

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	UD1
Specific request	Please clarify what methodology has been used for urban design assessment
Reasons for request	<p>Chapter 2.0 – Methodology lists 3 elements that have informed the assessment but does not provide a clear methodology for assessment. What recognised good practice urban design principles have been used to make an assessment?</p> <p>The NZ Urban Design Protocol is quoted, but the UD Assessment then makes no further mention of any of the qualities listed in the Protocol and does not use recognised urban design principles to make the assessment.</p> <p>In the absence of a clear assessment methodology, the UD Assessment focusses on matters more related to planning such as shading, privacy etc, but fails to address bigger picture urban design principles such as how to create a neighbourhood with a clear character and its own identity; creating a place where public and private spaces are distinguished; a place with attractive and successful outdoor areas; creating a place that is easy to get to, and move through and that is easy to understand; a place that is adaptable over time; a place that is sustainable and enduring; and a place that has variety and choice etc.</p> <p>The assessment should demonstrate how the proposal (and the Precinct Plan) meets these urban design objectives.</p>
Applicant response provided by	Matt Riley, Boffa Miskell
Applicant response	<ol style="list-style-type: none"> 1 The reason for the request is to clarify the urban design principles that have been used to inform the assessment. 2 The RFI states that the New Zealand Urban Design Protocol (<i>the Protocol</i>) is referred to in the methodology section of the urban design assessment (<i>UDA</i>) but that no further reference is made to either the Protocol or other recognised urban design principles within the assessment section of the report.

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- 3 The assessment in the UDA is underpinned by the broader principles of the Protocol (in addition to an understanding of the characteristics of the precinct and the expected built form outcomes from relevant planning documents, as stated at section 2.0 of the UDA). While the broad themes represented in the Protocol's principles are weaved throughout the report, in order to respond to the specific request, I have prepared a detailed assessment of the Proposed Plan Change xx (Private) – Te Auaunga (*plan change*) against the Protocol which is attached as **Attachment 1**.
- 4 By way of context, while the plan change proposes changes to operative provisions, including additional height in some areas which would enable greater density, an intensified urban built form is already provided for by the operative Wairaka Precinct across the Residential, Special Purpose and Business zones. The framework for the bigger-picture urban design principles that the RFI refers to is therefore already largely established within those operative provisions.

Attachment 1: Assessment of Te Auaunga Precinct against New Zealand Urban Design Protocol

Context	
<p><i>Quality urban design recognises and builds on landscape context and character</i></p>	<p>The operative Wairaka Precinct provisions enable development over large parts of the precinct up to 27m, creating a higher density urban form in the area around a required road and open space network that will change the landscape character and context of undeveloped parts of the precinct from one of low-density, predominantly low-rise buildings separated by large areas of open space to a much more intensified urban built form.</p> <p>The plan change proposes some areas of increased height (while retaining the structuring road and open space network of the operative Wairaka Precinct, with some modifications), further defining the precinct as a distinctive higher density urban living community.</p> <p>The plan change proposes up to three taller buildings at the northern end of the precinct (Height Area 1), in addition to two areas of height up to 35m (Height Area 2) and an increase in height from 18m to 27m along the Carrington Road frontage (current provisions require a 20m set back at 18m stepping to 27m).</p> <p>The taller buildings within Height Area 1 will be visible within the wider landscape, for example, when travelling east along the SH16 North-Western Motorway and causeway. That level of visibility positively responds to the opportunity that this part of the precinct offers for 'landmark' buildings that act as a marker for the new community in a logical location close to the Point Chevalier town centre.</p> <p>The placement of the Height Area 2 locations is a response to the sloping nature of the precinct, placing potential 35m high buildings on lower lying land separated from Carrington Road.</p> <p>The increase in height along the Carrington Road frontage from 18m to 27m recognises the increased heights enabled along the eastern side of the road by both operative zonings (Special Purpose Healthcare Facility and Hospital zone which enables 27m) and Auckland Council's Plan Change 78.</p> <p>Changes are not proposed by the plan change to height in the southern part of the precinct in order to maintain a stepping down of built form to the adjoining residential neighbourhood.</p> <p>In summary, development that would be enabled by the plan change is consistent with the intensified urban built form already provided for by the operative Wairaka Precinct. Areas of additional height proposed by the plan change are a positive response to the landscape character and opportunities for comprehensive urban intensification that the precinct offers.</p>

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<p><i>Quality urban design celebrates cultural identity and recognises the cultural values of a place</i></p>	<p>The plan change is proposed by HUD on behalf of the Marutūāhu, Ngāti Whātua, and Waiohua-Tāmaki Rōpū. As the future land owners, the Rōpū will have the ability to set the brief for development to respond as they see appropriate to their cultural identity and values, consistent with HUD’s Treaty of Waitangi obligations at the site.</p>
<p><i>Quality urban design ensures incremental development contributes to an agreed and coherent overall result</i></p>	<p>Wairaka: Precinct plan 1 sets out an agreed spatial framework for development of the site that was developed through the Proposed Auckland Unitary Plan process.</p> <p>The Precinct plan sets out an arrangement of development areas and structuring elements for the precinct, including a required open space and road network and retention of the scheduled Former Oakley Hospital Building and identified trees.</p> <p>This earlier framework was based on extensive masterplanning, led by Oculus and the Wairaka Land Company, to inform the structure of the original precinct.</p> <p>This framework was revisited in accordance with the Rōpū’s own vision for the precinct when it commissioned a new masterplan prepared by Grimshaw (Sydney) in collaboration with Boffa Miskell in 2019, as set out in further detail in response to the UD9 clause 23 request.</p> <p>The plan change retains the spatial framework set by Wairaka Precinct plan 1, with some modifications – largely focused on refinement of the location of open space.</p> <p>The plan change also retains operative provisions which require proposed development to be consistent with Precinct plan 1, providing a means to ensure that incremental development contributes to the spatial outcomes of the Precinct plan.</p>
Character	
<p><i>Quality urban design protects and manages our heritage, including buildings, places and landscapes</i></p>	<p>The plan change seeks to protect and manage heritage, including buildings, places and landscapes as stated in objective I334.2(6):</p> <p style="padding-left: 40px;">Identified heritage values are retained through the adaptation of the scheduled building and retention of identified trees, together with the management of the historic heritage, and Māori sites of significance on <u>Te Auaunga</u> land, and the contribution they make to the precinct’s character and landscape, are recognised, protected and enhanced in the precinct.</p> <p>Specifically with respect to the Former Oakley Hospital Building, the relationship between this heritage building and the development enabled by the plan change is set out in the Assessment of Landscape and Visual Effects and the Heritage Assessment by Adam Wild.</p>

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<p><i>Quality urban design protects and enhances distinctive landforms, water bodies and indigenous plants and animals</i></p>	<p>The Wairaka Stream arises from the puna and passes through the precinct, joining to Te Auaunga (Oakley) Stream along the precinct's western boundary. The open space network shown on the plan change's Precinct plan 1 follows the path of the Wairaka Stream, using it as a foundation for recreational, walking, cycling and ecological connections. Previously piped sections of the Wairaka Stream within the Rōpū's landholding have been daylighted and enhanced as part of celebrating wai, the awa, pedestrian connectivity to Te Auaunga and open space / ecological corridors.</p> <p>The plan change retains operative provision I334.6.7, which protects identified trees, including a number of native species, and the open space network provided for both contains some of these trees, and will allow for additional, extensive native plantings.</p>
<p><i>Quality urban design creates locally appropriate and inspiring architecture, spaces and places</i></p>	<p>The vision and masterplan for the precinct (articulated in response to clause 23 UD9) include social elements that seek to provide appropriate building form reflecting the precinct's character and landscape.</p> <p>New development within the precinct (with the exclusion of up to three dwellings in the Mixed Housing Urban and Terrace Housing and Apartment Buildings zones in Sub-precinct C, permitted through the Medium Density Residential Standards (<i>MDRS</i>) will generally require resource consent, with assessment against design based criteria proposed as part of the plan change that reflect the vision and masterplan for the precinct, including building form and character and landscape.</p> <p>Through the design review phase of the consenting process this will enable the architectural and design response of the proposal to be assessed. Larger scale development proposals within the precinct are likely to also be reviewed by the Auckland Council Urban Design Panel, as was the case with the recently consented Maungārongo resource consents 1 and 2, increasing the degree of design interrogation as to the appropriateness of response to context.</p>
<p><i>Quality urban design reflects and celebrates our unique New Zealand culture and identity and celebrates our multi-cultural society</i></p>	<p>Development on the precinct is based on the spatial foundation set by the Former Oakley Hospital Building, open space along the Wairaka Stream, and retention and protection of identified trees. These elements provide a basis for urban form that responds to its site and its key sense of place elements.</p> <p>As discussed above, development throughout the precinct will generally be subject to design review through the resource consenting process. This will enable the extent to which development appropriately responds to its context to be assessed. Taller buildings within Height Area 1 are subject to a greater degree of design interrogation, including the extent to which they relate to the Tāmaki Makaurau cityscape and contribute to making a visual landmark, setting a greater expectation for the quality and uniqueness of response.</p>

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Choice	
<p><i>Quality urban design ensures urban environments provide opportunities for all, including the disadvantaged</i></p>	<p>The plan change provides a range of opportunities for all members of the future community. These include:</p> <ul style="list-style-type: none"> • <i>Residential living:</i> The plan change continues the Wairaka Precinct’s use of the Mixed Housing Urban, Terrace Housing and Apartment Buildings and Business Mixed Use zones, which enable and provide for a wide range of housing, including stand-alone, terraced and apartment typologies. • <i>Access to open space:</i> Proposed Precinct plan 1 provides access to an open space network throughout the precinct, in addition to connections to the adjoining Te Auaunga open space network that provides for extensive open space and passive transport mode connections. • <i>Tertiary education:</i> The plan change provides for the continued operation of the Unitec tertiary campus, providing access to a high quality education institute offering a range of vocational and on-going learning opportunities. • <i>Mana whenua cultural promotion:</i> The plan change provides for papakāinga and whare manaaki, and includes objectives and policies that seek to ensure an environment is created that contributes to Māori cultural promotion, consistent with the aspirations of iwi to provide these opportunities within the Tāmaki Makaurau urban area. • <i>Retail services:</i> The plan change provides for the establishment of retail within the site to serve the local demand of the precinct (in the nature of a 15 minute walkable city), and provides for convenient access (a 5-10 minute walk) to the services of Point Chevalier town centre to the north and Mount Albert town centre to the south. These facilities will also offer residents within the wider community access to walkable retail amenities. • <i>Access to public transport:</i> The precinct is located within a 5-15 minute walk of Baldwin Avenue and Mount Albert train stations and there are also frequent service bus routes along Carrington Road and Great North Road to the west.
<p><i>Quality urban design allows people to choose different sustainable lifestyle options, locations, modes of transport, types of buildings and forms of tenure</i></p>	<p>Refer the response to the above. In addition, the precinct is well connected to multi modal access including good cycle connectivity and access to public transport.</p>
<p><i>Quality urban design supports designs which are flexible and adaptable and which will remain useful over the long term</i></p>	<p>As with the operative Wairaka Precinct, Te Auaunga Precinct sets a design framework for development at the overall level of the precinct, providing flexibility to adapt to changing demographic and community needs over time. Proposed development is expected to provide the spatial elements shown in Precinct plan 1 (including road and open networks and pedestrian and cyclist connections) but otherwise the precinct does not specifically prescribe the particular mix of uses, including housing typologies and, in that way, is therefore adaptable to changes in demand over the term of development of the precinct.</p>

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	<p>Specifically in regards to design at the scale of the individual building, the Business Mixed Use zone, which applies to approximately half of the Wairaka Precinct and is proposed to expand in area by the plan change, has provisions that apply to new buildings which encourage flexible and adaptable design. These are:</p> <ul style="list-style-type: none"> • Policy H13.3(6): Encourage buildings at the ground floor to be adaptable to a range of uses to allow activities to change over time; and • Matter of discretion H13.8.1(3)(b): The provision of floor to floor heights that will provide the flexibility of the space to be adaptable to a wide variety of use over time.
<p><i>Quality urban design ensures public spaces are accessible by everyone, including people with disabilities</i></p>	<p>The open space required by proposed Precinct plan 1 is located both centrally within the precinct and at its northern end, adjoining the Former Oakley Hospital Building. These locations place the primary open spaces within a 400m radius of most parts of the precinct, providing open space within a short walk of future development within the site. Refer Appendix 1 for a map of the precinct and surrounding area which shows the distribution of open spaces.</p> <p>The potential challenges to level access between buildings and open space in the context of slope across the precinct is addressed by proposed matter of discretion I334.8.1(1A)(a) which retains discretion over whether proposed finished contour levels across the subject area where consent is being sought manage variations between the ground level of future buildings and adjoining existing and proposed public open space.</p>
<p>Connections</p>	
<p><i>Quality urban design creates safe, attractive and secure pathways and links between centres, landmarks and neighbourhoods</i></p>	<p>Accessibility and the provision of appropriate connections was a key component of the social element of the Rōpū's vision for the precinct (as articulated in the clause 23 UD9 response), and has been carried through into the various provisions proposed through the plan change as referenced below:</p> <ul style="list-style-type: none"> • I334.8.1(1A)(c) retains to Council the discretion to consider whether new buildings are designed in accordance with Crime Prevention Through Environmental Design principles, including by providing passive surveillance of publicly accessible areas. • I334.8.1(1A)(h) retains to council the discretion to consider whether landscaping is provided to contribute to the achievement of quality amenity that is integrated with the built environment. • I334.8.1(1A)(b) has many provisions which retain to Council discretion to consider the appearance of buildings – relating back to policy I334.3(14) which requires new buildings to be designed in a manner that, where appropriate, enhances the streetscape and gateway locations of the precinct. <p>These provisions are in addition to the objective, policies, matters of discretion and assessment criteria in the underlying zones that also focus on enhancing the attractiveness and safety of streets.</p>

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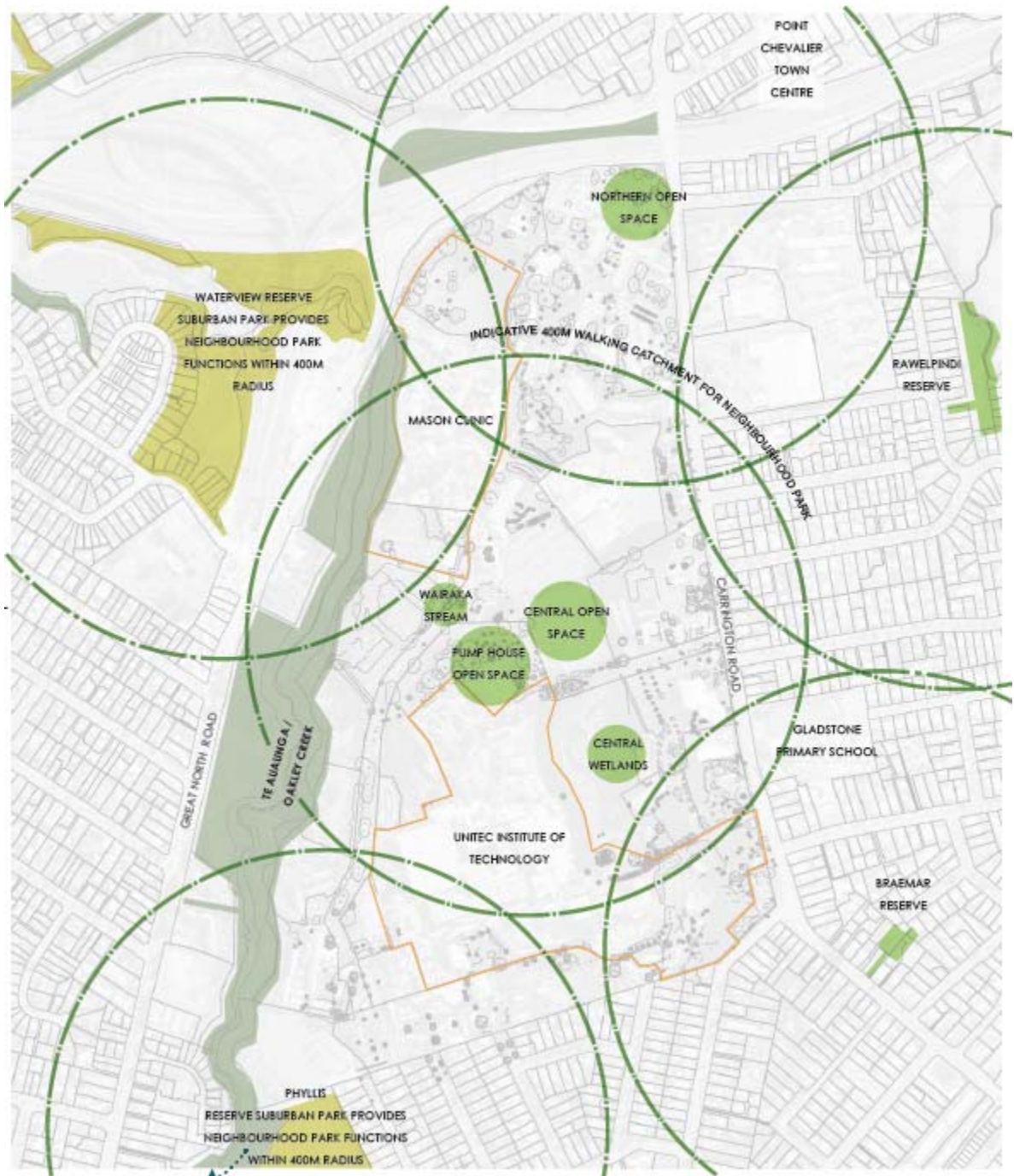
	<p>Overall, it is considered that these provisions enable the safety, attractiveness and security of pathways and links across the precinct to be appropriately managed.</p>
<p><i>Quality urban design places a high priority on walking, cycling and public transport</i></p>	<p>The plan change requires transport planning to be integrated with subdivision and development (policy I334.3(20)), specifically referencing integration with rail, bus, pedestrian and cycle connections, enabling Council to ensure that high quality connections are achieved as they develop alongside adjoining built development proposals.</p>
<p><i>Quality urban design anticipates travel demands and provides for a sustainable choice of integrated transport modes</i></p>	<p>I334.8.1(1A)(f) retains to Council discretion to consider whether proposed developments are consistent with any existing or new integrated transport assessment or other traffic assessment, allowing consideration of the extent to which sustainable travel modes are provided for.</p>
<p><i>Quality urban design improves accessibility to public services and facilities</i></p>	<p>Policy I334.3(20) requires subdivision and development to be integrated with transport planning in a way that:</p> <p align="center">Supports the provisions of passenger transport services, linking to key public transport nodes such as the Mt Albert train station and Point Chevalier public transport services</p>
<p><i>Quality urban design treats streets and other thoroughfares as positive spaces with multiple functions</i></p>	<p>As referenced earlier in this response, the plan change places a high priority on pedestrian and cyclist / micro mobility safety and amenity. This, combined with provisions that seek to provide for activation of, and passive surveillance over, publicly accessible spaces will result in streets internal to the precinct that provide high quality pedestrian and cyclist / multi modal environments.</p>
<p><i>Quality urban design provides formal and informal opportunities for social and cultural interaction</i></p>	<p>In addition to the required open spaces shown on Precinct plan 1, new buildings are expected to provide landscaping which contributes to the achievement of quality amenity. These spaces will complement the more formal opportunities for social interaction provided for via the Precinct plan 1 open spaces with smaller spaces that provide for informal social and cultural interaction and</p> <p align="center">... may be provided in the form of courtyards, plazas and other areas that are accessed by residents, visitors or the public including lanes and pedestrian accessways (I334.8.1(1A)(h)).</p>
<p><i>Quality urban design facilitates access to services and efficient movement of goods and people</i></p>	<p>The precinct is located within a 5-10 minute walk of Point Chevalier town centre and Mount Albert town centre, offering a future residential population access to the services within those centres.</p> <p>The precinct is also within the walkable catchment of two train stations and rapid transit bus corridor.</p>

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	<p>Additionally, the plan change retains the operative Wairaka Precinct policy which references provision of retail activities in identified locations which serves local demand within the precinct (I334.3(29)). The location (and maximum gross floor area) of retail is specified at standard I334.6.2. This refers to capped levels of retail within the Mixed Use zone, the Special Purpose – Tertiary Education zone and in the Historic Heritage Place (Former Oakley Hospital Building). Provision of retail within the precinct is not required by the plan change but it is anticipated that retail to a level that serves local demand needs is likely to form part of development proposals. By way of example, a 1,500m² 'metro' supermarket at the base of a multi-level apartment building on Farm Road near the intersection with Carrington Road and a further 2,000m² of retail has been consented as part of the Maungārongo resource consents 1 and 2.</p>
<p><i>Quality urban design provides environments that encourage people to become more physically active</i></p>	<p>Development within Te Auaunga Precinct is based around a network of open space and pedestrian and cycle links that provide connections through the precinct and to Te Auaunga Stream open space corridor and regional cycling network. This spatial configuration places open space and pedestrian and cyclist movement routes as a key structuring element for future development. Neighbourhood parks and open space within the precinct are distributed to provide future residents with easy walkable (400m radius) access to local open space.</p> <p>Future buildings will be assessed as to the extent to which they provide for passive surveillance and attractive frontages to these spaces. The outcome is anticipated to be well-used open connections between open space that encourage physical activity.</p>
<p>Creativity</p>	
<p><i>Quality urban design builds a strong and distinctive local identity</i></p>	<p>The plan change will result in an intensified urban built form developed around an open space and pedestrian and cyclist network and retention of protected trees and heritage buildings, which will form a distinct urban living community within the wider area. The design assessment generally required of new buildings provides the opportunity for further development of place-responsive building designs. A distinctive sense of place for the precinct at a wider landscape level would also result from the development of the three taller buildings (as would be enabled by the plan change) at the northern end of the precinct in Height Area 1.</p>
<p>Custodianship</p>	
<p><i>Quality urban design creates buildings, spaces, places and transport networks that are safer, with less crime and fear of crime</i></p>	<p>As discussed earlier, new buildings will generally require consent in the precinct (unless they comply with the MDRS provisions in the underlying residential zones), with assessment against matters such as the extent to which the development is consistent with Crime Prevention Through Environmental Design Principles.</p>

Collaboration	
<p><i>Quality urban design supports a common vision that can be achieved over time</i></p>	<p>The plan change is based on a consistent vision for the precinct as an urban living community that is reflected in the operative Wairaka Precinct and was further developed in the February 2019 Reference Masterplan and Strategic Framework for the precinct, as set out in further detail in the clause 23 UD9 response.</p> <p>The 2019 document, which was the result of a strategic visioning process by the Marutūāhu, Ngāti Whātua, and Waiohua-Tāmaki Rōpū, refined the common vision for the precinct as:</p> <ul style="list-style-type: none"> • A medium to higher density living environment where a range of connected open spaces provide residential amenity and create the structure for urban form. • A complete community, providing the opportunity for people to live, work and learn within the precinct, while benefiting from access to public transport and a well-connected walking and cycling network. • An inclusive community with a range of housing typologies. <p>The proposed provisions in the plan change enable that vision to be achieved.</p>
<p><i>Quality urban design involves communities in meaningful decision-making processes</i></p>	<p>As discussed above, the Marutūāhu, Ngāti Whātua, and Waiohua-Tāmaki Rōpū have been through an extensive visioning process to arrive at a common vision for development of the precinct. This vision is consistent to that which underpins the operative Wairaka Precinct, while furthering realising the precinct's potential for development as an urban living community. Wider community engagement on this vision has occurred at a number of 'touchstones' over several years, including through the submission process on the Auckland Unitary Plan (Operative in Part), community meetings, and will be provided for again with the public notification of the plan change.</p>

Appendix 1: 400m radius from primary areas of the plan change required open space. Source: Carrington Open Space Framework, December 2022, Boffa Miskell.



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Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	UD2
Specific request	Please provide details of the design rationale and design principles used to inform the location of the taller buildings.
Reasons for request	<p>In many places throughout the application documentation, the argument is made that taller buildings are suitable in the north-west part of the site due the presence of the motorway interchange.</p> <p>For instance, p.103 of the Planning Report states:</p> <p>It provides a range of housing typologies with high rise residential development in a part of the isthmus, because of the motorway interchange, that is well suited for more intensive forms of development.</p> <p>It would be helpful to understand why the presence of the motorway interchange is used to justify additional height.</p> <p>There is actually no access to the motorway in this location (the nearest access point is Western Springs over 2km away) and in any case, access to a motorway system is not typically regarded as a design principle for justifying intensive residential development and taller buildings. Tall buildings policies around the world use proximity to important public transit (not just transport infrastructure), important nodes or centres, access to employment and other amenities (retail etc).</p> <p>Whilst there may be a case for taller buildings, it is unclear why the presence of the interchange is used as a justification.</p>
Applicant response provided by	Rachel de Lambert & Matt Riley, Boffa Miskell, John Duthie, Tattico
Applicant response	<p>1 The reasons for the request provided in respect of this question seek clarification on the relevance of the North-Western Motorway interchange to the provisions that enable the opportunity for up to three mid to high-rise buildings in the northwest corner of the precinct.</p>

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- 2 The proposition of including a cluster of buildings of greater, mid to high-rise tower height within the precinct has been advanced both to take advantage of the considerable residential amenity offered by elevated views in all directions from the precinct (diversifying the housing choice and typology of the precinct) and in respect of establishing the new community's legibility within a wider urban context.
- 3 Height Area 1, located in the north-western corner of the precinct, is considered an appropriate location for buildings of the heights enabled by the provisions (being one building up to 43.5m, one building up to 54m and one building up to 72m) due to a number of factors. The relationship of this part of the precinct to the North-Western Motorway creates an open space context to the north and west which provides generous separation to adjacent established residential neighbourhoods to the north – Point Chevalier, and west – Waterview, thereby avoiding the potential for associated off site effects on residential amenity.
- 4 It is not any suggestion of access to the motorway that is considered to make this location, relative to its North-Western Motorway proximity, appropriate. Rather, the large scale nature of the motorway interchange infrastructure with its elevated overbridges creates a context in which taller tower elements have a level of comfortable fit. Other locations in Auckland where buildings of greater height are accommodated proximate to larger scaled motorway infrastructure include Smales Farm relative to the Northern Motorway, the mid-rise towers clustered on Hopetoun Street / Howe Street and Union Street relative to Spaghetti Junction and the emerging apartment development in the Central Park office park at Penrose relative to the Southern Motorway.
- 5 This part of the precinct has good walkable proximity to the Point Chevalier Town Centre and public transport on Great North Road and Carrington Road. The inclusion of a cluster of taller towers in this location reinforces the precinct's proximity to Point Chevalier and its legibility as a place as experienced by passers-by on the core transport routes adjacent.
- 6 This part of the precinct is also well away from the Regional Volcanic Viewshaft that traverses the precinct.
- 7 Additional commentary on those factors that render development at the additional height sought appropriate in landscape terms is provided in clause 23 response L7.

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Question	UD3 & L10
Specific request UD3	<p>Please clarify how the maximum dimension has been derived and how building form will otherwise be controlled.</p> <p>NB: The response to this RFI can be combined with the response to L10.</p>
Reasons for request UD3	<p>The control of taller buildings is recognised as important, but it is unclear what building forms may be possible using the suggested method of maximum dimension. The concept of tall, slender towers is quoted, which are widely accepted as more appropriate forms than squat or slab-type buildings.</p> <p>Yet if a residential building of 18m depth is provided (quite reasonable for double-loaded apartments) the maximum dimension of 50m would allow a 46m long building up to a height of 54m. Even the tallest tower at 72m high could be 38m long. These forms would not be considered slender "towers" and could result in building forms not entirely suitable. Indeed, the Visual Simulations show buildings that are more slabs than towers.</p> <p>It would be helpful to understand how these dimensions have been derived and the range of building shapes that could be produced, together with a commentary on how the building shape will be controlled. The design quality of such buildings will be crucial, and it would be helpful to understand what additional design controls / assessment criteria could be used to ensure these taller buildings are of exemplary design quality.</p>
Specific request L10	<p>Please explain why no maximum tower dimension is stipulated for development up to 35m high, given that this still comprises development up to 13 storeys high within Height Area 2 and effectively controls development across most of the PC site.</p>
Reasons for request L10	<p>Height Areas 2 and 4 cover most of the PC site, so that the future streetscapes and built form landscape of the site will be largely determined by development within those areas. In effect, the more qualitative outcomes across the precinct will be reliant on the controls applicable to those two Height Areas. In addition, there could be significant height and building coverage variations across the Precinct, so that controls over the form of lower towers may still be required.</p>

Consequently, some justification for the absence of any Maximum Tower Dimension standard for development up to 35m high is considered necessary.

Applicant response provided by Rachel de Lambert & Matt Riley, Boffa Miskell and John Duthie, Tattico

Applicant response

Height Area 1

- 1 The maximum tower dimension is one of the tools used in the Auckland Unitary Plan (Operative in part) (*AUP*) to control the bulk and scale of buildings in identified areas. For example, in the Business – City Centre zone a maximum plan dimension of 50m applies to buildings above 28m in height in the 'special height area' (being the core central city area) and in the Business – Metropolitan Centre Zone a maximum plan dimension of 55m applies to buildings above 32.5m in height.
- 2 This same form of tower dimension control has been adopted in respect of the three potential towers in Height Area 1 with the lesser 50m dimension proposed for the two lower towers and a reduced 42m dimension for the enabled 72m tower.
- 3 In addition to this control, comprehensive matters of discretion are proposed to ensure quality building form and appearance are achieved for all new buildings within the precinct, for example:

I334.8.1(1A)(b) Building form and character:

- (i) whether building design and layout achieves:
 - (f) high quality visual interest through the use of façade modulation and articulation, and/or the use of materials and finishes and ensures any otherwise unavoidable blank walls are enlivened by methods which may include artwork, māhi toi, articulation, modulation and cladding choice to provide architectural relief;
 - (k) long building frontages are visually broken up by façade design and roofline, recesses, awnings, balconies and other projections, materials and colours.

