

Auckland Council PC78: Joint Witness Statement Topic 020G Precincts: I211 Viaduct Harbour Precinct and I214 Wynyard Quarter Precinct

IN THE MATTER OF The Resource Management Act 1991 (RMA)

AND

**IN THE MATTER OF Intensification Planning Instrument Proposed Plan
Change 78: Intensification (PC78) to the Auckland
Unitary Plan, Operative in Part (AUP)**

JOINT WITNESS STATEMENT IN RELATION TO

**Hearing Topic 020G Precincts: I211 Viaduct Harbour
Precinct and I214 Wynyard Quarter Precinct:
Transport**

Date 2 August 2023

Attended by Ian Clark, for Auckland Council

Leo Hills, for Viaduct Harbour Holdings Limited (VHHL)

John Parlane, for VHHL and Sanford Limited

**Todd Langwell, for Eke Panuku Development Auckland, (Wynyard
Precinct only)**

This document refers to the four people named above as “the experts”

1. Basis of Attendance and Environment Court Practice Note

All the experts agree to the following:

- The Environment Court Practice Note (2023) provides relevant guidance and protocols for the expert conferencing session
- They will comply with the relevant provisions of the Environment Court Practice note 2023
- They will make themselves available to appear before the Independent Hearing Panel
- This statement is to be filed with the Independent Hearing panel and posted on the Council’s website.

2. Wynyard Quarter Precinct (I214)

2.1 Transport Effects Guidance

Plan Change 4 (PC4) to the former Auckland City District Plan - Central Area Section was put forward by Auckland City Council, prior to the creation of Auckland Council and the development of the Auckland Unitary Plan. The provisions in I214 in the Auckland Unitary Plan largely “rolled over” the PC4 provisions.

The experts acknowledge that there have been numerous statutory and non-statutory documents that have since been published/adopted. These documents, which guide the experts to view the transport environment relating to the Wynyard Quarter in a different way, include:

- The Auckland Plan (2018)
- Auckland Unitary Plan (2016)
- City Centre Masterplan (2019), including Access for Everyone
- Regional Land Transport Plan 2021-2031 (2021)
- The Waterfront Plan (2012, and currently being refreshed)
- Better Travel Choices, Waka Kotahi, (2019)
- Government Policy Statement on land transport (2020)
- National policy statement on urban development 2020 (NPS-UD)

2.2 Fanshawe Street Transport Environment

The experts agree that Fanshawe Street forms part of the Northern Busway and protection of that public transport function is of primary importance. Public transport and active modes in to and out from Wynyard Quarter are also important.

Fanshawe Street does not have a high freight function. For example, any freight trips between the Ports of Auckland and the north should be via the State Highway network around the CBD, not via Fanshawe Street.

The experts agree that the road layouts at a number of intersections and along Fanshawe Street have changed since the Precinct Provisions were rolled over. These changes have generally favoured public transport and active modes and have reduced the capacity for general traffic.

2.3 Wynyard Quarter Transport Environment

The experts understand that roading improvements and streetscape upgrades within Wynyard Quarter are nearly all complete. A streetscape project for Beaumont Street (Fanshawe Street to Jellicoe Street) is under consideration which could further reduce capacity for general traffic. This project is expected to improve conditions for active modes. It may remove some parking and the effect on traffic capacity is not known.

The experts are not aware of any other “streetscape” projects after Beaumont Street, apart from potentially north of Jellicoe Street that may further influence the transport environment.

2.4 Transport planning goals

The experts agree that the main transport objectives should be to protect public transport and active mode trips within the CBD (including Wynyard Quarter), and to ensure safety for all modes.

The experts agree that essential trips associated with the marine industry within the Wynyard Quarter should be accommodated as far as reasonably possible.

Mr Parlane and Mr Hills consider that development within any part of the CBD including Wynyard Quarter should not be constrained to protect private vehicle trips. Mr Clark and Mr Langwell agree in part, but note there are specific transport challenges affecting the Wynyard Quarter.

2.4 Submitter requests for extra height in Wynyard Quarter

Auckland Council had provided a spreadsheet, which Mr Clark circulated to the other experts during the caucusing. That spreadsheet indicates that the parties that participated in the caucusing on 4 July 2023 have agreed to 15,765m² of extra gross floor area (GFA). The spreadsheet also indicated the total extra GFA sought by submitters is estimated to be 217,413m² (giving a total of 233,178m² above that currently achievable under I214).

The experts understand that this extra GFA is largely as a result of increase in height limits for buildings and may include some space for car parking (assuming that this does not occur in basements).

