

BEFORE THE AUCKLAND UNITARY PLAN INDEPENDENT HEARINGS PANEL

IN THE MATTER

of the Resource Management Act 1991 and
the Local Government (Auckland Transitional
Provisions) Act 2010

AND

IN THE MATTER

of the Proposed Auckland Unitary Plan - topic
043 and 044 Transport Objectives and Policies
and Transport Rules and Other

SUBMITTER The New Zealand Institute of Architects Inc,
Auckland Branch (5280 and FS 3199)

SUBMITTER Urban Design Forum Inc (5277 and FS 3235)

SUBMITTER Generation Zero (5478 and FS 3350)

STATEMENT OF EVIDENCE OF JOHN DONALD MACKAY

Topic 043 and 044 Transport Objectives and Policies and Transport Rules and Other

16 June 2015



PREAMBLE

1. My name is John Donald Mackay. I have a degree in Architecture and a post-graduate diploma in Town Planning from the University of Auckland. I am a full member of the New Zealand Planning Institute.
2. I have some 35 years experience ranging from strategic and statutory planning to designing and directing town centre projects. Details of my qualifications and experience are attached as Appendix 1.
3. Of relevance to this topic, I have been responsible for:
 - guiding the early stages of the North Shore and Waitakere District Plan development (the latter as the manager responsible);
 - directing the programme of six Waitakere City plan changes in response to the LG(A)AA 2004;
 - assisting the Auckland Regional Council as a “critical friend” for the Regional Growth Strategy Review and leading the Centres Classification Study;
 - preparing evidence on behalf of the joint councils for the Auckland Regional Policy Statement Plan Change 6 appeals.
4. I confirm that I have scanned the evidence exchanged on behalf of Auckland Council, paying particular attention to that of Stuart Donovan, Joshua Arbury, Mairi Joyce, Ian Munro and Scott Ebbett.
5. I have attended three related mediations, including the 012 Transport topic for the Regional Policy Statement. I have been briefed on the mediation for the 043/044 Transport topic by Kevin Brewer, who attended on behalf of the three organisations above.
6. I have read and agree to comply with the Expert Witness Code of Conduct set out in the Environment Court’s Consolidated Practice Note 2011. This statement of evidence is within

my area of expertise, except where I have stated that I am relying on the opinion of another expert witness. I have not omitted to consider material facts known to me that might alter or detract from my opinions.

EXECUTIVE SUMMARY

7. This evidence supports the Council's initiative in removing Minimum Parking Requirements from a number of development types and zones within the Unitary Plan. It is also in support of the proposition put forward by Generation Zero, the UDF and NZIA, that all Minimum Parking Requirements should be removed from the Unitary Plan.
8. I do not seek to address the economic and equity issues raised in Stuart Donovan's s32 report or in Donald Shoup's excellent book (*The High Cost of Free Parking*). Nor do I traverse the ground covered by Luke Christensen's evidence. Rather I have endeavoured to support Luke's evidence by giving examples from three corners of the Auckland region of how Minimum Parking Requirements often make potential intensification opportunities in town centres physically impractical. The examples are from my experience with projects in Pukekohe, Browns Bay and Henderson.

9. PUKEKOHE EXAMPLE

10. Pukekohe is an interesting example of the issues that developers face when trying to intensify in and around a town centre. Pukekohe is a very attractive town centre, with continuous shop frontages, high quality streetscape, a full range of services and shops, all the community facilities of a county seat, and a direct train service to downtown Auckland. There is demand for apartment living, from retiring farmers amongst others, but very little opportunity: as the map below shows there are a few remaining houses, one floor of an office bldg, and three upstairs conversions.



