



# URBAN DESIGN ASSESSMENT

PRIVATE PLAN CHANGE REQUEST

167 – 173 Pilkington Road, Glen Innes

Urban Design Assessment

19 April 2024

**B&A**

Urban & Environmental

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Wyborn Capital Investments Limited

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## 1.0 Executive Summary

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Wyborn Capital Investments Limited ('Wyborn Capital') seek to amend the current zoning of the subject site ('the Site') from Business – Light Industry zone ('LIZ') to Business – Mixed Use zone ('MUZ') and apply two Height Variation Controls ('HVC's) up to 27m within the northern portion of the Site (Area A) and up to 21m within the southern portion of the Site (Area B). Requirements for acoustic treatment are proposed to apply to sensitive activities in close proximity to the western boundary / railway corridor and to the arterial roads to provide for the health and wellbeing of future residents.

The entire Site is located within a 13-minute walk of the Glen Innes Station, offering high frequency travel to and from the city centre. The Site is also located within convenient walking distance to the services of the wider town centre, open spaces and schools in the surrounding neighbourhood.

The Site, which is largely occupied by low-rise industrial buildings and at-grade car parking, is separated from sensitive residential properties by two strips of Open Space – Informal Recreation Zoned ('OSZ') land, two arterial roads and a railway corridor.

The Regionally Significant Volcanic Viewshaft (W12) and the Locally Significant Volcanic Viewshaft (W13) overlays pass over the majority of the Site with heights ranging from 23m to 30.5m. The combination of these viewshafts and the proposed HVCs means that buildings one to three storeys taller than those enabled under the MUZ provisions could be provided and up to two storeys taller than the Site's operative (LIZ) maximum height of 20m.

Taller buildings on site would provide a stronger urban edge condition and a greater degree of street enclosure to both Pilkington Road and Apirana Avenue. This could help to reinforce the legibility of Glen Innes Town Centre as a node within the wider environment which is consistent with the Council's compact city approach of encouraging intensification in and around centres and public transport. The proposed HVCs also result in a transition in building height with taller buildings enabled closer to the town centre which then transition down further south.

Any potential adverse shading, visual dominance and privacy effects of the increased height on neighbouring properties are of a level anticipated by the Unitary Plan and are satisfactorily managed through the separation distance achieved due to the adjoining OSZ land, arterial roads and railway corridor.

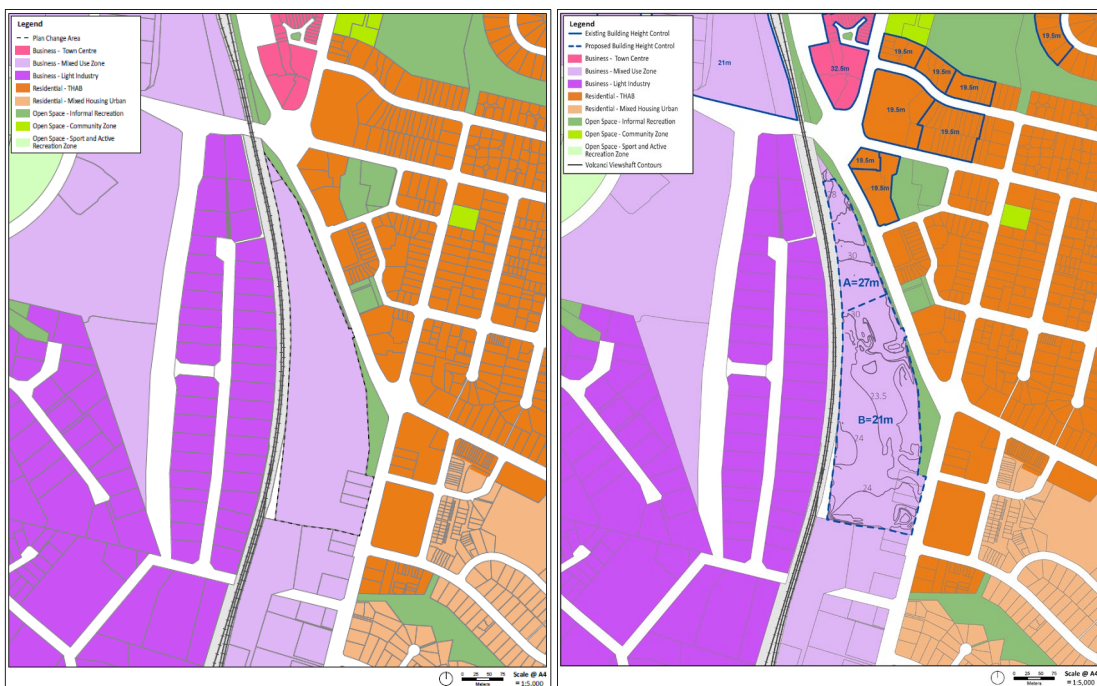
High quality design outcomes for buildings of up to 27m would be appropriately managed by the proposed precinct provisions and the current MUZ matters of discretion and assessment criteria for new buildings, noting that the Unitary Plan already uses these mechanisms to manage design quality.

