Additional Topic¹ Allocation Form

Submitter name	Summerset Villager (Poored) Limited	
Submission number	1///.1	
Further submission number	F5348	
Date	16/03/23	

This form is to be completed by submitters who wish to have their submissions allocated to additional hearing topics. Please use the <u>Guide to creating topic and subtopic parties lists</u> to determine your current hearing topics.

You must send your Additional Topic Allocation Form (Form) to the Hearing Advisor npsudhearings@aucklandcouncil.govt.nz, as soon as possible or no later than 10 working days before the council's evidence is due.

On receipt of your Form, the Independent Hearing Panel (IHP) chair will determine whether to allow the request.

The IHP will make all Forms and its decision available on the Independent Hearing Panel webpage.

Note: Submitters will retain allocation of original hearing topics whether or not the chair grants the request.

Additional Topic Allocation Criteria

The allocation request will only be permitted where:

- The primary submission is directly 'on' the requested topic, or if indirectly 'on' the requested topic reasons are to be provided why the additional allocation should be granted.
- The requested topic has not already been heard.
- The request is received no later than 10 working days prior to the council evidence exchange for the hearing topic (generally 25 working days before the hearing)
- The decision is consistent with the principles set out in IHP Hearing Procedures document dated December 2022 and any other Panel document.

Please complete the table(s) below:

¹ Topic in this context means topic or subtopic depending on specificity of the request.

Request 1

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Submission point number (if any)	
Requested topic allocation	TOPIC 017A, 017B, 017E, 017G, 0145
Requested subtopic allocation	
Reasons	the submission relater to height in the mixed use Business zone, within
	Le mixed use Business zone, when
	a walkable catchment
Text of submission 'on'	
the topic	he fer attacked submission

Request 2

Request 2	
Submission point	F\$348
Requested topic allocation	TOPIC 017A, 017B, 017E, 017G, 0145
Requested subtopic allocation	
Reasons	The Further Submission (on formary Submission #873) related to herful in
	te Bush mired use Bush ress 3 ove,
	whin a waptake catchment
Text of submission 'on' the topic	Refor Further Submission ablached

You are welcome to attach additional pages if more space is required.

Panel Decision – if gra	anted in part, please sp	ecify below.	
Granted see below	Declined see below	Date: 22 March 2023	Signature:

Reason:

The requested topic has not been heard. The requests were received more than 10 working days prior to the council's exchange of evidence.

<u>Request 1 is Granted in part</u> as the submission point is 'on' topic 014J Height - RTN intensification response, but not 'on' 017A Walkable Catchments General, 017B Walkable Catchments General Methodology, 017E Walkable Catchments Metropolitan Centres Methodology, and 017G Walkable Catchments Rapid Transit Network Methodology.

The submission specifically seeks to apply a Height Variation Control of 27m to 23 Cheshire St, Parnell. The site is within the Parnell Train Station RTN Walkable Catchment, City Centre - Walkable Catchment, and approximately 1.8km from the Newmarket Metropolitan Centre Walkable Catchment.

The submission is 'on' topic 014J as this topic's subject matter relates to changes to height in a specific location (including the use of HVCs) within a RTN walkable catchment - aligning with the relief sought.

However, the submission does not address the subject matters of topic 017A, 017B, 017E and 017G because it did not comment on or seek changes to the methodology /extent of the various walkable catchments. Its' overarching concern is one of site- pecific height. Therefore, it is not 'on' the 017 topics.

<u>Request 2 is Declined</u> Topic allocation for further submissions are determined by the primary submission. This is due to the limited scope of further submissions to either support or oppose a primary submission.

Form 5

Submission on notified proposal for policy statement or plan, change or variation

Clause 6 of Schedule 1, Resource Management Act 1991

To: The Planning Technician

Auckland Council

Level 4, 135 Albert Street

Private Bag 92300 Auckland 1142

Name of submitter: Summerset Villages (Parnell) Limited ("Summerset")

Level 2, 10 Viaduct Harbour Avenue, Auckland 1010

- 1.1 This is a submission on Proposed Plan Change 78 (Intensification) to the Auckland Unitary Plan.
- 1.2 Summerset could not gain an advantage in trade competition through this submission.
- 1.3 The specific provisions of the Proposed Plan Change that Summerset's submission relates to are:
 - The omission from the amendments made to the Unitary Plan planning maps to apply a Height Variation Control ("HVC") to the site at 23 Cheshire Steet, Parnell.