Height Areas 2 and 4

- 4 The clause 23 request identifies that Height Areas 2 and 4 apply to most of the area subject to the plan change and seeks justification for the absence of any maximum tower dimension standard for development up to 35m high.
- 5 The maximum tower dimension standard has not been proposed for buildings up to 35m in height for the following reasons:

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- (a) HUD's consultant team considers that the likely maximum number of levels achievable within 35m is 10 storeys, or two storeys more than are expected to be achieved in the 27 metre Business – Mixed Use height control applying to the precinct - where 8 storeys is considered achievable. In respect of clause 23 request L10, it is unclear how Council's reviewer considers a 13 storey building could be achievable within 35m (Height Area 2). That would require a 2.6m floor to floor which is not considered to be realistic.
- (b) The maximum tower dimension control applies in the Business – City Centre and Business – Metropolitan Centre zones in the AUP above 28 and 32.5m respectively, as set out above. The maximum tower dimension control is not considered to be a helpful additional control in respect of the two storeys above 27m in relation to the precinct and would likely result in poor building form outcomes (if applied).
- (c) Discretion is retained to Council when assessing new buildings, including those in Height Areas 2 and 4, over aspects of building form and appearance that may result from larger scale buildings such as those enabled in Height Area 2, as set out above. These provisions are considered to appropriately address any potential additional visual dominance effects which may result from the non-application of a maximum tower dimension standard in Height Areas 2 and 4 – which is understood to be the concern of this particular clause 23 request.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Minister of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	UD4
Specific request	Please clarify how good quality design outcomes can be delivered with the heights proposed across the site.
Reasons for request	<p>The UD Assessment and Planning Report focus on the increased yield that additional height will bring, but with little discussion on the impact on the quality of the urban environment. There is discussion around the effects on property outside of the site, but little discussion around the impact that having many 35m buildings (which could be 11 storeys) would have on the quality of the urban environment, the spaces between the buildings and amenity of residents (privacy, outlook, access to sunlight). If the Precinct Plan is relying on the AUP for standards, then these 11 storey high buildings could be just 12m apart. Also the character of the precinct and the quality of the environment is partly informed by the massing of the buildings as much as the height. Many slender buildings, with plenty of space around them, and variation in height, will produce one type of environment. A few slab-type buildings with less space, and consistency in height could produce quite a different outcome.</p> <p>It would be helpful to understand how potentially adverse effects can be managed through the application of the proposed plan change provisions. Some precedents of neighbourhoods of predominantly 35m buildings would be helpful to understand the impact and how any adverse effects could be managed.</p>
Applicant response provided by	Matt Riley, Boffa Miskell
Applicant response	<ol style="list-style-type: none"> 1 Clause 23 query UD4 seeks further information on the quality of the urban environment that may be created within those areas of the precinct which enable 35m high buildings, including effects of these areas on the character of the precinct, the quality of spaces between buildings of up to 35m in height, and the amenity for residents within these buildings. <ul style="list-style-type: none"> <u>Number of 35m high buildings</u> 2 The clause 23 query refers to the possibility of the plan change enabling many 35m high buildings. A combination of the total size of Height Area 1 and Height Area 2 and site slope

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(as discussed below) means that 35m high buildings are unlikely to be significant in number and, furthermore, will form a relatively small proportion of the total built form of the precinct.

- 3 The plan change enables buildings up to 35m in height over approximately 10 percent of the precinct (6.5ha). This comprises the 0.9ha Height Area 1 (within which three taller buildings above 35m are also enabled, as discussed in other clause 23 responses) and the 5.6ha Height Area 2. This compares to approximately 24 percent of the area of the precinct in which 27m high buildings are enabled – being within Height Area 4 (15.37ha).
- 4 Height Area 1 (HA1) and Height Area 2 (HA2) are on sloping land, falling from east to west by approximately 10m. Around half of HA1 is rolling land (8 – 15 degrees). The HA2 land to the south of HA1, which includes the Taylors Laundry site, has flat to gently undulating platforms of ground separated by more steeply sloped banks. The HA2 land to the west of the Spine Road has areas of flatter land that begins to slope more steeply down in its south-west corner towards Te Auaunga. These topographical characteristics are likely to place some restrictions on the positioning of building platforms and again will reduce the number of multi-level buildings that would be more easily developable on flatter land.

Character of the precinct

- 5 While not framed as a question, the clause 23 query states that:

...the character of the precinct and the quality of the environment is partly informed by the massing of the buildings as much as the height. Many slender buildings, with plenty of space around them, and variation in height, will produce one type of environment. A few slab-type buildings with less space, and consistency in height could produce quite a different outcome.

- 6 Seen as a silhouette, variations in the collective roof and skyline profile of buildings across the 35m HA1 and HA2 areas will be created by their stepping down with the slope of the land. The relatively small size of HA1 and HA2, relative to the size of the precinct, means that 35m high buildings in these areas will be seen within, and as part of, the varied height and built form context across the wider precinct created by its topography, in addition to its differing height areas. It is considered these factors will mean that, in built character terms, the 35m height of buildings enabled in HA1 and HA2 will not result in uniform or consistent apparent height.
- 7 This stepping of buildings with the land in HA1 and HA2 is also considered to assist in modulating the collective massing of buildings as seen within these areas. For this reason, the application of Business – Mixed Use (B-MU) zone Standard H13.6.4 Maximum tower dimension and tower separation is not considered necessary in the precinct (refer I334.6(2)(a)(i)).

Quality of spaces between buildings

- 8 The clause 23 query states that if the plan change is relying on the Unitary Plan for standards, then '*these 11 storey high buildings could be just 12m apart*'. (Note that a 35m building height is anticipated to accommodate 10 storeys – to a potential maximum of 11 storeys. Refer to the discussion on storey height in Attachment 1 to the response to clause 23 query UD5.)
- 9 The author of the query is correct – the precinct relies on the underlying Unitary Plan zone provisions in terms of managing the separation distance between buildings. Application of

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B-MU zone standard H13.6.9 Outlook space, which applies in HA1 and HA2, would – as referred to in the query – separate neighbouring buildings by up to 12m depending on the orientation of outlook spaces. The plan change does not propose to separate buildings up to 35m in height by any greater distance than the requirements of the underlying B-MU zone. This may mean that some 35m buildings within HA1 and HA2 are relatively closer together, which may be a desirable outcome, such as when they are adjacent to each other along street frontages. In other instances, buildings are likely be further apart. For example, when on opposite sides of the road within the precinct's street network. This flexibility is consistent with the approach in the underlying B-MU zone and allows development latitude to respond to differing locational characteristics.

- 10 The reasonably small size of HA1 and HA2 and their slope (discussed above), combined with their relatively short east-west dimensions means that there is unlikely to be sizeable contiguous groupings of buildings up to 35m in height. Within this context, the potential for reduced sunlight and daylight access to streets and public open spaces is considered to be low. For these reasons, it is considered not necessary to apply Standards H13.6.3 Building setback at upper floors and H13.6.4 Maximum tower dimension and tower separation, which manage these outcomes in the underlying B-MU zone, within the precinct (refer I334.6(2)(a)(i)).

Amenity of residents

- 11 The clause 23 query requests further information on how privacy, outlook and access to sunlight is managed for residents within buildings of up to 35m height in the precinct.
- 12 A primary tool used in the underlying B-MU zone to manage privacy and outlook is the Outlook space standard H13.6.9. This standard applies in the precinct. Privacy is also managed by matter of discretion I334.8.1(1A)(b)(iii). This provides to Council the discretion to assess whether:

outdoor living areas and internal living spaces achieve privacy from publicly accessible areas while maintaining a reasonable level of passive surveillance.

- 13 Additionally, assessment criterion I334.8.2(1A)(b)(i) refers back up to policies including policy I334.3(13) for new buildings that comply with Standard I334.6.4 Height. This policy, with its requirement for new buildings to be designed in a manner that '*provides for a high standard of amenity*' gives a pathway to Council to consider the residential amenity offered within HA1 and HA2 buildings, including privacy, outlook and access to sunlight.
- 14 In combination, these provisions are considered to be satisfactory to manage residential amenity, including privacy, outlook and sunlight, in buildings up to 35m height within the precinct's HA1 and HA2 areas.

Precedent neighbourhoods

- 15 The clause 23 query requests precedents of neighbourhoods of predominantly 35m buildings as a point of comparison to the 6.5ha total area of HA1 and HA2. Neighbourhoods of mid-rise residential buildings are emerging across Auckland's urban areas. While these neighbourhoods do not yet comprise predominantly 35m (10 storey) buildings, several include buildings in the range of 9 to 11 storeys (or greater) in height, amongst other mid-rise buildings. These are generally recently constructed, consented or proposed developments. This suggests that the number of these buildings, within the greater number of mid-rise residential neighbourhoods enabled by Plan Change 78 (Auckland Council's

response to the National Policy Statement on Urban Development) will increase over time. Examples of such neighbourhoods are discussed below.

Wynyard Quarter

- 16 The Wynyard Quarter is an approximately 37ha highly mixed use neighbourhood on Auckland's waterfront that has been under development for the last two decades. 30 Madden Street is a recently constructed building which is 9 storeys in height along its Daldy Street frontage and 13 storeys in height along part of its Madden Street frontage (refer **Figure 1** below). The Northbrook development at 200 Pakenham Street West is a consented scheme (LUC60410747 March 2023), not yet constructed, of two 11 storey buildings (44.6m height) one at the corner of Pakenham Street West and the Daldy Street linear park and the other on the corner of Beaumont Street with the new east / west lane (refer **Figure 2** below).

Te Tauoma residential development

- 17 This is a masterplanned development of mixed use residential buildings on a site over 12ha in area formerly owned by the University of Auckland at 231 and 263 Morrin Road, Saint Johns. Stage 1A was approved in September 2020 (LUC60335181) and includes adjoining apartment buildings along Morrin Road of 9 – 10 storeys in height. Stage 1B of the masterplan, for a 14 level building and an 18 level building, was approved in February 2023 by an Expert Consenting Panel under the COVID-19 Recovery (Fast-track Consenting) Act 2020 (refer **Figure 3** below).

Alexandra Park Raceway

- 18 Along Green Lane West in Epsom, a masterplanned neighbourhood of mid-rise residential buildings on 5.4ha of B-MU zoned land that was formerly part of Alexandra Park Raceway is now partially completed and occupied, with additional buildings planned. 223B Green Lane West is an existing, occupied 9 level building (refer **Figure 4** below). 223C Green Lane West is a planned complex of two 11 level buildings adjoining 223B Green Lane West (refer **Figure 5** below).

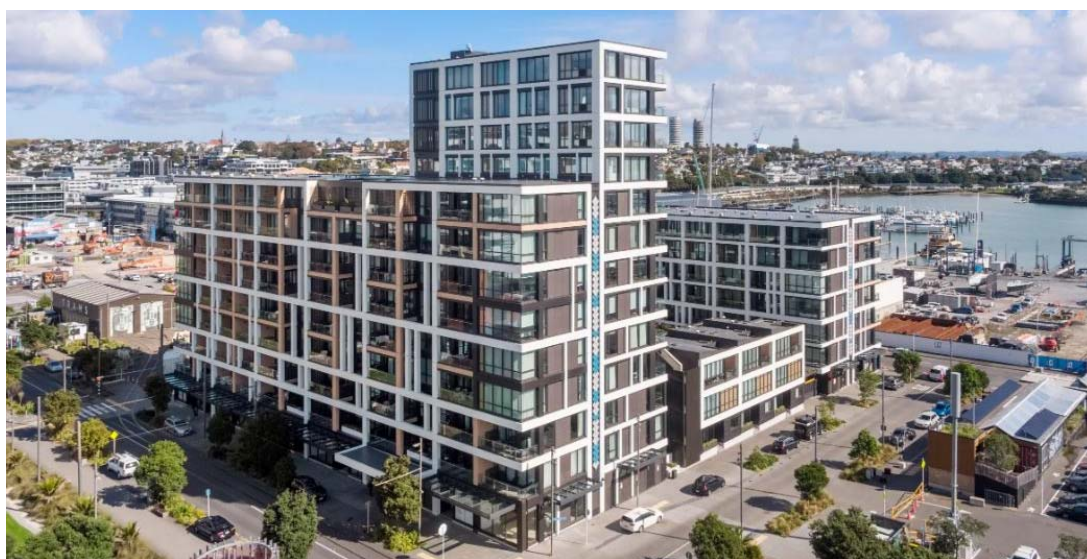


Figure 1: The 10-13 storey 30 Madden Street building in the Wynyard Quarter.



Figure 2: The 11 storey consented Northbrook development in the Wynyard Quarter.



Figure 3: The Te Tauoma residential development, showing the consented Stage 1A development of three 9-10 storey apartment buildings along Morrin Road and the consented Stage 1B development of a 14 storey and an 18 storey apartment building behind.



Figure 4: The 9 storey apartment building at 233B Green Lane West.



Figure 5: One of the two proposed 11 storey apartment buildings at 233C Green Lane West.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	UD5
Specific request	Please provide a more detailed assessment of what effects 27m buildings will have on the streetscape.
Reasons for request	<p>Much of the assessment focusses on the effects of the increased height on the properties on the east side of Carrington Road, but there is little discussion on the impact on the streetscape itself. Whilst it is acknowledged that the character of this street will change to urban, there is quite a difference between 5/6 storeys (18m) to 8/9 storeys (27m) in terms of the potential over-bearing / over-shadowing of the street and the impact on all the users of the street. Jan Gehl in particular talks about the connections and relationship of occupiers of upper floors to people within the street.</p> <p>The intended character of the street is unclear. 8/9 storey buildings with active (non-residential) uses on the ground floor will result in a different character than one where residential is used along the ground floor, and the intended character will help to inform the debate about the appropriate height.</p> <p>It would be helpful to add some commentary on these issues and understand some precedents for this scale of building in a non-central city location.</p> <p>Furthermore, the cross-sections provided suggest the land is flat either side of Carrington Road. In reality there are changes in levels (both rising up and falling away), which could have further impact on the relationship of buildings to the street and it would be helpful to understand these impacts.</p>
Applicant response provided by	Matt Riley, Boffa Miskell
Applicant response	<p>1 This request for information has four components. They are:</p> <ul style="list-style-type: none"> (a) streetscape effects; (b) character; (c) precedent examples; and

- (d) changes in level relative to Carrington Road.

Streetscape effects

- 2 The potential streetscape effects on Carrington Road of the increase in height referred to in the clause 23 request are related to visual dominance and shading. Reference is also made to the connection between occupiers of upper floors of buildings with increased height to people on the street. These matters are discussed below. Separate discussion on the storey height referred to in the clause 23 request is also included as **Attachment 1** to this response.

Visual dominance

- 3 Pages 23-28 of the urban design assessment (*UDA*) assess the potential visual dominance effects generated by removal of the Wairaka Precinct's 18m height area for a 20m depth along the Carrington Road frontage, and its replacement with a 27m height area. (Note that the developable depth of this frontage in the operative plan sits at around 12m – not 20m – as around 8m in width for road widening is required along the frontage.) The *UDA* considers potential visual dominance effects on both properties on the east side of Carrington Road and streetscape effects on the road itself. Conclusions of the assessment, at page 28 of the *UDA*, are:
- (a) The operative Wairaka Precinct provisions enable an urban built form along the precinct's future Carrington Road frontage.
 - (b) The plan change will enable buildings of increased scale (up to 27m) along the precinct's future Carrington Road frontage. However, these can be comfortably accommodated across the approximately 30m width of Carrington Road (building front to building front), which is what is provided for in the operative plan for the road widening. These buildings will be opposite potential 26m high buildings on the Point Chevalier Clinical centre site (Special Purpose – Healthcare Facility and Hospital zone) and 21m high buildings on the proposed Residential – Terrace Housing and Apartment Building (*THAB*) zoned sites south of Fifth Avenue within Proposed Plan Change 78's (*PC78*) walkable catchment.
 - (c) Potential visual dominance effects of the proposed 27m height on that part of Carrington Road with enabled 11m (12m with qualifying roof form) buildings on Residential – Mixed Housing Urban (*MHU*) zoned sites on the eastern side of the road between Fifth Avenue and Segar Avenue are discussed at page 24 of the *UDA*. This analysis applies to both the *MHU* zoned sites themselves and to that part of the Carrington Road streetscape. (It is noted that several submitters on *PC78*, including the applicant, have requested that these properties be rezoned *THAB*, given the isolated nature of this pocket of lower zoned land in the middle of an area targeted for urban intensification.) To reiterate its conclusion, the potential for visual dominance effects along this part of the streetscape are reduced by the width of the road (approximately 30m building front to building front) and are appropriately managed by the bespoke matters of discretion that manage the form and appearance of frontages of new buildings to Carrington Road (I334.8.1(1A)(i)).

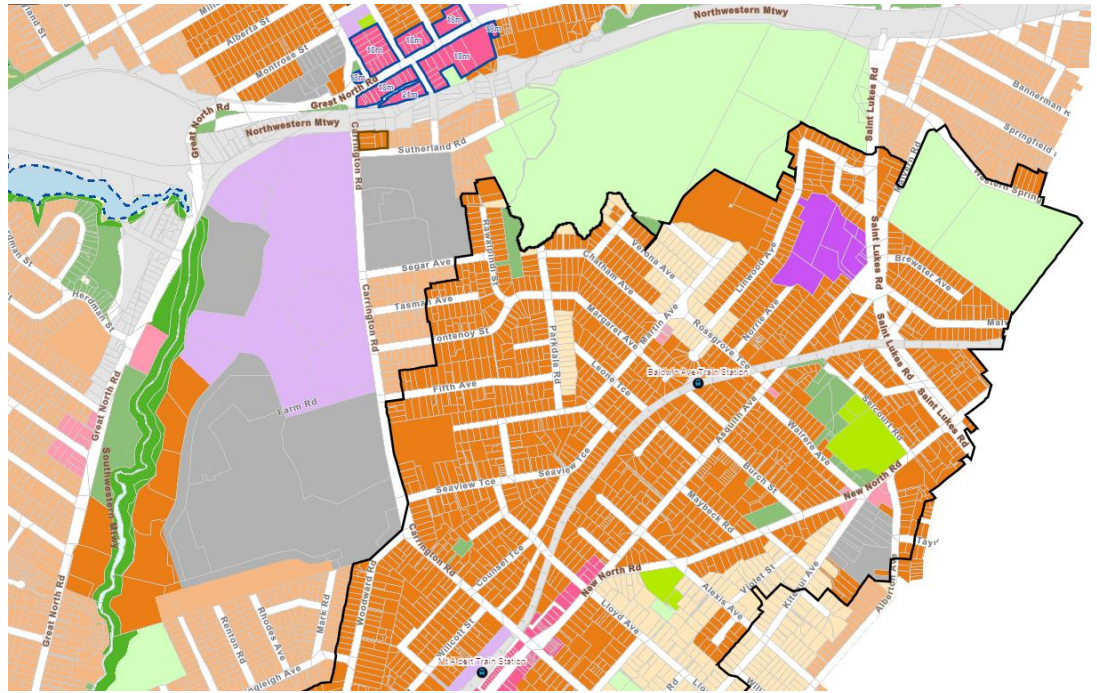


Figure 1: PC78 proposed zoning around the precinct. The orange area with dark line boundary is the THAB zone walkable catchment.

Shading effects

- 4 Pages 27 – 29 of the UDA assess shading effects of the height requested by the plan change on neighbouring properties, including residential properties on the eastern side of Carrington Road. The UDA concludes that any potential sunlight access effects on residentially zoned properties opposite the precinct are low.
- 5 The shadow diagrams attached to the UDA show a low level of additional shadow cast on Carrington Road itself from the plan change’s requested increase in height, with it largely limited to some additional shading on the footpath on the eastern side of the road from 3pm at certain times during the year. Overall, that part of Carrington Road (including its footpaths) which adjoin the precinct retain access to sunlight through much of the day and throughout the year, contributing to the maintenance of a good level of pedestrian amenity. Any effects on pedestrian amenity from the additional shadow are considered to be low.
- 6 Specific analysis follows:
 - (a) Up until at least 1pm throughout the year, the shadow diagrams show no shadow cast beyond the precinct’s Carrington Road boundary by either built form enabled under the operative Wairaka Precinct provisions or that which would be enabled by the plan change – leaving the road and footpaths on both sides in full sunlight.
 - (b) At 3pm on the Summer Solstice, the footpath on the eastern side of Carrington Road is clear of shadow from built form enabled under both the operative Wairaka Precinct and from built form enabled by the plan change provisions. Differences emerge at 5pm on the Summer Solstice, where the shadow cast by built form enabled by the operative Wairaka Precinct remains clear of the footpath on the eastern side of the road, whereas it is in shadow cast by the built form enabled by the plan change provisions.

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- (c) At 3pm on both the Winter Solstice and Spring Equinox, shadow from built form enabled by both the operative Wairaka Precinct and plan change provisions covers the western side of Carrington Road, extending over the northern end of the footpath on the eastern side of the road for the operative Wairaka Precinct and covering a greater length of this footpath for built form enabled under the plan change provisions. At 5pm, the footpath on the eastern side of the road is in full shadow under both the operative precinct and proposed plan change provisions.
- (d) Carrington Road is largely free from any additional shadow cast by the three proposed taller buildings in Height Area 1. Additional shadow is limited to 5pm on the Spring Equinox, across a short segment at the northern end of Carrington Road in the vicinity of the Point Chevalier Clinical Centre.

Relationship between upper floor residents and pedestrians

- 7 The clause 23 request makes the comment that:

Jan Gehl in particular talks about the connections and relationship of occupiers of upper floors to people within the street.

- 8 It is presumed that the context for this comment is the idea that there is a more direct sensory (ie: visual and acoustic) relationship between residents of lower floors of a building and pedestrians on the street, where for example, voices can be heard and faces seen, and a greater perceived 'connection' to the street for residents of lower floors because of their physical proximity to it.
- 9 There is no clear nexus between this concept and potential effects on the streetscape amenity of Carrington Road. Applying the concept to the provisions proposed by the plan change, residents within the lower floors of a 7 – 8 storey building (refer to Attachment 1 for a discussion on storey height) that would be enabled along the Carrington Road frontage would have a more direct sensory connection with the street, whereas residents within upper floors are likely to retain some sensory connection with it, while also benefiting from the amenity of potential mid to longer distance views over the landscape.

Character

- 10 In responding to this element of the clause 23 request, it is first relevant to consider the planned character along Carrington Road, as enabled in the Auckland Unitary Plan (Operative in Part) (AUP) provisions and proposed by PC78. These provide for a moderately intensive urban character, resulting from both building scale and a mix of land uses, as discussed below:

- (a) Building scale: The operative Wairaka Precinct enables buildings of at least 5 storeys along the precinct's Carrington Road frontage within the 18m height area that applies along that boundary. Enabled building heights along much of the eastern side of the road, opposite the precinct (except for buildings up to three storeys on MHU zoned sites between Fifth Avenue and Seagar Street) are of a complementary but potentially greater urban scale: 7-8 storeys is enabled along the frontage of the Point Chevalier Clinical Centre site (via the 26m height provided for in its Special Purpose – Healthcare Facility and Hospital zoning) and a 6 storey (21m) height, is proposed via PC78 on THAB zoned walkable catchment sites south of Fifth Avenue.
- (b) Land use: The operative Wairaka Precinct provides for a wide range of activities, including (but not limited to) education, business, health, community and recreation

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facilities and residential accommodation (refer Policy I334.3(1)). This includes retail uses being provided for along Carrington Road up to a gross floor area cap, in order to not adversely affect the role, function and amenity of Point Chevalier and Mt Albert town centres (Policy I334.3(30)). These uses support the diverse urban community described in the operative Precinct Description. The Wairaka Precinct's Carrington Road frontage south of Farm Road currently has an education land use emphasis, reflecting its Special Purpose – Tertiary Education zoning. Its frontage north of Farm Road has a stronger residential land use emphasis (dwellings are a permitted activity) while also enabling a range of other land uses, as described.

- (c) The eastern side of Carrington Road also has an existing (and planned) mix of uses, although these are more spatially defined with a greater residential emphasis. There are medically related land uses on the Point Chevalier Clinical Centre site towards the northern end of the road; a school (Gladstone Primary) opposite the southern end of the precinct's Carrington Road frontage; with the balance of those sites on Carrington Road opposite the precinct anticipating medium (MHU) to higher density (THAB) residential land use.
- 11 The plan change will result in some, but not a significant, change to the planned urban character of Carrington Road adjoining the precinct. There will be a moderate increase in the enabled height of the buildings directly along the precinct's Carrington Road frontage, but these will be complementary in scale to those enabled on sites along much of the eastern side of the road (as described above). Changes in scale to the MHU zoned Carrington Road properties are appropriately managed, as discussed in the UDA at page 24, by bespoke criteria relating to building form and appearance along Carrington Road (I334.8.1(1A)(i)). The limited changes proposed to provisions managing retail uses along Carrington Road within the precinct will not result in change to the planned diversity of land uses.
- 12 In summary, the operative AUP and proposed PC78 provisions result in a planned, moderately intensive, urban scale of buildings and mix of land uses along that part of Carrington Road adjoining the precinct. The plan change will result in some increase in that intensity due to the proposed increase of height along the precinct's Carrington Road frontage, but that is both responsive to the precinct's context close to two town centres and public transport and, as discussed earlier, is able to be accommodated across the approximately 30m width (building front to building front) of the road corridor.
- 13 Also relevant to the analysis of character above is the recent approval (March 2023) through the COVID-19 Recovery (Fast-track Consenting) Act 2020 (*Fast-track Act*) process of Maungārongo resource consent 1 (RC1) and resource consent 2 (RC2) for apartment buildings with supporting ground level retail and commercial uses along the Carrington Road frontage of the precinct. Refer to **Attachment 2** which provides a summary of the Maungārongo consents. For assessment purposes, these buildings now form part of the receiving environment, bringing about a significant change in that environment. RC1 occupies a 160m length of the Carrington Road frontage directly to the north of Gate 3. It comprises two 7 storey buildings (up to approximately 25m height) along Carrington Road with two 9 storey buildings (up to approximately 34m height) to the rear. RC2 occupies 120m a length of the Carrington Road frontage directly south of the consented position of Gate 1 and comprises four buildings along Carrington Road: two are 7 storeys (up to approximately 26m height), one is 9 storeys (approximately 30.5m height) and one is 10 storeys (approximately 36m height). All of the consented buildings are taller than the operative 18m maximum height where within 20m depth of the Carrington Road frontage and four are taller than the operative 27m maximum height where 20m or greater from

the frontage. Ground floor uses to Carrington Road within the buildings include a 1,500m² metro sized supermarket and small retail units with a combined gross floor area (GFA) of 1,600m² (RC1 and RC2 total retail GFA of 3,100m²). The RC1 and RC2 buildings establish a changed urban context of larger scale residential buildings with active (non-residential) retail uses at ground floor.

- 14 These consented 7 – 10 storey buildings occupy 280m (39%) of the 716m frontage of the precinct to Carrington Road between Gates 1 and 4 (being that part of the precinct's frontage to Carrington Road, south of the Former Oakley Hospital Building, with contiguous existing or proposed Business – Mixed Use (BMU) zoning). They will significantly change the existing character of the road to one of urban scale buildings. Visual simulations of the buildings prepared for the consent applications (refer Figures 2 – 4 below) show the degree of change, with the RC1 and RC2 buildings appearing as a continuous edge along the western side of Carrington Road when approaching from the north and from the south, with the break between the developments along the road not visible from the selected positions.



Figure 2: Looking south along Carrington Road from the intersection with Sutherland Road to the RC2 development in the foreground and the RC2 development in the background. Image source: Maungārongo RC1 and RC2 Assessment of Landscape Effects.



Figure 3: Looking north along Carrington Road from outside Gladstone Road Primary School to the RC1 development in the foreground and the RC2 development in the background. Image source: Maungārongo RC1 and RC2 Assessment of Landscape Effects.



Figure 4: Looking north along Carrington Road from existing Gate 4 to Unitec, just north of Seaview Terrace. The RC1 development is to the fore and the RC2 development is in the background. Image source: Maungārongo RC1 and RC2 Assessment of Landscape Effects.

- 15 The building scale enabled by the plan change is consistent with that, in character terms, of the intensified urban scale of the consented Maungārongo RC1 and RC2 buildings.

Precedents

Examples of non-central city buildings of the scale proposed along Carrington Road are requested.

Response

- 16 Examples include the 10 storey Ockham 'The Greenhouse' apartment building at 16-20 Williamson Avenue in Ponsonby and two 9 storey apartment buildings with ground floor retail on Greenlane West, adjacent Alexandra Park in Greenlane, designed by RTA Studio.