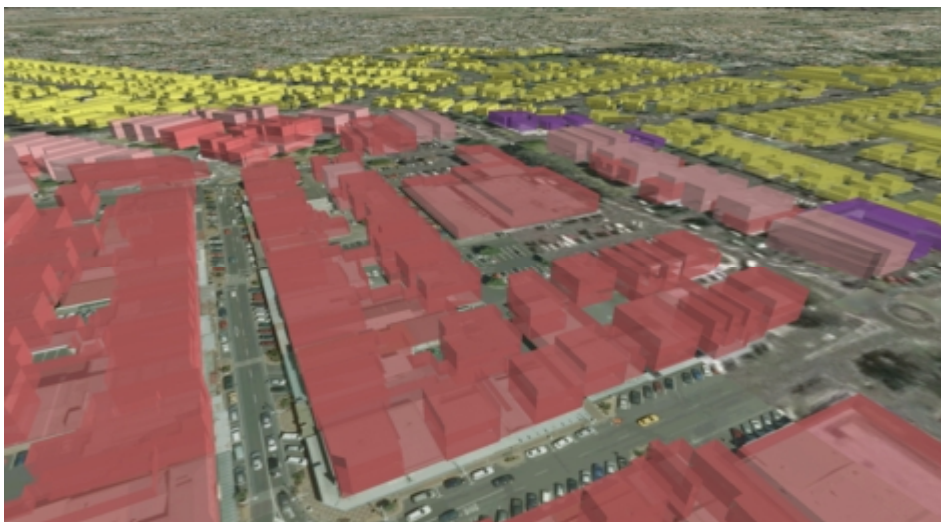
11. The Franklin District Council's Growth Strategy had called for apartment development within the town centre and the District Plan allows for 4-storey buildings. It was confidently expected that mainstreet buildings would be redeveloped to provide apartments at upper levels, as illustrated in the sketches below.



12. The great majority of the buildings in the town centre are only single-storey. As part of the work I did for the *Pukekohe Central Strategy*, GIS-based modelling of the existing buildings (below) demonstrated that the overall floor area ratio for the centre was less than 0.5, even though the District Plan allowed a ratio of 4.0. Pukekohe is more built up than many town centres, but you can see that about half the total site area, not counting streets, is taken up with asphalt for carparking.



13. Pukekohe centre has exceptionally deep lots, and the Council had already embarked on a process of upgrading the rear lanes with a view to encouraging development on those frontages, as illustrated below.



14. The reason why this is unlikely to happen can be seen in the aerial photo below. The Minimum Parking Requirement for shop floorspace occupies half of most of the sites. To add apartments would require a parking structure to fill the whole of the courtyard between the mainstreet apartments and those on the lane. Any apartments would only receive light and outlook from one side and open into the shelves of a parking building on the other. In reality an efficient parking building needs to be 34m wide. Few of the Pukekohe sites are this wide. Many are less than 17 metres, which makes even spiral ramps between floors physically impossible.



15. **BROWNS BAY EXAMPLE**

16. In 1991-92 I was Project Director for the Browns Bay Town Centre Project. Amongst other things we refurbished the main street, opened up a new plaza connection through to the foreshore domain, and transformed the service access behind the Clyde Rd shops into Beachfront Lane.
17. The frontage of Beachfront Lane had a high-value view across the domain and foreshore of the Hauraki Gulf. It was fondly imagined that developers would build apartments there with shops and cafes at street level.
18. In fact it was years before any development occurred, and even now - nearly a quarter of a century later - two-thirds of the lane's frontage is still under-used surface carparks. Most of the developments that have occurred are small apartment blocks up on stilts. At street level they hide behind walls and gates that camouflage the ground-level carparking.



19. The one exception to this configuration is the comprehensive redevelopment of a large site near the northern end, which has a popular café at street level and three levels of apartments with generous balconies above.



20. Closer inspection however reveals that carparking occupies half of the frontage plus a structure behind the apartments.



21. The result is that only the fourth-floor apartments are able to get the afternoon sun and have modest balconies looking out to the west



22. An even more extreme example is the Takapuna Beachfront. In 1993 we bought the remaining private houses to create a continuous beachfront park and extended The Strand around in a loop to connect both ends of Hurstmere Rd. These are even higher value sites than Browns Bay, with elevated views down across the beach to Rangitoto, yet it was only this year that the first development has occurred on this frontage – a small single-storey block of cafes and restaurants.



23. **HENDERSON EXAMPLE**

24. A more mundane and common example is Pioneer Plaza in central Henderson immediately across the street from the *Westfield* mall. It was developed by the Waitakere Licensing Trust, with single storey retail on two sides of a lot, arranged around a large area of under-used parking. The number of carpark spaces on-site is required by the floor area of the shops. This is peak time (11.30, Thursday morning).



