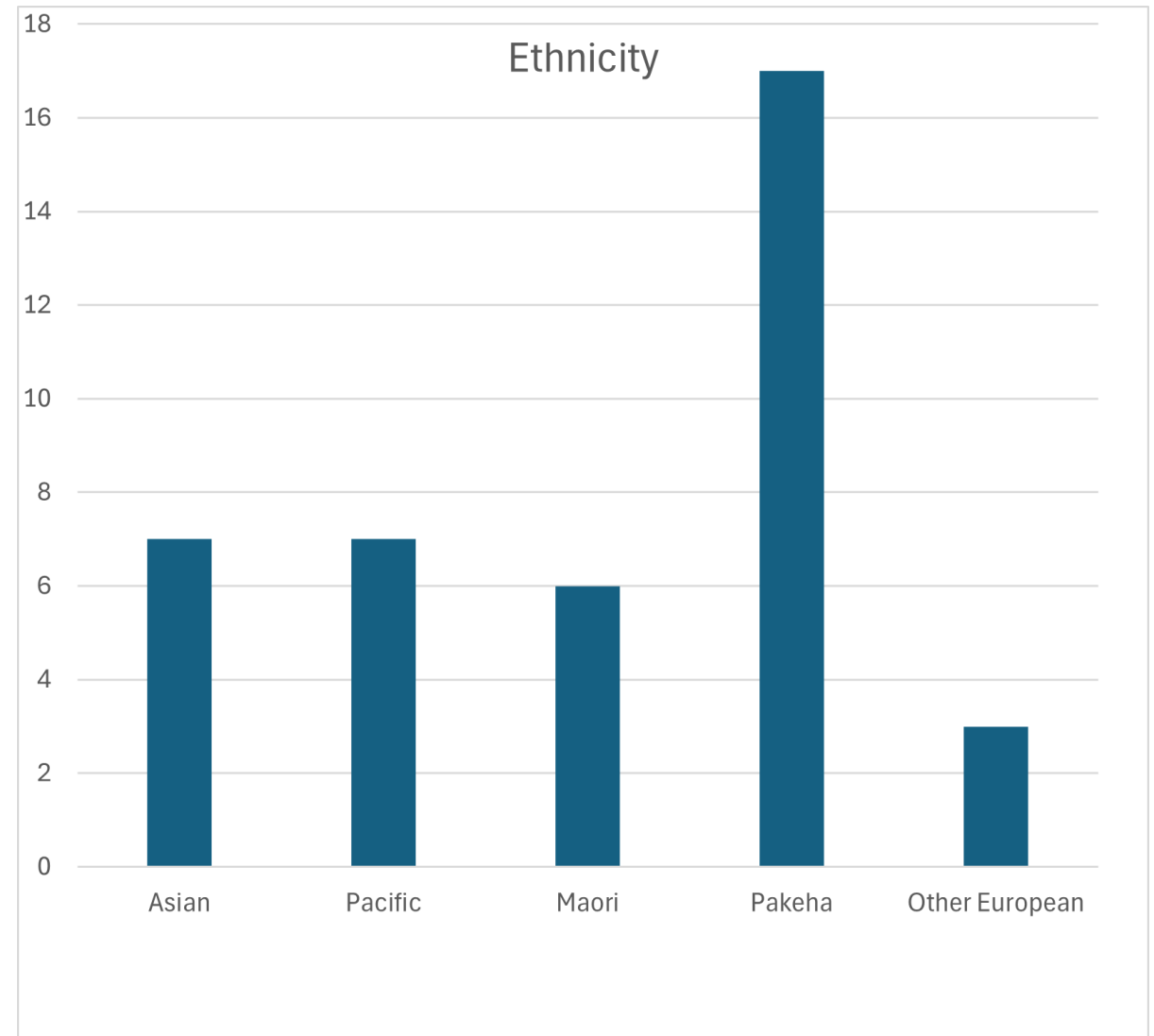
Community Panel - Gender



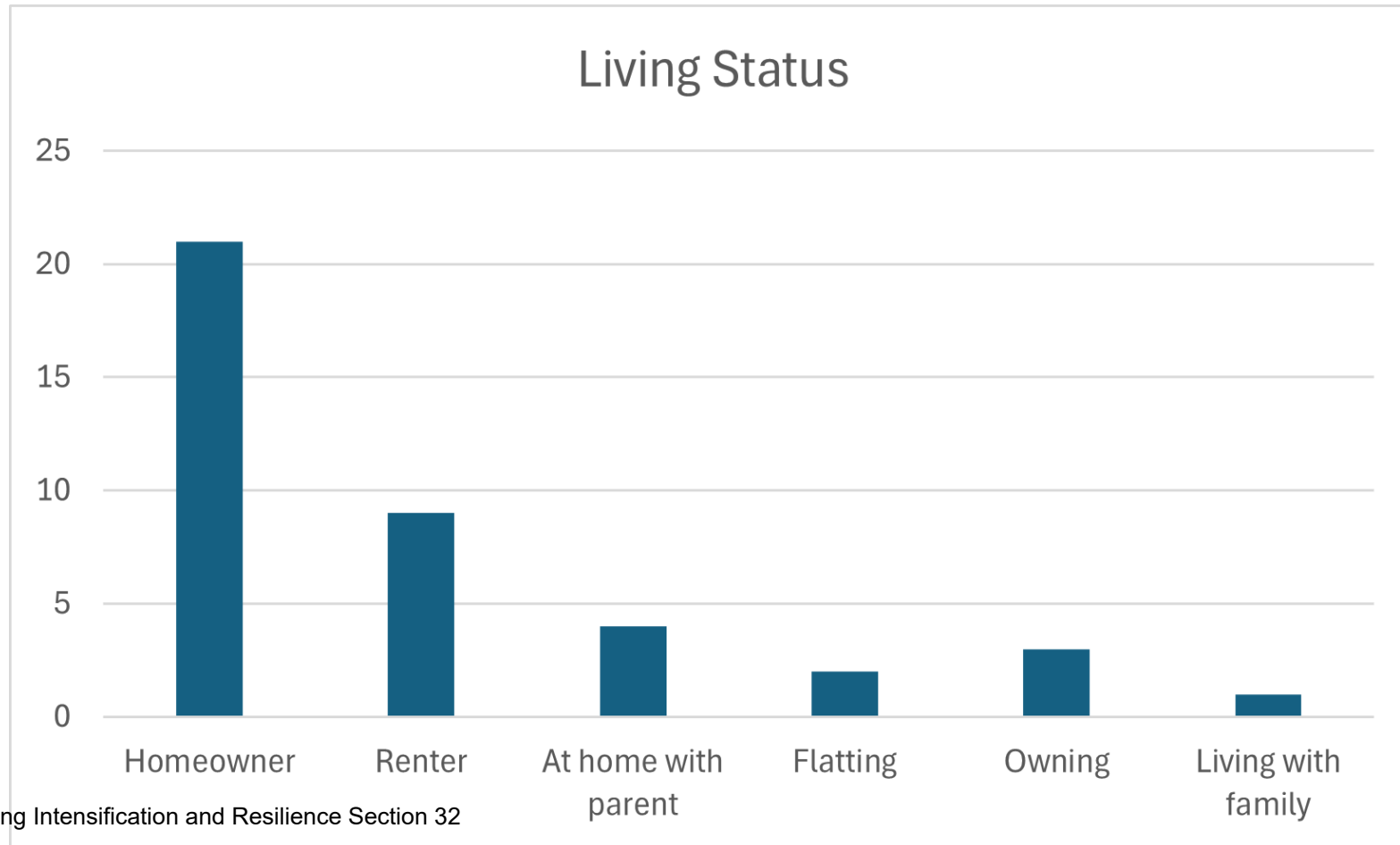
Community Panel - Employment Status



Community Panel - Ethnicity



Community Panel Living Arrangements



Introductory Session

Other topics included in the Introductory Session included:

- Who we are (Auckland council, general public (us, a diverse range of individuals),
- Why we are doing this
- An overview of the forum structure
- How this will be implemented, and
- What our role was in the remit to Auckland unitary plan.

"Auckland Council is strengthening the way the Auckland Unitary Plan (AUP) manages the risks associated with natural hazards, specifically flooding, landslides, wildfires, coastal erosion and inundation.

What levels of natural hazard risk can residential communities in Tamaki Makaurau Auckland live with?"

Workshop 1

Team building

Critical Thinking

Brain Bias

Ground Rules

The Auckland Unitary Plan

Natural hazards

Risk and risk prioritisation

Risk in the AUP

Lived Experience Panel discussion

“Within this exercise we discovered the diversity of perspectives and discussed our thoughts and what questions we would ask to figure out how to effectively tackle the scenario.”