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Both developments share characteristics in common with the precinct. They are located outside the city centre in areas identified for urban intensification, on main roads of similar width to Carrington Road, and close to centres which offer a range of amenities. They are also located within BMU zoned sites. The Greenhouse Building is on a site with a 27m Height Variation Control (with the consented Greenhouse building being well above this – refer Figure 5 below). The Alexandra Park buildings are on land with a 35m Height Variation Control along an approximately 450m length of Greenlane West. Additionally, they are opposite THAB zoned land, although with a lower 16m permitted height (outside a PC78 six storey walkable catchment) and opposite a Special Purpose – Healthcare Facility and Hospital zoned site (Greenlane Hospital) with a 25m height area enabled to the road frontage.

- 17 Additional examples, as they now form part of the existing environment, are the 7-10 storey Maungārongo RC1 and RC2 buildings (refer Attachment 2 images).



Figure 5: Elevation from Council approved plan set (LUC60339808) for 10 storey 'The Greenhouse' apartment building (to the right).



Figure 6: 9 storey apartment buildings with retail ground floors on Greenlane West.

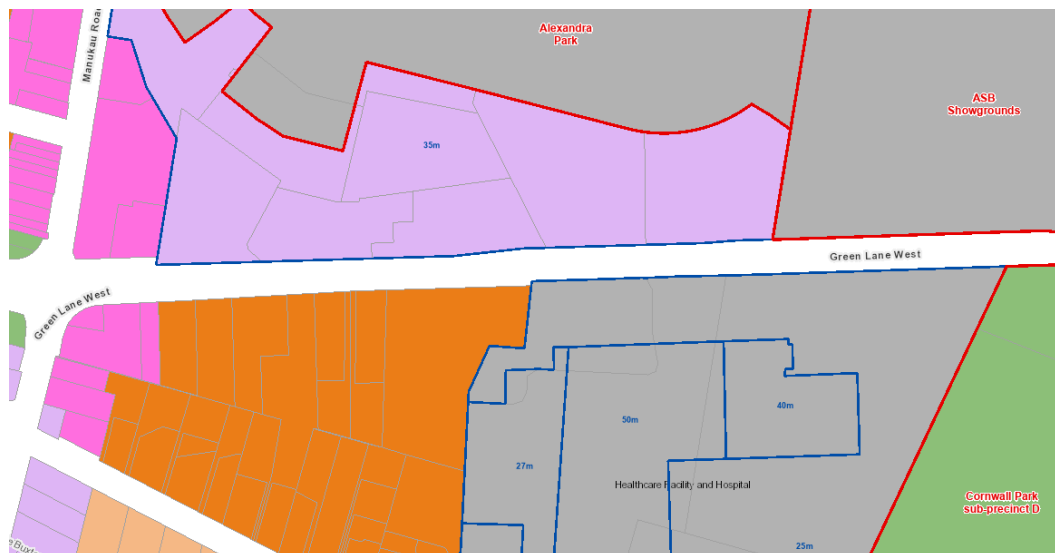


Figure 7: Operative zoning plan for the Alexandra Park apartment buildings showing the 35m Height Variation Control land it is located on (purple).

Changes in level relative to Carrington Road

- 18 Land along the precinct's Carrington Road frontage generally falls away from the road. The cross sections within Attachment 1 to the UDA assume a finished ground level height level with Carrington Road and therefore present a conservative scenario of building bulk relative to the road. There are few areas of developable land adjoining Carrington Road within the precinct which are relatively flat and level with it to any great depth. To the south of the Former Oakley Hospital Building and north of Gate 2 is an area of such land which is 130m – 150m deep. This is the only part of the precinct south of the Former Oakley Hospital Building that rises up from Carrington Road. It has a gentle 3m slope up to a point at 90m depth from the frontage. This length of frontage is where the four Maungāroho RC2 buildings have been consented (now forming part of the existing environment) and will be largely occupied by those buildings. South of this, there is rolling (8-15 degree slope) to strongly rolling (16-20 degree slope) land falling down from the Carrington Road frontage to the Taylors Laundry site. Continuing south through to Gate 4, land steps down from Carrington Road in a series of discrete flat to gently undulating platforms, with few of significant width adjoining the frontage, separated by short undulating to rolling breaks (up to 15 degree slope – typically considered undesirable for building purposes). From Gate 4 through to Woodward Avenue, the fall away from Carrington Road is more pronounced and steep.
- 19 The practical effect of the confined areas of flatter land adjoining Carrington Road is that there is a first line of buildings adjoining Carrington Road with ground floors generally level with it. Immediately to the west of this buildings will step down with the slope, managing and reducing overall building scale as seen from the road.
- 20 Refer **Attachment 3**: Elevation Map and Slope Map.

Attachment 1: Storey height

- 1 The request for further information refers to an 18m building height accommodating 5-6 storeys and a 27m building height accommodating 8-9 storeys. It is considered that in assessing the potential effects of building scale, height in metres is the primary consideration, as this is objectively measurable and quantifiable, whereas height in storeys may differ depending on a combination of factors (as is discussed below). Notwithstanding this, it is considered that 18m typically accommodates 5 storey buildings (not up to 6 storeys) and 27m typically accommodates 7-8 storeys (not up to 9 storeys), as also seen in the existing Maungāroho RC1 and RC2 consents.
- 2 Total building height is comprised of the following elements:
 - (a) the height of the ground floor, including any above ground foundation structure;
 - (b) the height of upper floors; and
 - (c) height for roof structure.
- 3 In the writer's experience, floor to floor heights of upper levels used for residential purposes in contemporary apartment buildings vary from a minimum of 2.95m to 3.5m. A 3.2m floor to floor height on residential levels is common, with heights generally in the range of 3.1m – 3.3m.
- 4 Ground floor heights in residential apartment buildings vary depending on site slope, how building services are integrated, and whether the floor accommodates any non-residential use such as retail (as is enabled in both the operative Wairaka Precinct and the plan change provisions). Depending on a combination of these factors, ground floors may be up to around 5m in height.
- 5 The height of roof structures can vary widely but are typically up to 1.5m (and are often taller where used as part of the design/architectural expression of the building).
- 6 For more detailed analysis, refer also to the Boffa Miskell 21 July 2022 report entitled '6 Storey Apartment Buildings: Auckland Case Studies', which was a supporting document to the Auckland Council Residential and Business zones s32 Evaluation Report of PC78, and is at page 221 of that document.¹ The report refers to a survey of nine 6 storey buildings, finding that their total height, based on a combination of the factors described above, varied from 19.55m to 23m – i.e. all above the 18m for 6 storeys the request for further information refers to. (For clarity, it is not out of the question that 6 storey buildings can be accommodated within 18m where a site is flat and where very efficient construction systems are used, however, in the writer's experience, this is not common.)
- 7 Based on a reasonably conservative 3.1m residential upper level floor to floor height, with a reasonable height at the ground floor of 4.5m (assuming some site slope, foundation structures, and design flexibility to accommodate retail uses), with additional roof structure of 1m, results in:
 - (a) a 5 storey building being accommodated within 18m (total height 17.9m);

¹ This report is available on the Council website at: <https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-plans-strategies/unitary-plan/auckland-unitary-plan-modifications/Pages/details.aspx?UnitaryPlanId=140>

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- (b) a 6 storey building being 21m in height (the same height proposed in PC78 for buildings of 6 storeys within walkable catchments: refer PC78 THAB zone rule H6.6.5(1)(c)); and
 - (c) a 7 storey building being 24.1m in height and an 8 storey building being 27.2m in height (being respectively 2.9m less and 0.2m more than the 27m maximum building height proposed by the plan change in Height Area 4).
 - (d) a 10 storey building being 33.4m (being 1.6m less than the 35m maximum building height proposed by the plan change in Height Area 2).
- 8 As noted, the above are reasonably conservative estimates of the number of storeys that may be achieved at the given heights. A small increase in ground floor height to 5m, upper level floor to floor height to 3.2m, and roof structure to 1.5m results in 5 storeys in 19.3m, 6 storeys in 22.5m, 7 storeys in 25.7m, 8 storeys in 28.9m, and 10 storeys in 35.3m.
- 9 In VS10 and VS11 in the Landscape and Visual Effects Graphic Supplement these variabilities in floor to floor and roof heights are represented in an averaged ground floor and upper level floor to floor height of 3.6m.
- 10 The consented Maungārongo RC1 and RC2 buildings are relevant to the discussion points above as examples of floor to floor and total buildings heights of contemporary residential apartment buildings:
- (a) Building 1 (in RC1 – street adjoining part) is 7 storeys and has a total building height of approximately 25m. It has a ground floor height of 5m, which accommodates (in part) retail use, and 3.2m floor to floor upper residential levels. Its roof structure accommodates the building's top floor in a pavilion type form.
 - (b) Building 3 (in RC2) is 7 storeys and has a total height of approximately 26m. It has a relatively compact 3.6m ground floor height which accommodates (in part) retail use, 3.1m floor to floor upper residential levels, and a roof structure of up to 2.5m in height.
 - (c) Building 5 (in RC2) is 9 storeys and has a total height of approximately 30.5m. It also has a 3.6m ground floor height which accommodates (in part) retail use, and 3.1m floor to floor upper residential levels. Its roof structure is 1m in height.

Attachment 2: Maungārongo resource consents 1 and 2

- 1 On 29 March 2023 the Marutūāhu-Ockham Group, on behalf of the Marutūāhu Rōpū, gained two resource consents via the Fast-track Act listed project consenting process for several multi-level apartment buildings (with supporting ground level commercial / retail activities) along the Precinct's Carrington Road frontage.
- 2 The purpose of the discussion below is to provide a summary of the consented developments as relevant to UD5 (and of broader relevance to an urban design assessment of the plan change). Copies of the consent decisions and application documents for both resource consents are available on the Environmental Protection Authority website at <https://www.epa.govt.nz/fast-track-consenting/listed-projects/>.
- 3 The urban design statement provided as part of the lodgement documentation for the developments was prepared by Ockham Architects and the Landscape and Visual Effects Assessment (LVEA) was prepared by Peter Kensington (Kensington Planning and Landscape Consultants Ltd / KPLC), with Mr Kensington concluding in both assessments that the buildings were appropriate and would make an overall positive contribution to the landscape character and values of the site and of the wider Wairaka Precinct (refer to the website link above for a copy of the LVEAs).
- 4 The Maungārongo resource consent 1 ('RC1') development site is located midway along the precinct's Carrington Road frontage directly to the north of Farm Road / Gate 3. The Maungārongo resource consent 2 ('RC2') development site is located towards the northern end of the precinct's Carrington Road frontage directly to the north of Gate 2 and to the south of the consented intersection of the new Gate 1 road with Carrington Road. Refer Figure 1 below.



Figure 1: Location of Marutūāhu-Ockham's RC1 and RC2 development sites along the precinct's Carrington Road frontage. Image source: Maungārongo RC1 and RC2 application documents.

Maungārongo resource consent 1



Figure 2: Render of the Maungārongo RC1 buildings as seen from Carrington Road. Building 1 East is in the foreground with the western tower of Building 1 behind. Building 2 is to the right of the picture. Image source: Maungārongo RC1 Urban Design Statement.

- 5 RC1 (BUN60412010) comprises two 7 – 9 storey buildings, with a total of 381 apartments, a 1,500m² 'metro-sized' supermarket, and a total of 1,136m² of 11 small retail premises.
- 6 Building 1 (to the south) comprises two 'towers' (as referred to in the application's Assessment of Environmental Effects) above a one storey podium separated by a 19m wide space: a 7 storey (including podium) eastern tower and a 9 storey (including podium) western tower:
 - (a) The eastern tower of Building 1 ('*Building 1 East*'), being that part of the building closest to Carrington Road, has a total maximum height of approximately 25m, infringing the Wairaka Precinct's 18m maximum height within 20m of the Carrington Road frontage by approximately 7m. The building has a 4.3m setback from the future road extent, post-widening. It has a 6 storey façade to the street (total parapet height approximately 22.5m) with a 4m setback to the seventh floor.
 - (b) The western tower of Building 1 has a total maximum height of approximately 34m, infringing the operative maximum 27m height where 20m or greater from the Carrington Road frontage by approximately 7m.
 - (c) Building 1 contains 219 apartments, six small retail premises, one small office space, and the metro-sized supermarket.
- 7 Building 2 (to the north) comprises two 'towers' above a one storey podium separated by a 19m wide space: a 7 storey (including podium) eastern tower and a 9 storey (including podium) western tower.
 - (a) The eastern tower of Building 2 ('*Building 2 East*'), being that part of the building closest to Carrington Road, has a total maximum height of approximately 25m, infringing the Wairaka Precinct 18m maximum height where within 20m of the Carrington Road frontage by approximately 7m. The building has a 6 storey façade to the street (total

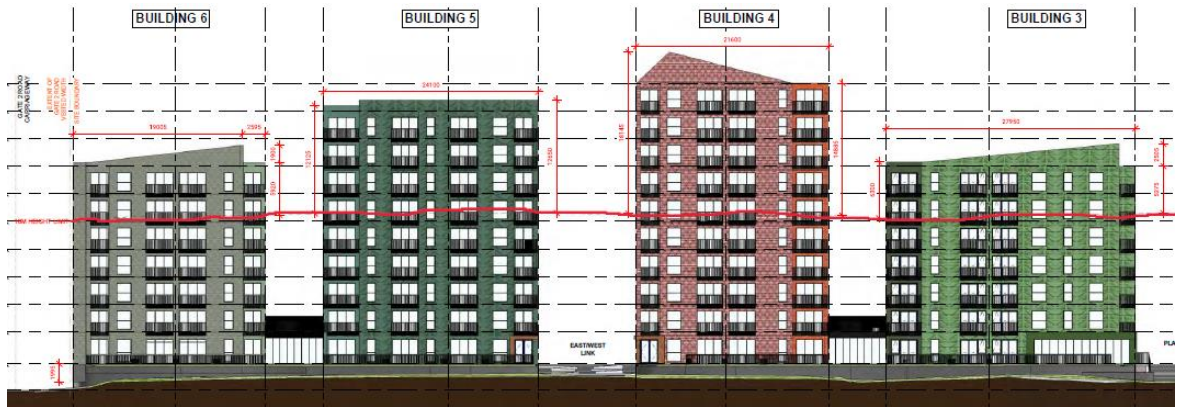


Figure 4: East Elevation of Maungārongo RC2 Buildings 3-6 to Carrington Road. The red line is the Wairaka Precinct's operative 18m height area along Carrington Road. Image source: Maungārongo RC2 architectural drawings.



Figure 5: Render of the Maungārongo RC2 development (showing Buildings 3-5) as seen from Carrington Road. Image source: Maungārongo RC2 architectural drawings.

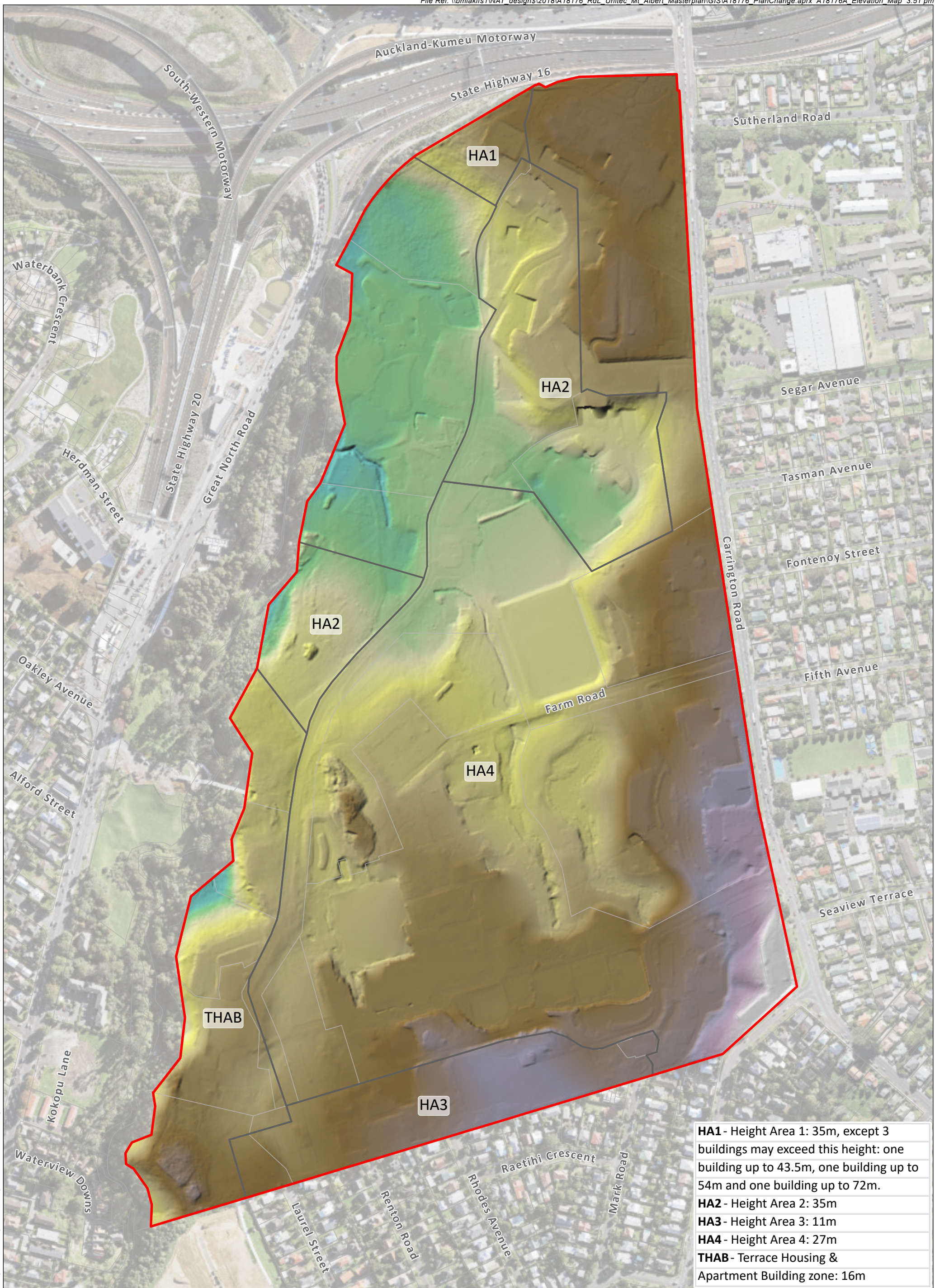
Attachment 3: Elevation Map and Slope Map

This plan has been prepared by Boffa Miskell Limited on the specific instructions of our Client. It is solely for our Client's use in accordance with the agreed scope of work. Any use or reliance by a third party is at that party's own risk. Where information has been supplied by the Client or obtained from other external sources, it has been assumed that it is accurate. No liability or responsibility is accepted by Boffa Miskell Limited for any errors or omissions to the extent that they arise from inaccurate information provided by the Client or any external source.



HA1 - Height Area 1: 35m, except 3 buildings may exceed this height: one building up to 43.5m, one building up to 54m and one building up to 72m.
HA2 - Height Area 2: 35m
HA3 - Height Area 3: 11m
HA4 - Height Area 4: 27m
THAB - Terrace Housing & Apartment Building zone: 16m

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'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	UD6
Specific request	Please provide clarification as to how retail and community facilities will be appropriately provided, size and located to serve the needs of the scale of community enabled by the retail provisions.
Reasons for request	<p>The Precinct Plans do not show the proposed location of retail or other community facilities within the Precinct.</p> <p>With a potential population of 10,000+ residents and with parts of the site not within easy walking distance of Pt Chev or Mt Albert centres, the role of retail and supporting uses (such as early childhood education, medical / healthcare) will become critical to the success of this community.</p> <p>Acknowledging that the Business Mixed Use Zone provides some enabling provision it is difficult to understand the amount and location of such uses, how people will be able to access them (noting car ownership is intended to be low and walking will be promoted) and how these will be successfully integrated into the neighbourhood. The provision of these facilities could help to create a heart / gathering place for this new community and be the centre-piece of the neighbourhood. But there is little to no discussion around the amount, location and design principles that will need to be employed to ensure a successful "centre" is created.</p> <p>Related to this is the issue of walkability. The centres of Pt Chev and Mt Albert are relatively close, but not necessarily accessible by walking. There is no analysis around the actual walking catchment from these centres, how much of Te Auaunga precinct falls within these catchments and the safety, efficiency and quality of connections required / to be provided. This will help determine the amount of services required on the site as well as the provision of pedestrian / cycle routes within and to / from the site.</p> <p>The above assessment should make comment about the EPA applications currently being processed include provision for retail. They should be assessed as to their appropriateness in meeting, or partly meeting, the ultimate needs of the precinct as a whole.</p> <p>(see also EA1 and P9)</p>

Applicant response provided by John Duthie, Tattico

Applicant response

Context - retail location

- 1 This question is closely related to question E1.
- 2 Mr Heath of Property Economics has undertaken an analysis of retail provision within the precinct. His response is set out at E1 and E2. That work is not repeated here but is relied on in terms of answering the questions in terms of the scale of retail activity.
- 3 The location of retail activity does not change the existing location of retail within the Wairaka Precinct provisions, which was considered in depth through the original precinct creation. The planning analysis as part of this plan change has confirmed that the original location remains the appropriate centralised provision for the hub.
- 4 The context to this was that when the Auckland Unitary Plan (Operative in Part) (*AUP*) was first developed and the provisions of the Wairaka Precinct contemplated, there was the desire to reinforce the town centres of Point Chevalier and Mount Albert, and not to dissipate economic activity by the inappropriate location or size of an alternative retail facility within the precinct.
- 5 The National Policy Statement on Urban Development 2020, Regional Policy Statement and zoning provisions within the AUP all reinforce the Council's growth strategy of targeting growth around existing town centres and on key high frequency public transport routes.
- 6 However, there was a recognition that with the original expected projected population within the precinct, plus the Unitec campus population, plus the associated Unitec business park, that a level of local retail services was necessary to provide for the needs of the community.
- 7 This retail facility was located adjacent to Gate 3 on the currently named "Farm Road". This location was seen as appropriate given:
 - (a) It is essentially midway between the Mount Albert and Point Chevalier town centres. Therefore it assisted in filling in the gap in the walkable catchment for the two town centres.
 - (b) By locating it in the Gate 3 vicinity adjacent to Carrington Road, it was able to service both the existing community east of Carrington Road, and the new community.
 - (c) Carrington Road will also become an enhanced public transport corridor, assisting with access.
 - (d) With the new backbone consent and the enhanced walking and cycling connections, the retail location is located on a committed separated cycleway network and with good pedestrian connections.

The plan change

- 8 The additional intensification provided for in this plan change:

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- (a) is along Carrington Road and central to the precinct, so will have good access to the node at Farm Road, including along the internal consented walking and cycling networks as noted above, or along the upgraded Carrington Road networks; and
 - (b) is in the north, within easy walking distance of the existing town centre at Point Chevalier.
- 9 Other retail opportunity is provided within the precinct. In particular:
- (a) The Unitec campus has existing retail provision and is able to expand its retail offer targeted to the student / staff population complemented by general public.
 - (b) The opportunity for some retailing is available as part of adaptive reuse, particularly of the Former Oakley Hospital Building.

Existing consents

- 10 The clause 23 request seeks feedback on the existing consents.
- 11 Consent has recently been granted for a mixed use development including a retail hub in the location referred to above. It is not for this plan change process to comment on existing consents other than to note that the approved resource consent by Marutūāhu (RC1) has consented a small supermarket and associated specialty shops as part of that development. Effects in terms of size and location of the retail were evidently examined as part of the processing of that consent. The Panel, for reasons set out in their decision, approved the consent.
- 12 The plans forming part of the application, the consent itself, and the Hearings Panel report, are all public record and available to the assessors of this private plan change request.¹

¹ Refer to the EPA webpage here: <https://epa.govt.nz/fast-track-consenting/listed-projects/maungarongo-rc1/>.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	UD7
Specific request	Please clarify how a range of housing types can be secured.
Reasons for request	Successful neighbourhoods rely on a range of typologies, sizes and tenures. A precinct dominated by one typology could create unwanted social and design outcomes, especially if dominated by small one-bedroom apartments. It is not clear what mechanisms / controls will be employed to manage / deliver a range of typologies, particularly if buildings are being provided by different parties.
Applicant response provided by	Matt Riley, Boffa Miskell and John Duthie, Tattico
Applicant response	
1.	There is considered to be no urban design or planning rationale to require (as opposed to enable) a range of housing types within the precinct.
2.	The precinct description states that the purpose of the precinct, amongst other matters, is to provide for a diverse, compact urban residential community. Furthermore, that the precinct will provide for a variety of housing typologies which help cater for Auckland's growth and the diverse community that will establish in this location.
3.	Key to the above is that the precinct enables a range of residential forms. However, it does not require a specified mix of typologies nor require houses with a specified range of bedroom numbers. This is consistent with the enabling approach to housing provision used in the Auckland Unitary Plan (Operative in Part) (AUP).
4.	The use of a prescriptive framework that secures, for example, a specific percentage of certain housing types is considered to be insufficiently flexible, and likely to lead to perverse outcomes. The precinct is part of the wider Mount Albert, Point Chevalier and Waterview neighbourhoods where there are considerable volumes of single-storey two to three+ bedroom stand-alone houses. If this remains the case for the next 10 - 15 years, then the precinct development will be an opportunity to provide for a wider range of housing typologies, including provision of one bedroom dwellings, currently significantly unprovided for in this location.
5.	We are unaware of any AUP zone or precinct that prescribes a specific range of housing typologies or dwellings with a specific range of bedroom numbers. There are no unique characteristics within the plan change area that require a different approach in Te Auaunga Precinct.

'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	UD8
Specific request	Please provide up to date maps.
Reasons for request	The Precinct Plan maps are all based on old cadastral maps that do not show SH16. This makes it difficult to fully assess the spatial relationships at the northern part of the site. The maps should be updated to reflect the current environment.
Applicant response provided by	
Applicant response	
1	Updated Precinct plan maps have been provided together with the revised plan change provisions as part of the clause 23 response package.

'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question

UD9

Specific request

It is a concern that the plan change is not based on an explicit vision for the type of community envisaged. There is no master plan provided and thus little confidence that each part of the site will be developed within an overall plan that ensures adequate provision of facilities for all of the community and recognition of the local and wider context within which each development should be assessed.

Whilst it is acknowledged that this proposed Precinct Plan is an amendment of an existing plan, the current precinct does not anticipate the levels of (predominantly) residential development now proposed.

A new community is proposed of 4,000+ dwellings / 10,000+ people. This is a significant development (a medium sized town in New Zealand terms) and delivering such a community in a well-functioning urban environment is a complex process.

A masterplan would typically be expected for such a project to demonstrate how all the elements are expected to come together to produce good urban outcomes.

It is not clear at what point the overall / high-level design approach to this site can be assessed by Council.

It is assumed that if successful, this Precinct Plan will then allow for individual consents to be submitted. At that point, assessment of the bigger picture will not be possible, which means that this stage of the process is the only time to assess the design qualities of the intended approach.

The two most successful large-scale urban environments in Auckland in recent times have both been guided by comprehensive masterplans and associated design quality controls and processes – Wynyard Quarter and Hobsonville Point.

Yet for this Precinct, no masterplan is supplied and the provisions within the Precinct Plan and the AUP are being relied upon to deliver quality design outcomes.

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For clarity, a “masterplan” is not simply a pretty illustration showing the intended buildings, streets, landscape etc. It is understood such a picture is hard to produce for multiple landowners and represents just one potential scenario at a point in time.

On the contrary, a masterplan is a complex document with many parts, including a framework to guide development over a long time that allows for flexibility and adaptability to changes in market demand.

But a masterplan should provide:

- A clear vision and design principles, against which all subsequent developments are assessed.
- A three-dimensional framework to guide the location of open space, uses, movement and buildings, including identifying development parcels in the form of words and plans / images.
- An implementation plan defining the delivery strategy and staging as well as the design quality control process – e.g., the use of design guides or design panels.

Without this information it is difficult to assess the proposed urban design qualities of the Precinct.

It is hard to understand if this Precinct is intended to function as a new community in its own right, or whether it is simply new (predominantly) residential development that is intended to support and rely on existing neighbouring services and amenities. Although this may be a subtle point, it is vital in understanding how the Precinct will be designed and what ancillary services will be required, where they will be located and how they will be integrated.

The assessments provided are unclear on this point. In parts, it suggests this is intended to function as a new community in its own right.

“A complete community, providing the opportunity for people to live, work and learn within the precinct, while benefiting from access to public transport and a well-connected walking and cycling network.”
P.16 UD Assessment

Yet there is little discussion on the provision of ancillary services to support a community such as schools, early childcare education, medical / healthcare, employment and what is the appropriate level of retail. It is understood there is a tension between providing competition to nearby local centres and providing sufficient on-site facilities to avoid excessive vehicle movements. A retail demand study would help to assess the appropriate levels.

It would also be helpful to understand the proposed design quality control process. As stated above, successful new precincts often rely on a combination of design guides and design panels. With such a large precinct, reliance on the AUP and basic consenting process alone is unlikely to result in consistently high-quality design outcomes and an urban environment that is more than just a collection of buildings.

See also P9 and P10.

Applicant response provided by John Duthie of Tattico, Rachel de Lambert and Matt Riley of Boffa Miskell

Applicant response

- 1 This matter is raised by the Council as a non-clause 23 issue. Essentially the issue raised is that:
 - (a) the plan change is not based on a “vision” for the land; and
 - (b) there is no masterplan that can inform the progress of the plan change and that a masterplan is a critical element.
- 2 This response provides detail on the significant work that HUD and the future developers of the land under Treaty settlement, the Marutūāhu, Ngāti Whātua and Waiohua-Tāmaki Rōpū have carried out to date in relation to these matters, noting that as the Crown has purchased the land the subject of this application from Unitec, it is no longer required for tertiary education. The Crown also purchased the Sub-precinct B land (Taylor’s Laundry), so that when its lease expires it can be integrated into the future housing development. The plan change seeks to ensure land which is held by the Crown for housing under the Housing Act 1955 can be developed for housing, rather than retain its current education zoning.