Background

- 1.4 Summerset is the owner of the site located at located at 23 Cheshire Steet, Parnell, and is also the owner of the site at 41 Cheshire Street, Parnell.
- 1.5 These sites are all zoned Business Mixed Use ("Mixed Use").
- 1.6 41 Cheshire Street was rezoned, via Plan Change 13 from 'Open Space Informal Recreation' ("Open Space") to Mixed Use in 2019. The appropriateness of applying the HVC to 41 Cheshire Street was considered as part of the Plan Change 13 process to the Unitary Plan. Plan Change 13 involved the rezoning of 41 Cheshire Street from Open Space to Mixed Use, as part of a process which involved the rezoning of several similarly zoned properties across Auckland, which Council had determined were no longer required, and were to be disposed of.
- 1.7 At the time of the notification of Plan Change 13, Council had not undertaken a comprehensive, integrated, and holistic assessment of whether any other relevant controls should also apply to 41 Cheshire Street, coincident with its proposed rezoning.
- 1.8 In its submission on Plan Change 13, Summerset identified that together with the proposed rezoning, consideration should be given to whether other controls should be applied to the site, having regard to its context, and its relationship with the zoning of neighbouring land, and the nature of the controls which similarly apply to neighbouring land. That approach was considered appropriate for consistency across the planning framework, as well as to ensure that the rezoning was undertaken in a way which provided for future development opportunities to be optimised, and for the

approach to the rezoning to be consistent with the wider strategic objectives of the Unitary Plan.

- 1.9 Applying this approach, the Summerset submission identified that the HVC (and the City Fringe Office Control) should apply to 41 Cheshire Street. In support of this submission, Summerset undertook an evaluation (consistent with the approach undertaken by Council in determining which zoning should be applied) in accordance with section 32 of the RMA, which confirmed the suitability of incorporating a HVC (and City Fringe Office Control) coincident with the Mixed Use rezoning of the land.
- 1.10 The Council's subsequent evaluation of the Summerset submission (under section 32 of the Act) appropriately examined whether such an outcome would be consistent with the purpose of the Act and whether the proposed provisions were the most appropriate way to achieve the objectives of the proposed Plan Change. The conclusions of that analysis confirmed that the rezoning of 41 Cheshire Street together with the incorporation of the HVC (and the City Fringe Office Control) was appropriate, and would result in an outcome that would enable a form of development and activity consistent with the overarching provisions of the Unitary Plan.
- 1.11 The application/inclusion of the HVC (and the City Fringe Office Control) to 41 Cheshire Street confirmed that such a height outcome (circa 27m) is appropriate for land zoned Mixed Use in this context, having regard to its locational attributes and relationship with the zoning and controls applicable to the neighbouring land, being 'consistent with the approach for properties in the surrounding area.'
- 1.12 When the Proposed Auckland Unitary Plan (PAUP) was notified in September 2013, 23 Cheshire Street (and the adjacent rail line) was zoned Strategic Transport Corridor (and formed part of the rail network). On 28 July 2015, Council filed evidence² on Hearing Topics 051-054 (Business Zones) in respect of the submission of the Parnell Business Association (Parnell Inc.), which sought to apply the HVC to the Mixed Use zoned land fronting Cheshire and Heather Streets. At this time, 23 Cheshire Street was proposed to be zoned Strategic Transport Corridor and was not included in the submission. The Council's evidence supported the application of the HVC (27m) to the extent sought.
- 1.13 On 26 January 2016, Council filed evidence³ on Hearing Topic 081e (Rezoning and Precincts Geographical Areas) in respect of submissions which sought to rezone land. The Parnell Business Association (Parnell Inc.) (Submission 2016-6) sought:

The track of land adjacent to the rail corridor, earmarked as the site for the Parnell train station (accessed from Gibraltar Crescent and Cheshire Street), is zoned Strategic Corridor under the PAUP. Parnell Inc. requests that this site, excluding the land required for the rail corridor, be zoned Mixed Use to provide for future development of the site inline with the type of development anticipated around train stations.