In my view, the requested zone amendments would have low potential adverse effects and overall positive urban design effects. Overall, I support the proposal from an urban design perspective.

## 2.0 Introduction

### 2.1 Background

Wyborn Capital seek to amend the zoning at 167 – 173 Pilkington Road from LIZ to MUZ and enable buildings up to 27m in height within Area A and up to 21m in height within Area B (refer to Figure 01 below). Wyborn Capital envisages that the Pilkington Plan Change (‘PPC’) will provide for the redevelopment of a site in close proximity to the Glen Innes Town Centre, enabling a more intensive mixed-use development and a more efficient use of land close to a key public transport node (Glen Innes Station).



**Figure 1 (Left): PPC Zoning.**

**Figure 2 (Right): PPC and Existing View Shaft Overlay Heights under AUP.**

### 2.2 Scope and purpose of this report

This report provides an urban design assessment of the PPC. This report:

- Summarises the characteristics of the Plan Change area (‘PCA’) and its context;
- Summarises the strategic planning context relevant to an urban design assessment; and
- Assesses the urban design effects of the requested amendments to the underlying zoning.

An appendix to the report contains additional graphic and spatial analysis that provides a visual illustration of potential outcomes for the PPC. The model has been developed with the following limitations and assumptions:

- The diagrams use Auckland Council’s GIS data for property boundaries, kerb lines and existing building footprints.
- The diagrams do not represent any proposed / existing street layouts or proposed / existing layouts within the Site.

- The diagrams represent a ‘maximum build-out’ and do not represent a likely built form scenario. Any future development would be subject to a comprehensive design process.
- The diagrams do not illustrate the Regionally Significant or Locally Significant Volcanic Viewshaft overlays. The proposed HVCs associated with the PPC will not impede these overlays.
- The diagrams use a ‘floor-to-floor’ height of 4.5m at the ground level and 2.7m ‘floor-to-ceiling’ height for all other levels as per the Auckland Design Manual’s recommendations for mixed use developments<sup>1</sup>.

This report should be read alongside the Landscape and Visual Effects Assessment, prepared by Barker & Associates.

## 3.0 The Site and Surrounding Context

### 3.1 Site Description

The Site applies to properties at 167 – 173 Pilkington Road. On its eastern side, the Site adjoins two strips of Open Space – Informal Recreation zone (‘OSZ’), Pilkington Road and Apirana Avenue and on its western side the ‘Eastern line’ of the Auckland Commuter Rail Network. The southern boundary abuts the following land parcels of existing Business – Mixed Use zoned land: 165 Pilkington Road, Point England, 153 Pilkington Road, Point England; and Parcel ID: 5190596 owned by Goodman Property.

The Site is orientated north-south over a length of approximately 800m commencing from the intersection of Merton Road and Apirana Avenue down to 165 Pilkington Road to the south. The Site is essentially flat, however, there is a 2m bund located just outside the Site boundary along the interface with the railway corridor (refer to Figure 3). There is also a level change of approximately 1.5m in the form of a planted batter within the OSZ land north of ‘Gate B’ on Apirana Avenue. This then transitions back to a similar grade to what’s currently on-site further south.