Vision

- 3 HUD disagrees that this plan change is not based on a vision for the land. For context, the Crown will transfer this land to the Rōpū for development as required under its Treaty settlement obligations to them, which are contained in the Ngā Mana Whenua o Tāmaki Makaurau Collective Redress Deed 2012 and Ngā Mana Whenua o Tāmaki Makaurau Collective Redress Act 2014. Those obligations anticipate the Rōpū being provided with the development opportunity at the precinct.
- 4 At the overarching level in the hierarchy, the shared vision for the land is contained in the Reference Masterplan and Strategic Framework, produced jointly by the Rōpū and the Crown in 2019. That vision is “He hononga tika ki te hangai ngā hapori toitū me he tāone taioereore mai ngā auahatanga me ngā ahurea taukiri o te hapori: A true partnership to establish inclusive, sustainable communities and world class city building through vibrant and innovative place-making”.
- 5 The vision identifies the values and principles that will be applied to the plan change, as well as the key structuring moves. However, the Reference Masterplan and Strategic Framework envisages a project that will advance and evolve around its key values and principles, which are not suitable for embedding into a planning framework.
- 6 The shared vision for the land addressees the following core elements, outlined in further detail below:

- (a) cultural;
- (b) social; and
- (c) environmental.

Cultural

- 7 The vision for this land is based on cultural parameters, including:
- (a) restoration of ownership of this land to iwi;
 - (b) the opportunity for Māori economic development, which is strongly leveraged through this plan change; and
 - (c) Māori cultural promotion of the land.
- 8 This vision and over-arching cultural objective is clearly outlined within the objectives and policies of the precinct as proposed to be amended through the plan change. For example:
- (a) Proposed new Objective 10(f) directs that an integrated urban environment is created which contributes to Māori cultural promotion and economic development.
 - (b) Proposed new Objective 12 seeks that the restoration and enhancement of Māori capacity building and Māori cultural and economic development within the precinct is provided for, promoted and achieved.
 - (c) Policy 4(e) is proposed to be amended to specifically include supporting Māori capacity building and Māori cultural promotion and economic development.
 - (d) Policy 5 is proposed to be amended to specifically include Māori as a group for which opportunities for employment growth will be created through the precinct provisions.

Social

- 9 As noted above, part of the vision is to establish an integrated and diverse community. The application of the Business – Mixed Use zone enables a residential focus for the land but also enables the opportunity to create employment, retail and other community and servicing activities integrated into the predominantly residential development.
- 10 The residential vision for the precinct is that a mix of social housing, a range of affordable housing, and full market housing will be provided. Over time it is expected there will be a diverse range of typologies. The combination of a mix of typologies and a range of price points is expected to help encourage a diverse community within the neighbourhood.
- 11 Similarly, there is a shared vision in respect of both quality access for all modes - cycling, pedestrian and vehicular access – as well as commitment to improved connectivity within and between the precinct and the adjacent neighbourhoods (which has been demonstrated in respect of the enabling works resource consents and delivery on these to date within the precinct).
- 12 These aspects of the vision are included within the objectives and policies of the precinct as proposed to be amended through the plan change. For example:
- (a) Objective 3 is proposed to be amended to specifically refer to providing for a variety of built form typologies.

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- (b) New Objective 13 seeks to provide for increased heights in appropriate parts of the precinct so as to provide greater housing choice, increase land efficiency, benefit from the outlook from the precinct, and create 'landmark' buildings in the north western part of the precinct.
- (c) Existing Policy 6 relates to encouraging a mix of residential lifestyles and housing typologies, with amendment to specifically refer to encouraging a high density residential community.
- (d) New Policy 14B seeks to provide for additional height in the central and northern parts of the precinct, recognising the topographical and locational characteristics of this part of the precinct, and the ability to provide greater housing choice, increase land efficiency, benefit from the significant views and outlook from the precinct, and leverage the proximity and amenity of Te Auaunga.
- (e) Key roading, walking and cycling connections are identified on Precinct plan 1.

Environmental

- 13 The precinct vision also seeks enhanced environmental outcomes in terms of stormwater management, erosion and sediment control, and the incorporation of environmental outcomes into the landscape.
- 14 These are set out in the objectives and policies in the plan change, and also recognised in the standards, and explicitly within the assessment criteria. For example:
 - (a) Objective 10(b) seeks that the environmental attributes of the precinct are protected and enhanced in its planning and development.
 - (b) Objective 10(c) seeks that adverse effects of the environment and existing stormwater, wastewater and road/s infrastructure are avoided, mitigated and remedied.
 - (c) Policy 10 enables subdivision and development that is compatible with and sensitive to the ecological qualities of Te Auaunga and the Motu Manawa Marine Reserve.
 - (d) Policy 14 requires proposals for new, or additions to existing, buildings, structures and infrastructure adjoining or adjacent to the significant ecological area of Te Auaunga to provide appropriate native landscaping and contemporary high-quality design, which enhances the precinct's built form and natural landscape.
 - (e) Specific stormwater standard I334.6.3 requires all subdivision and development to be consistent with an approved stormwater management plan.
 - (f) Proposed new matters of discretion relating to all new buildings at I334.8.1(1A) include provisions related to stormwater management, landscaping, and controls over built form.

Vision summary

- 15 There is a clear vision for the land. This is reflected in the objectives and policies of the plan change and is carried through into the activities, standards, assessment criteria and the Precinct plans themselves, noting that there are a wide range of matters which are beyond the scope of the Resource Management Act 1991 (RMA) which are also relevant to creating a new community at this location.

- 16 As noted above, the collective vision has already been used to inform the:
- (a) enabling works resource consents granted to the Marutūāhu Rōpū and the Waiohua-Tāmaki Rōpū (referred to in the plan change application) and associated delivery on these to date within the precinct; together with
 - (b) the Maungārongo resource consent 1, Maungārongo resource consent 2, and Wairaka Precinct Stage 1 fast-track consents recently approved under the COVID-19 Recovery (Fast-track Consenting) Act 2020.
- 17 The Council feedback does not ask for any more information on the various aspects of the existing vision. It is HUD's view that the relevant RMA planning aspects of the vision are set out within the plan change as lodged.

Masterplan

- 18 The master-planning of the precinct spans over the last decade and has included the preparation of two complete masterplans.
- 19 Oculus was originally engaged by Unitec and then the Wairaka Land Company between the years of 2013 to 2018 to form, in collaboration with Boffa Miskell, a masterplan for the land to meet the then growing tertiary education, business, residential and recreational demands.
- 20 This work informed the development of the operative Wairaka Precinct through the Proposed Auckland Unitary Plan process.
- 21 The relevant RMA aspects of that masterplan were distilled down into the current operative Wairaka Precinct provisions, including Precinct plan 1.
- 22 That distillation included:
- (a) identification of the key connections into the precinct, particularly the road interchanges along Carrington Road;
 - (b) the internal street network;
 - (c) the location and extent of public and private open space;
 - (d) the protection of key trees and ecological areas;
 - (e) connections to Te Auaunga (Oakley Creek) parkland and walkways;
 - (f) stormwater management;
 - (g) the location of a core retail area;
 - (h) cycleways and walkways;
 - (i) special yard setbacks from the southern boundary and Te Auaunga (Oakley Creek); and
 - (j) Carrington Road set back.
- 23 When the Crown purchased the land for housing, it worked with the three Rōpū to develop an updated masterplan, reflecting the new direction and intention for how the precinct was

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to be developed and incorporating the vision, values and principles of the Rōpū into the plan. A new masterplan was prepared by Grimshaw (Sydney) in collaboration with Boffa Miskell in 2019. That masterplan has been made publicly available and sits within the Ministry of Housing and Urban Development's website relating to the Carrington Road properties.¹

- 24 As with the original Oculus masterplan, the key RMA aspects have been distilled from the Grimshaw masterplan into the precinct provisions and Precinct plans as proposed to be amended through the plan change.
- 25 In particular:
- (a) The core entrances off Carrington Road have been confirmed (with a small refinement to the alignment of the Gate entrances).
 - (b) The cycleway and walkway network has been adjusted to reflect the new approach on the Unitec campus and expanded in the north to address the extended cycleway network.
 - (c) Stormwater management has been included within the plan change taking account of the Healthy Waters' more recent approaches to stormwater management.
 - (d) The open space network has been refined acknowledging the significant opportunity to substantially increase the area of public open space (subject to Council approval to acquisition).
 - (e) The different parts of the precinct suitable for different height of development have been carefully defined and included within the Precinct plan.
 - (f) The Carrington Road widening setback (8m width) is confirmed (and in fact these upgrade works, primarily for public transport, cycling and walking are now funded by the Crown).
 - (g) The Te Auaunga (Oakley Creek) set back is confirmed.
 - (h) The access to Te Auaunga (Oakley Creek) is protected. The access is built and the related section of formerly piped stream daylighted as an early establishment project.
 - (i) The southern yard is confirmed. The stone wall within this yard is also proposed to be retained as set out in the clause 23 response HH2.
- 26 The Grimshaw plan has also informed the urban design analysis and assessment by Boffa Miskell of the plan change (who were closely involved in that master-planning process), and the detailed assessment criteria proposed to be included in the precinct as part of the plan change.
- 27 Accordingly:
- (a) The key planning information is now reflected in the precinct provisions and Precinct plans themselves, as these are proposed to be amended through the plan change.

¹ A Reference Masterplan & Strategic Framework: Ngā Mana Whenua o Tāmaki Makaurau & Crown, Grimshaw, 4 February 2019. Available at: <https://www.hud.govt.nz/our-work/carrington-residential-development/>.

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- (b) That is all that is required and appropriate for this plan change stage. This is not a resource consent. No buildings are approved as part of this plan change application. It is not appropriate to seek the level of detail that would apply to a resource consent. In our view the key planning parameters are included within the precinct, and specifically Precinct plan 1. That should be the focus of this process.
- (c) There is no need to update the Grimshaw masterplan to incorporate the next level of detail, or to otherwise incorporate additional detail into the provisions.
- (d) Following the plan change process, if approved, the Rōpū will each develop their portion of the land in accordance with the amended precinct provisions and Precinct plans. Each Rōpū will be responsible for their own further detailed master-planning, design, planning and assessment. The assessment criteria set up the framework and level of information that is required to advance development of the precinct.
- (e) There is no need, and in fact it is counter-productive, to include a further masterplan within the precinct provisions themselves, and there is no consistent precedent for this approach in the Auckland Unitary Plan (Operative in Part) (*AUP*). Factors that influence the scale and characteristics of the development inevitably change over time and the timeframe for the development of the precinct as a whole is long. Communities' priorities, preferences and the approaches to the creation of communities evolve over time. Innovations such as the creation of car free living, higher rise living, remote working alongside access to private and public communal open space amenity, and true mixed use communities are evolving; fixed masterplans have the potential to limit innovation and should not be prescribed. The regulatory provisions therefore need to be sufficiently flexible to respond to change.
- (f) The established procedure used in the AUP for this is to set a series of objectives, policies, standards and assessment criteria which means that as individual development of key parts of the precinct proceed, they can be assessed against those provisions. The provisions enable development of the precinct in the knowledge of what the AUP is seeking but retain flexibility so individual developments can be assessed at the appropriate time.
- (g) This is the way the AUP operates across the city and has been applied in the preparation of this plan change. It is unreasonable and unnecessary to expect a further detailed masterplan(s) in contrast to the established approach under the AUP.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	OS1 and OS2
Specific request OS1	Please provide an analysis, utilising a methodology appropriate to the scale and density of built environment proposed, of the community infrastructure, including for example publicly accessible open spaces, sports facilities, pools, libraries, halls and educational facilities necessary to provide for the local community that will be enabled by the plan change.
Reasons for request OS1	<p>The open space analysis in the application focuses on explaining what <i>is to be</i> provided rather than what <i>is required to be</i> provided to meet the needs of the community. The community enabled by the changes proposed is a substantial one and, by the very nature of what is proposed, well beyond that envisaged by the current AUP provisions. The demographic nature and scale of that community requires a bespoke analysis of its community open space and community facility needs.</p> <p>Reliance should not be placed on Council's Parks and Open Space Acquisition Policy 2013 and Open Space Provision Policy 2016. This is a scale and density of development not envisaged by those policies.</p> <p>Note, however, that reference should be made to the Albert-Eden Sport and Recreation Facility Plan (2021) which provides a picture of the current provision and future demand for sport and active recreation facilities in the Albert-Eden area and identifies need for future facility provision. This report identifies a clear sport field shortfall in the Albert-Eden area. Also, one indoor facility has been closed down at Unitec campus due to the developments on the site.</p> <p>The analysis requested should be expressed in quantitative and qualitative terms – for instance the amount of land as well as the type of land and how it could / should be developed.</p> <p>The analysis should also detail where in the precinct needs will arise. For instance, the needs are likely to vary according to where varying densities of development are enabled, and whether the expected demographics within those areas may vary. Note that this geographically-specific analysis also relates to yield and location of yield RFIs under Planning - P1 below.</p>

This analysis will then inform what the plan change should contain as a management framework to ensure the analysis of needs can be met (see OS2). As an example, the analysis may show what the appropriate sizing is of a neighbourhood park, and whether more than one such park should be provided.

The analysis would be assisted, in more “real world” terms by reference to the recent three EPA resource consent applications, what typologies are being proposed there, what provision those applications make for community facilities and what they may rely on being provided in the wider precinct.

Specific request OS2

Please provide an analysis of how the community open space and community facility needs identified from RFI request OS1 above will be able to be satisfied under the precinct plan and other provisions proposed in the plan change.

The analysis should relate to the possible needs identified under the RFI in OS1, including in relation to various development types, expected demographics and locations.

Reasons for request OS2

It is noted that NPS UD Policy 2.2 requires urban environments to have good accessibility for all people between housing, jobs, community services, natural spaces, and open spaces, including by way of public or active transport. Under Policy 3.5 Availability of additional infrastructure local authorities must be satisfied that the additional infrastructure (including public open space) to service the development capacity is likely to be available.

The following provisions under the AUP RPS B2.7 Open space and recreation facilities are also particularly relevant:

B2.7.1. Objectives

(1) Recreational needs of people and communities are met through the provision of a range of quality open spaces and recreation facilities.

B2.7.2. Policies

(1) Enable the development and use of a wide range of open spaces and recreation facilities to provide a variety of activities, experiences and functions.

(2) ...

(3) Provide a range of open spaces and recreation facilities in locations that are accessible to people and communities.

(4) Provide open spaces and recreation facilities in areas where there is an existing or anticipated deficiency.

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Part 6.11 of the AEE refers to “The need to reflect the expanded scope of the residential development has prompted a reconfiguration of open space.” Depending on what the analysis sought under OS1 above concludes, a simple reconfiguration of space may be shown as not being sufficient.

If the intention is to provide a mix of public and privately owned and managed community open space and recreational facilities there needs to be an indication of what that mix may be. The public (or wider precinct / community) needs should be committed on the precinct plan, with other needs clearly specified in the provisions.

The application documents refer to private open space, and communal open space, however do not specify standards or any other explanation or provisions as to how this should be provided. For instance, Appendix 3 to Boffa Miskell’s Landscape Assessment refers to Pocket Parks, however also to these being “Voluntarily provided”.

The proposed provisions refer to satisfying open space needs, however it is not certain what the targeted provisions for community open space and recreational facilities should be, including within the different parts of the precinct. As an example, the tower developments in the north-western part of the site are more than 400m from the proposed neighbourhood park. Reliance appears to be placed on the northern park next to the Oakley Hospital but there is a question as to whether that park would or could function as satisfying the needs of the community in that part of the precinct.

Applicant response provided by

John Duthie of Tattico, and Rachel de Lambert and Matt Riley of Boffa Miskell

Applicant response

- 1 This response requests HUD address provision of the following community facilities:
 - (a) open space;
 - (b) sportsfields;
 - (c) parks;
 - (d) libraries;
 - (e) halls; and
 - (f) education.
- 2 It asks for a needs analysis and then a description of how the plan change delivers on those needs.
- 3 This response should be read in the context of the responses under P1 (Enabled Residential Yield) and P9/10 (Spatial Distribution & Vision), regarding what is intended to be achieved by the plan change, as well as responses under OS3 and OS4 which deal with the provision and extent of open space.

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- 4 In particular, in terms of yield, the analysis provided when the current provisions of the operative Wairaka Precinct were established identified the potential for 2,500 dwellings plus 1,000 units of student accommodation (with the majority of the student accommodation being single bedroom, but with some family accommodation).
- 5 This plan change provides for a total of 4,000-4,500 dwellings with a range of typologies and dwelling configurations of 1 to 4 bedroom dwellings. The net uplift therefore varies between 500 and 1,000 dwellings depending on the scenario, although there is a significant change assumed in the percentage of student accommodation and hence a reduction in 1 bedroom units.
- 6 This response is provided in terms of each of the requested topics within the clause 23 response, in the context of the 500 – 1,000 additional dwellings discussed above.

Open space

- 7 This part of the response should be read in conjunction with responses OS3 and OS4 on open space provision.
- 8 Open space includes land proposed for vesting in the Council for parks as well as land dedicated to stormwater management. Park areas are addressed under the subheading Parks below.
- 9 Precinct plan 1 as proposed through the plan change provides for a total of 10.3ha of land being set aside for open space, stormwater management, and roading. This represents 26.5% of the residential land parts of the precinct (i.e., excluding Unitec and the Mason Clinic). This excludes land required for the finer grained local road network, infrastructure, and any communal publicly accessible and / or private open space.
- 10 Considering open space alone, this proposal provides 5.1ha of open space across the 33.8 ha of the precinct available for development. This includes all Crown land (including Taylors laundry site) not intended to vest as open space, plus the land owned by Whai Rawa. This is all the land available for residential and mixed-use development. It excludes the Mason Clinic and Unitec sites. 4.3ha of the public open space offered for vesting has a primary recreation function and a further ~0.8ha will be vested with a primary stormwater function, whilst also affording open space amenity.
- 11 This is public open space proposed to be vested in the Council and therefore, should that be agreed, will be secured in perpetuity. This represents 15% of the precinct land available for development being set aside as public open space.
- 12 The clause 23 request references the following open space policies:
 - (a) Parks and Open Space Acquisition Policy (2013).
 - (b) Open Space Provision Policy (2016).
 - (c) Albert-Eden Sport and Recreation Facility Plan (2021).

- 13 The request states that reliance should not be placed on the Parks and Open Space Acquisition and Open Space Provision Policies as the scale and density of development is not envisaged by those policies. However, as set out above, the increase in scale of development enabled by the plan change is moderate: in the order of 500 – 1,000 dwellings. On the basis that these are policies are relevant to assessment of how open space is to be provided within the precinct, we have assessed these, and the Albert-Eden Sport and Recreation Facility Plan in turn below.

Parks and Open Space Acquisition Policy (2013)

- 14 The policy does not provide specific ratios for open space provision, instead it emphasises the importance of providing high-quality and accessible open spaces that meet the needs of the community. It states that changes to Aucklanders' needs and preferences will influence the location and amount of land that will need to be acquired for parks and open space.
- 15 This plan change has the potential to substantially increase the amount of public open space land within the precinct.
- 16 The current precinct provides for one neighbourhood park of some 3,000-5,000m² only.
- 17 The precinct is complemented by the Phyllis Reserve immediately south of the precinct, and the extensive Te Auaunga riparian corridor and associated walkway network. The plan change also does not identify private open space, which will supplement the extensive public open space provision.
- 18 This plan change will provide for 5.1ha of open space of which approximately 4.3ha is proposed to vest in the Council as public open space (subject to the Council accepting this) and a further ~0.8ha will be vested with a primary stormwater function, whilst also affording open space amenity.
- 19 This will substantially increase the amount of public open space within the precinct. This is more than an eight-fold increase in public open space between the existing Wairaka Precinct plan and the proposed Te Auaunga Precinct plan.

Open Space Provision Policy (2016)

- 20 The policy does not establish a specific target for the provision of open space in terms of a ratio of open space to population. Instead, it emphasises the importance of defining the purpose of each open space area to comprehensively consider the diverse opportunities and outcomes offered within the open space network. As a result, the provision metrics are determined based on a set of open space typologies that consider the function and/or scale of each specific open space.
- 21 The policy states that the assessment of open space provided in plan changes should address the following factors:¹
- (a) existing open space network in the area (function of existing reserves, distance to site);
 - (b) overall concept for the open space network;

¹ Open Space Provision Policy 2016, p39.

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- (c) plans identifying the proposed open space network, including typologies, approximate location, size of each open space;
- (d) assessment of the proposed network against the provision measures;
- (e) plans clearly demarcating public open space, esplanade reserve and green infrastructure areas that include the size and dimensions of each space and the extent of flood plains;
- (f) proposed funding and implementation mechanisms;
- (g) timeframes for implementation; and
- (h) demonstration of concepts and feasibility for significant open spaces, or in areas subject to constraints (steep topography, encumbrances, hazards).

22 In this regard:

- (a) Development within the precinct will integrate with Te Auaunga / Oakley Creek public open space network and Te Auaunga network and will integrate with the Phyllis Reserve.
- (b) Precinct plan 1 clearly identifies the location and extent of public open space.
- (c) All open spaces are of a usable size, shape, and contour to meet their functions.
- (d) All open spaces are clear of floodplains, apart from the ponds designed to manage stormwater, which are excluded from the open space area calculation, and the daylighted Wairaka Stream. There is an overland flow path in a small part of one park.
- (e) The open space has good topography and is clear of any physical encumbrances.
- (f) The open space has varied characteristics to provide for a range of different experiences and recreational activities.

23 The policy encourages developers to consider the specific needs of the community when determining the amount and type of open space to provide in the context of residential developments. Provision of a variety of different types of open space including parks, playgrounds, sports fields, and natural areas, is encouraged to ensure that the needs of different user groups are met.

24 This plan change:

- (a) Significantly increases the amount of public open space within the precinct (subject to Council accepting / agreeing the acquisition of such open space). The operative Wairaka Precinct provides one neighbourhood park of 3,000 to 5,000m². This plan change proposes (excluding open space set aside for a stormwater function) 4.3ha of public open space or 8.6 times the amount of public open space provided within operative Precinct plan 1. The operative Precinct plan 1 did provide for private open space. The plan change proposes a more extensive provision of public open space which is well distributed within the precinct.

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- (b) Provides for a variety of different open space functions and characteristics to enable a range of recreational experiences and amenity. This is more particularly elaborated on in responses OS3 and OS4 which address the potential function(s) of the different open spaces offered as public open space. The plan change includes areas that can be utilised for active play, or areas to kick a ball around, room for picnic and barbeque areas, ecological areas, walkways and more passive, informal landscape areas with extensive opportunities for seating, walking loops and the use of the open space network to pass through the site through connections with the street network.
- (c) The plan change integrates open space and heritage, including at the Former Oakley Hospital Building, where a complementary open space is provided for in front of the building, setting the building in its northern landscape curtilage, and providing opportunities for the public to appreciate the building from the park. The open space in front of the Former Oakley Hospital Building is immediately adjacent to the three new proposed residential tower sites in Height Area 1. This is an area of flat land, 6,891m² in area, and clear of any overland flow path. It provides high amenity open space strongly connected to the precinct's historic identity.
- (d) Similarly, the historic Pumphouse building has open space surrounds, including a reinforcement of its historic connections to water supply, with the daylighted Wairaka Stream and Te Auaunga access park connecting this area to the adjacent open space reserve lands. The Knoll park also provides a setting for Building 48 which remains within the Unitec campus but will retain its long-standing northern outlook to this public open space.
- (e) The open space provision reflects the topography and ecology of the precinct. Again, this is set out in more detail in responses OS3 and OS4.
- (f) This plan change provides for an extensive area of residential development enabling a range of housing typologies, assisting in the establishment of a diverse community. The open space provision provides for a range of different open space experiences to support the community.

Albert-Eden Sport and Recreation Facility Plan (2021)

- 25 The plan has a focus on accessibility, inclusivity, and community health and wellbeing.
- 26 The plan focuses on the provision of facilities that support physical activity and healthy lifestyles, and that provide opportunities for people of all ages and abilities to participate in sport and recreation.
- 27 In qualitative terms, the plan emphasises the importance of providing facilities that are accessible, inclusive, and that meet the needs of a diverse community. It also highlights the potential benefits of sport and recreation facilities for community health and wellbeing, and the importance of considering environmental sustainability and resilience in the development of new facilities.
- 28 This plan change:
 - (a) Provides for a variety of open space experiences.
 - (b) Provides open space areas that are geographically spread through the precinct and complemented by the existing Phyllis Reserve on the southern boundary.
 - (c) Provides important connections into Te Auaunga walkway network.

- (d) Provides a broad range of different experiences which will help in fostering inclusivity, community health and wellbeing.
- (e) Enables a range of activities that will provide for a variety of recreational pursuits, other than formal sportsfields.
- (f) Enables a scale of development and nature of open space which responds to the likely make up of the new community. It is not simply one offer but establishes the potential for a variety of recreational opportunities to suit community needs, different types of recreation and different personal preferences.
- (g) Provides open space areas that are accessible to the residents within the precinct and the wider general public, including as they are well connected via walkways to the surrounding residential neighbourhoods.
- (h) Provides direct formal access for the community east of Carrington Road through the precinct to Te Auaunga walkway network via the new consented public road network. These are the roads currently under construction pursuant to the backbone consent. This new road network is shown on Precinct plan 1.

Sportsfields

- 29 The Council's policy and overall sportsfield analysis identifies a shortage of sportsfields within the region generally including the western isthmus.
- 30 The Council's policy notes that as Auckland grows, that demand will increase. A certain percentage of the likely population of the new community will be involved in active sports.
- 31 There have been a number of discussions between HUD and the Council over open space as part of the precinct including whether sportsfields would be provided.
- 32 HUD does not support the provision of sportsfields at this location. The provision of sportsfields need to be resolved in terms of a regional network. To embed sportsfields in this location would have poor planning, urban design and community outcomes. Dedicated sportsfields, for obvious reasons, need to be restricted in terms of casual use by the community so that they are available for organised sports. They are also often access restricted outside these hours, to provide for grounds maintenance or protection.
- 33 A residential neighbourhood needs high use multi-purpose open space land that can be used for a variety of different functions focused on local community need. Regional sportsfields provide a degree of outlook amenity to open space for surrounding residents but they generally serve a wider population. Primarily they meet the sporting needs (depending on code) of a portion of the community. However they do not meet a community's broader multi-functional open space needs which, given the projected size of the future community at this location, means they are particularly challenging to provide. There are also difficulties at this location in terms of providing suitable access and carparking.
- 34 Clearly the Council needs to meet its sportsfields needs in key areas and provide for this regional network. However, HUD remains of the view that open space within Te Auaunga precinct should focus on serving the new community.

Parks

- 35 The existing Wairaka precinct provides for a 3,000-5,000m² neighbourhood park to service ~ 2,500+ dwellings envisaged for the Wairaka Precinct.

- 36 This plan change seeks to establish 4.3ha of public parks (subject to the Council agreeing to accept the vesting of this land) plus an additional ~0.8ha of amenity which will vest as a stormwater asset. The location, extent and function of this proposed parkland is set out in responses OS3 and OS4 and is not repeated here.
- 37 The open space represents a ratio of 1ha per 1,000 dwellings.
- 38 The provision of public open space for the intended population is appropriate to service the needs of the new community. The response provided under OS3 and OS4 demonstrates that the range of open space areas is intentionally diverse, i.e. to provide for the differing needs of the community. It has the potential to provide for formal playgrounds, informal play areas, landscaping, picnicking and access to an extensive public walkway network.
- 39 For completeness, it is recorded that the park or recreational facilities associated with the Mason Clinic are all internalised and provided for within that site. Similarly, Unitec provides for their open space and recreational needs of students within their facility, although obviously the students and staff are able to use all the public open space areas within the precinct and wider local area.

Libraries

- 40 The area is serviced by libraries at Mt Albert (St Lukes) and Avondale. The provision of libraries is a Council function. While 4,000-4,500 dwellings within the precinct is a material contribution to assisting and managing Auckland's growth, it is still a relatively small percentage of zoned growth within the Isthmus.
- 41 There is accordingly no proposal to provide additional library facilities within the precinct.
- 42 It is assumed the Council will set its community facilities development contribution policies to address any need for additional library facilities within the western isthmus.

Halls

- 43 The desire of members of the community to use hall facilities will be met in the normal manner through the hiring of available resources, either in the public, educational, or private sector.

Education

- 44 The wider area is serviced by two current primary schools, being Gladstone School on Carrington Road and Waterview School off Great North Road, which has been zoned to include the precinct and can be accessed across the Waterview bridge.
- 45 The Ministry of Education has forecast a future school within the precinct in its National Education Growth Plan 2019, however it has several options to increase its schooling network within this area.
- 46 The Ministry of Education is the appropriate agency to make these decisions. The Ministry does not rely on any Special Purpose: School zoning provisions as would a private school. The proposed zonings do not in any way compromise the Ministry's ability to establish a primary school within the precinct should that be their decision.
- 47 The Ministry has also advised HUD that there is sufficient capacity at Avondale College to meet the secondary education needs of the future community.