25. If the developer had wanted to build apartments above the shops, they would have had to provide an extra space for each apartment.
26. In New Lynn we had similar experiences. An owner wanted to build a 7-storey apartment building adjoining the bus station, and across the street from the train station, the new library, and LynnMall. It was aimed at the student market, for tenants unlikely to have cars. The District Plan however required 36 carparks, which were physically impossible to provide on the tight triangular site.
27. Similarly, when we tried to intensify the library development by providing apartments above aimed at an older demographic, the cost of providing the necessary parking structure was prohibitive.

28. The Minimum Parking Requirements are a major barrier to intensification. They are based on the suburban assumption that everyone drives, and that they will need to drive from site to site within a town centre. Although traffic surveys found that there was twice as much traffic circulating round in the Henderson centre than the regional traffic model predicts, parking studies in Henderson and New Lynn show that even at peak times the carpark vacancy rate is 20%.
29. Waitakere City's Minimum Parking Requirements in centres were already more benign than most Auckland District Plans, but for the reasons above we addressed them further as part of the suite of Plan Changes we notified under the LGAAA2004. Plan Change 17 took away the need to provide car parks for apartments built within or close to the town centre, and introduced more flexibility to the requirements for commercial parking.
30. I consider that it is not coincidental that the number of new apartments developed within Henderson (574) and New Lynn (667) (within the period 1991-2006) puts them within the top six centres regionally, and above higher-value centres like Takapuna (442) and Milford (90).

CONCLUSION

31. The vision that has driven Council's centre-based approach since the original Regional Growth Strategy is one in which residents are offered a genuine choice of alternative lifestyles by being able to return to live in intensive town centres like the ones of the past or the ones that people see and experience in Europe.
32. The Minimum Parking Requirements introduced in the 1950s, however, make such a model of intensification physically impossible. The Auckland centres that have demonstrated success in intensification are those where Minimum Parking requirements have been removed completely, like the City Centre, or curtailed, like Newmarket, New Lynn and Henderson.

A handwritten signature in blue ink, appearing to read 'John Mackay', is positioned above the printed name.

John Donald Mackay

Date 16 June 2015

APPENDIX 1: Proposed Changes to Part 3- Chapter H: 1.2.3.2 Table 4

While not expressing an opinion on the use of Maximum Parking Rules, the submissions of the UDF and NZIA, asked for the removal of all Minimum Parking Requirements, as per the table below, copied from Luke Christensen's evidence for Generation Zero.

In the event that the Panel was unable to support that position, the submissions listed the following specific instances where the panel might consider going beyond the notified version of the Unitary Plan in removing Minimum Parking Requirements:

- **sites within a Mixed Housing Urban Zone where they are within 800m of a City Centre, Metropolitan Centre, Town Centre or Local Centre Zone (Table 3).** This will redress an unintended consequence of the last-minute backdown on the Draft Unitary Plan that saw most Terrace Housing & Apartment Zones downgraded to Mixed Housing Urban Zones. Ensuring that an onerous parking requirement is not consequently added will allow flexibility to cater for the hundreds of households without cars that have already clustered round town centres like Orewa, for instance.
- **Neighbourhood Centres (Table 3).** Genuine Neighbourhood Centres are based on walkability from the local residential neighbourhood. The imposition of minimum carparking requirements prevents economic intensification of Neighbourhood Centres, with apartments or offices above shops. The many so-called Neighbourhood Centre Zones that cater primarily to passing traffic will make a market decision to provide parking in highly visible locations anyway.
- **Primary and Secondary Schools and Land used for Organised Sport & Recreation (Table 4).** We believe that school grounds and parks will often get better value from retaining their grass and play space rather than losing space and money creating areas of tarseal and their associated access roads. The users of these facilities may even benefit from a short walk from unused kerbside parking nearby, or from using less space-hungry means of transport.
- **Studio and one bedroom dwellings, irrespective of the zone.** Such dwellings are often provided for students and elderly, whom have significantly lower incomes and levels of vehicle ownership. And given their small size, the proportional cost of such dwellings is inflated the most by MPR.