**Figure 3: View looking south along the western boundary / interface with the adjoining rail corridor.**

<sup>1</sup> Section 6.3.2 Floor-to-ceiling heights, Mixed Use Development Design, Auckland Design Manual.

<https://www.aucklanddesignmanual.co.nz/sites-and-buildings/mixed-use/guidance/thebuilding/mixeduseconfigurations#/sites-and-buildings/mixed-use/guidance/thebuilding/buildingform/floortoceilingheights>

In terms of geometry, the southern portion of the Site is reasonably regular, however, as it follows the alignment of the adjoining rail corridor it becomes progressively narrower and terminates at a sharp triangular point to the north.

The site has a total area of approximately 7.35ha. The length of the Site puts all parts of it within a ten-to-fifteen-minute walking distance of the Glen Innes Station and Glenn Innes Town Centre<sup>2</sup>. Glen Innes Station is four stops from Britomart. Train frequency during peak commute times is approximately every ten minutes. Travel time from the station to Britomart is approximately 15 minutes. This is estimated to decrease further once the City Rail Link<sup>3</sup> becomes operational.

### 3.2 Planning context

The entire site currently comprises LIZ with a maximum permitted height of 20m. The Regionally Significant Volcanic Viewshaft Overlay (W12, Mount Wellington) encompass approximately two thirds of the southern portion of the Site. The Locally Significant Volcanic Viewshaft Overlay (W13, Mount Wellington) comprises the majority of the northern portion of the site. The Volcanic Viewshaft Overlays range in heights above the Site from 23m to 30.5m (refer to Figure 2).



**Figure 4: Subject Site and Volcanic Viewshaft Overlays.**

### 3.3 Eastern side of Apirana Avenue and Pilkington Road

On the eastern side of Apirana Avenue and Pilkington Road, as it relates to the Site, is a residential area primarily comprising THAB zoned land with two pockets of OSZ land. These sites are owned and operated by Tamaki Regeneration Limited. These sites contain three storey walk-up apartments and two storey terraces of varying quality and age, surrounded by open space and at-grade pockets of car parking.

<sup>2</sup> Based on a standard 800m / ten-minute walking distance.

<sup>3</sup> <https://www.cityraillink.co.nz/crl-travel-times>.

### 3.4 Landscape setting

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The road frontage associated with the site is approximately 800m in length. Of this, 670m (83.75%) comprises Open Space – Informal Recreation zoned land which contains a significant number of existing and mature specimen trees.

A series of mature street trees are also located within the Pilkington Road reserve adjacent to the Site. A number of existing specimen trees are also located within private property on the eastern side of Apirana Avenue.

There is a small pocket of private open space located within the southern portion of the Site which has a stormwater and amenity function. There is also a small pocket of open space in the northern most portion of the Site.

For further information and analysis pertaining to landscape elements associated with the Site and surrounds, refer to the accompanying LVEA prepared by Barker & Associates.

### 3.5 Accessibility and proximity to amenities

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The Site is well served and highly accessible to surrounding amenities. The Glen Innes Train Station is 650m away from the centre of the Site or an 8-minute walk, and the Glen Innes Town Centre is approximately 800m away from the centre of the Site or a 10-minute walk.

The Site also has good access to a number of arterial roads include Apirana Avenue, Pilkington Road, Merton Road and Line Avenue, along with several bus transport options including:

- Bus-stops on Pilkington Road for route 744 (service every 30mins in peak times to Panmure and Glen Innes) along the Site's frontage adjoins Pilkington Road;
- Bus-stops on Point England Road for frequent service route 74 to Glen Innes and Onehunga are an approximate 150m to 650m walk;
- Bus stops at Glen Innes Station for multiple frequent service and local routes, as well as Tamaki Link, to wider Auckland area are an approximate 500m to 1km walk;

I note there is also a planned (with detailed designed confirmed) separated one-way cycleway on the western side of Apirana Avenue, between Merton Road and Pilkington Road.