“The lived experience panel was a real eye opener to many in our group as many of us within the group had not experienced the magnitude of what happened specifically last year.”

Workshop 2

Vulnerability profile in the AUP

Vulnerable People

Vulnerable Places and Activities

Risk Tolerance in the Home/Individual

Risk Tolerance in the Community

Hazard Scenario - Flooding

Hazard Scenario – Coastal Erosion

Discussion about Minority Report

“Eventually all agreed this risk was tolerable, given that it was once in a lifetime but new areas should not be developed here.”

“Being part of this process gave us a window into understanding the challenges that Council faces when developing these plans.”

Report Writing Workshop

- 6 Report Writers
- 1 Scrutineer
- 1 Minority Report Writer

“Disabled people are at a higher risk to natural hazards as often ways of egress can be not viable for them due to damage.”

Report Approval Workshop

- Whole group (who were available to attend)
- Page turner of the draft report
- Writing the conclusion

“As the group chosen to represent the diverse communities of Auckland, we look forward to seeing how Council uses the recommendations that are presented here. “

Findings – Vulnerable Places/Activities

1. Medical facilities (56)
2. Schools (33)
3. Roads and motorways (25)
4. Rest homes (23)
5. Childcare centres (20)
6. Supermarkets (12)
7. Parks and playgrounds (10)
8. Open spaces/cemeteries (6)
9. Car parks and car park buildings (6)
10. Entertainment facilities eg, movies, zoo, arenas, night clubs, stadiums (4)
11. Community facilities eg libraries, pools, church, RSA (3)
12. Shops and malls (3)
13. Civic and Correction Facilities (3)
14. Bars Cafes and Restaurants (3)
15. Business buildings/office/commercial (2)
16. Recreational Facilities (2)
17. University (1)
18. Marae (1)
19. Transport Hubs (1)

Findings – Risk Tolerance - Home

Home	Highly likely	Likely	Less likely
Catastrophic	Intolerable	Intolerable	Intolerable
Major	Intolerable	Intolerable	Tolerable 21 Intolerable 12
Moderate	Tolerable	Tolerable 26 Intolerable 5 Acceptable 1	Acceptable
Minor	Tolerable 21 Acceptable 14	Acceptable	Acceptable
Insignificant	Acceptable	Acceptable	Acceptable

Unresolved Discussions on Home Risk Tolerance

- **Major/Less Likely:** Considerations included mental health and intergenerational impact. Buildings can't be fixed ie deemed inhabitable.
- **Moderate/Likely:** Tolerable group felt it was likely to happen anyway and the impact could fall under general maintenance. The intolerable group felt the time and cost to remedy, having to deal with council, loss of heritage were all significant.
- **Minor/Highly Likely:** The Tolerable group felt the event was likely but could be manageable eg Western springs garage underslip but that there may be issues with remedying.

Findings – Risk Tolerance – Community

Home	Highly likely	Likely	Less likely
Catastrophic	Intolerable	Intolerable	Intolerable
Major	Intolerable	Intolerable	Intolerable (30)
Moderate	Tolerable	Tolerable	Tolerable (all)
Minor	Acceptable	Acceptable	Acceptable
Insignificant	Acceptable	Acceptable	Acceptable

Unresolved Discussions on Community Risk Tolerance

- **Major/Less Likely:** Intolerable group = 30, we should plan to allow this not to happen. Running water going out, no access to supply, broad impact on community. Tolerable group = 6 says it's still manageable, unlikely, once in a lifetime, plan in place make this a tolerable risk
- **Moderate/Less Likely:** Some felt it was acceptable with low risk and short-term effects but that might change if the roading impact was on the only road. Eventually all agreed this risk was tolerable, given that it was once in a life-time but new areas should not be developed here.

Flooding scenario

There has been intense rainfall over the last few hours and there is news of flooding around the region. Your lower level (e.g. garage, workshop, underfloor storage) is flooded, your main floor is flooded up to a metre deep and your house is surrounded by two metres deep floodwaters so that no one could evacuate safely without putting themselves in danger.