- **Pukekohe and Warkworth (i.e. that they be included with the other Town Centres in Table 3).** These two centres have been lumped in with small rural townships, but they are to become major growth centres within the RUB. It is demonstrable that intensification of the Pukekohe town centre has been impeded by minimum parking requirements.
- **All forms of dwellings in Residential Zones (Table 4).** We believe that the removal of minimum parking provisions would enable more variety and flexibility to provide affordable housing, and would result in better use of kerbside parking assets.

Activity		All other areas (minimum rate unless otherwise specified)
Sites subject to a Key RetailFrontage overlay (applies only to identified sites in Helensville, Kumeu/Huapai, Pukekohe, Warkworth and Wellsford Town Centres)	All activities where vehicle access to the parking would be within a Key Retail Frontage overlay	No parking required or permitted
Residential	Mixed Housing Suburban zone	Dwellings - studio or 1 and 2 bedroom 1 per dwelling No minimum rate
		Dwellings - three or more bedrooms 2 per dwelling No minimum rate
	Mixed Housing Urban zone	Dwellings - studio or 1 bedroom A minimum and maximum of 1 per dwelling No minimum rate

		Dwellings - two or more bedrooms	<p>A minimum of 1 per dwelling</p> <p>A maximum of 2 per dwelling</p> <p>No minimum rate</p>
	All other areas	Dwellings - studio or 1 bedroom	<p>1 per dwelling</p> <p>No minimum rate</p>
		Dwellings - two or more bedrooms	<p>2 per dwelling</p> <p>No minimum rate</p>
	Home occupations		<p>1 per dwelling except no additional space is required where both of the following apply:</p> <ul style="list-style-type: none"> all employees live on the site of the home occupation goods and services are not sold from the site (except electronically or by mail/courier) <p>No minimum rate</p>
	Retirement village		<p>0.7 per unit / apartment plus 0.2 visitor space per unit / apartment plus</p>

		<p>0.3 per bed for rest home beds within a retirement village</p> <p>No minimum rate</p>
	Supported residential care	<p>0.3 per bed</p> <p>No minimum rate</p>
	Visitor accommodation	<p>1 per unit</p> <p>Or, where accommodation is not provided in the form of units, 0.3 per bedroom</p> <p>No minimum rate</p>
	Boarding houses	<p>0.5 per bedroom</p> <p>(except that parking is not required for boarding houses which accommodate school students within the School zone)</p> <p>No minimum rate</p>
Offices		<p>A minimum of one per 45 m² GFA</p> <p>A maximum of one per 30 m² GFA</p> <p>No minimum rate</p>

Commercial services , excluding the following: veterinary clinics , storage and lockup facilities		1 per 25m ² GFA No minimum rate
Retail	Motor vehicle sales	1 per 10 vehicle display spaces, plus 1 per additional 50m ² GFA No minimum rate
	Taverns	1 per 20m ² GFA No minimum rate
	Trade suppliers	1 per 50m ² GFA plus 1 per 100m ² of outdoor storage or display areas No minimum rate
	All other retail (including food and beverage)	1 per 25m ² GFA No minimum rate
Industrial activities and storage and lock-up Facilities	Repair and maintenance services	4 per repair / lubrication bay, plus 1 per additional 50m ² GFA No minimum rate
	All other industrial activities and storage and lock-up facilities	1 per 50m ² GFA , or 0.7 per FTE employee

		<p>(where the number of employees is known),</p> <p>whichever is the lesser.</p> <p>No minimum rate</p>
Entertainment facilities , clubrooms and community facilities		<p>0.2 per person the facility is designed to accommodate</p> <p>No minimum rate</p>
Care centres		<p>0.10 per child or other person, other than employees plus</p> <p>0.5 per FTE employee</p> <p>No minimum rate</p>
Educational facilities	Primary and secondary	<p>0.5 per FTE employee plus</p> <p>1 visitor space per classroom</p> <p>No minimum rate</p>
	Tertiary	<p>Massey University at Albany Campus:</p> <p>0.32 per EFT student</p> <p>Other tertiary education facilities:</p> <p>0.5 per FTE employee</p>