Development of community facilities within the precinct

- 48 In addition to the specific references above, more broadly, community facilities are enabled within the precinct in accordance with the relevant precinct and underlying zone provisions:
- (a) Informal recreation and organised sport and recreation are permitted activities within the precinct (A15 and A16) and more specifically community facilities, among other things, are permitted within the Historic Heritage Overlay (A3).
 - (b) A range of community activities are permitted in the underlying Business – Mixed Use zone that applies to a large part of the precinct (refer Activity table H13.4.1).

National Policy Statement on Urban Development and Regional Policy Statement assessment

- 49 The clause 23 request references relevant policies relating to open space under the National Policy Statement on Urban Development and B2.7 Open space of the Regional Policy Statement.
- 50 With respect to these policies, and as set out above and in the remaining open space clause 23 responses, the plan change provides for a significant level of open space with the potential to have a broad range of functions and enable a range of recreational uses to establish within the precinct.
- 51 The plan change facilitates access to the extensive walkway along the stream margins of Te Auaunga.
- 52 Open space is integrated into the development including management of reverse sensitivity issues.
- 53 Accordingly, HUD considers that the plan change gives effect to the policies referenced.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	OS3
Specific request	Please provide a clear delineation showing which areas of proposed open spaces are required / proposed for stormwater purposes and which areas are proposed for recreation purposes (neighbourhood, suburb and sports park).
Reasons for request	A clear distinction needs to be made in respect of the types of open space to be provided. For instance, drainage reserves should be shown as such on the precinct plan and should take into account existing or potential flood areas (reference the Wairaka Precinct SMP). Note, in that respect, that Figure 8.1 in the Applicant's Wairaka Precinct: Stormwater Management Plan prepared by MPS Ltd (part of the lodgement document bundle) shows a considerable reduction in flooding-affected areas. As part of the response to this RFI confirmation is sought that this accurately reflects the potential for flooding on proposed open space land that is identified as subject to flooding on the council's GIS so that the council can objectively assess its suitability for potential acquisition for open space purposes.
Applicant response provided by	John Duthie of Tattico, Rachel de Lambert of Boffa Miskell and Phil Jaggard of MPS

Applicant response

- 1 There are five open space areas identified within the proposed Precinct plan 1. Of these, four have open space, landscape and amenity functions and one has a stormwater function.
- 2 The parks' functions and overland flow characteristics are identified below.

Northern park
- 3 This 6,891m² open space sits north of the Former Oakley Hospital Building.
- 4 It has an open space amenity and landscape function.
- 5 It is not impacted by overland flow paths.
- 6 It has no stormwater function.

Central open space

- 7 The 9,797m² Central open space functions as open space.
- 8 It does not have any stormwater function.
- 9 The Council's GIS shows the western area of the precinct is subject to overland flow paths.
- 10 Overland flow paths will be reduced by focusing overland flow into the road corridors approved under the existing backbone consent, but there will remain some but limited impact at the north western part of the precinct, as addressed further in the stormwater impacts section of this response below.

Te Auaunga access park

- 11 This is the 3,246m² open space that gives access from the central Spine Road to Te Auaunga walkway.
- 12 Its function is open space, riparian planting, access, and amenity.
- 13 It does include the recent daylighting of the Wairaka Stream at the eastern end of this area of open space. Clearly that has a stormwater function in that it is a natural stream carrying both spring water and stormwater. However, this was an underground culvert daylighted for cultural, landscape amenity and ecological reasons. It has been significantly enhanced and provides ecological improvement, amenity and a high-quality landscaping to this area. The entire 3,246m² of this open space, which is adjacent to the stream, is considered as having an open space rather than stormwater function.
- 14 An overland flow path is accommodated within the daylighted Wairaka Stream.

Knoll park

- 15 This 14,707m² area has an open space and landscape function. It lies south of the Pumphouse between Farm Road and the Spine Road. It is close to the Central open space providing good open space linkage.
- 16 The character of this park is varied. At the eastern edge is the Wairaka Stream. This carries spring water and stormwater from the upstream puna (spring) and ponds. It rises to a small ridge before falling to the west. It is heavily treed on the eastern side and atop the knoll. The western side of the park is adjacent to the Spine Road and vacant grassed land with gentle slope.
- 17 The Wairaka Stream is kept in its existing / natural state and is considered to have significant landscape amenity.
- 18 With that exception, there is no other stormwater function in Knoll park.
- 19 There is one minor overland flow path through this open space area in the south eastern corner, refer to the maps provided as set out in the stormwater impacts section of this response below.

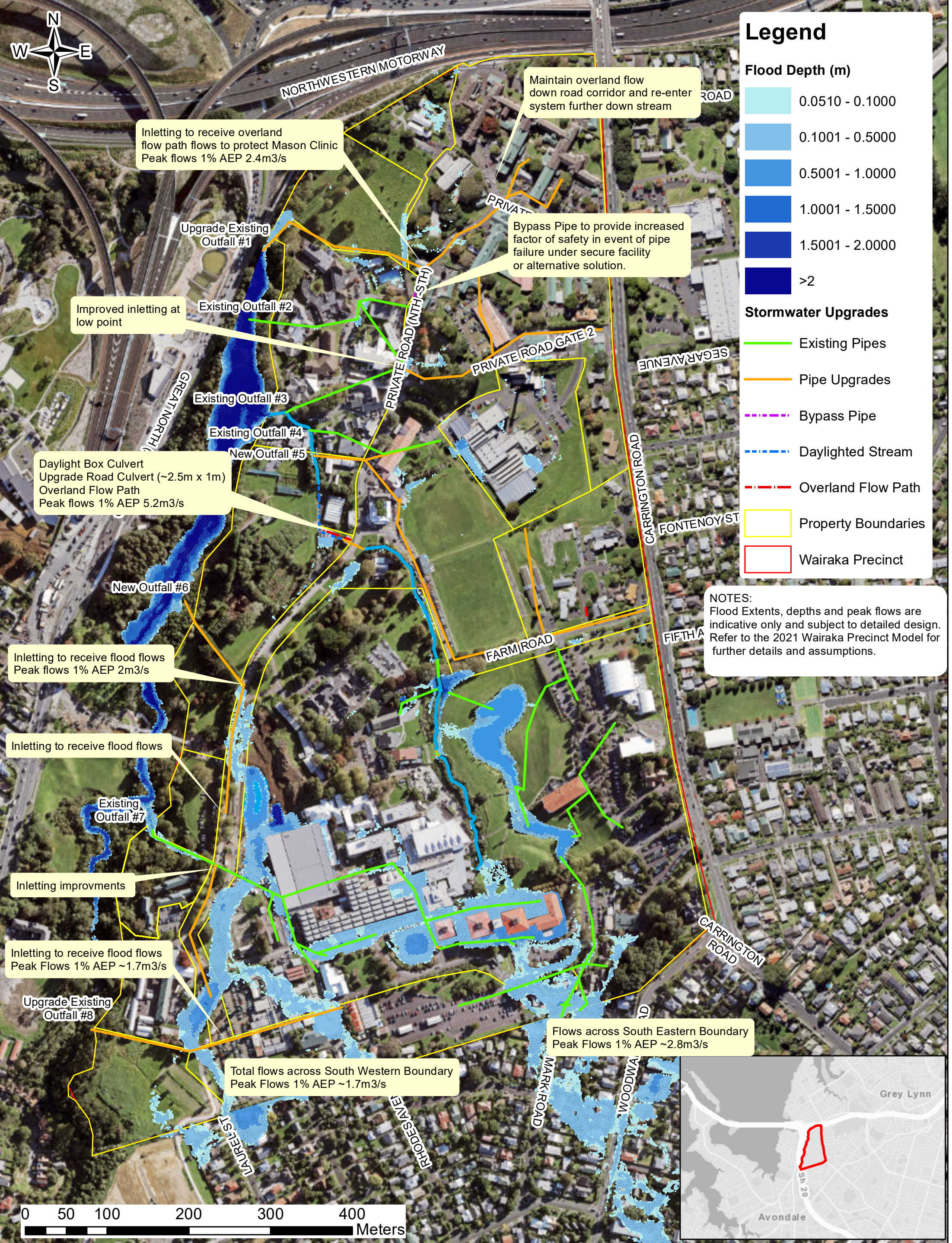
Southern open space and park

- 20 This area has a dual function. Approximately one third of the open space encompasses artificial ponds which treat stormwater from the land adjacent to Carrington Road and the upper end of Woodward Road, and housing adjacent which discharges stormwater to the road gutter line.
- 21 While the pond itself is considered to provide a stormwater function, it also creates a good amenity to the area due to the high quality landscaping and open water space of the pond itself.
- 22 On the western and northern side of the pond is a significant grassed area. It has a gentle slope, and provides landscape amenity and opportunities for habitation. It is suitable for passive open space.
- 23 The open space area has no stormwater function. The area that drains the pond and the Wairaka Stream itself are subject to localised overland flow and a flood plain. This area is largely outside of the land owned by the Crown, via HUD, and is associated with the Unitec culvert.

Stormwater impacts

- 24 To provide clarity in respect of those areas of the precinct that will be subject to flooding, we have provided two maps from the Wairaka Precinct Stormwater Management Plan (*SMP*) (provided with the application) appended to this response as **Appendix A** and **Appendix B**. The map in Appendix A shows the future predicted flood plain extents once the precinct is fully developed, and the map in Appendix B shows the existing situation. The map in Appendix A does not show all overland flow paths but does show where surface water is expected to exceed 5cm. It also does not include the new swale drain approved under an early works consented located at outfall 6 that will have surface water within the channel during rainfall events. These maps were included in the *SMP* approved by Healthy Waters and the Council. In addition, the model used to predict flooding was reviewed and signed off by Healthy Waters.
- 25 The swale at outfall 6 replaces what was a piped solution and is now constructed in the same location as the earlier proposed pipe solution. Being a daylighted channel it has an increased capacity over a piped solution with flooding being contained within the channel dimensions. With future connections this will have a positive effect on the predicted flood plain extent within the precinct. It remains consistent with the approved *SMP*.
- 26 It should be noted that the flood modelling shown in Appendix A does not represent the final landform which will change as development progresses, and is therefore not known at this time. For example, the flood extents shown around Taylors Laundry and near Building 28 will likely disappear as the land is recontoured and filling of the localised depressions is completed to create the desired landform. It is therefore not appropriate to identify final areas for e.g. drainage reserves on Precinct plan 1 at this stage, with areas to be determined as development progresses through the resource consent process.

- 27 Through redevelopment (as per the approved SMP), overland flow is to be concentrated within existing stream and water course corridors and within road corridors, with key sections of the network providing inlet and conveyance capacity for the 100-year event to completely remove surface flooding. Some sheet flow in parks may occur in extreme events but this is unlikely to be a significant area of concern/risk due to the very shallow depth (<5cm) and this occurs for short periods of time when rainfall exceeds the infiltration capacity of the soils.
- 28 The clause 23 request refers to land that is identified as subject to flooding within the Precinct on the Council's GIS. The Council's flood plains are incorrect in Geomaps as they are based on an old Council model that does not include the existing extensive private stormwater network or the newly constructed swale drain at outfall 6. The Council's GIS therefore incorrectly shows flooding that is worse than the existing situation (refer Appendix B).



**WAIRAKA PRECINCT
STORMWATER MANAGEMENT PLAN**

DATE: 29 APRIL 2021

DRAWN: PJ

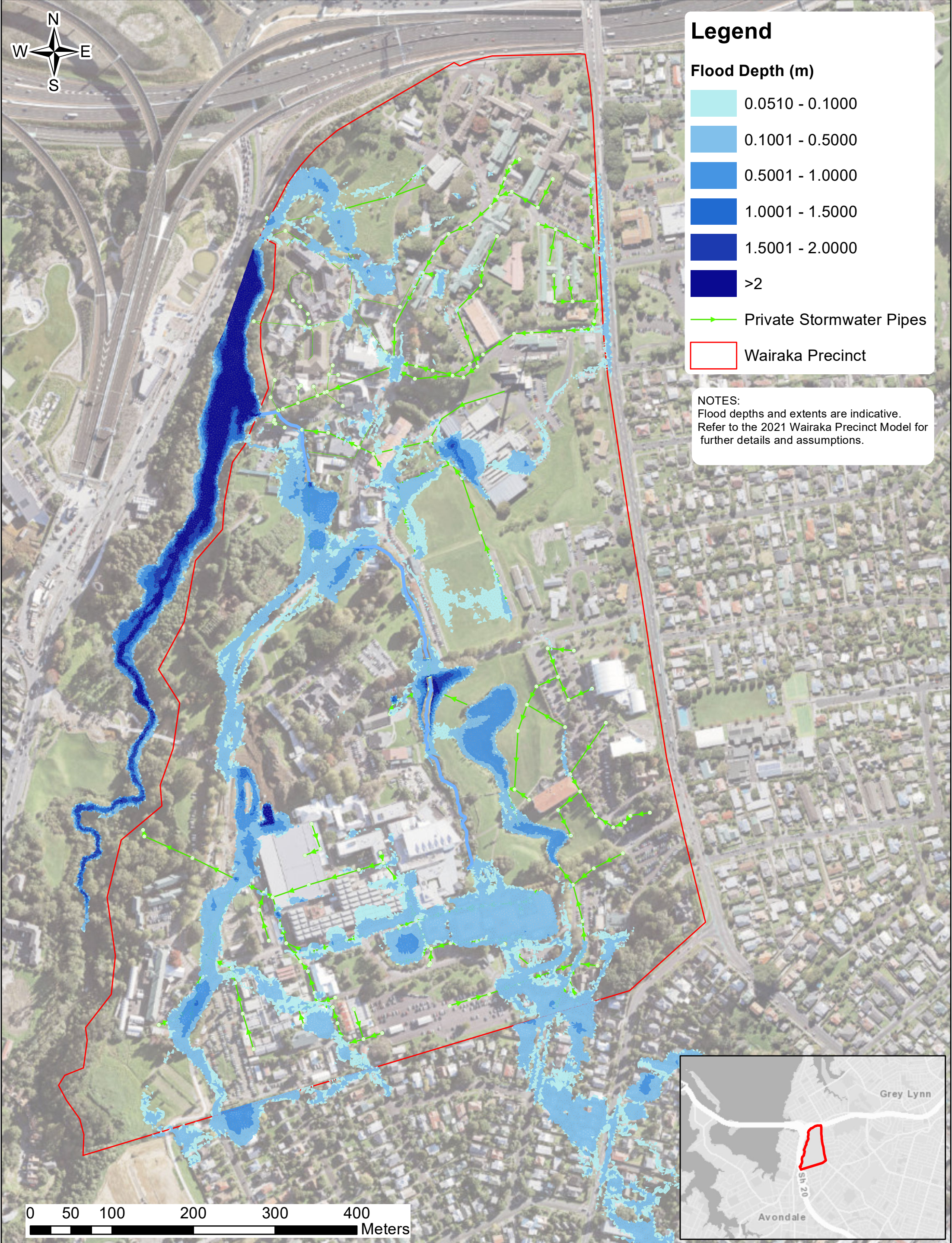
CHECKED: SM

SCALE (A3) 1:4,000

**PROPOSED UPGRADES TO THE
STORMWATER NETWORK**

FIGURE 8.1

While every care is taken by MPS Limited to ensure the accuracy of the digital data, MPS Limited makes no representation or warranties about its accuracy, reliability, completeness, suitability for any particular purpose and disclaims all responsibility and liability (including without limitation, liability in negligence) for any expenses, losses, damages (including indirect or consequential damage) and costs which may be incurred as a result of data being inaccurate in any way for any reason. Electronic files are provided for information only. The data in these files is not controlled or subject to automatic updates for users outside of MPS Limited.



Legend

Flood Depth (m)

- 0.0510 - 0.1000
- 0.1001 - 0.5000
- 0.5001 - 1.0000
- 1.0001 - 1.5000
- 1.5001 - 2.0000
- >2

- Private Stormwater Pipes
- Wairaka Precinct

NOTES:
 Flood depths and extents are indicative.
 Refer to the 2021 Wairaka Precinct Model for further details and assumptions.

**WAIRAKA PRECINCT
 STORMWATER MANAGEMENT PLAN**

DATE: 25 FEBRUARY 2021 DRAWN: PJ

CHECKED: SM

SCALE (A3): 1:4,000

**EXISTING FLOODING
 CURRENT NETWORK**

100 YEAR ARI

FIGURE 4.2

While every care is taken by MPS Limited to ensure the accuracy of the digital data, MPS Limited makes no representation or warranties about its accuracy, reliability, completeness, suitability for any particular purpose and disclaims all responsibility and liability (including without limitation, liability in negligence) for any expenses, losses, damages (including indirect or consequential damage) and costs which may be incurred as a result of data being inaccurate in any way for any reason. Electronic files are provided for information only. The data in these files is not controlled or subject to automatic updates for users outside of MPS Limited.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	OS4
Specific request	Please demonstrate how the principles of the council's Open Space Provision Policy will be met with regards to preferred characteristics of neighbourhood parks including road frontage and visibility, flat areas, area for play and landscaping.
Reasons for request	The provided information will contribute into shaping a better understanding of the existing open space network and the necessity for it to expand or transform (change in number, size, and function). This will then enable a determination as to whether the capacity and the quality of the open spaces will be sufficient in the changing character of the area.
Applicant response provided by	John Duthie of Tattico and Rachel de Lambert of Boffa Miskell
Applicant response	
1	The Council has requested an assessment of the open space provision at Te Auaunga against the open space provisions policy including in regard to: (a) road frontage; (b) visibility; (c) land contour; (d) suitable play area; and (e) landscaping.
2	The analysis below analyses the five areas of open space identified in the OS3 clause 23 response against these criteria.
3	The fifth area relates to the open space area currently being used for stormwater management, being the artificial ponds, which has open space adjacent. The ponds themselves have a stormwater management function rather than open space function, albeit they do have landscape amenity benefits. However, for the purposes of this private plan change request, that pond area is outside of open space provision. The open space adjacent, however, does not have a stormwater function. They are outside most flood levels and provide useable open space that contribute to the network and amenity within the precinct.

Northern park

- 4 Size and potential functions: This is a 6,891m² triangular-shaped site. Potential functions are set out in the OS3 clause 23 response. The regular triangular shape does not compromise the useable open space which is oriented to the frontage of the Former Oakley Hospital Building. The size of the park also creates a significant flat area of public open space. The site is suitable for informal recreation activity and forms a desirable pedestrian entry / exit to the precinct in a location which is well connected to Point Chevalier, as it was historically.
- 5 Contour: This land is essentially flat with a good level contour supporting a range of informal recreational use.
- 6 Road frontage: This triangular-shaped site has full road frontage to Carrington Road. With the Carrington Road widening and other enhancement of this area, the open space is likely to have increased visibility to Carrington Road.
- 7 In addition, the northern boundary of the open space fronts the Northwestern Cycleway which is a highly public through route, and provides many of the same functions of a road in terms of public access and Crime Prevention Through Environmental Design (*CPTED*).
- 8 Visibility: This open space will have high visibility on all frontages. As stated above, the open space has good visibility from Carrington Road and from the Northwestern Cycleway. The Former Oakley Hospital Building faces north onto this open space, and so has the potential to also provide good passive surveillance and overlooking.
- 9 Play area: The OS3 clause 23 response addresses the potential functions of this open space. In summary, it has the potential to provide an informal gathering, seating, picnicking, relaxation space. Part of the enjoyment of the area also includes appreciation of the Former Oakley Hospital Building. It is an important link both visually and physically between the Point Chevalier town centre and the precinct. The opportunity for cafés and community facilities linking back to Point Chevalier as well as to the new urban community within the precinct has also been identified.
- 10 Landscaping: The landscape has been modified from that encompassed in the original layout of the Former Oakley Hospital Building curtilage. Trees and the existing open space layout can be modified and enhanced, while retaining landscape features of value to the amenity of the open space. There is the potential to enhance the axial path oriented to the primary building entry and so enhance the heritage sense of place.
- 11 Shape factor: The shape factor for this open space is triangular. Its shape is determined by existing features being Carrington Road, the North-Western Motorway alignment and the Former Oakley Hospital Building. Essentially the shape is a consequence of actions in the 1960s, being the formation of the North-Western Motorway and the motorway interchange.
- 12 Land contamination: The HUD lands have been subject to a Preliminary Site Investigation (*PSI*) and Detailed Site Investigation (*DSI*) as set out in the P7 clause 23 response. This land has no known contamination.

Central open space

- 13 Size and potential functions: This is an approximately 1ha rectangular-shaped area of land with a connection back to the Spine Road. The potential functions are set out in the OS3 clause 23 response . This is a large area of open space suitable for informal active recreation, such as kick-a-ball areas, playgrounds, barbeque areas, seating etc.
- 14 Contour: This land is effectively flat.
- 15 Road frontage: The Central open space has a 39.5m wide access off the primary Spine Road. It also has at least 53m in frontage to Park Road.
- 16 Visibility: This open space area is connected to two street frontages and will likely be surrounded on all four sides by future urban development, predominantly housing. As a large open space area, there will likely be significant buildings facing east and west across the open space. Even those facing south will have views across the park and to the Waitākere Ranges. As development proceeds, these buildings will be able to provide good passive surveillance and therefore good CPTED outcomes.

In the short term, land to the east of the park will be occupied by the Taylors Laundry site. That 2.5ha site has been purchased by the Crown for inclusion in the precinct's development once the lease expires or is relinquished, aligning the provision of this open space with the future residential population.

- 17 Play area: This open space has the most potential for informal active recreation including contemporary play amenities for a range of ages. It is a large flat area of land eminently suitable for informal active recreation activity. As stated in the OS3 clause 23 response, while a portion of this area is subject to an overland flow path this derives from a very small catchment. Furthermore it will be able to be managed through the redevelopment and stormwater upgrade process to place most overland flow on roads or other appropriate management methods.
- 18 Landscaping: A substantial proportion of this area of open space is currently grassed. As with the other areas identified in this response, the land will vest in the Council subject to agreements over Council accepting the vesting and normal land value considerations.
- 19 Shape factor: This is a large, essentially rectangular, centrally located, area of land with a further rectangular connection to the Spine Road.
- 20 Land contamination: The HUD lands have been subject to a PSI and DSI as set out in the P7 clause 23 response. This land has no known contamination.

Te Auaunga access park

- 21 Size and potential functions: This 3,246m² open space area primarily provides for the daylighting of the Wairaka Stream (partially complete), the native species riparian and amenity planting beside it, and a pedestrian access / walkway connecting the precinct down into Te Auaunga walkway and Creek.
- 22 Contour: The land is mostly flat, although it also includes the formed, naturalised, channel of the daylighted portion of the Wairaka Stream, and the western end of the site slopes down naturally into the Te Auaunga / Oakley Creek valley.

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- 23 Road frontage: The eastern end of the open space adjoins the main Spine Road connecting the open space to the pedestrian network within the precinct.
- 24 Visibility: The open space area has frontage to the Spine Road, and faces west to Te Auaunga . High levels of pedestrian through access can be expected consistent with its function, with future residents expected to regularly access the amenity of Te Auaunga and its wider open space connectivity.
- 25 Play area: This site is not intended to function as a formal or informal play area. Rather, that activity can be provided on the closely adjacent Central open space. This open space provides pedestrian connectivity and ecological enhancement of a culturally significant waterway.
- 26 Landscaping: This site has recently been extensively landscaped with planting associated with the daylighting of the Wairaka Stream and walkway already built. The Wairaka Stream riparian margins have been landscaped to a design by Boffa Miskell incorporating ecological / waterway restoration, habitat creation and amenity planting. As this vegetation matures it will provide a high quality public open space environment. Te Auaunga walkway already benefits from mature trees and restoration plantings within the valley. The interconnecting walkway has also been formalised and landscaped as an integral part of open space area under the current early works (Wairaka stream daylighting) consent (BUN 60373075).
- 27 Shape factor: The site has, by virtue of its stream corridor and walkway function, a relatively linear, elongated shape with a lateral connection at the west to connect to the existing Te Auaunga walkway, and a triangular shape at the eastern end to accommodate the daylighted Wairaka Stream.
- 28 Land contamination: The HUD lands have been subject to a PSI and DSI as set out in the clause 23 P7 response. This land has no known contamination.

Knoll park

- 29 Size and potential functions: This is a 1.57ha area of open space. The potential functions are set out in the OS3 clause 23 response but essentially it is suitable for passive recreation given the mature treed nature of the open space.
- 30 Contour: This area of open space is part of a minor ridge and knoll that runs parallel to the Wairaka Stream. The open space rises up from the Wairaka Stream as it turns towards Te Auaunga / Oakley Creek on both its eastern and northern frontages, culminating in a small well-treed knoll. The landform also drops down to the west incorporating a flat area adjoining the Spine Road.
- 31 Road frontage: This area of open space has an extensive road frontage to the east – Park Road (part of Farm Road), and west – Spine Road giving it good accessibility and presence within the future community.
- 32 Visibility: The land has high visibility from both Park Road and the Spine Road, as well as the Unitec campus. It will also be visible from the Pumphouse which is intended to be adaptively reused. It has good passive surveillance from both established streets and from future areas of urban development. It adjoins the Unitec campus at its high point, where there is a carpark and a historic building used for teaching, and is currently used by the campus for informal recreation, which is expected to continue.

- 33 Play area: This is an area with the potential to provide for walking, sitting, nature observation, picnicking and informal nature play in amongst the large trees and sloping ground. The western end also provides a flat area with the potential for an active playground should the Council determine that in the future, although the topography generally lends itself to more informal arrangements.
- 34 Landscaping: This area has always been identified as having ideal qualities for public open space because of its extensive and mature treed character, the variety of different tree species and associated established amenity. A number of these trees are 'protected trees' as shown on Precinct plan 2 and this area also contains the only notable group of trees in the precinct (ID 173) scheduled under the Auckland Unitary Plan (Operative in Part) and subject to the Notable Tree Overlay provisions. It provides a high quality landscape amenity with immediate effect. Supplementary planting and landscaping, such as the provision of paths, could occur in the future.
- 35 Shape factor: The area has an irregular polygon shape factor reflecting the current vegetation layout and road and land ownership alignments. The topography also affects the perception of the area with the sloping ground adding diversity to shape.
- 36 Land contamination: The HUD lands have been subject to a PSI and DSI as set out in the P7 clause 23 response. This land has no known contamination.

Southern open space and park

- 37 Size and potential functions: This is a 1.474ha open space area. About a third of the land is an artificial high amenity stormwater ponds. The rest of the land to the west creates a large open space amenity. The pond has the potential for walkways along its edge to improve its recreational amenity. The potential functions are set out in the OS3 clause 23 response but essentially it is likely most suitable for passive recreation.
- 38 Contour: This area of open space has a gentle to moderate east facing slope. The pond sits in a depression in the landform.
- 39 Road frontage: This open space has frontage to Farm Road on its northern boundary.
- 40 Visibility: The land has high visibility from the Unitec campus and the future development to the east. It is also visible from Farm Road. It has good passive surveillance from future areas of urban development as well as from the campus. It adjoins the Unitec campus and is currently used by the campus for informal recreation, which is expected to continue.
- 41 Play area: This area has the potential for uses such as walking, sitting, nature observation, picnicking and informal play. The pond contributes a high amenity and diversification of the range of open space character within the precinct.
- 42 Landscaping: This area provides a high quality landscape amenity with immediate effect. The pond was established in the 1990s. It is now a mature planted area. The open space is currently grassed, and suitable for informal recreation and increased levels of planting, complimented by the landscape of the pond. It also adjoins the Wairaka Stream corridor on its eastern boundary, which is a culturally significant waterway, surrounded by a range of native plantings.
- 43 Shape factor: The site has an irregular polygon shape factor reflecting the current wetland and surrounding uses.

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- 44 Land contamination: The HUD lands have been subject to a PSI and DSI as set out in the P7 clause 23 response. This land has no known contamination.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Minister of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question OS5

Specific request The proposed increase in height of the buildings is beyond the permitted baseline of the AUP. Please provide an assessment of the potential effects of adjoining development (including shading effects) and confirm how the effects on adjacent open spaces could be mitigated.

Reasons for request The adverse effect of the infringed height of the building on the open spaces including shadowing and visual dominance should be clarified, and mitigation possibilities outlined.

Applicant response provided by Matt Riley, Boffa Miskell

Applicant response

- 1 This clause 23 response first describes those parts of the precinct in which increased maximum building height is proposed and the location of open space in relation to those areas. This is followed by an assessment of potential effects on adjacent open spaces, including shading and adverse visual effects.
- 2 In summary:
 - (a) The plan change makes no change to the maximum building heights currently enabled by the operative Wairaka Precinct over the majority of the precinct, with locations in which increased height is proposed being limited to discrete parts of the precinct.
 - (b) Potential adverse effects from additional shading from these increased height areas on adjacent open space are very low to low, due to a combination of factors including distance of the open space from the height area, position of the open space relative to the height area, the extent of shading already enabled by the operative Wairaka Precinct's planned multi-storey built form, and a building setback applying from the adjoining Open Space – Conservation zoned Te Auaunga / Oakley Creek.
 - (c) The proposed additional height will not be visually dominant on adjacent open space due to the above factors, and within the context of the multi-storey buildings currently enabled within the precinct. Proposed matters of discretion for new buildings will further assist in reducing any potential adverse visual effects on the open spaces of the additional height through consideration of the design and appearance of building facades and form.