The following educational institutes have been identified as being within a 20-minute walking distance from the Site (the exact point of reference has been identified as existing Gate B, Pilkington Park):

- Point England School is a 1.1km / 14-minute walk from the Site.
- Tamaki College is a 1.6km / 20-minute walk from the Site.
- Ruapotaka Primary School is a 750m / 9-minute walk from the Site.
- Glen Innes Primary School is a 1.3km / 16-minute walk from the Site.
- Saint Pius X School is a 1.6km / 20-minute walk from the Site.

Tamaki Primary School is also in close proximity being a 22-minute walk from the site.

In addition to the educational institutes highlighted above, the following open space / recreational areas and amenities have been identified as being within a 20-minute walk or less to the Site:



- Talbot Reserve is a 400m / 5-minute walk from the Site.
- Taurima Reserve is a 750m / 10-minute walk from the Site.
- Maybury Reserve is a 650m / 9-minute walk from the Site.
- The Y Glenn Innes Pool and Leisure Centre is a 1.3km / 17-minute walk from the Site.
- Colin Maiden Park is a 1km / 12-minute walk from the Site.
- The Auckland Netball Centre is a 1.4km / 17-minute walk from the Site.
- Pak'n Save Glen Innes is a 1.1km / 13-minute walk from the Site.

Point England Reserve and Maungarei / Mount Wellington are also within close proximity with walking times ranging from between 21 – 26 minutes, respectively.

### 3.6 Built form and zoning in the wider area

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The zoning pattern of the wider area spanning out from Glen Innes Town Centre is, very loosely, concentric. At its core is Town Centre zoning with a Height Variation Control of 32.5m, surrounded by MUZ and LIZ to the west and THAB zoning toward the east. Both of these more intensive zones then transition further out to Residential - Mixed Housing Urban ('MHU') zoned land further east and Residential - Mixed Housing Suburban ('MHS') zoned land further west toward Stonefields<sup>4</sup>.

On the western side of the railway line, opposite the Site, is an area of LIZ land occupied by one to two storey industrial buildings, at-grade car parking and storage yards.

As noted within Section 3.3, a number of three storey walk up apartment buildings and two storey terraces are located on the eastern edges of Apirana Avenue and Pilkington Roads. This more intensive building form then transitions down to single detached dwellings further eastward where opportunities of the underlying THAB zoning (enabling buildings up to 16m) have not yet been taken up. I note, there is also a Height Variation Control associated with those THAB zoned parcels located between Pt England Road and Salima Talagi Street which enables heights of 19.5m.

An existing block of MUZ land is located adjacent to the southern boundary of the Site. This land contains three industrial warehouses (Outside Space, Courtney Engineering Limited and Zero Waste Network), a storage yard owned by Goodman Property Limited and associated at-grade car parking.

## 4.0 Strategic Planning Context

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The strategic planning context is covered in detail in the planning report that accompanies the PPC. Below, I provide a summary of those aspects relevant to an urban design assessment:

- The National Policy Statement on Urban Development (August 2020) sets a nationwide direction for accommodating growth both 'up' and 'out' in New Zealand cities. There is an emphasis on enabling higher density development of at least six storeys in areas close to

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<sup>4</sup> It is noted that draft material provided by Auckland Council in response to the NPS-UD and MDRS Intensification requirements currently indicates the lower intensity zones surrounding the Glen Innes town centre will upzoned to a combination of THAB and MHU zoning.

employment, amenity, infrastructure and – particularly – close to rapid stops (such as railway stations) and ensuring that rules do not unnecessarily constrain these outcomes.