		<p>plus</p> <p>0.25 per EFT student the facility is designed to accommodate</p> <p>No minimum rate</p>
Medical facilities	Hospitals	<p>1 per 40m² GFA</p> <p>No minimum rate</p>
	Healthcare services	<p>1 per 20m² GFA</p> <p>No minimum rate</p>
	Veterinary clinics	<p>1 per 20m² GFA</p> <p>No minimum rate</p>
Land used for organised sport and recreation		<p>12.5 spaces per hectare</p> <p>No minimum rate</p>
Water transport	Land adjacent to a public boat launching ramp	No minimum rate for accessory parking associated with boat launching
	Marinas	<p>0.35 per berth provided</p> <p>No minimum rate</p>
	Minor ports at Gabador Place, Tamaki and Onehunga	<p>0.5 per employee intended to be working in or at the facility at any one time</p>

		No minimum rate
All other activities, except for activities within rural zones		1 per 50m2 GFA No minimum rate
All other activities where located in rural zones		No minimum rate

REFERENCES

Auckland Transport Parking Strategy, Auckland Transport (2015).

<https://at.govt.nz/media/1119147/Auckland-Transport-Parking-Strategy-May-2015.pdf>

APPENDIX 2 – QUALIFICATIONS AND EXPERIENCE

John Mackay B.Arch., Dip.T.P., MNZPI

1401 / 18 BEACH RD, AUCKLAND CITY CENTRE, 1010

021 309 512 | john.mackay@slingshot.co.nz



I set up in sole practice at the beginning of 2013. Since that time I have been involved in a variety of work including master-planning projects (at Okoroire Hot Springs Hotel and Kingseat Village - both of them sites of about 30 hectares which require complex statutory planning processes as well as design), the City East-West Transport Study (contracting back through Boffa Miskell and Aurecon), a large number of urban design reviews for Auckland Council and for private clients, the World Heritage Area nomination for the Auckland Volcanic Field (briefly), and submissions to the Proposed Auckland Unitary Plan.

From 2007 until early 2013 I was employed as a principal at Boffa Miskell Ltd. During this period I managed a number of projects, including the Onehunga Development Framework, Intensive Urban Development Case Studies, Pukekohe Central Structure Plan, North Shore Centres Strategy, options studies for the cruise industry and the subsequent Queens Wharf design competition.

I was also contracted by the Auckland Regional Council as a “critical friend” for the Regional Growth Strategy Review, to lead the Centres Classification Study and to prepare evidence on behalf of the joint councils for the Regional Policy Statement Plan Change 6 Appeals.

During the period from 1983 to 2007 I was employed at Waitakere City Council, North Shore City Council and Auckland City Council. My work at the various council's included designing and directing streetscape and town centre plans (Titirangi Village Project, New Lynn, Hobsonville master planning, Browns Bay town centre, three streetscape projects in the Auckland City Centre, libraries and other civic buildings) to strategic and statutory planning. I initiated and managed for 3 years the development of the Waitakere City District Plan, and directed the drafting and hearings evidence for plan changes under the Local Government (Auckland) Amendment Act 2004 to

achieve quality intensification around rail-based town centres and create a 500-hectare growth corridor from Westgate to Hobsonville.

EXPERIENCE

<i>From March 2013</i>	Sole practice as John Mackay (Urban Strategy) Ltd
<i>2007-2013</i>	Urban Design Specialist, Boffa Miskell Limited, Auckland - Appointed Principal, May 2008
<i>1993- 2007</i>	Manager Urban & Economic Strategy, Manager Urban Development & Design, Development & Resource Issues Manager, [Waitakere City Council]
<i>1989-1993</i>	Section Head, Urban Design, [North Shore City]
<i>1983–1989</i>	Senior Architect-Planner, [Auckland City]
<i>1981–1982</i>	Architect [Sir Frederick Snow & Partners, London]
<i>1974-1980</i>	Architect-Planner, [Environmental Design Section MWD Head Office].
<i>1973</i>	Tutor, Environmental Studies [University of Auckland, Engineering Faculty]
<i>1971-72</i>	Architect [Ministry of Works, Christchurch], Seasonal Ranger [Fiordland National Park], Construction Worker [Chas Luney Ltd]

EDUCATION

Bachelor of Architecture
Diploma of Town Planning
(University of Auckland)