Locations of proposed increased maximum building height

- 3 The plan change largely maintains the permitted height enabled by the operative Wairaka Precinct, which over the majority of the precinct is 27m. The plan change proposes to increase maximum building heights above those currently enabled in discrete parts of the precinct. These are shown in **Attachment 1** and described below:
- (a) *Height Area 1*: The maximum building height is proposed to increase in this area to 35m, except that three buildings may exceed this height: one building up to 43.5m, one building up to 54m and one building up to 72m. Height Area 1 (*HA1*) is at the northern end of the precinct.
 - (b) *Height Area 2*: The maximum building height is proposed to increase in this area to 35m. Height Area 2 (*HA2*) is applied in two parts of the precinct:
 - (i) One location is directly to the south of HA1 and extends south over the area currently occupied by Taylors Laundry. For the purposes of this response, this area is called 'HA2 North.' The operative height in HA2 North is 27m.
 - (ii) The other location is directly to the south of the Mason Clinic Plan Change 75 area and adjoins the precinct's western boundary with Te Auaunga / Oakley Creek. For the purposes of this response, this area is called 'HA2 West.' The operative height in HA2 West is 27m in its northern half and 16m in its southern half (zoned Terrace Housing and Apartment Building (*THAB*)).

Location of open space

- 4 Open spaces adjacent to HA1, HA2 North and HA2 West are described below:
- (a) *Northern park*: This is to the north-east of HA1, separated from it by the Former Oakley Hospital Building.
 - (b) *Central open space*: This is to the south-west of HA2 North, adjacent to the existing Taylors Laundry buildings.
 - (c) *Te Auaunga access park*: This is proposed to provide access between the precinct and Te Auaunga / Oakley Creek. It is at the northern end of HA2 West.
 - (d) *Knoll park*: This is to the east of HA2 West, on land on which there is an existing grove of mature specimen trees. It is separated from HA2 West by part of the required road network.
 - (e) *Te Auaunga*: The creek, which has Open Space – Conservation zoning, borders the precinct to the direct west of HA2 West. Adjoining Te Auaunga / Oakley Creek is an area of Open Space – Informal Recreation zoned land which fronts to Great North Road.
- 5 The location of these open spaces is shown in Attachment 1 to this response.

Assessment of effects

Northern open space

Shading effects

- 6 Updated shading diagrams provided as part of the response to Council's clause 23 queries model shadow cast by the maximum building envelopes enabled by the operative precinct provisions and also as proposed by the plan change provisions from 9am – 5pm, at two hourly intervals, on the Winter Solstice, Spring Equinox and Summer Solstice. These diagrams show no shadow cast on the Northern park from the proposed three buildings in HA1 above 35m in height. Amenity effects from shadow cast by the proposed additional height in HA1 on the park are therefore nil.

Visual effects

- 7 The view from the Northern park south-west to HA1 would be to a group of taller buildings some 80m from the open space behind the Former Oakley Hospital Building. These would be more visually prominent as seen from the open space than the 27m high buildings currently enabled by the operative Wairaka Precinct in this area. However the modulation of overall massing and scale of the buildings (through stepping of maximum heights: 43.5m, 54m and 72m); the distance they will be viewed from; the foreground view to the Former Oakley Hospital Building; and the extensive matters of discretion proposed that relate to the design and appearance of new buildings (I334.8.1(1A) and (1B)), which will further articulate and add visual detail and interest to the buildings, mean that they will not be visually dominant as seen from the Northern park, nor out of context within the anticipated urban character already enabled in the area.

Central open space

Shading effects

- 8 The Central open space is an approximately 1ha / 70m wide area of existing open space. The 'Te Auaunga Precinct Open Space Proposals' document attached to the Assessment of Landscape and Visual Effects report identifies this space as offering the opportunity to provide for informal recreation.
- 9 The operative Wairaka Precinct enables multi-storey buildings (7-8 floors) up to 27m in height to be built adjacent to the Central open space. This currently enabled bulk adjacent the open space is retained by the plan change except for along the north-eastern boundary with the open space where 35m high buildings (10 storeys) in HA2 North are enabled. Along the eastern side of the Central Open Space, the 35m height area is set back from it by up to 50m behind the operative 27m height area.
- 10 The shading diagrams show that within the Central open space area in the proposed precinct and the equivalent area of open space in the operative precinct a similar extent of shadow is cast over the open space by enabled building bulk throughout the year. While there is some additional shadow cast over the open space by plan change proposed bulk on the Summer Solstice, this is limited to early and later in the day.
- 11 Overall, and within the context of the reasonably large size and width of the open space, adverse effects of any additional shading on the Central open space from the height proposed in HA2 North are considered to be very low.

Visual effects

- 12 Noting the highly urban scale buildings (7-8 storeys / 27m) currently enabled by the operative Wairaka Precinct directly adjoining the Central open space, buildings of an additional 2-3 storeys (10 storeys / 35m) will not be a significant change to the viewing environment from within the open space. The general setback of the proposed 35m height area from the open space (i.e. set behind currently enabled 27m height areas) will mean that the additional height will not be overly prominent, with the extensive matters of discretion proposed for new buildings (I334.8.1(1A)) further reducing any scale related effects through Council retaining control on matters including articulation of building form and facades. Overall, this combination of factors means that the additional 2-3 storeys of height proposed within HA2 North as seen from the Central open space would not be visually dominant.

Te Auaunga access park

Shading effects

- 13 Multi-storey buildings of up to 27m height are currently enabled along the southern edge of the proposed Te Auaunga access park by the operative Wairaka Precinct. The plan change enables an increase in building height to 35m (an additional 8m / 2-3 storeys in overall building scale) in this area. As shown by the updated shading diagrams, the generally southern placement of potential 35m high buildings relative to the open space results in a Te Auaunga access park being largely in sun throughout the year, with shadow limited to the eastern extent of the open space at 9am on the Winter Solstice. Resulting shading effects on the amenity of the access park are considered to be very low.

Visual effects

- 14 The additional height proposed in HA2 West is not considered to be visually dominant on users of Te Auaunga access park. As noted, the operative Wairaka Precinct enables 7-8 storey (27m) buildings to be constructed directly adjoining the open space. This is already a very urban scale. Furthermore, pedestrians' awareness of an additional 2-3 storeys above this would be limited by the direct proximity of the buildings to the space.

Knoll park

Shading effects

- 15 Knoll park is to the east of HA2 West. The plan change proposes to increase maximum building height in HA2 West to 35m from the operative 27m in the northern half of the area. Separated from the height area by the precinct's Spine Road (part of the required road network) and the existing Pumphouse building (a distance of up to 70m), and with reference to the updated shading diagrams, adverse amenity effects on the park from additional shading cast by this extra height are considered to be very low.
- 16 In the southern half of HA2, the plan change proposes to increase maximum building height from the operative 16m to 35m. Separated from this area by the Spine Road, adverse amenity effects on the park from additional shading cast by this extra height are considered to be low.

Visual effects

- 17 The increase in maximum building height in HA2 West to 35m will result in an increase in the visual prominence of built form as experienced by users of Knoll park. Given the intensified urban environment already enabled within the precinct, this increase is considered not to be visually dominant or out of context.

Te Auaunga Creek – Open Space Conservation zone

Shading effects

- 18 The three buildings above 35m in height in HA1 will not cast shadow on the Open Space – Conservation zoned land / Te Auaunga / Oakley Creek adjoining the precinct to the west except for at the very northern end of this open space at 9am on the Winter Solstice (refer shadow diagrams in Attachment 2 to the UDA). The effects of this on the open space are assessed at section 5.2.4 / page 30 of the UDA. The assessment notes the shadow moves quickly off the open space and concludes that overall effects on its amenity are very low.
- 19 The updated shadow diagrams show the additional building height proposed in HA2 West do not cast new shadow on the adjacent Open Space – Conservation zoned land / Te Auaunga Creek corridor (nor the Open Space – Informal Recreation zoned area of land along Great North Road which adjoins Te Auaunga / Oakley Creek), except for a very small area of shadow on the Creek at 9am. Given shadow already cast by the Te Auaunga / Oakley Creek’s position in a low lying valley and extensive tree canopy within it, the new shadow – which moves quickly off the area - is unlikely be perceived by users of the open space. Any amenity effects on the open space from this additional shadow are very low.

Visual effects

- 20 The view from people walking along the path network alongside Te Auaunga / Oakley Creek within the Open Space – Conservation zoned land towards HA2 West would be to higher ground largely screened from view by existing trees within the open space. This, and the plan change’s retention of the operative Wairaka Precinct’s required minimum 10m setback of any building from the external precinct boundary with the Open Space Conservation zone, means that there would be likely minimal clear views to the HA2 West additional height such that it would not be visually dominant.

Matters of discretion

- 21 Expanding on the discussion above, potential visual effects of the proposed additional height on adjacent open space are also managed by the proposed matters of discretion for new buildings in Te Auaunga Precinct. Council maintains discretion when assessing new buildings on matters of the appearance of new buildings as seen from public open space. These provisions relate to the general articulation of building form and facades and will positively contribute to managing and reducing any potential visual dominance effects on open space resulting from those discrete areas within the precinct within which additional height is proposed.
- 22 Examples of relevant proposed matters of discretion are:

I334.8.1(1A)

- (b) Building form and character:

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- (i) whether building design and layout achieves:
 - (c) articulation of any building façades which adjoin public roads and identified open space on Precinct plan 1, to manage the extent of large blank and/or flat walls and/or facades;
 - (k) long building frontages are visually broken up by façade design and roofline, recesses, awnings, balconies and other projections, materials and colours;

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	OS6
Specific request	Please clarify where the relocation of the key open space(private) from Mason Clinic Plan Change area (PC75) has been provided within Te Auaunga PC area.
Reasons for request	<p>During the processing of PC75, the applicant (ADHB) provided Auckland Council with a letter (dated 11 May 2021) of intentions relating to the loss of the identified key open space (private) land as a result of PC 75 (this letter has been provided to the applicant and should be included in the application documentation).</p> <p>A clear indication is sought as to where and how the area and qualities of the area lost (including the amenity and ecological values) are to be replaced, mitigated or compensated.</p>
Applicant response provided by	John Duthie, Tattico

Applicant response

- 1 This request seeks information on what Council describes as an “open space relocation agreement”.

Crown undertaking

- 2 The Crown (represented by HUD), the then Waitemata District Health Board (now Te Whatu Ora – Health New Zealand), and Council were engaged in negotiations on open space and the portion that was included in the DHB’s expansion land since March 2020. This was some time prior to either Te Whatu Ora’s plan change or this current plan change proposal. In order to resolve the issues raised by the anticipated expansion of the Mason Clinic, the Crown offered the Council an agreement relating to the relocation of open space on to the Crown land.
- 3 Ultimately, Council declined to enter into such an agreement, preferring to deal with open space issues through a different forum (presumably now including this plan change, which was anticipated at the time).
- 4 To provide context for Te Whatu Ora’s own plan change, Plan Change 75 (PC75), HUD wrote to the Council confirming that an equivalent open space provision to that being

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removed from the Te Whatu Ora land would be provided within the HUD land. The statement given was:¹

As the Crown currently holds 26.5 hectares of land within the Precinct, there is no question that it will be possible to provide equivalent private open space and an equivalent shared path connection on the Housing Development Land.

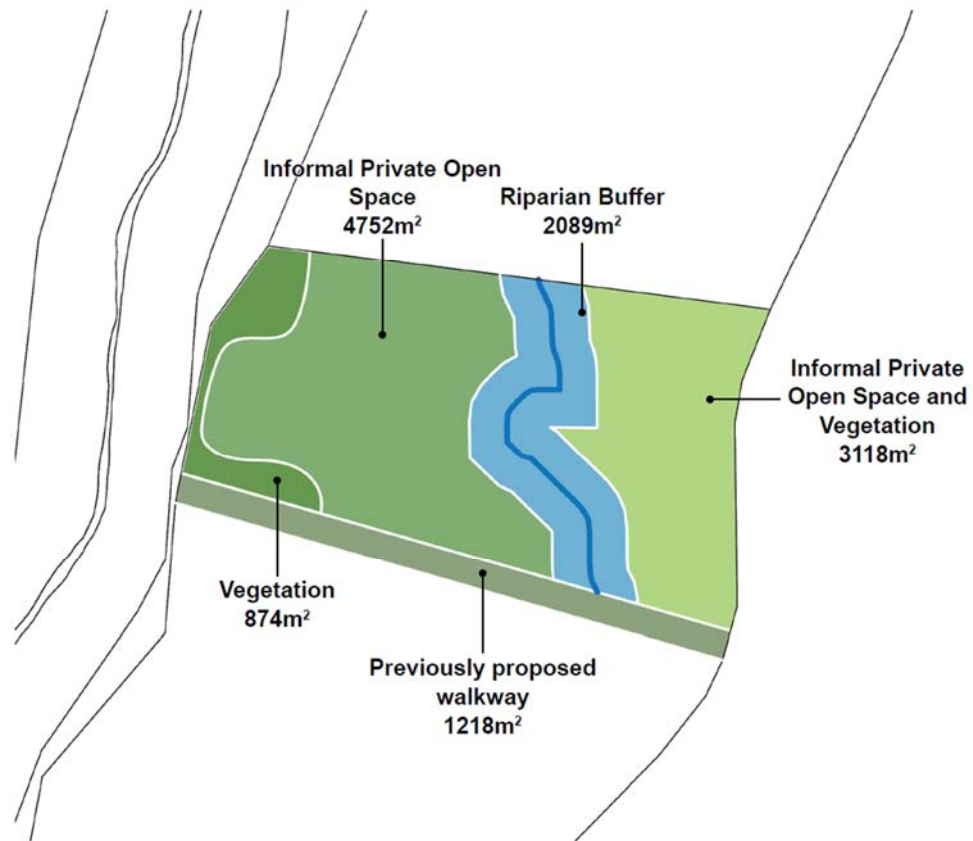
- 5 The below illustrates how this is achieved, comparing the operative Precinct plan 1 notations to that proposed through this plan change.

Operative Precinct plan 1 notations

- 6 The operative Precinct plan 1 provides for a 1.2ha area of "Key open space (private)" on the land adjoining the southern former Mason Clinic boundary. This land was not intended nor identified on the Precinct plan for use as public open space.
- 7 The 1.2ha is shown on the diagram below. It comprises approximately:
- (a) 874m² of mature bush along the embankment of Te Auaunga / Oakley Creek;
 - (b) 4,752m² of relatively flat grassland used for private passive open space, amenity areas or gardens;
 - (c) 2,089m² sitting above the piped drainage channel which was to be daylighted to restore this part of the Wairaka Stream to a daylighted, naturalised condition. (Assessed as a 10m riparian yard either side of the stream);
 - (d) 3,118m² being a triangular area between the Wairaka Stream and the new Spine Road. This was suitable for a landscape amenity area; and
 - (e) 1,218m² to provide a walkway connection between the Spine Road and Te Auaunga walkway and its associated open space network. (Assumes an 8m wide walkway but excludes the bridge over the Wairaka Stream (counted as riparian).)

¹ PC 75 – Attachment 14 – Correspondence from HUD, available here:
<https://www.aucklandcouncil.govt.nz/UnitaryPlanDocuments/pc-75-attachment-14-correspondence-from-hud.pdf>.

Mason Clinic - area calculations



Proposed Precinct plan 1 notations

8 Proposed Precinct plan 1 provides a 'replacement' open space area of 1.3ha. This comprises approximately:

- (a) 1,070m² of vegetation along the embankment of Te Auaunga Stream;

(It should be noted that the precinct provisions under both this plan change and PC75 protect the 10m of bush along the embankment on the Mason Clinic land. Rather than a substitution, this is an additional provision.)

- (b) 9,790m² of flat usable open space land, centrally located. This is intended for informal active recreation including kick-a-ball space, playgrounds / mara hūpara, seating, picnic areas and other informal recreation;
- (c) 705m² for the daylighting of the Wairaka Stream. This work has been completed within the land administered by HUD. There is an existing resource consent for the Wairaka Stream daylighting within the Te Whatu Ora land (BUN 60386270); and
- (d) 1,480m² of walkway connecting to the existing Te Auaunga walkway. This walkway is substantially complete with the pedestrian path formed and planting in place. It is only the last portion connecting to the new Spine Road that is awaiting the construction of the footpath on the Spine Road itself to finalise this public walkway connection.

Area comparison

- 9 In terms of a comparison between a before and after situation, the following should be noted:

Open space relocation

- (a) The proposal is to vest all land referred to in paragraph 8 above as public open space with the Council. It is a Council decision as to whether or not it accepts this land for vesting. However, in a straight comparison as requested under this clause 23 request, what was identified on the operative Wairaka Precinct plan 1 as private open space is intended through this process to become public open space.
- (b) The comparison, in terms of the gross area, is virtually identical. The new land area is marginally larger but not to any significant degree. The original private open space notated on the operative Precinct plan 1 is 1.2ha. The new public open space comprising the central open space and the walkway connection is 1.3ha.
- (c) The area of land in native bush escarpment under the operative Wairaka Precinct plan 1 is 874m². Under the proposed Precinct plan 1 it is 1,070m². The bush along the Te Auaunga / Oakley Creek is protected on both the HUD land and Mason Clinic land. The proposal is that both areas of bush will be retained, meaning the retained bush area would be approximately 1,940m² in total.
- (d) The land area for daylighting of the Wairaka Stream is obviously not a substitution. It will be an addition. The area of the Wairaka Stream administered by HUD has already been daylighted. This work is complete and the landscaping well established. The Council has approved all landscape plans and signed off the final works. This creates 705m² of public open space.
- (e) This compares to 2,089m² under the operative Precinct plan 1. However, it is understood the intention of Te Whatu Ora will be to continue the daylighting of the remaining piped portion of the Wairaka Stream within their site. The full Wairaka Stream daylighting was anticipated in the relevant resource consent for this work. The likelihood is that this will remain private open space, albeit there will be no public access.
- (f) The comparison of the walkway under the operative Wairaka Precinct was 1,218m². Under this precinct it is 1,480m². The reason for this is to get a better gradient connection to the alignment of the existing Te Auaunga / Oakley Creek walkway

Total area of open space

- (g) The total area of private open space identified on the operative Precinct plan 1 is 7,870m². In addition, a 3,000 to 5,000m² neighbourhood park adjacent to the western end of the Gate 2 Road is identified on the operative Precinct plan 1 to be provided as public open space.
- 10 By comparison, the total area identified on the proposed Precinct plan 1 to be provided as public open space is 9,790m². This is a 1,920m² increase, or more than doubling of the potential public open space area. While the proposed land area to be provided in open space under the plan change is slightly larger (when both public and private areas on the operative Precinct plan 1 are considered), the fundamental difference is a doubling of the public open space providing for more active and passive/ informal recreation, amenity open space, seating area, playgrounds etc.

Functions comparison

- 11 As discussed above, the functions of the relevant open space identified on the operative Precinct plan 1 were to preserve the mature bush along the embankment of Te Auaunga / Oakley Creek, provide passive recreation for future residents (held privately), provide an open space area within which the Wairaka Stream would be able to be daylighted, and provide a pedestrian connection between the precinct and Te Auaunga / Oakley Creek.
- 12 These functions are maintained, and enhanced, in the plan change.

Conclusion

- 13 The HUD letter referred to in paragraph 4 above set out the Crown's intention to find an equivalency in the lost private open space under the plan change. That consistency has been achieved in terms of:
 - (a) The status of the land: it is proposed that it becomes public open space and not confined to private open space as is the current situation.
 - (b) The land area: the land area has slightly increased from 1.2 to 1.3ha, but to all intents and purposes is the same. Clearly there is no mathematical reduction.
 - (c) The functionality of the land in terms of usable amenity for informal recreation is substantially increased.
 - (d) The same bush protection applies.
 - (e) The same principle of daylighting of the Wairaka Stream and related protections apply.
 - (f) The same pedestrian access to Te Auaunga / Oakley Creek is retained and in fact the access is enhanced, and the gradients more accessible and therefore a better public amenity outcome will be provided.
- 14 In my view this plan change delivers on the statements by HUD that it would achieve a level of equivalence in the substitution for the portion of the lost private open space on the southern expanded Mason Clinic land. This has been achieved on the Crown land both in terms of land area and functionality.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question

OS7

Specific request

Please provide information as to how the applicant will mitigate for the additional height and population density that will be created as part of the proposed precinct.

Please clarify whether the applicant intends to mitigate for adverse effects created by proposing to vest some or all of the proposed open space at no capital cost or whether it expects financial compensation for some or all of the land.

Reasons for request

According to precinct rules ... "financial contributions will be taken in accordance with the precinct rules in order to avoid, remedy or mitigate adverse effects of an activity on the environment. The precinct rules set out the purpose for which land may be required as a financial contribution, and the manner in which the level of contribution (i.e. the amount of land required) is determined".

No information has been provided by the Applicant of its expectations for compensation for the proposed open space areas.

This information is essential to help determine the feasibility of proposed open spaces being acquired by the council (noting that – apart from drainage reserve that vest at no capital cost through the resource consenting process – all open space acquisitions are subject to political approval whether being proposed to vest at no capital cost or purchased).

Applicant response provided by

John Duthie, Tattico

Applicant response

- 1 The additional information request covers two matters:
 - (a) the open space mitigation strategy relating to height and density; and
 - (b) the expectation around acquisition.

Mitigation

- 2 This plan change follows an extensive analysis by the design team, including urban design, landscape and open space specialists, to identify the appropriate size, location, provision and key functions of the open space to be provided within the precinct.

Responses to Auckland Council RMA cl 23 Requests | OS7 | 2

- 3 The level of open space and its functionality is addressed in OS1 and is not repeated here. In summary:
- (a) The level of open space provision is extensive at approximately 15% of the residential development land area including the Crown land and Whai Rawa land.
 - (b) The proposed open space has the potential to include amenity areas, formal gardens, informal recreation, playgrounds / mara hūpara and space for recreational activity ranging from picnics to informal games / kick-a-ball spaces, nature play, loop walks, seating, nature observation, and public amenities such as cafés, notably within the former Pumphouse.
 - (c) This provides for the open space needs of local residents.
- 4 Furthermore, the open space will provide significant amenity to the adjacent residential areas including outlook space access to green amenity / nature as well as legal access to and from Te Auaunga walkway.
- 5 As in all communities, new residents will also use the open space and community facilities generally within the area including sportsfields, parks, libraries and community halls. Extensive mapping of the walkable catchments of existing facilities was undertaken to inform the proposed provision and layout of the open space provided.
- 6 The precinct adopts the standard private open space requirements for dwellings as set out in the Auckland Unitary Plan (Operative in Part). This plan change does not seek to reduce or alter any of those private open space requirements. The assessment criteria address the needs for private open space.
- 7 In summary, this plan change provides within its boundaries the appropriate level of accessible open space and functionality for a residential community at the enabled heights and population density proposed. The open space analysis has assumed development of the precinct as set out in the assumptions in this clause 23 response (including P1 and OS 1 & 2). This includes the constraints imposed in Height Area 1 by the maximum diagonal dimension of buildings above a 8.5m high podium.
- 8 The additional height and density also mean that additional yield will be enabled by this plan change which will have a corresponding increase in overall development contributions as these are based on a "household unit equivalent". This is relevant to the second component of this request for information, the response to which is set out below.

Acquisition

- 9 The clause 23 request asks for information on the applicant's "expectations for compensation for the proposed open space areas". In an attempt to be helpful, the below information is provided. However HUD considers there does need to be an agreement with the Council in the form of an Infrastructure Funding Agreement (*IFA*). That is explained below. An IFA would be part of a separate discussion outside this plan change process.
- 10 The planning assessment and section 32 analysis forming part of this plan change application identified HUD's proposal that all of the approximately 5ha of open space provided vest in the Council as public open space. The land to vest as open space and subject to "acquisition" includes:
- The 6,891m² *Northern park*

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- The 9,797m² *Central open space*
 - The 3,246m² *Te Auaunga access park*
 - The 14,707m² *Knoll park* south of the Pumphouse and encompassing the knoll between the Wairaka Stream and the Spine Road
- 11 Of this, a portion are the ponds and drainage areas which service both some of Te Auaunga Precinct and some of the Carrington Road/Woodward Road area's dwellings that have stormwater that discharges to the curb. HUD recognises that the pond area will not be subject to compensation. HUD will discuss the open space and walkway area around the pond with Council through the appropriate forum.
- 12 The remaining land areas (set out in paragraph 9 above) are all key open space to provide public amenity, as further described in the OS3 clause 23 response.
- 13 HUD had always understood that the Council will wish to apply its development contribution approach to the vesting of the proposed open space areas, rather than financial contributions, as it does consistently throughout the region. However, HUD has no preference as to which approach is ultimately applied and is committed to working with Council to determine the appropriate method of providing for the identified open space.
- 14 In that respect, HUD considers that the appropriate method to address these matters is through a separate IFA. This is a common technique used by the Council on major developments and would occur outside of the formal plan change process. This approach would accord with the existing separate agreement between the Crown and the Council relating to transport funding arrangements.
- 15 In discussions with the Council, HUD understands there may be a preference for individual agreements on particular assets e.g. a different agreement for roading, parks, and stormwater. HUD is happy to discuss how these might be set up at the appropriate time. It does not consider this plan change is the correct forum to negotiate these matters, as this is a separate process to be worked through with the appropriate Council representatives.
- 16 In summary:
- (a) no compensation is sought for the stormwater assets;
 - (b) all other open space is proposed to vest in the Council as public open space; and
 - (c) an offset in contributions is expected in recognition of that vesting.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question OS8

Specific request It would be helpful to provide an area comparison of the open space (private and public) indicated in the current Wairaka Precinct Plan with the area proposed in the revised precinct plan. Ideally, this comparison would be broken down into drainage, ecological, passive and active open space categories.

Applicant response provided by John Duthie, Tattico

Applicant response

- 1 This is a non-clause 23 comment.
- 2 The comment effectively requests a table comparing the open space of the operative Wairaka precinct versus this plan change broken down into drainage, ecological, passive and active areas.
- 3 This matter is primarily answered in question OS1. However, for ease of reference, the table is included in this OS8 response.
- 4 The active open space is assumed as flat area suitable for playgrounds and areas of play and activity.
- 5 Passive open space is seen as the more pleasant garden areas, suitable as places to walk and picnic.
- 6 Ecological open space primarily services an ecological function. In the table, the ecological area comprises the southern pond which is approximately 1 hectare of the Southern open space and park. The remaining southern open space has the potential to serve a passive open space function.
- 7 The Knoll park south of the Pumphouse and encompassing the knoll between the Wairaka Stream and the Spine Road open space has been treated as passive open space notwithstanding that it has an ecological function with the mature trees on approximately half of this land, and that it may be possible to incorporate some areas for play into this area.
- 8 The figures below have been rounded down or up to the nearest 0.1ha.

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Function	Operative Plan		Proposed Plan Change	
	Public open space	Private open space	Public open space	Private open space
Drainage	Nil	1.8ha	1.0ha	Nil
Ecological	Nil	2.2ha	0.3ha	Nil
Passive	Nil	1.4ha	2.8ha	Nil
Active	0.3-0.5ha	0.4ha	1.0ha	Nil
Total	0.3-0.5ha	5.4ha	5.1ha	Nil

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	L1, L4, L5 and L6
Specific request L1	Please provide an analysis of the existing character and values associated with each viewpoint (including the additional viewpoints as requested below) - taking into account the context afforded by the AUP, PC78 and other statutory instruments - before assessing the effects of the Plan Change on them. This should be a clear two-stage process.
Reasons for request L1	<p>BML's assessment addresses effects on individual receiving environments and audiences via its assessment for individual viewpoints but intermixes its description of the current situation with that anticipated under the Plan Change and related effects. It is very difficult to decipher what the proposed visual changes would mean in terms of effects on both the public and (neighbouring) private domain. Furthermore, Te Tangi a te Manu (para.s 6.12 to 6.16) states that "Landscape Effects are to be assessed against existing landscape values and relevant provisions, exploring existing character and values as precursor to identifying effects - at the relevant spatial scale and in the context of relevant statutory provisions and other matters". It also states (para.s 6.08-6.09) that:</p> <ul style="list-style-type: none">• visual effects are a sub-set of landscape effects,• that landscape values take into account physical, associative and perceptual dimensions, and• visual values include the interpretation of how views and outlook are understood, interpreted and what is associated with it. <p>It is further stated that (para.6.09) "A pitfall is to superficially treat visual effects as mere visibility or changes to a view rather than the implications for the landscape values experienced in the view."</p> <p>BML's assessment appears to fall into the 'pitfall' just described, with little real analysis of what the changed heights would mean in terms of effects on the characteristics and values of the various urban landscapes found around the Plan Change site. As such, it is important to provide an assessment of those existing characteristics and values – for each viewpoint – before than assessing the effects that the Plan Change would have on them</p>

Responses to Auckland Council RMA cl 23 Requests | L1, L4, L5 and L6 | 2

Specific request L4 Please provide additional assessment Viewpoints and related photo simulations and an assessment of effects that address views across Te Auaunga towards the Plan Change site from Great North Road, the Te Auaunga Cycleway / Walkway and the cycleway / bridge over Oakley Creek (see Figures 2 and 3 below).

Reasons for request L4 Although VS3 and VS4 address views from Great North Road and the cycleway overbridge near the motorway interchange towards the Plan Change site, they both focus, almost exclusively, on development within Height Areas 1 and 2. There is no assessment in respect of views from Great North Road and the Te Auaunga cycleway / walkway to the east – towards development within Height Areas 2 and 4 beyond Oakley Creek.

The fuller range of landscape and visual effects potentially visited on Te Auaunga and the Oakley Creek Reserve still need to be addressed – relative to those using the cycleway / walkway and Great North Road, as well as the large catchment of Waterview residents who live near these thoroughfares and open space.