- The Auckland Plan 2050 is Auckland Council’s primary direction setting strategic document setting out how growth will be accommodated through to 2050. The Plan sets out that a ‘quality compact’ approach to growth will be used. This means:
  - Development is emphasised in areas close to public transport and within walking distance of services and facilities including centres, community facilities, employment opportunities and open space; and
  - Future development maximises efficient use of land.
- The Regional Policy Statement (‘RPS’) in the AUP(OP) sets out the strategic framework that underpins the Unitary Plan. Chapters of the RPS relevant to the PPC include: B2.2 Urban Growth and Form; B2.3 A Quality Built Environment; and B4.3 Viewshafts sections, with provisions of particular relevance being:
  - A quality compact urban form that enables a higher-quality urban environment (B2.2.1);
  - Residential intensification is enabled in and around centres and close to public transport, social facilities and employment opportunities (B2.2.2(5));
  - A quality-built environment where subdivision use and development: responds to the intrinsic qualities and physical characteristics of a site and area; reinforces the hierarchy of centres; contributes to a diverse mix of choice and opportunity for people and communities; and maximises resource and infrastructure efficiency (B2.3.1); and
  - Significant public views to and between Auckland’s maunga are protected by avoiding subdivision, use and development that would result in the significant modification or destruction of the view or detract from the values of the view (B4.3.1(1) and B4.3.2(3)).
- The Resource Management (Enabling Housing Supply and Other Matters) Amendment Act 2021, introduced the requirement for Tier 1 authorities to incorporate the Medium Density Residential Standards (MDRS) on all residential zoned land unless qualifying matters make this inappropriate. The practical effect of the MDRS on the PPC is that it is likely to substantially increase both the plan enabled and feasible housing capacity within the surrounding area.
- Plan Change 78 (‘PC78’) was notified by Auckland Council on 18 August 2022 in response to the NPSUD and MDRS. At the time of preparing this assessment, preliminary hearings are underway for PC78. I consider the following proposed changes under PC78 are relevant to the PPC:
  - The Site, portions of those THAB zoned sites on the eastern side of Apirana Avenue, Glen Innes Town Centre and two LIZ sites on the western side of railway line have been identified as being within a 10-minute walkable catchment of a Rapid Transit Network (‘RTN’) stop (Glen Innes Train Station) as shown in Figure 5 below.
  - The proposed total building height of the Site and the two LIZ sites on the western side of the railway line, is 21m.
  - The THAB zoned sites located on the eastern side of Apirana Avenue (within the walkable catchment highlighted above) have a building height of 21m.

- The proposed total building height for the MUZ area located within the walkable catchment is 6 storeys (21m).
- The height in relation to boundary standard is 60deg + 19m when the zoning of the adjacent site is THAB zone or Open Space – Informal Recreation Zone.