In general, could you live with this scenario?	Intolerable (100%)
If the house was raised so that lower areas eg a garage, workshop or underfloor storage space was flooded but the main floor is not, could you live with this risk?	Intolerable (91%)
If the house was raised so that the main floor was not flooded, but nothing else changed?	Intolerable (84%)
If the house had a second floor that you could escape to, but nothing else changed?	Intolerable (62%) Tolerable (38%)
If you have somewhere non-flooded/dry to wait (i.e. raised floor levels or second floor), but someone in your household experiences a medical emergency but the emergency services are unable to reach you due to the extent of flooding outside?	Intolerable (30%) Tolerable (70%)
If there was a safe evacuation route available so that you could leave your house safely, but nothing else changed?	Intolerable (27%) Tolerable (73%)
If the house was raised so that the floor was not flooded, and a safe evacuation route was available, but you still have water against the house?	Intolerable (22%) Tolerable (78%)
If there's a second floor you could escape to, and a safe evacuation route was available, but you still have water against the house?	Tolerable (95%)

Coastal erosion scenario

You have been left a vacant piece of coastal land by a departed relative. You are considering if you want to develop the site. You look at the latest coastal hazard maps and see that the half of the site which is closest to the coast is expected to be affected permanently by coastal hazards over the next 50 years under current climate change and sea-level rise projections. You have spoken to an expert about the coastal hazard maps and the uncertainty in future climate change projections has been highlighted (sea-level rise may occur sooner or later than timeframes currently mapped).

Do you want to build there?	Intolerable (67%) Tolerable (33%)
Would you still want to build there if over time, access becomes cut off several times a year?	Intolerable (100%)
Would you still want to build there if any building is required to be raised and relocated landward once regular tides encroach upon the site with anticipated sea-level rise (within the 50 years)?	Intolerable (100%)
Would you still want to build there if the timeframe above is reduced to 25 years?	Intolerable (100%)
Would you still want to build there if the timeframe above is reduced to 10 years?	Intolerable (100%)

Minority Report

Impact on non home-owners

(eg potential increased risk and costs on those yet to buy a property)

Issues pertaining to disability

(issues around access and egress, ability for caregivers to attend, communications challenges, suitability of evacuation centres, hospital and medical centre capacity)

What the panellists thought

	1. Provides opportunities for you to have your say in shaping Auckland Council					
	strongly disagree	disagree	neither agree nor disagree	agree	strongly agree	Agree+
Pre	0	5	11	11	6	51.5
Post	0	2	4	5	5	62.5

	2. Listens to public feedback					
	strongly disagree	disagree	neither agree nor disagree	agree	strongly agree	Agree +
Pre	0	6	16	9	2	33
Post		2	2	11	2	76.5

	3. Makes it easy to have your say					
	strongly disagree	disagree	neither agree nor disagree	agree	strongly agree	Agree +
Pre	1	6	10	13	3	48.5
Post		2	6	5	4	53

What the panellists thought (2)

	4. Provides you with enough information to enable you to have your say					
	strongly disagree	disagree	neither agree nor disagree	agree	strongly agree	Agree +
Pre	0	5	10	17	1	54.5
Post		2	2	8	4	75

	5. Will implement the recommendations we make on the topic we are discussing in this forum					
	strongly disagree	disagree	neither agree nor disagree	agree	strongly agree	Agree+
Pre	0	4	14	13	2	45.5
Post		2	7	7	1	47

	6. Overall, Auckland Council is accountable to the community					
	strongly disagree	disagree	neither agree nor disagree	agree	strongly agree	Agree +
Pre	0	4	5	17	7	73
Post		2	1	10	4	82

What the panellists thought (3)

	7. Auckland Council's engagement with the community is collaborative					
	strongly disagree	disagree	neither agree nor disagree	agree	strongly agree	Agree +
Pre	0	6	11	15	1	48.5
Post	0	2	2	10	3	76.5

	8. Auckland Council's engagement with the community is genuine				
	strongly disagree	disagree	neither agree nor disagree	agree	strongly agree
Pre	0	5	15	11	2
Post					

	9. Auckland Council's engagement with the community is worthwhile					
	strongly disagree	disagree	neither agree nor disagree	agree	strongly agree	Agree +
Pre	0	2	6	17	8	75
Post	0	0	1	7	9	94

What the panellists thought (5)

After listening to what other people had to say on the topic of Natural Hazards Risk tolerance:				
I feel exactly the same way as I did before	My opinion has changed a little	My opinion has changed a lot	Other (please specify)	
4	7	5	My opinion has been heightened & I am more informed & feel very strongly about the need for change in this area!! People need to be more informed about areas that they live in & most certainly areas they might want to buy or build in!! Things need to change!!	