² Statement of Evidence of Hannah Thompson, Hamish William Scott and Lee-Ann Mary Lucas on behalf of Auckland Council, dated 28 July 2015, paragraphs 11.105 to 11.108

¹ Council Hearing Report for Proposed Plan Change 13, 6-8 March 2019, page 56

³ Joint Evidence Report on Submissions by Panjama Ampanthong and Hamish Scott, Central – City Centre Fringe Area Rezoning, dated 26 January 2016

1.14 The Council's evidence stated that the submission is supported "in principle". The reasons given for supporting the submission were:

> Zoning will be refined through the evidence exchange process once we have had the benefit of the submitter's evidence in chief - site is no longer owned by Kiwirail so the STR zoning will no longer be appropriate.4

- The hearings for Topic 081 (Rezoning and Precincts) were held between 3 March and 1.15 29 April 2016. The Council's Legal Submissions⁵ addressed the submission by KiwiRail (submission 4336-153) which sought to rezone 23 Cheshire Street to Mixed Use. The Legal Submissions identified that the site was no longer owned by KiwiRail, and that Summerset Holdings Ltd had adopted the submission point. The Legal Submissions also confirmed that the submission point had been allocated to Topic 081, but inadvertently was not addressed by primary evidence.
- 1.16 In respect of the submission seeking the rezoning of 23 Cheshire Street to Mixed Use, the Council's Legal Submissions stated:
 - The subject site falls away steeply, continuing the slope from Parnell Road, located along the ridgeline, down to the railway line that runs along the border of the Domain. The site narrows to the south to around 20m in depth. The site is bordered to the north and east by the MU zone, and to the west by the railway line, while zones to the south include SH, MHS, and THAB. The MU zone would allow for a range of development supporting the Parnell Town Centre and aligned with the railway station.
 - 49. We are instructed that the Council supports rezoning the site from STC to MU with the application of the City Centre Fringe Office controls. No additional height is either sought or suggested for the site, and as such the default height of 18m (proposed to be revised from 16.5m through Topic 051-054 evidence) applies.
- 1.17 Mr Andrew Wilkinson filed a letter on 31 March 2016 with the Independent Hearings Panel (Panel) on behalf of Summerset Holdings Limited in respect of the submission filed by KiwiRail (and adopted by Summerset). Mr Wilkinson advised the Panel that the proposed rezoning of 23 Cheshire Street to Mixed Use, as set out in the Council's Legal Submissions, addressed the 'submitter's concerns.
- In Council's Closing Remarks⁶, following the close of the hearing for Topic 081, the 1.18 Council again confirmed that it supported the rezoning of 23 Cheshire Street from Strategic Transport Corridor to Mixed Use and that no additional height had been "sought or suggested for the site". Relevantly, despite the Parnell Business Association submission requesting the land be zoned Mixed Use to provide for future development of the site in line with the type of development anticipated around train stations, the rezoning did not incorporate the application of the HVC. This was because the HVC was not a matter which was raised in any submission relative to 23 Cheshire Street and correspondingly the merits were not addressed in evidence, or by

⁴ Ibid. Attachment C, Page 46 of 53

⁵ Legal Submissions on Behalf of Auckland Council in Relation to Topic 081 Rezoning and Precincts (Geographical Areas): Rezoning Only Hearing dates: 3 March 2016 to 29 April 2016

⁶ Closing Remarks on Behalf of Auckland Council in Relation to Topic 081 Rezoning and Precincts (Geographical Areas): Rezoning Only, no date

the Panel in respect of either Topic 051-054 or Topic 081. The Council's Closing Submissions further noted:

- 319. We are now instructed by the Council to bring the following information to the Panel's attention. Somerset will be informed of this information:
 - (a) The site is mostly covered by a flood plain. Flood depths range from 200mm to 600mm across much of the site.
 - (b) There are downstream surface flooding issues and an overland flow path which crosses a railway line. The downstream reticulation is highly surcharged due the low lying land form.
 - (c) Any development of the site would need to be hydraulically neutral including retaining existing storage volumes and flows.
 - (d) The Council has not received sufficient engineering detail to confirm if the site could be feasibly developed to a state whereby vulnerable activities could be permanently placed within the site.
- 320. We are instructed that the Council's position on rezoning has not however changed from that advised to the Panel at the hearing.
- 1.19 The Panel's recommendations on the PAUP were released on 22 July 2016. The Recommendation Reports do not address site-specific rezoning matters. The recommendations version of the PAUP maps amended the zoning of 23 Cheshire Street. No additional building height (by way of applying the HVC) for 23 Cheshire Street was recommended by the Panel, which reflects the absence of submissions or evidence provided during the hearings process in support of such an outcome. On 19 August 2016, the Council's decisions on the Panel's Recommendations accepted the rezoning for 23 Cheshire Street and the surrounding land.
- 1.20 In September 2020, an application for resource consent was lodged for the construction and operation of a retirement village (defined in the Auckland Unitary Plan (Operative in Part) (Unitary Plan or AUP) as an Integrated Residential Development) on the site at 23 (and 41) Cheshire Street. The consent sought included eight interconnected buildings ranging 3-8 storeys in height, including buildings of some 27m in height.
- 1.21 Resource consent was granted on 20 May 2021 (BUN60364362). In respect of height, the decision states:

The AUP acknowledges that greater height is possible in areas identified for intensification through the Height Variation Control. No Height Variation Control applies to the site, but it does cover the land to the east that is zoned Business Mixed Use. A number of submitters pointed to the absence of a height variation control over the site as being a deliberate strategy to maintain a modest scale of buildings in the valley floor, adjacent to the Domain, while allowing

taller buildings to the east, with outlook over the site. We can find no reference to such a strategy being the reason for no height variation control applying to the site.

In terms of the policy framework to assess the effects of additional height, Mr McGarr noted that particular attention is directed to development adjacent to residential zones, with specific regard to be had to dominance, overlooking and shadowing.

The AUP OP is less clear as to outcomes for sites in the Mixed Use Zone that are to the immediate east and north of the application site. Submitters pointed to the general policies for business zones and reference to development not creating significant adverse effects on residents (Policy 20). The applicant questioned the relevance of this policy given that the policy is not referenced in the assessment matters relevant to when considering additional height. In our view, the discretion reserved in the plan is wide enough to encompass all relevant objectives and policies, but having said that we do not place much weight on this general policy as we must read this general policy alongside the more specific mixed use zone policies which have more of a focus on effects of height on public spaces.

The Domain is zoned as Open Space. In addition, the Domain is subject to two Overlays - it is identified as an Outstanding Natural Feature and is a scheduled heritage item. The plan does not suggest any particular consideration of these specific Overlays when considering potential effects of additional height in the Mixed Use zone.

On the relationship of the proposed development to the residential sites to the south, having heard the evidence of the submitters and the applicant and visited the site we are satisfied that the development will not generate adverse effects in terms of dominance, overlooking and shadowing. The outlook of properties to the south will likely be modified by the taller buildings, with views towards the CBD skyline obscured to one degree or another, compared to a development that was within the 16m plus 2m height limit. This effect is an amenity effect, but one that is of relatively minor importance in terms of the AUP OP's emphasis on effects like overlooking and dominance. Additional shadowing effects are present but are of a minor nature when assessed against policies in the relevant zones (for example, the Residential - Single House and Residential Terrace Housing and Apartment Buildings zones) which refers to sites receiving 'reasonable levels of sunlight That is, the AUP does not specify a minimum number of hours of sunlight access per day, for example.

As for the effect of the taller buildings on the amenity of the adjacent properties in the Mixed Use zone, submitters pointed to the reduction or loss of views of the Domain and that the buildings would be out of scale in the context of Parnell. On the issue of the likely loss of views of the Domain trees compared to a compliant building, the applicant stressed that within the context of the mixed use environment, the nature and extent of outlook from apartments and office buildings located to the east of the site was not an attribute managed by the plan.

While we understand that the modification of a view may be seen to be an adverse effect on the amenity that people enjoy, we can find no substantial support in the AUP OP that this effect must be seen as a significant effect. In our assessment, in the framework of the Mixed Use zone, the loss of views is not significant.

The height variation control applying to the land to the east of the site means that the plan contemplates taller buildings on the western flank of Parnell, and this development can be seen to be part of this approach.

40. In respect of the interface between the new building and existing buildings, we consider that the design has taken positive steps to provide a degree of separation between existing and new buildings, when this is not a required outcome under the AUP OP. This is a positive effect of the design relative to what may have otherwise eventuated.