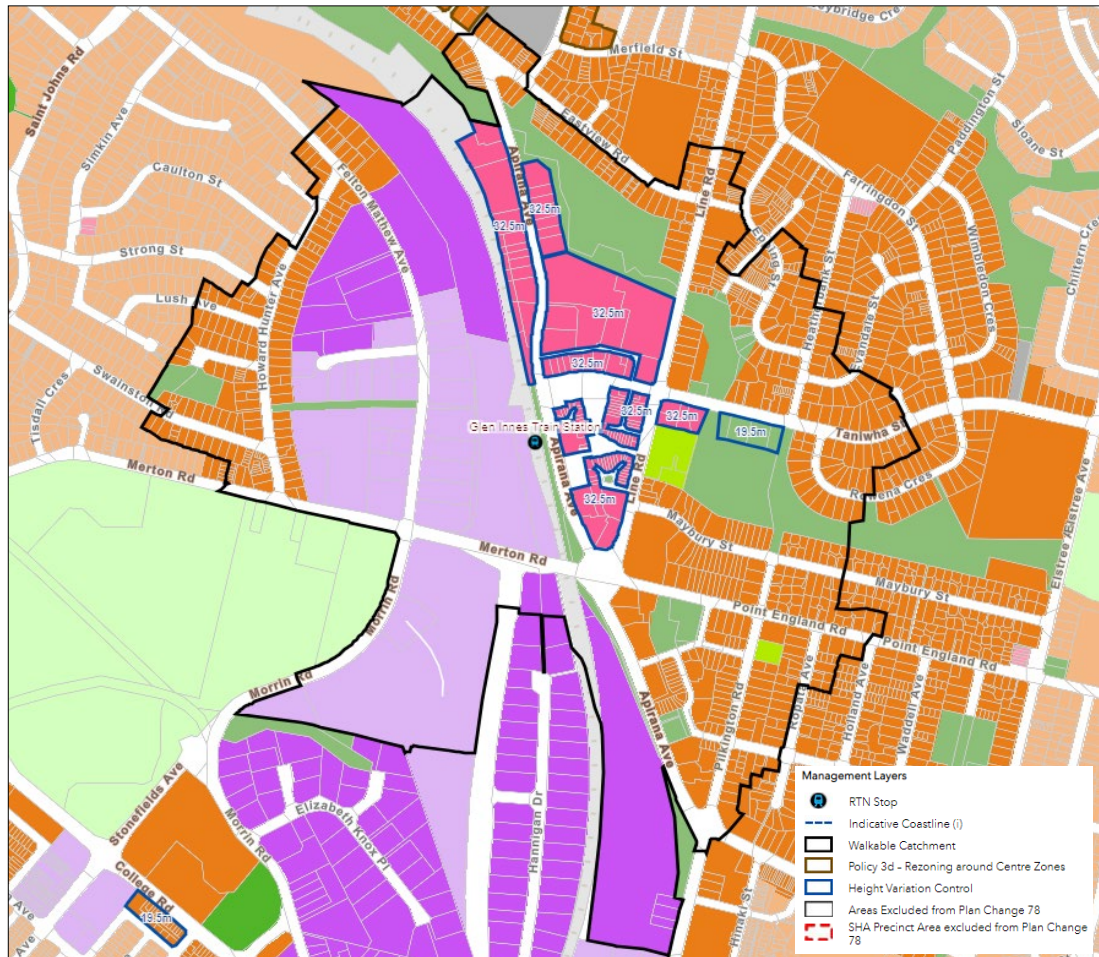


Figure 5: Walkable catchment under PC78.

## 5.0 The Proposal

The PPC seeks to amend the existing LIZ at 167 – 173 Pilkington Road, Glen Innes to MUZ and apply two Height Variation Controls (‘HVC’) within Areas A and B (refer to Figure 6). The HVCs will enable building heights of up to 21m and 27m, or one to three storeys of additional height than what’s enabled within the MUZ (i.e. 18m including 16m of occupiable height and 2m for roof form).

The following elements have helped to inform the proposed HVCs:

- The existing Volcanic Viewshaft overlays. The HVCs will not impede these elements.
- Additional height was considered more appropriate within Area A to enable greater intensification closer to the Glen Innes Town Centre and Glen Innes Station.
- Consideration as to how the AUP manages building height relative to storeys (i.e. 21m enables 6 storeys + 2m roof form and 27m enables 8 storeys + 2m roof form).

- Assessment pertaining to neighbouring properties and whether additional height would result in adverse effects.

A precinct is also proposed to manage site-specific matters. The proposed precinct provisions are focussed on achieving a comprehensive redevelopment within the precinct, amendments to the height in relation to boundary control adjoining Open Space zoned land and reverse sensitivity noise effects to the adjacent railway corridor and arterial roads.

The precinct provisions are detailed in the planning report that accompanies the PPC, and are summarised as follows:

- An acoustic treatment and mechanical ventilation rule to ensure activities sensitive to noise adjacent to the railway corridor are designed to protect health and amenity and manage reverse sensitivity effects;
- A mechanical ventilation rule to ensure activities sensitive to noise adjacent to arterial roads are designed to protect health and manage reverse sensitivity effects;
- More permissive height in relation to boundary standard at the eastern frontage of the Plan Change area, which adjoins parcels that are zoned Open Space – Informal Recreation Zone; and
- Associated objectives, policies, matters of discretion, and assessment criteria, including in relation to achieving comprehensive redevelopment and high-quality urban design outcomes.