How much did you enjoy the process?				
didn't enjoy at all	didn't enjoy much	enjoyed parts	enjoyed	really enjoyed
0	1	3	7	6
	6%	17.60%	41%	35%
76% enjoyed or above				

How likely, if asked, would you be to get involved in a similar process?				
very unlikely	unlikely	neither unlikely or likely	likely	very likely
0	0	1	3	13
		6%	17.60%	76%
93.6% are likely or above to get involved again. Nobody said no.				

? Any questions?





The Storm Affected Panel

1. Paul Dudfield
2. Tanya Bidois
3. Peter Sharps
4. Josh Armstrong
5. Kayla Clements

Three sessions:

1. 20 November – Introductory Session – Online
2. 26 October – Three-hour Workshop – Online
3. 04 December – Two-hour Report Writing Session – Online



The Storm Affected Panel

20 participants were selected by the Community Led Recovery Team.

Spread across affected areas of Auckland.

- Willing to participate
- Able to attend
- A variety of experiences
- A spread of demographics and living situations (where possible)
- 16 attended session 1
 - 14 attended session 2
 - 7 attended session 3

Storm Impacts Experienced by Participants

- Erosion and Landslide (2)
- Flooding (6)
- Landslide and Flooding (2)
- Landslide (3)
- Inundation and Flooding (1)

Introductory Session (Workshop 1)

Other topics included in the Introductory Session included:

1. Introducing the Team
2. Zoom and Miro Board Capabilities
3. Getting to know each other
4. The Natural Hazards Forum
5. Group Agreement
6. What is the Auckland Unitary Plan and why are we changing it?
7. Natural Hazards – what are they and how can the AUP address them?

"Auckland Council is strengthening the way the Auckland Unitary Plan (AUP) manages the risks associated with natural hazards, specifically flooding, landslides, wildfires, coastal erosion and inundation.

What levels of natural hazard risk can residential communities in Tamaki Makaurau Auckland live with?"

Workshop 2

14 participants attended – two further participants were unable to attend the second session for health reasons.

- 1. Reflection on Workshop 1
- 2. Understanding Risk and Risk Tolerance
- 3. Risk Tolerance at Home
- 4. Risk Tolerance in the Community
- 5. Hazard Scenarios Testing – *Not enough time*
- 6. AUP Vulnerability Response Poll – *Not enough time*

“With climate change worsening the frequency and severity of storms, these categories aren’t fixed and will evolve over time.”

“Clear divide between difference in tolerance between (some) rural communities and urban communities. (Some) rural communities likely to have higher tolerance as issues with infrastructure not uncommon and they have plans/back-up infrastructure in place to address these issues.”

Report Writing Workshop

- 7 Attended
- 2 Minority Report Writers

“The group felt they would have been able to add a lot more value if more time had been allowed. The group also felt strongly that some face-to-face interaction would have been more beneficial.”

“As residents that are most likely to be strongly affected by the changes, the group feel they should be included in further activities and ongoing communications, beyond this initial engagement process.”

Findings – Risk Tolerance - Home

Home	Highly likely	Likely	Less likely
Catastrophic	Intolerable	Intolerable	Intolerable
Major	Intolerable	Intolerable (9) Tolerable (others)	Acceptable (8) Intolerable (6)
Moderate	Intolerable (6) Tolerable (8)	Tolerable	Acceptable
Minor	Acceptable	Acceptable	Acceptable
Insignificant	Acceptable	Acceptable	Acceptable

Unresolved Discussions on Home Risk Tolerance

- **Major/Likely:** While initial views were mixed for the ‘major/likely’ scenario – some people can live with it given no loss of life; others view property damage/loss of land/long term impacts/long term stress and uncertainty as sufficient to warrant ‘intolerable’. For many, **experiencing such damage twice in a lifetime was considered intolerable due to long term stress and uncertainty.**

NB: The definition of ‘likely’ in legislation, NZ Coastal Policy Statement - has a defined level of probabilities. Not aligned with Auckland Council’s approach. This created some concern and should/must be addressed.

- **Major/ Less Likely:** Similarly split views in the ‘major/less likely’ scenario after initial voting, noting a shift towards higher risk tolerance due to lower likelihood. Those who viewed it as ‘tolerable’ felt there are still *some* effects that can’t be considered as just barely ‘acceptable’. Those who considered it was ‘acceptable’ felt that there was no loss of life and the chances of a recurrence were slight, but they did agree that they could be swayed to classify it as ‘tolerable’ rather than acceptable as it was a borderline decision.