The view of the Parnell train station from Cheshire Street, down Waipapa Lane will be lost, but this view is not secured by any policy or standard.

Finally, in terms of impacts on the amenity of the Domain and users of this valued resource, we do not consider the additional height creates effects that are over and above what might otherwise occur if development maintained the 16 plus 2m height limit along the western edge of the development site.

1.22 The decision was appealed, and a Consent Determination was issued by the Environment Court on 26 August 2022.

Summary of Position

- 1.23 Summerset supports enabling intensification and is supportive of PC78, subject to appropriate provisions being included to ensure that additional development capacity is supported by, and well-integrated with, appropriate development infrastructure.
- 1.24 The National Policy Statement on Urban Development 2020 ("NPS-UD") requires local authorities to provide "sufficient development capacity" to meet expected demand for housing and business land over the short term, medium term, and long term. Policy 3states:

In relation to tier 1 urban environments, regional policy statements and district plans enable:

• • •

- (c) building heights of at least 6 storeys within at least a walkable catchment of the following:
 - (i) existing and planned rapid transit stops
 - (ii) the edge of city centre zones
 - (iii) the edge of metropolitan centre zones...
- 1.25 23 Cheshire Street is immediately adjacent the existing rapid transit stop (Parnell Rail Station), which is planned to be upgraded and enhanced.

1.26 The Council's section 32 report states:

Where Policy 3 refers to "at least" six storeys this means that a minimum of six storeys must be enabled, but six storeys is not necessarily the maximum height – it could be higher (but not lower) than six storeys. The MfE guidance states that six storeys "is the minimum and not a target and, in many cases, local authorities should enable higher than six storeys, especially where there is evidence higher buildings would be appropriate." The guidance notes that "this will depend on local circumstances and evidence." As explained in the s32 on development capacity and demand, there is a large surplus of development capacity in Auckland. Therefore, simply based on capacity there is no need to identify areas of more than six storeys. However, that is not to say that additional height in some areas may be appropriate for other reasons. Due to the time constraints on the council in preparing PC78 (along with other related plan changes) no new areas within walkable catchments have been identified for additional height beyond six storeys. Existing Height Variation Controls that enable buildings beyond six storeys (i.e., 21m) remain unchanged. Further work is required to determine where heights of more than six storeys might be appropriate (section 6.7.1.2 of PC78 to the Auckland Unitary Plan (Operative in part) Section 32 *Implementation of Policy 3 of the National Policy Statement – Urban* Development: Evaluation Report).

Submission

- 1.27 PC78 proposes to amend the 'base' height for the Business-Mixed Use zone to 21m.
- 1.28 Summerset consider that it is evident from the site's context and its relationship with similarly zoned land with a HVC provision of 27-32.5m, the historical approach taken to 41 Cheshire Street (Plan Change 13), and having regard to the recent consent granted that confirms additional height is suitable for this site, that it is entirely appropriate to enable higher than six storeys, especially where there is evidence higher buildings would be appropriate." There are obvious local circumstances and evidence to support such an outcome.
- 1.29 To apply a HVC to the site at 23 Cheshire Street to provide for a permitted height of at least 27m would be consistent with the NPS-UD direction.

Decision Sought

- 1.30 Summerset seeks the following decision from the local authority:
 - (a) That a HVC be applied to 23 Cheshire Street, to provide for a permitted height of at least 27m.
 - (b) Such further or other consequential relief as may be necessary to fully give effect to the relief sought in this submission.
- 1.31 Summerset wishes to be heard in support of this submission.
- 1.32 If others make a similar submission, consideration would be given to presenting a joint case with them at any hearing.

Signature by Summerset Villages (Parnell) Limited by its planning and resource management consultants and authorised agents Bentley & Co. Ltd.