Specific request L5 Please provide a new visual simulation that captures views from the Pt Chevalier Town Centre towards Oakley Hospital and Building Height Areas 1 and 2 (see *Figures 4 and 5 below*).

Please also provide an assessment of effects that addresses the interaction between the Town Centre and Plan Change development via a viewpoint as described above.

NB: The response to this RFI may be combined with the RFI in H1.

Reasons for request L5 The photos and simulations provided for Viewpoints 5 and 6 are not from the core town centre area and don't capture the interrelationship of potential future development with that which exists within the Town Centre. Furthermore, the images prepared for Viewpoint 6 are truncated, both vertically and horizontally. A revised Viewpoint 6 – located within the Town Centre – would more appropriately capture the interplay of Pt Chevalier's centre with the development proposed in Height Areas 1 and 2), as well as the interaction between that development and the historic Oakley Hospital Building.

The fuller range of landscape and visual effects associated with the interaction between Pt Chevalier's Town Centre and development within the Plan Change site still need to be assessed. This could be achieved via relocation of BML's Viewpoint 6, as described above.

Specific request L6 Please provide an assessment of the effects associated with overlooking on the Mason Clinic.

Responses to Auckland Council RMA cl 23 Requests | L1, L4, L5 and L6 | 3

Reasons for request L6 It is stated at p.14 that “*The taller buildings in this location (Height Area 1) will look out and well over the top of the Mason Clinic ...*” and refers to “*the avoidance of dominance and / or amenity effects particularly on direct neighbours*”. Height Areas 1 and 2 are located directly adjacent to the Mason Clinic and its internal courtyards, it is unclear if the taller development within those areas (especially Height Area 1) could / would impact on the Mason Clinic and its occupants – including on their privacy.

Applicant response provided by Rachel de Lambert of Boffa Miskell

Applicant response

- 1 Responses to these clause 23 requests are contained in the updated Assessment of Landscape and Visual Effects dated 3 July 2023 provided with this clause 23 response package.

**'Proposed Plan Change xx (Private) – Te Auaunga'
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Question L2 & L3

Specific request L2 Please provide an additional assessment Viewpoint and related photo simulations that address views across the Plan Change site from closer to Woodward Road (see Figure 1 below).

Reasons for request L2 Figure 1 and VS1-7 address only the lower end of Carrington Rd, not development to increased heights down most of its length. Although VS7 addresses the relationship of MHU development to Height Area 4 (in particular) the relationship of that same Height Area to the (proposed) THAB Zone further south along Carrington Rd is still relevant to the assessment of effects.

The elevated and 'introductory' nature of views across the site from near Woodward Road mean that this part of Carrington Rd is particularly important in terms of public interaction with future development across it.



Figure 1. Carrington Rd Near Woodward Avenue

Specific request L3 Please provide an assessment of effects which addresses this additional viewpoint(s): on Carrington Road.

Reasons for request L3 The fuller range of landscape and visual effects experienced by those living on Carrington Road and travelling down it still need to be assessed – as described above.

Applicant response provided by Rachel de Lambert Boffa Miskell

Applicant response

- 1 An additional visual simulation has been prepared from the Figure 1 (above) viewpoint as requested. Refer VS11A / VS11B in the Boffa Miskell Landscape and Visual Effects Graphic Supplement. Commentary in respect of the fuller range of potential landscape and visual effects experienced by those living on Carrington Road and travelling down it is set out below.
- 2 Carrington Road forms a long, straight eastern boundary to the precinct between Great North Road, in the Point Chevalier town centre, in the north, to the Woodward Road 'T' intersection in the south. Just south of Woodward Road, Carrington Road kinks southeast as it heads toward the Mount Albert town centre. The road is more elevated in the south grading down along Carrington Road from approximately RL50 in the south to RL20 at the North-Western Motorway overbridge. Views north along the Carrington Road corridor from close to Woodward Road / Seaview Terrace are therefore more elevated, at approximately RL50, and have an outlook that is terminated by views to the Upper Waitemata Harbour and North Shore beyond.
- 3 This part of Carrington Road has a character comprising more traditional suburban housing along the eastern side of the road corridor, also including Gladstone School, and the more open, spacious former Unitec campus landscape to the west. The campus frontage has until recently been defined by an almost continuous low (between Gates 4 and 2), mixed species ornamental hedge with a roadside grass berm. A narrow width footpath is located behind the hedge. Street trees located in the western berm are intermittent and of poor quality / limited impact within the street. Carrington Road currently has single lanes in either direction with a wide painted median to facilitate turning. The introduction of State Highway 20 Waterview led to a substantial reduction of non-destination through traffic on Carrington Road. Auckland Transport's (AT) proposed widening of Carrington Road will alter the scale of the road carriageway and, with the full 8m width taken from the west side of the road, result in the removal of the existing road frontage, and street tree, vegetation. The proposed road reserve will however include a full width continuous pedestrian footpath along the west side of the road and associated street trees.
- 4 More recently some suburban residential sites on the east side of Carrington Road, such as at the Tasman Ave intersection, have undergone re-development comprising more intensive, three storey attached multi-unit housing. Such re-development signals the anticipated urban intensification enabled by the Auckland Unitary Plan (Operative in Part) (AUP) and further encouraged through the application of the Medium Density Residential Standards (MDRS), implementing the National Policy Statement on Urban Development 2020 (NPS-UD). For parts of Carrington Road in the walkable catchment of the Baldwin Ave train station, up to six storey urban redevelopment is proposed to be enabled through Plan Change 78 (PC78).
- 5 In March 2023, via the COVID-19 Recovery (Fast-track Consenting) Act 2020, two resource consent applications for multiple buildings made by Marutūāhu-Ockham Group were granted. Resource Consent 1 (RC1) represents approximately one hectare of development. Resource Consent 2 (RC2), comprises four new buildings on a land area of 6,477m². The sites for the consented RC1 and RC2 developments are illustrated below.

- 6 RC1 comprises two abutting mixed-use buildings containing 381 residential apartments, 11 retail premises, three office premises, a 'metro-sized' supermarket and associated access, landscaping and parking facilities on 11,330m² of land at 1, 1A and 99 Carrington Road. The two buildings in RC1 fronting Carrington Road are six storeys with a partial, setback, seventh storey (each comprising six apartments, two 3 bed, two 2 bed and two 1 bed). Set behind there are two taller nine storey buildings with the ninth floor also having a smaller footprint to that of the eight storey component below. Setting aside taller elements associated with roof profile variation, the six storey buildings fronting Carrington Road are 19.6m in height (approximately 22.8m to the indented seventh floor) taller nine and ten storey buildings behind are approximately 27.4 (with taller roofline variation elements) and approximately 30.1m in height.



Figure 2: Consented Marutūāhu-Ockham Group RC1 and RC2 development sites fronting Carrington Road within the 10ha 'Project Maungārongo' development area.

- 7 RC2 comprises four abutting mixed-use buildings containing 266 residential apartments, and 6 retail premises, and associated access, and landscaping on 6,477m² of land at 1 Carrington Road. These four buildings occupy the Carrington Road street frontage between Gates 1 and 2. The northern building, Building 3 in the north is seven storeys (22.2m), the central Buildings 4 and 5 are ten (31.5m) and nine storeys (28.4m) respectively and the southern Building 6 is eight storeys (25.1m) on its Carrington Road / Gate 2 intersection corner.
- 8 These consented developments form part of the existing environment of Carrington Road, they signal development anticipated as a result of the Wairaka Precinct provisions as well as the anticipated greater height of development sought through the plan change and the direction of Government initiatives in respect of the NPS-UD/MDRS.

Viewpoint 11 (VS11) (prepared in response to clause 23 request)

Existing View

- 9 This viewpoint is looking north along Carrington Road at the Seaview Terrace intersection from a viewpoint on the east side footpath. It is similar to that of VP10, and like VP8 & 9 it was requested by Council during the pre-lodgement process.
- 10 This part of the former Unitec Campus is more vegetated but also affords some longer distance views to the west with a backdrop of the Waitākere Ranges. 27m height development enabled within the Unitec campus under the operative Wairaka precinct provisions would, however, block these longer distance views. The long linear corridor of Carrington Road forms the frontage of the Precinct with more traditional suburban housing, zoned MH-U on the east side of the road. Gladstone Primary School sits in the middle of the block between Seaview Terrace and Fifth Avenue to the north.
- 11 An approximately 8m width of road widening is proposed along Carrington Road with the widening taken from along the precinct's eastern boundary. The widening provides for enhanced cycle, pedestrian, and public transport corridors along the key arterial. The Crown has funded Auckland Transport to upgrade Carrington Road through the Infrastructure Acceleration Fund, including for dedicated bus and cycle lanes, with works programmed to start in 2025. These works have not been modelled in the visual simulations but the additional 8m road corridor width is shown along with the correct positioning of the potential future built edge to the Precinct.
- 12 PC78 proposes the re-zoning of existing MH-U land on the east side of Carrington Road in this location to Terrace Housing and Apartment Buildings (*THAB*), with a six storey height overlay, due to its position within the walkable catchment of the Baldwin Ave train station. The southeastern corner of the site touches the defined walkable extent of the Baldwin Avenue and Mt Albert train stations. Figures 3 and 4 below illustrate the proposed PC78 re-zoning for land along Carrington Road adjacent to the precinct.

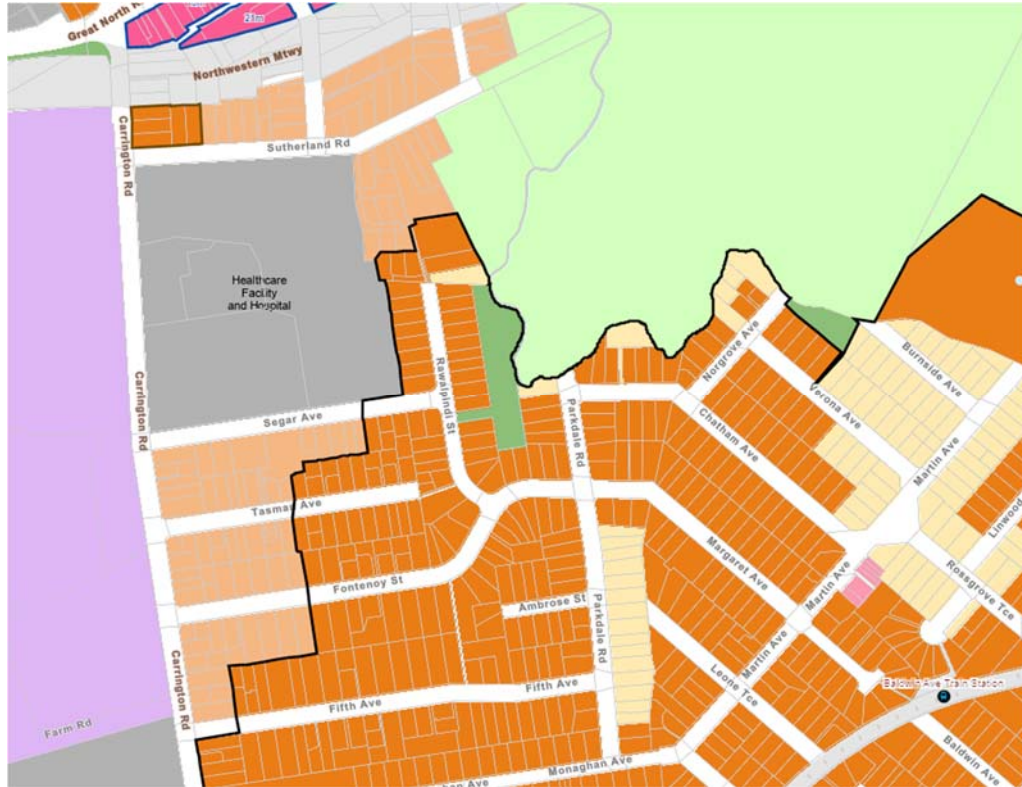


Figure 3: PC78 proposed zoning to the east of Carrington Road opposite the site showing the extent of THAB, MH-U and Special Purpose Healthcare Facility and Hospital zones.

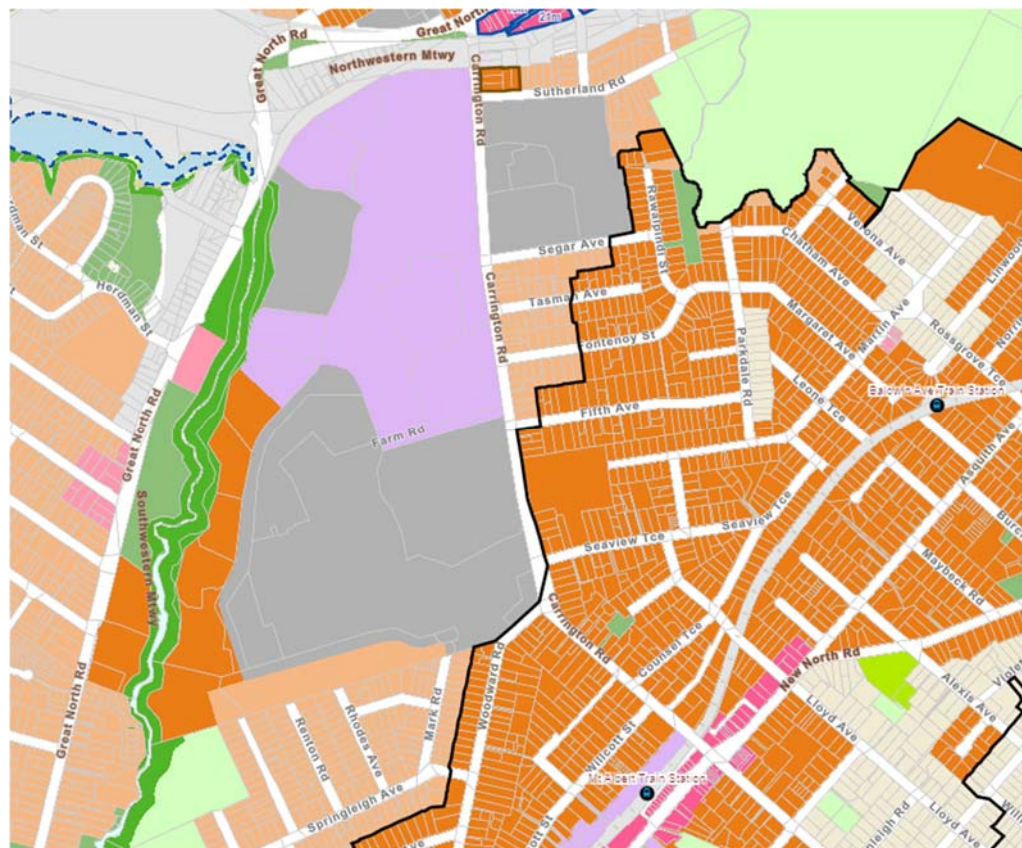


Figure 4: Zoomed out figure of PC78 proposed zoning showing full walkable catchment in vicinity of precinct.

- 13 As can be seen in the VS 11B visual simulation future multi storey built development at enabled 18 and 27m heights anticipated by the operative provisions of the Wairaka Precinct of the AUP. This enabled development will transform the well vegetated, parkland, broadacre campus nature of the site to one with a predominant built, urban residential / mixed use built character. Enabled development within the Unitec Campus, which forms part of the frontage to this part of Carrington Road, has a 27m height within the Business Mixed Use (B-MU) zone. This enabled development under the operative Wairaka Precinct provisions will enclose the street edge and foreclose existing longer views across the campus to the Waitākere Ranges in the west.

Proposed View

- 14 In the proposed view (VS 11A&B) some existing established vegetation along the frontage of the precinct to Carrington Road has been retained with the proposed enabled 27m height development lining the west side street corridor.
- 15 Given the scale of the widened Carrington Road transport corridor and its enhancement, including street tree planting, and the context of existing MH-U and PC78 THAB enabled development, the proposed 27m height enabled fronting Carrington Road is assessed to generate **low** adverse visual effects. Urban scaled apartment development is already anticipated along this public transport bus arterial road corridor which enjoys proximity to both the Mt Albert and Baldwin Ave train stations and the dual town centres of Mount Albert (south) and Point Chevalier (north). The arterial corridor has the capacity to accommodate urban scaled mixed use development change with relatively low adverse visual effects.

Summary Carrington Road Landscape and Visual Effects

- 16 The Wairaka Precinct provisions currently envisage the transformation of the former Unitec Campus site from its present, largely open, spacious, low-density campus state to one exhibiting substantially higher density apartment style development comprising buildings 18m in height stepping to 27m at a distance of 20m from the current road boundary.
- 17 In a similar vein, the AUP and PC78 envisage urban brownfield re-development along much of the eastern side of Carrington Road, at 27m in the north within the area zoned Special Purpose Healthcare Facility and Hospital and 21m in the south, within the walkable catchments of the Baldwin Ave and Mt Albert train stations. A portion of Carrington Road between Fifth and Segar Aves is proposed to be zoned MH-U in PC78 (although subject to submissions seeking THAB, like the land to the south). The change to this anticipated future urban condition requested through the Te Auaunga Precinct PPC is to enable buildings at 27m height fronting Carrington Road. Consented development in the two Marutūāhu – Ockham proposals comprise mixed use, predominantly residential apartment buildings of between six / seven storeys (19.6m in height at six storeys and approx 22.8m to the indented seventh floor) in RC1 and up to ten storeys (31.5m) in RC2 which comprises four buildings fronting Carrington Road ranging in height from six to ten storeys.
- 18 In the context of the already enabled and consented development of the precinct the changes to the Carrington Road frontage building heights sought through the PPC are considered to be consistent with the anticipated urban landscape of this arterial road corridor. Adverse visual effects are assessed to be **low** in respect of residents of properties to the east and for users of the road corridor, noting that substantial change can be anticipated on both sides of Carrington Road over coming years.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	L7
Specific request	<p>Please provide an analysis of those factors, within Height Area 1 (in particular, that that would render development at the additional height sought being either appropriate or conceivably inappropriate in landscape terms – in terms of:</p> <ul style="list-style-type: none">• its location,• surrounding landforms, vegetation patterns and development,• surrounding zoning and• the relationship with the Oakley Hospital Building?
Reasons for request	<p>At p.15 of BML's assessment, it is stated that "there is nothing inherently inappropriate, in urban landscape terms, about the additional height sought above that already enabled ..." – focusing on Height Area 1.</p> <p>However this begs the questions, are there any factors that make it inherently appropriate from a landscape standpoint? Without such evaluation, there is a possible implication that the higher development within Height Area 1 (in particular) has been 'pre-judged' to some degree.</p>
Applicant response provided by	Rachel de Lambert, Boffa Miskell
Applicant response	<p>1 The approach to determining what enabled building height within the precinct would be appropriate has involved a comprehensive assessment, including in particular with respect to relevant landscape matters. This includes the stepping down of height relative to the more sensitive adjoining southern suburban residential boundary of the precinct, and the identification of locations where, in the context of the land's topography, relationship with other landscape features; the pattern of adjacent streets; and the location of other residential neighbours, greater height, above the enabled 27m of the Business – Mixed Use zone, could be accommodated in a way that:</p> <ul style="list-style-type: none">(a) enables the utilisation of the precinct for its housing purpose; and(b) supports the identity and character of the precinct without generating inappropriate adverse landscape or visual effects.

- 2 In considering the opportunity to accommodate additional height, the options of enabling some buildings that would act as landmark, taller, features in the landscape as well as places where a lesser number of additional storeys could be accommodated were considered.

Height Area 1 – Location

- 3 Height Area 1 is located in the north-western corner of the precinct.
- 4 In landscape terms, Height Area 1 is located within the northern geographic highpoint of the precinct (approximately RL25m).
- 5 Height Area 1 has interfaces to the north and west to immediately adjoining scheduled protected and unprotected mature trees which fringe the adjoining road / motorway network as an extension of vegetation along Te Auaunga / Oakley Creek. To the east, Height Area 1 sits adjacent to the Former Oakley Hospital Building and the northern extent of the Spine Road, which provides frontage to the Area. To the south, the boundary is to the Mason Clinic which sits at a lower elevation (approximately RL10).
- 6 This location within the precinct was selected due to the ability for a cluster of taller tower buildings to act as a legible marker to the urban regeneration area and future community, in a location that is well separated from adjoining suburban residential neighbours, relates to the substantial open space context of Te Auaunga and the large scale infrastructure environment created by the North-Western Motorway and Waterview Interchange. It maintains the historical presence of prominent buildings at the precinct's interface to Point Chevalier. These landscape factors contribute to the successful accommodation of additional height in this part of the precinct.

Surrounding landforms, vegetation patterns, development and zoning

- 7 The North-Western Motorway is one of the key approaches to / from the Central City. The open space landscape context provided by the treed northern and north-western frontage of Height Area 1 to the adjacent large scale infrastructure of the North-Western Motorway and Waterview Interchange and the way in which this forms one experience of arrival to the Central City, creates what is considered to be an appropriate setting for buildings of increased height that can form a marker to the precinct as one of the City's urban regeneration areas and a signal to the community created within the precinct.
- 8 Landmark tall tower buildings of this nature have similarly been incorporated within other areas of urban renewal in Auckland, such as at Hobsonville and Smales Farm.
- 9 In respect of the relationship of Height Area 1 to the North-Western Motorway the most public aspect of the proposed taller buildings will be in respect of views along this motorway corridor. In such locations the taller cluster of towers would frequently be seen in the context of a receiving environment containing large scale and elevated elements of roading infrastructure including grade separated overpasses. In this urban context the presence of taller residential tower buildings would relate to the scale of the adjacent infrastructure and be less incongruous than if seen in a purely suburban residential context.
- 10 The Upper Waitematā Harbour lies to the west adjoining the margins of both the Waterview and Point Chevalier suburbs. In addition to creating an open space landscape context which assists in accommodating buildings of greater height within the urban landscape this context creates desirable amenity for future residents. The precinct's natural elevation, and western Harbour aspect lend it natural attributes that create amenity for higher intensity, apartment living. Higher rise buildings in this location also have the benefit of wider landscape connections to the Waitākere Ranges and Central City skyline.

- 11 Te Auaunga / Oakley Creek forms a large scale natural landscape element adjoining the precinct to the west. The creek flows into the tidal reaches of the Waitematā Harbour to the immediate west and is deeply incised through the well vegetated open space corridor defined to the west by Great North Road and precinct to the east. Vegetation has both mature exotic species characteristics associated with early European habitation and milling activities using the resources of the waterway and an increasing return to a forested indigenous species corridor. This western border of significantly scaled, vegetated open space provides a landscape counterbalance to the increased residential density and built scale of development within the precinct. It assists in mitigating the potential adverse effects of additional height both in respect of screening views from within the adjoining open space and providing a well scaled frame of vegetation at the western base of the enabled cluster of tower buildings.
- 12 In landscape terms adjacent established suburban residential neighbourhoods are well separated from Height Area 1 with the closest houses on Montrose Street in suburban Point Chevalier to the north (currently zoned Residential – Terrace House and Apartment Buildings) being some 200m away across six lanes of the North-Western Motorway and houses in Waterview on Waterbank Crescent (currently zoned Residential – Mixed Housing – Urban) some 450m away and also separated by significant roading infrastructure including Great North Road and the four Waterview Tunnel egress lanes. Suburban residential properties across Carrington Road in Mount Albert (currently zoned Residential – Mixed Housing – Urban) are some 400m distant, at their closest point at the corner of Segar Ave. This separation supports the appropriateness of additional height in this part of the precinct as potential adverse effects associated with the interface to established suburban neighbourhoods can be avoided.

Relationship with the former Oakey Hospital main building

- 13 The Former Oakley Hospital Building was built with an axial relationship to a cross roads intersection at the western end of the Point Chevalier town centre. The building’s historical relationship and physical connection to Point Chevalier was severed by the insertion of the North-Western Motorway. Nevertheless, the building retains its primary frontage toward Point Chevalier with an associated parkland open space curtilage to the northeast. Height Area 1 is positioned behind the ‘line’ of the Former Oakley Hospital Building frontage to the west with an association more to the rear of the building with its series of later constructed wings and courtyards. This positioning of the enabled taller residential towers leaves the Former Oakley Hospital Building to retain its presence addressing Point Chevalier with its significant heritage façade sitting forward of the towers with the northern curtilage protected as public open space. The proposed towers do not detract from this primary heritage relationship.
- 14 In the same way the Former Oakley Hospital Building in its time presented a landmark scale and form of prominent development in the context of the pattern of urban form at the time.

Height Area 2

- 15 In respect of Height Area 2, where 35m as opposed to the current 27m height control is sought, it is the nature of the precinct’s topography that has guided the positioning of the Area. The natural topography falls away from the higher ridgeline along Carrington Road to Te Auaunga. As such, presently enabled 18m stepping to 27m or 27m height enabled buildings, as sought through the plan change, along the development area adjacent to Carrington Road will obscure the presence of taller, up to 35m, buildings embedded into the precinct from the adjacent residential neighbourhood.

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- 16 The relationship between potential development in Height Areas 1 and 2 and the Former Oakley Hospital Building is further addressed in the Assessment of Effects on Historic Heritage prepared by Archifact and attached to this clause 23 response package.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	L8
Specific request	Please provide details about the RDA Assessment Criteria referred to in p.4 of the RDA Architects' assessment: <i>"Detailed assessment criteria are proposed to ensure the buildings attain a design standard of high quality. These are found in section I334.8 Assessment – Restricted Discretionary Activities."</i>
Reasons for request	<p>DPA Architects' heritage assessment appears to rely on these criteria to ensure a degree of compatibility between the Oakley Hospital Building and future development within Height Area 1 (especially). However, at present those Assessment Criteria only go so far as to include:</p> <p style="padding-left: 40px;"><i>(k) the effects of the design, appearance and impact of all buildings and structures including elements of height, architectural treatment of building façade and overall scale on the amenity values of the natural and physical landscape;</i></p> <p style="padding-left: 40px;"><i>(l) long building frontages are visually broken up by façade design and roofline, recesses, awnings, balconies and other projections, materials and colours;</i></p> <p>Neither these, nor any other, criteria within section I334.8 appear to address the relationship between development within Height Area 1 and the Oakley Hospital Building. Although proposed Policy 1334.3(4)(i) also requires "the identification and protection of significant landscape features, the adaptation of the scheduled historic buildings, identified trees and integrated open space network", this also fails to address the relationship between heritage buildings and new development.</p>
Applicant response provided by	Matt Riley, Boffa Miskell; John Duthie, Tattico
Applicant response	<p>1 A new policy I334.3(14AA) is proposed as follows:</p> <p style="padding-left: 40px;">Require proposals for new high rise buildings adjacent to the former Oakley Hospital scheduled historic heritage building to provide sympathetic contemporary and high quality design which enhances the precinct's built form.</p>

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- 2 It is also proposed to amend assessment criterion I334.8.2(1B), which relates to assessment of taller buildings in Height Area 1, to include reference to the new policy.
- 3 This change will enable the relationship (and therefore degree of compatibility) between taller new buildings adjacent to the Former Oakley Hospital Building and the scheduled building to be assessed.
- 4 This matter is also addressed in response H3, H4 & H5 and the report by Archifact attached to this clause 23 response package.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	L9
Specific request	Please explain how a 10m setback against Te Auaunga would achieve effective integration of new development within Height Area 1 and the adjacent Te Auaunga / Oakley Creek Reserve.
Reasons for request	Given that development within Height Area 1 could attain 72m and would sit on land elevated above most of Te Auaunga, it is important to know how the 10m setback would provide effective mediation between that Height Area and the reserve land.
Applicant response provided by	Rachel de Lambert, Boffa Miskell
Applicant response	<ol style="list-style-type: none">1 Height Area 1 does not interface with Te Auaunga / Oakley Creek Reserve. As illustrated by the two images below, comprising approximately the same extent, the open space reserve area associated with Te Auaunga / Oakley Creek Reserve (refer Figure 2 area shown in green) stops short of Height Area 1 in an area adjoining the northern expanded extent of the Mason Clinic. As the maps also show, the Creek itself passes under Great North Road at this point.2 The western / north-western / northern frontage of built development within Height Area 1 will be set back behind the protected vegetation along this boundary, which adjoins the Northwestern Cycleway. In this respect the interface will be no different to a street frontage with a 10m setback control.