Tolerable: Not just acceptable as there are long-term effects. There have been 2-3 1-in-250-year events in the past two years and will most certainly become more frequent.

- **Moderate/Highly Likely:** Split view for ‘moderate/highly likely’ scenario – some people did not believe that even though the consequences are only moderate, **they should not be occurring at the frequency possible under this likelihood.** Some felt that the mental impacts of the frequent events were significant. Others felt that they needed to be realistic and learn to accept that these things would happen and that we can deal with the impacts.

There was concern about the impact on insurance premiums so that people may not be able to afford to insure or be able to access insurance.

Findings – Risk Tolerance – Community

Home	Highly likely	Likely	Less likely
Catastrophic	Intolerable	Intolerable	Intolerable
Major	Intolerable	Intolerable	Acceptable (3) Tolerable (8) Intolerable (3)
Moderate	Rural/Coastal/Urban split	Rural/Coastal/Urban split	Rural/Coastal/Urban split
Minor	Acceptable	Acceptable	Acceptable
Insignificant	Acceptable	Acceptable	Acceptable

Unresolved Discussions on Community Risk Tolerance

Major/Less likely: Tolerable: Low likelihood so some would still consider to buy property there even with that risk in mind. Intolerable: Scenario describes what we have been through here and we don't want that again. Acceptable: In the rural setting it is more frequent and occurs relatively regularly.

Rural/Coastal/Urban - this was agreed on: That there should be differences in risk tolerance between (some) rural/coastal communities and urban communities.

[add in the part of why people live in the coastal community etc]

Flooding scenario

There has been intense rainfall over the last few hours and there is news of flooding around the region. Your lower level (e.g. garage, workshop, underfloor storage) is flooded, your main floor is flooded up to a metre deep and your house is surrounded by two metres deep floodwaters so that no one could evacuate safely without putting themselves in danger. (12 responses)

In general, could you live with this scenario?	Intolerable (100%)
If the house was raised so that lower areas eg a garage, workshop or underfloor storage space was flooded but the main floor is not, could you live with this risk?	Tolerable (36%) Intolerable (64%)
If the house had a second floor that you could escape to, but nothing else changed?	Intolerable (100%)
If you have somewhere non-flooded/dry to wait (i.e. raised floor levels or second floor), but someone in your household experiences a medical emergency but the emergency services are unable to reach you due to the extent of flooding outside?	Intolerable (100%)
If there was a safe evacuation route available so that you could leave your house safely, but nothing else changed?	Tolerable (25%) Intolerable (75%)
If the house was raised so that the floor was not flooded, and a safe evacuation route was available, but you still have water against the house?	Tolerable (75%) Intolerable (25%)
If there's a second floor you could escape to, and a safe evacuation route was available, but you still have water against the house?	Tolerable (50%) Intolerable (50%)

Coastal erosion scenario

You have been left a vacant piece of coastal land by a departed relative. You are considering if you want to develop the site. You look at the latest coastal hazard maps and see that the half of the site which is closest to the coast is expected to be affected permanently by coastal hazards over the next 50 years under current climate change and sea-level rise projections. You have spoken to an expert about the coastal hazard maps and the uncertainty in future climate change projections has been highlighted (sea-level rise may occur sooner or later than timeframes currently mapped). (13 responses)

Would you still want to build there if over time, access becomes cut off several times a year?	Tolerable (23%) Intolerable (77%)
Would you still want to build there if any building is required to be raised and relocated landward once regular tides encroach upon the site with anticipated sea-level rise (within the 50 years)?	Tolerable (46%) Intolerable (54%)
Would you still want to build there if the timeframe above is reduced to 25 years?	Tolerable (15%) Intolerable (85%)
Would you still want to build there if the timeframe above is reduced to 10 years?	Intolerable (100%)

Minority Report

- **Urban/Coastal/Rural risk appetite** - there was a very different perspective on risk appetite both home and community, between individuals residing in urban settings as compared to those in more rural/coastal areas. (Tanya)
- **Continuous change:** This is a snapshot in time with our view to our risk tolerance, and this can change with increased frequency or increased risk due to other factors. For example, flood plains that exist at the bottom of a catchment are adversely impacted by development and intensification further up the catchment. For authorities to assess risk to an area, this sort of continuous change needs to be accounted for. (Josh)
- **Too little time:** This process has been very fast, with limited time to process the information and fully develop discussions around the issues. (Paul)

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