Craig McGarr

Address for Summerset Villages (Parnell) Limited

Service: C/- Craig McGarr Bentley & Co. Ltd

PO Box 4492, Shortland Street

Auckland

Telephone: (09) 309 5367 **Mobile:** 021 741418

Email: cmcgarr@bentley.co.nz

Form 6

Further submission in support of, or in opposition to, submission on notified proposed policy statement or plan, change or variation

Clause 8 of Schedule 1, Resource Management Act 1991

To: The Planning Technician unitaryplan@aucklandcouncil.govt.nz
Auckland Council
Level 4, 135 Albert Street
Private Bag 92300
Auckland 1142

Name of submitter: Summerset Villages (Parnell) Limited ("Summerset")

Level 2

10 Viaduct Harbour Avenue

Auckland 1010

- 1. This is a further submission in support of Kāinga Ora's submission (submission number 873) on Proposed Plan Change 78 (Intensification) to the Auckland Unitary Plan ("PC78"). Summerset made an original submission on PC78 (submission number 1111). Defined terms in that original submission have been used in this further submission.
- 2. Summerset could not gain an advantage in trade competition through this further submission.
- 3. Summerset is a person with an interest in the plan change and the identified primary submission that is greater than the interest the general public has, as Summerset made a submission on PC78 and owns properties in Parnell that are affected by PC78 and the relief sought by submissions.

Submission supported

- 4. Summerset further submits in support of Kāinga Ora's original submission (submission number 873).
- 5. The particular parts of Kāinga Ora's submission that Summerset supports are:
 - The application of a Height Variation Control ("HVC") to 23 and 41 Cheshire Street and the surrounding area to enable a building height of up to 43m as a permitted activity.



Figure 1: Kāinga Ora proposed rezoning - Map 72 - showing 23 Cheshire Street outlined in red

6. The reasons for support include:

- Under the existing provisions of the Unitary Plan, there is no HVC provided at 23 Cheshire Street, and there are no amendments proposed by PC78 to apply a HVC at the property or the surrounding area. As set out in Summerset's primary submission (1111.1), in relation to the land at 23 Cheshire Street, it is evident from the site's context and its relationship with similarly zoned land with a HVC provision of 27-32.5m, and the recently approved resource consent for the development of the land, that it is appropriate to enable additional height greater than six storeys. Kāinga Ora's submission proposes the application of a HVC to 23 and 41 Cheshire Street and the surrounding area to enable a permitted building height of up to 43m.
- The site and surrounding land is within the walkable catchment of the Parnell Town Centre and the Parnell Train Station, which provides connections to the CBD and other centres.
- While the land is subject to the Auckland War Memorial Museum Overlay, this should not be determinative of the appropriate 'underlying' height opportunity that is otherwise enabled.
- There is high demand for urban intensification in this market attractive location, and the outcome sought would contribute to development capacity.
- The nature and range of activities, and the form of development that is enabled by the Mixed Use zone, together with the height sought by the Submitter, will contribute to enabling people to live and work in (and support businesses and community services in) areas of an urban environment in which all of the following apply: the area is in or near a centre zone or other area with many employment opportunities; the area is well-serviced by existing or planned public transport; and there is a high demand for housing in the area, relative to other areas within the urban environment.

- The nature and range of activities, and the form of development that is enabled by the Mixed Use zone, together with the height sought by the Submitter, will contribute to housing choice by providing typologies that meet the needs of different households.
- The outcome sought will better enable people and communities to provide for their social, economic, and cultural wellbeing, and for their health and safety, now and into the future.
- The outcome sought will promote the sustainable management of resources, achieve the purpose of the Resource Management Act 1991 (RMA) and give effect to Part 2 and other provisions of the RMA.
- 7. As such, Summerset requests the submission be allowed, and also considers that the HVC at this location should provide for an even greater height as a permitted activity.

Decision sought

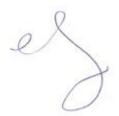
- 8. Summerset seeks the following relief:
 - Kāinga Ora's submission be allowed as it relates to the application of a HVC of 43m at 23 and 41 Cheshire Street, Parnell.
 - Such further, alternative or other consequential amendments as may be necessary to fully address Summerset's further submission as set out above.

Hearing

- 9. Summerset wishes to be heard in support of this further submission.
- 10. If others make a similar submission, consideration would be given to presenting a joint case with them at any hearing.

Dated 19 January 2023

Summerset Villages (Parnell) Limited By its planning and resource management consultants Bentley & Co. Ltd



Craig McGarr

Address for Service:

Bentley & Co. Ltd PO Box 4492 Shortland Street Auckland 1140 Attention: Craig McGarr

Mobile: 021741418

Email: cmcgarr@bentley.co.nz

Note for submitters:

A copy of your further submission must be served on the original submitter within 5 working days after it is served on the local authority.