Figure 1: Aerial photograph (source GeoMaps aerial photography)

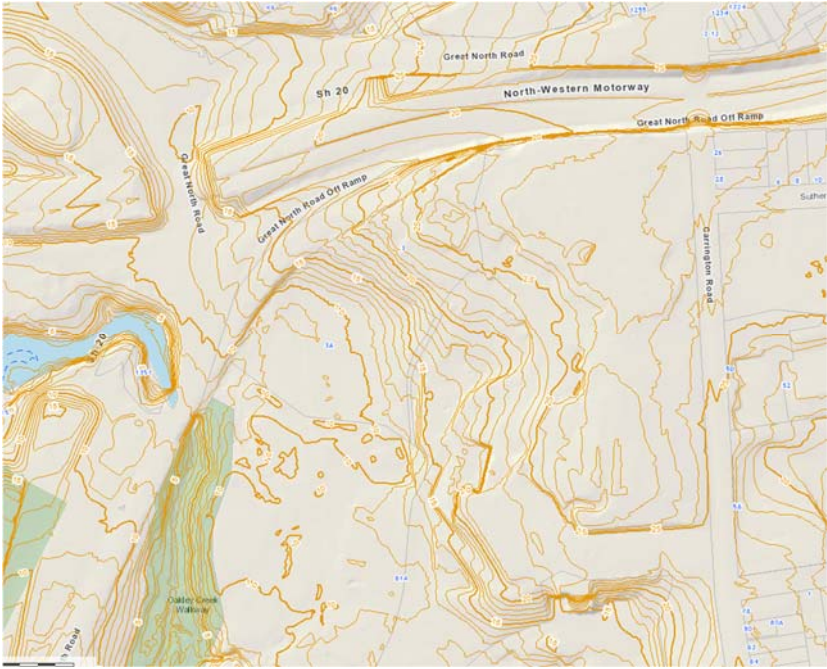


Figure 2: Contours and open space zone (source GeoMaps)

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	L11
Specific request	Please explain how over-height development would be assessed under Criteria (1B)(b)(i) in terms of Tamaki Makaurau's "cityscape"?
Reasons for request	<p>The term "cityscape" is so wide-ranging that it could be meaningless. It could conceivably relate to everything from the landforms and cones of the Auckland Isthmus to the mantle of bush and landforms focused on Te Auaunga, or the cluster of structures around the Great North Rd / North-western Motorway interchange and Pt Chevalier centre. It could also refer to the mixture of MHS, MHU and Town Centre Zones found around the PC site.</p> <p>Consequently, the outcome of such assessment would entirely depend on the scale and scope of the context identified and evaluated. Notably, however, there is no reference to the Pt Chevalier Town Centre or the Oakley Hospital Building – which are both important in terms of public perception of the Pt Chevalier / Te Auaunga area.</p>
Applicant response provided by	Matt Riley, Boffa Miskell
Applicant response	<ol style="list-style-type: none"> 1 Matter of discretion I334.8.1(1B)(b)(i) applies to buildings within Height Area 1 greater than 35m in height. 2 As discussed within the updated Assessment of Landscape and Visual Effects report and shown within visual simulations in the Graphic Supplement that accompanies that report, taller buildings of 35m or more in Height Area 1 will be visible from parts of the wider area, including for example, when travelling east along State Highway 16 towards the precinct (refer to VS1 in the Graphic Supplement). 3 It is considered important that the design of taller buildings within Height Area 1, given this visibility, respond and contribute to the wider visual environment. From more distant viewing locations the overall modulation of the building's form and silhouette, its roof shape and profile, and its compositional relationship with other taller buildings within the height area, will be of greatest relevance in achieving a high quality response to this wider visual environment. From closer viewings locations, façade articulation and expression will also be of importance. 4 The use of the term 'cityscape' in I334.8.1(1B)(b)(i) gives the Council the discretion to consider these matters when assessing a consent application for development of buildings

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over 35m in height in this area. It is agreed that the term is wide-ranging in its meaning, however, not to the extent that it is 'meaningless' (as suggested in the clause 23 request). The broad meaning of the term will enable consideration of the design response of a taller building in Height Area 1 to the interplay of all those features that comprise the visual environment of a wider urban area, including landform and built form. This is considered to be an appropriate degree of additional design interrogation of taller buildings in Height Area 1 given their visibility, beyond that necessary for new buildings elsewhere in the precinct, and in order to create an integrated urban environment with high quality built form and design (consistent with precinct objective I334.2(10)(a)).

- 5 There are other matters of discretion and assessment criteria that will be relevant to the Council's assessment of the effects of the design and appearance of taller buildings within Height Area 1 on the surrounding area. These include Business-Mixed Use zone matter of discretion H13.8.1(3)(a), which enables a consideration of the design and appearance of buildings in so far as it affects the amenity values of public streets and spaces used by significant numbers of people, and assessment criterion I334.8.2(1B)(a) which refers to precinct policy (13). This policy requires new buildings to be designed in a manner that recognises landscape values and, where appropriate, enhance the streetscape and gateway locations of the precinct. Both matter of discretion H13.8.1(3)(a) and precinct policy (13) would allow a consideration of streetscape effects of the design and appearance of tall buildings on Point Chevalier Town Centre as part of a broader assessment.
- 6 Assessment criterion I334.8.2(1B)(a) also refers to policy 14AA. This new policy, introduced in response to clause 23 request H7, requires high rise buildings adjacent to the Former Oakley Hospital Building (a scheduled historic heritage building) to be of a sympathetic contemporary and high quality design which enhances the precinct's built form.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	L12
Specific request	Please explain why a new landmark is required under Matter of Assessment (1B)(b)(i), next to Pt Chevalier and Te Auaunga, when the Oakley Hospital Building is already a long established 'landmark' that is significant in relation to Pt Chevalier's identity and sense of place.
Reasons for request	Given that the Oakley Hospital Building is already a public landmark, is there any need for a (potentially) competing landmark that might degrade the very same values associated with the current heritage building.
Applicant response provided by	Rachel de Lambert, Boffa Miskell
Applicant response	
1	The Former Oakley Hospital Building was a landmark for its time, an imposing two storey building in a largely rural landscape associated with a small settlement and 'town' centre at Point Chevalier.
2	Te Auaunga Precinct occupies 64.5ha, it is intended to provide for a diverse new urban community, including the ongoing development and operation of the Unitec tertiary education facility, as well as the development and operation of a range of community, recreation, and social activities, the development of a new, compact, medium density residential community, and commercial service activities. It is the largest contiguous brownfield redevelopment site on the Auckland Isthmus.
3	Te Auaunga Precinct, like the operative Wairaka Precinct provisions, will enable a new form of mixed use urban living on this large scale urban renewal site. The urban form of the multistorey apartment typology character of development envisaged for this new community is far removed from the semi-rural, village landscape of the Former Oakley Hospital Building. It is therefore considered appropriate and desirable to provide for height variation within the precinct.
4	Height Area 1 enables the tallest buildings in the precinct with three tower typology buildings enabled at maximum heights of 72m, 54m and 43.5m respectively. Just as the relationship of the Former Oakley Hospital Building to Point Chevalier had a logic at the time, the Building's impressive scale and form in this part of the precinct, its proximity to the Point Chevalier town centre, along with other aspects of the Height Area 1 context, all contribute to this location remaining a logical place to provide for buildings that create height legibility in a far more urbanised Auckland.

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- 5 Proposed matter of discretion I334.8.1(1B)(b)(i) states:
- (b) building design and location:
 - (i) In Height Area 1 on Precinct plan 3 – Te Auaunga Additional Height, how the design for any building greater than 35m in height relates to the Tāmaki Makaurau cityscape and contributes to making a visual landmark, either in isolation or as part of a composition of taller buildings such as through the architectural expression of its upper levels and rooftop;
- 6 This matter of discretion recognises that buildings of this height will establish a new landmark as part of the city’s urban landscape. In this respect the skyline profile of such buildings will comprise an important part of the landmark qualities of the three tower buildings, either individually and / or in combination. The proposed matter of discretion (1B)(b)(i) seeks the assessment of any future proposal in this regard.
- 7 It is recognised that the urban landscape of the Auckland metropolis will continue to change with an increasing emergence of more intensive forms of residential and mixed use development and taller building heights. The emergence of suburban higher rise apartment buildings on the Auckland Isthmus is already evident as a result of the city’s ‘quality compact city’ aspiration and the provisions of the Auckland Unitary Plan (Operative in Part).
- 8 Height variation is one way to create legibility within the urban form of cities, to help wayfinding and the connection of people to place. Where buildings are taller, and often observed on the skyline, particular attention to the upper levels and top of the building in terms of architectural expression can enhance the quality of the contribution of those buildings to the cityscape.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga - Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	L13
Specific request	<p>Please explain why Matter of Assessment (5)(d)(iv) addressing buildings that are over-height limits the assessment of effects to effects on the “amenity values of open spaces and adjoining residential areas.” This does not consider effects on:</p> <ul style="list-style-type: none"> • Local streetscape values; • The natural values of Te Auaunga; • The Town Centre character and identity of Pt Chevalier; or • The heritage values of the Oakley Hospital Building.
Reasons for request	<p>Excessive height has the potential to affect far more than just adjoining open spaces and residential properties. However, the current Matters of Assessment are very limited in this regard. They should address a range of matters that impact on both the public and private domains.</p>
Applicant response provided by	<p>Matt Riley, Boffa Miskell; Rachel de Lambert, Boffa Miskell; and John Duthie, Tattico</p>
Applicant response	<ol style="list-style-type: none"> 1 Matter of discretion I334.8.1(5) is carried over from the operative Wairaka Precinct and is the provision within that operative precinct which specifies the matters to which Council’s discretion is restricted in assessing proposed developments and/or subdivision within the precinct that do not comply with listed standards, including I334.6.4 Height. 2 The operative precinct already provides for a high density urban community. It was not considered necessary when constructing the operative precinct provisions to specify a subset of matters that may be considered by Council, such as local streetscape values, the natural values of Te Auaunga, the Town Centre character and identity of Point Chevalier, or the heritage values of the Former Oakley Hospital Building. These are features which Council already has the ability to consider in accordance with the general matter of discretion to consider effects of infringement of standards, including the Height standard. The plan change does not change that approach, nor is it considered necessary to do so in order to appropriately manage potential adverse effects from over-height buildings within the precinct. 3 Council’s discretion to assess the effects of buildings that are over-height is not limited to I334.8.1(5)(d)(iv). This clause is part of the wider matters of discretion (I334.8.1(5)) that

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includes all those matters listed in Auckland Unitary Plan (Operative in Part) (AUP) Rule C1.9(3). Those matters are:

- (a) any objective or policy which is relevant to the standard;
- (b) the purpose (if stated) of the standard and whether that purpose will still be achieved if consent is granted;
- (c) any specific matter identified in the relevant rule or any relevant matter of discretion or assessment criterion associated with that rule;
- (d) any special or unusual characteristic of the site which is relevant to the standard;
- (e) the effects of the infringement of the standard; and
- (f) where more than one standard will be infringed, the effects of all infringements considered together.

4 This provides to Council a wide discretion to consider the effects of height infringements, including those potential effects referred to in the clause 23 request. It is not considered necessary to refer to specific matters, for example, those listed in the clause 23 request, as these are already encompassed within these broad matters of discretion. This is consistent with the style in which matters of discretion for considering height infringement are drafted in both AUP zones and other operative precincts that the writers are aware of.

5 By way of example of the breadth of discretion provided to Council in Rule C1.9(3) to consider the effects of any proposed over-height building within the precinct, C1.9(3)(e) does not restrict the effects that may be considered, and via C1.9(3)(a), there are a number of objectives and policies that are of relevance to height that will allow decision-makers to conduct a broad consideration of effects from a height-infringing building and assessment of how building design addresses such effects. Relevant underlying zone objectives and policies (using the Business – Mixed Use zone as an example) and precinct objectives and policies (as proposed to be amended through the plan change) are:

Business – Mixed Use zone objectives and policies

Objective H13.2(3): Development positively contributes towards planned future form and quality, creating a sense of place.

Policy H13.3(3): Require development to be of a quality and design that positively contributes to:

- (a) planning and design outcomes identified in this Plan for the relevant zone;
- (b) the visual quality and interest of streets and other public open spaces; and
- (c) pedestrian amenity, movement, safety and convenience for people of all ages and abilities.

Policy H13.3(5): Require large-scale development to be of a design quality that is commensurate with the prominence and visual effects of the development.

Precinct objectives and policies

Objective I334.2(10): An integrated urban environment is created, which:

- (a) Incorporates high quality built form and design;

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- (b) Recognises, protects and enhances the environmental attributes of the precinct in its planning and development;
- (c) Avoids, mitigates and remedies adverse effects on the environment and existing stormwater, wastewater and road/s infrastructure, recognising that the precinct stormwater system services areas beyond the precinct boundary;
- (d) Is developed in a comprehensive manner, which complements and fits within the landscape and character of the surrounding environment;
- (e) Contributes positively to the Mt Albert, Waterview and Point Chevalier communities; and
- (f) Contributes to Māori cultural promotion and economic development.

Policy I334.3(13): Require new buildings to be designed in a manner that provides for a high standard of amenity, recognises landscape values and, where appropriate, enhances the streetscape and gateway locations of the precinct.

Policy I334.3(14): Require proposals for new buildings, structures and infrastructure or additions to existing buildings, structures and infrastructure adjoining or adjacent to the significant ecological area of Te Auaunga to be sympathetic and provide contemporary and high-quality design, which enhances the precinct's built form and natural landscape.

Policy I334.3(14AA): Require proposals for new high rise buildings adjacent to the former Oakley Hospital scheduled historic heritage building to provide sympathetic contemporary and high quality design which enhances the precinct's built form.

- 6 In addition to I334.8.1(5), Council may consider the potential effects of over-height buildings via the matters of discretion listed in I334.8.1(1B). Reference should also be made to the response to the L11 clause 23 request, where this provision is discussed in detail.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	L14
Specific request	It is noted that Policy (14) under Built Form does not address the issue of a sympathetic relationship between new development and the scheduled, Oakley Hospital Building.
Reasons for request	Providing some form of sympathetic relationship between the Oakley Hospital Building and new development within Height Area 1 (especially) appears to be fundamental to the findings in the DPA Architects' heritage assessment and also appears to influence – to a lesser degree – the findings in BML's report. However, it will be difficult to achieve such positive engagement without directly applicable policies.
Applicant response provided by	John Duthie of Tattico
Applicant response	
1	This is a non-clause 23 matter.
2	It relates to the design relationship between the Former Oakley Hospital Building and the new high-rise built form allowed within Height Area 1.
3	HUD requested Mr Wild of Archifact to undertake a review of the heritage provisions of the Former Oakley Hospital Building and in particular the juxtaposition of this building and the high rise development.
4	This is addressed extensively in his report which is attached to this response package.
5	As a result of that work a new Policy 14AA is proposed. This is addressed in clause 23 response H7. Other relevant matters to the design relationship are discussed in clause 23 response H3, H4, and H5.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	L15
Specific request	The heights and built forms proposed within Height Area 1 are exceptional in all respects. It is noted that Policies (11) to (14B) under Built Form do not reflect this 'exceptionality' in terms of the built form outcomes to be achieved within that Height Area.
Reasons for request	Given the prominence of the 'towers' anticipated within Height Area 1 and their very significant deviation from the height standards associated with the Town Centre, MHU and THAB Zones nearby, they should ideally be of a design standard that reflects their 'exceptionality'. In effect, their design qualities should be more than just of a 'high quality' (14) to justify the increased heights that can be achieved within Height Area 1. However, the current policies do not appear to reflect such an approach.
Applicant response provided by	John Duthie of Tattico and Matt Riley of Boffa Miskell
Applicant response	
1	This is a non-clause 23 matter.
2	Tattico and Boffa Miskell do not accept the premise of this statement that the plan change does not seek buildings of high or 'exceptional' quality.
3	In particular:
(a)	All new buildings and alterations to existing buildings (other than minor alterations less than 250m ² and new development that meets the Medium Density Residential Standards in the residential zones in Sub-precinct C) will require resource consent and assessment by the Council as a restricted discretionary activity.
(b)	The objectives and policies of the precinct seek to retain a high quality of development across all buildings, be they 11m, 27m, 35m or located in Height Area 1 which enables up to three high rise towers in the north western area of the precinct.
(c)	The objectives and policies set the framework for the quality of this development.
(d)	Complementing this is an extensive set of matters of discretion and assessment criteria for new buildings. These have been expanded beyond those of the current Wairaka Precinct provisions and those of the Auckland Unitary Plan (Operative in Part) (AUP).

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- 4 The urban design analysis is that these criteria will result in the delivery of high quality buildings throughout the precinct including for the high rise buildings in the north-western portion of the precinct.
- 5 The author of this comment seems to be drawing a distinction between 'high quality' and 'exceptional quality'.
- 6 The AUP provides for other high rise tower buildings throughout the region including in areas such as the Wynyard Quarter, Smales Farm, Orewa, Britomart, Sylvia Park, and Ōrākei. In these locations, the plan refers to 'high quality'.
- 7 We have reviewed the AUP and could find only one use of the term 'exceptional quality' within the plan, being in the assessment criteria for buildings of up to 27m in height in development area 4 within the Landing Sub-precinct.
- 8 In contrast to this singular reference, even in highly sensitive locations and additional height areas, the plan refers to 'high quality'.
- 9 In our view, the correct approach is therefore to keep the language of the plan consistent which, as we understand it, currently predominantly refers to 'high quality'.

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Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question

L16

Specific request

It is noted that Policies (11) to (14B) under Built Form do not address the issue of achieving high quality built forms within Height Area 2 near Carrington Road and visual sympathy or compatibility with development in the MHU and THAB Zones across that road corridor.

Reasons for request

There are likely to be significant built form disparities between the 10-11 storey development anticipated within Height Area 2 and that which can occur (as of right) in the THAB and MHU Zones across Carrington Road. Consequently, the achievement of high quality design and built forms that are sympathetic to that within the 'lower' THAB and MHU Zones would seem central to achieving high quality streetscapes and a high quality urban landscape. However, this important relationship is not addressed in the current Built Form policies.

Applicant response provided by Applicant response

John Duthie of Tattico and Matt Riley of Boffa Miskell

- 1 This question raises the relationship between Height Area 2 and development enabled across the Carrington Road corridor and whether the relevant policy framework in the proposed plan change appropriately addresses achieving high quality built forms within Height Area 2 in respect of this relationship.

Height Area 2 and Carrington Road corridor relationship

- 2 The two areas which comprise Height Area 2 are some distance back from the Carrington Road frontage (with the closest part of Height Area 2 being largely 50m from the road boundary); are on generally low lying land, and are separated from Carrington Road by Height Area 4.
- 3 For these reasons, any built form in these height areas up to the proposed enabled height of 35m is considered to not be overly prominent to Carrington Road, such that a specific policy managing potential effects from buildings in Height Area 2 on Carrington Road and properties opposite is not considered necessary.
- 4 Refer Attachment 1: Te Auaunga Precinct Height Areas and Contours, which shows the distance of the closest Height Area 2 location from Carrington Road and major contour lines. Also refer to VS10B and VS11B in the updated Landscape and Visual Effects Graphic Supplement, where bulk enabled under Height Area 2 is not visible from Carrington Road behind Height Area 4 along the frontage.

Proposed precinct provisions

- 5 This plan change request and the provisions within the plan change appropriately require high quality built forms across the precinct and address the Carrington Road corridor as they:
- (a) Identify the appropriateness of providing for urban intensification within the Te Auaunga Precinct given its location in terms of distance to the central city, distance to the town centres of Point Chevalier and Mount Albert, and proximity to the key public transport routes including bus and rail, infrastructure, and the topography of the precinct which supports more intensive built form.
 - (b) Make all buildings (other than minor alterations) subject to a restricted discretionary resource consent to enable the Council to assess the urban design merits of any proposal (noting that buildings that comply with the Medium Density Residential Standards provisions in the underlying residential zones will be permitted).
 - (c) Set extensive criteria to ensure the appropriateness and quality of new development with additional criteria applicable to the Carrington Road frontage (I334.8.1(1A)(i)).
 - (d) Require an ~8m building line along Carrington Road. This means the future total Carrington Road width will now be a ~28m wide corridor. Auckland Transport is still to finalise decisions on design however the corridor is likely to include dedicated busways, cycle lanes, and footpaths with associated street landscaping. The Crown has provided \$113.2 million in funding towards the Carrington Road widening.
 - (e) The additional assessment criteria address issues including the bulk and form of buildings and streetscape.
- 6 Additionally, the assessments submitted in support of the plan change addressed height across Carrington Road as follows:
- (a) The section 32 report, including the Urban Design Assessment by Boffa Miskell, address the height across Carrington Road.
 - (b) The eastern side of Carrington Road is characterised by:
 - (i) Special Purpose Health zoning with a permitted activity height of 26m and a restricted discretionary to 35m;
 - (ii) Residential – Terrace Housing and Apartment Building zoning; and
 - (iii) Residential – Mixed Housing Urban zoning.
 - (c) The Boffa Miskell analysis contrasts these heights and the impact of new development with a ~28m street corridor (refer section 5.2.1 of the Urban Design Assessment). It also contrasts the difference between what is effectively a 12m setback to a 27m height limit versus allowing that height limit to the new Carrington Road frontage once the 8m road widening is taken into account.
 - (d) That analysis finds that the plan provisions are appropriate and through the required resource consent process appropriately manage the effects of the development. Assessment criteria apply to buildings fronting Carrington Road. This will enable the built form quality to be delivered.

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Applicant: Te Tūāpapa Kura Kāinga – Ministry of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question

L17

Specific request

It is noted that Policies (17) to (19) do not address integration of the Plan Change site's streets, pedestrian thoroughfares and cycleways with the North-western Cycleway, the Great North Rd / Te Auaunga Cycleway / walkway, Carrington Rd and Phyllis Street Reserve.

Reasons for request

The Plan Change site is highly connected to a range of walkways, cycleways, reserves and key roads at present. These connections contribute very appreciably to both local and regional use of the local area, and the local area's amenity. Consequently, these connections need to be maintained and this should be reflected in the relevant PC provisions.

Applicant response provided by

Rachel de Lambert, Boffa Miskell

Applicant response

- 1 The question seeks that the plan change formalise connections between the precinct and the surrounding public network, including the Northwestern Cycleway, the Great North Road / Te Auaunga Cycleway / walkway, Carrington Road and Phyllis Street Reserve through the precinct provisions.
- 2 With respect to connectivity, operative Wairaka Precinct Policy 19 (with minor updates proposed through the plan change) reads:

Establish a network of roads which give public access through the precinct and ~~at~~the pedestrian and cycling connections to ~~the Oakley Creek~~Te Auaunga and Waterview pedestrian/cycle bridge.

- 3 Although Policy 19 does not list all the cycleways and walkways above, it should be read alongside Precinct plan 1, which makes provision for formal linkages between and within the precinct, and all the roads, cycleways, walkways and parks listed above, including south through the Ngāti Whātua land connecting to Phyllis Reserve, Carrington Road, and the Waterview Shared Path (as shown on the updated Precinct plan 1 provided with the clause 23 responses). Public access is not explicitly provided for in Policy 19 outside these key public networks, as scope has been left for neighbourhoods within the precinct to provide for their own logical local / internal connections.

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- 4 However, the consented road, cycling and pedestrian networks in BUN60386270 (Centre/North), BUN60373075 (Wairaka Stream daylighting and pedestrian connection) and the Wairaka Precinct Stage 1 Project (South), establish the networks shown on Precinct plan 1, and anticipate the vesting of the majority of this network as public infrastructure, with a couple of minor exceptions such as the connection between the centre/north Spine Road and the south, which will be restricted to cyclists and pedestrians along the Waterview Shared Path. The Waterview Shared Path is not affected by the plan change.
- 5 The description below is of the updated Precinct plan 1, and the networks provided for in these consents. Precinct plan 1 shows the future network of roads, cycleways and walkways within the precinct, including:
- (a) Public road and dedicated cycleway connections between the precinct and two entrances / exits onto Carrington Road – currently known as Gates 1 and 3 – all connected by the Spine Road which runs the length of the precinct. A new cycleway connection east – west positioned to the north of the Former Oakley Hospital Building is included in Precinct plan 1, supporting connectivity to the Northwestern Cycleway. These networks provide both east/west and north/south connections for cyclists and pedestrians (as explicit on the map legend), and also for cars – albeit a vehicle connection between the centre/north and the south of the precinct is not anticipated due to other provisions within the Auckland Unitary Plan (Operative in Part) that are unchanged through this plan change (refer to clause 23 response T3). The cycling connections shown throughout the precinct are part of this plan change.
 - (b) An additional public road connection for pedestrians, and vehicles between the Spine Road and Gate 2 (where no separate cycling connection is shown or planned for, due to topographical constraints (i.e. steepness) within the natural landform of the precinct along this route).
 - (c) Public road connections between the precinct and Laurel, Renton, Rhodes and Mark Streets in the south, with the Laurel Road connection also abutting Phyllis Reserve. The Mark Road connection, in particular, is part of this plan change and enhances the permeability – and therefore the connectivity – between the precinct and the southern residential neighbourhoods.
 - (d) Public cycleway/pedestrian connections between the precinct and Te Auaunga and Waterview Shared Paths in the south and centre, which connect the precinct through to Great North Road. This shared path then re-enters the precinct as the Northwestern Cycleway at its current entry point on the Rainbow Path, as also shown.
 - (e) A new connection directly across the Northern park, which will enhance the connectivity for local cyclists and pedestrians between the precinct and the Northwestern Cycleway on updated Precinct plan 1 provided with this clause 23 response package.
 - (f) A new public pedestrian connection between the pedestrian network on the Spine Road and Te Auaunga / Oakley Creek, directly south of the Mason Clinic, which is supplemented by an open space area.

**'Proposed Plan Change xx (Private) – Te Auaunga'
Amending I334 Wairaka Precinct**

Applicant: Minister of Housing and Urban Development

Address: 1-139 Carrington Road, Mt Albert

Proposed activities: PPC – Partial Rezoning and Revised (currently Wairaka) Precinct Provisions

Question	L18
Specific request	It is noted that Policies (17) to (19) do not address streetscape values, both within the Precinct and on its margins – notably down Carrington Road.
Reasons for request	The provision of high quality streetscapes is fundamental to the increased development intensity and more elevated building heights proposed – both in terms of urban character / aesthetics and functionality. However, the achievement of such qualities is not addressed at present. In my view, this matter is fundamental to achieving a high quality urban environment and should be addressed in this section.
Applicant response provided by	John Duthie of Tattico and Matt Riley of Boffa Miskell
Applicant response	
1	This is a non-clause 23 matter.
2	The comment requests that HUD include a policy relating to streetscape values.
3	HUD considers that the plan change as submitted already addresses this matter. The objectives and policies applying to the land are extensive as they relate to streetscapes both directly and indirectly. Those policies include the precinct provisions and underlying Business – Mixed Use zone provisions, including the following in particular:

Precinct

Objective 10: An integrated urban environment is created, which:

- (a) Incorporates high quality built form and ~~urban~~ design;

(as proposed to be amended through the plan change)

Policy 13: Require new buildings to be designed in a manner that provides for a high standard of amenity, recognises landscape values and, where appropriate, enhances the streetscape and gateway locations of the precinct.

Business – Mixed Use zone

Objective 3: Development positively contributes towards planned future form and quality, creating a well-functioning urban environment and a sense of place

(as proposed to be amended through Plan Change 78)

Policy 3: Require development to be of a quality and design that positively contributes to:

- (a) planning and design outcomes identified in this Plan for the relevant zone;
- (b) the visual quality and interest of streets and other public open spaces; and
- (c) pedestrian amenity, movement, safety and convenience for people of all ages and abilities.

Policy 4: Encourage universal access for all development, particularly medium to large scale development.

Policy 5: Require large-scale development to be of a design quality that is commensurate with the prominence and visual effects of the development.

Policy 7: Require at-grade parking to be located and designed in such a manner as to avoid or mitigate adverse effects on pedestrian amenity and the streetscape.

- 4 The Council comment says “It is noted that Policies (17) to (19) do not address streetscape values, both within the Precinct and on its margins – notably down Carrington Road.”
- 5 There are other objectives and policies that do address streetscape values, as set out above. These provisions set up the foundation/framework for what follows in the matters of discretion for new buildings (I334.8.1). In particular, Policy 13 directly references streetscapes. This applies to all roads (existing and new) including Carrington Road.
- 6 The precinct provisions as proposed therefore appropriately address streetscape values.

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Question	L19
Specific request	<p>It is noted that the Matters of Assessment for over-height buildings in I334.8.1(1B) do not address such matters as:</p> <ul style="list-style-type: none"> • Effects on the A13 Volcanic Viewshaft; • Visual over-dominance; • Over-shadowing outside the Equinox periods; • Effects on privacy; • The streetscapes of Great North Road, Carrington Rd and the Pt Chevalier centre; • Effects on the MHS and MHU Zones south and east of the PC site; • Effects on Te Auaunga; and • Effects on the heritage values of the Oakley Hospital Building.
Reasons for request	<p>The assessment criteria for breaches of the Height Controls are effectively the same as for those that comply with the proposed height controls. As such, they mostly address matters applicable to the internal qualities of the PC site and fail to address potential effects that are fundamental to the manner (and degree) to which development across the PC site would 'fit into' its wider surrounds and landscape setting.</p>
Applicant response provided by	Matt Riley, Boffa Miskell; and John Duthie, Tattico
Applicant response	<ol style="list-style-type: none"> 1 In addition to I334.8.1(1B), Council's matters of discretion for considering the effects of over-height buildings are also listed in I334.8.1(5). This provision is discussed in detail in the response to clause 23 request L13. 2 I334.8.1(5) enables Council to undertake a broad assessment of the potential effects of an over-height building, including all those matters listed in the clause 23 request, both within the precinct and in respect of effects on areas outside it. 3 In addition, specifically with respect to Auckland Unitary Plan (Operative in Part) (AUP) A13 matters, the A13 Volcanic Viewshaft to Ōwairaka / Mount Albert from State Highway 16 causeway passes over the southern part of the precinct at heights ranging from approximately 31.5m to 51.5m. It is not proposed to increase maximum building height

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in this area beyond the heights enabled in the operative Wairaka Precinct. Existing consents in this area are for lower height buildings, sitting beneath the floor of the Viewshaft. The areas proposed through the plan change to accommodate greater height are well clear of the Viewshaft.

- 4 The operative precinct does not reference the Viewshaft as a matter of discretion or assessment when considering the effects of an over-height building. Any building in that part of the precinct over which the Viewshaft passes and which extends into it will be assessed under the provisions in AUP Chapter D14. It is not considered necessary to change this approach in the plan change.