The experts understand the following relief is sought by the parties they represent:

- VHHL are seeking extra residential GFA, plus extra office GFA in sub precincts A, B, C. The experts are unclear of the split between residential and office GFA sought. VHHL are also seeking the removal of the existing office GFA maximums and removal of the maximum parking rates for residential activities.
- Eke Panuku Development Auckland are seeking extra height (GFA) in sub precincts D, E and F.
- Sandford Limited are seeking increased height and removal of development constraints.

The experts note the positions of other submitters in the mediation statement of 8 June 2023.

The experts are unclear as to the split of extra office or residential uses sought by these submitters.

2.5 Effects of extra GFA on parking

The numbers of extra parking spaces due to the proposed increases in GFA will depend on the quantum of extra residential and office space, as there are different requirements in I214. In any case, the I214 requirements are “maximums” meaning that the actual number of spaces is unknown. However, the experts note that based on parking provided at recently completed developments within the Quarter, an increase in the number of parking spaces can be expected with an increase in GFA.

2.6 Effects of extra parking

Mr Langwell notes that recent residential developments within the Quarter have provided less than the current maximum permitted parking provision, based on GFA, while recent office developments have provided more spaces than permitted under I214.

The effects of the extra parking spaces will differ, depending on the split of extra GFA between activities:

- The experts agree that there is a strong correlation between the numbers of parking spaces for office uses and traffic generation
- The experts agree that the relationship between parking for residential uses and traffic generation is less clear cut:
 - Mr Parlane considers that there is little correlation between residential parking rates and peak hour vehicle trips, so he does not support parking maximums for residential activity in the CBD
 - Mr Clark, Mr Hills and Mr Langwell consider that there is some correlation, so the parking maximums are required to manage adverse effects.

2.7 Office trip limits

I214 currently has limits on trips per hour, within I214.8.2 2 (ii). The views of the experts are as follows:

- Mr Hills and Mr Parlane consider that the existing limits should be removed
- Mr Langwell considers that some controls should remain in order to ensure that adverse effects on other modes can be managed
- Mr Clark suggests that the current limits for each sub precinct may be overly precise, as they were designed to limit overall effects on the intersections along Fanshawe Street. However, he considers that some control to manage adverse effects should remain.

2.8 Mitigation of transport effects

Mr Clark has stated concerns above about the potential for adverse transport effects due to the additional GFA. These are as set out in Section 2.4, i.e. effects on public transport, active modes¹ and safety. Mr Clark suggests that one way to mitigate these adverse effects could be to limit the amount of additional parking (above that currently anticipated by I214), or maybe to limit the office related parking.

If a parking cap is to be retained, Mr Hills and Mr Parlane consider that it should be only to mitigate the effects noted above, and not used to protect capacity for current or future levels of private through traffic. Mr Parlane's preference would be for there to be no cap on parking.

¹ including pedestrian amenity

Mr Langwell agrees with Mr Clark in relation to the effects, and retaining a control on all parking to mitigate those effects. He suggests that there could be a change in the assessment criteria, to focus on the effects on public transport, active modes and safety, rather than measuring intersection capacities. Mr Langwell considers that the existing method of measuring vehicle flow through intersections is flawed given the reduced capacity in intersections along Fanshawe Street. A starting point could be the assessment criteria in the Auckland Unitary Plan for the central city, as set out in E27. 8.2.(4) – “any activity or development which provides more than the maximum permitted number of parking spaces”

3. Viaduct Harbour

3.1 Transport Environment

The comments on the changing transport environment in Section 2.1 above are generally relevant to the Viaduct Harbour (with the clear exception of the former PC4).

The current provisions within Precinct I211 are simpler than those relating to I214, in terms of transport considerations, to the extent that the main transport issue for the Viaduct Harbour Precinct relates to the parking rules.

3.2 Submitter requests for extra height in Viaduct Harbour

Auckland Council had provided a spreadsheet, which Mr Clark circulated to the other experts during the caucusing. That spreadsheet indicates that the parties have agreed 7,876m² of extra GFA as a result of the caucusing on 3 July 2023. The total extra GFA sought by submitters is estimated to be 210,554m² (giving a total of 218,430m² above that currently achievable).

The experts understand that this extra GFA may include some space for car parking (assuming that this does not occur in basements).

The experts understand that the VHHL submission is not seeking additional provision for offices.

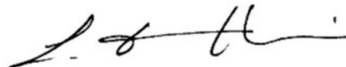
3.3 Effects of extra parking

It appears to the experts that the main transport issues for the Viaduct Harbour Precinct relate to the parking rules for additional residential uses, and whether there is a need for maximums. Mr Clark supports the retention of maximums, while Mr Parlane opposes them. The reasons for both positions are set out in Section 2.6 above.

Signed by




Ian Clark



Leo Hills



Todd Langwell



John Parlane