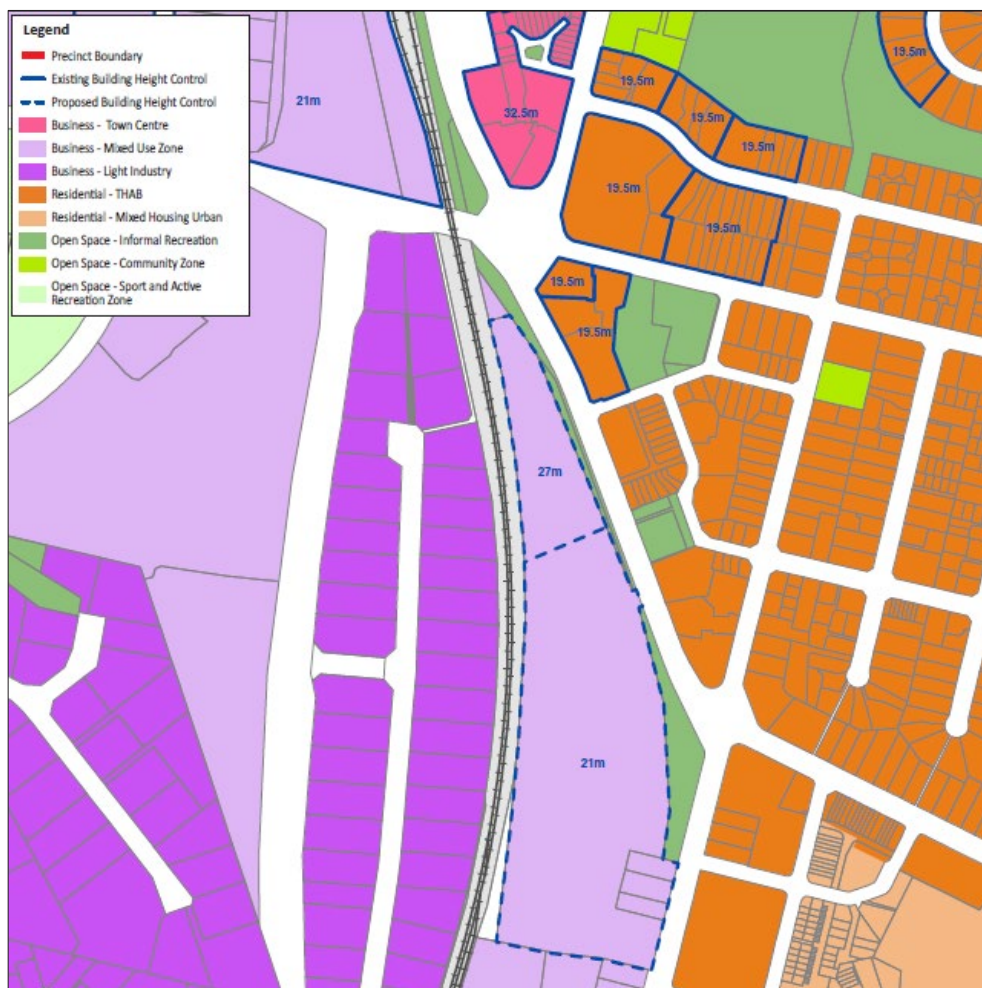
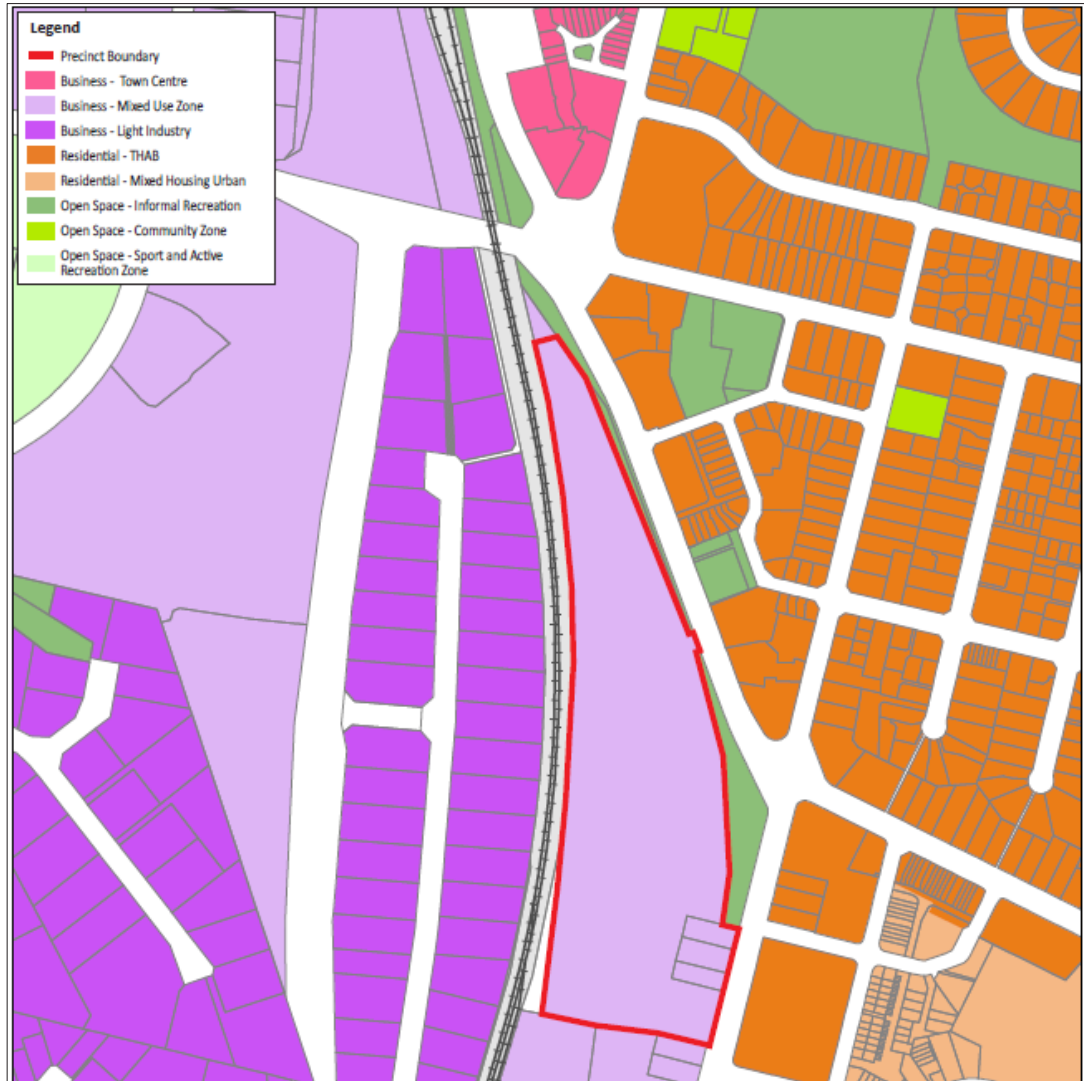


Figure 6: The PCA, proposed MUZ and HVCs.



**Figure 7: The PCA and proposed precinct boundary.**

## 6.0 Urban Design Assessment

Where a change to the underlying zoning and greater building height is sought, an urban design assessment can assist to understand the effects of that change on the quality of potential built environment outcomes at a neighbourhood, street and site level and as it affects intended strategic outcomes.

### 6.1 Diverse land uses, character and amenity

The anticipated use, characteristics and level of amenity for the Site is generally managed by its existing Light Industrial Zoning, which is described under the AUP as:

*“(Light Industry Zone) anticipates industrial activities (...) includes manufacturing, production, logistics, storage, transport and distribution activities. The anticipated level of amenity is*

*lower than the centre zones, Business – General Business Zone and Business – Mixed Use Zone.<sup>5</sup>*

This is also reflected through the land use and development activities provided for under the Activity Tables of the LIZ, having more permissive activities and controls for new buildings, industrial and industrial related developments. Residential, commercial, retail, office and community developments that are not associated with the industrial activities, are generally not provided for and require consent as a non-complying activity<sup>6</sup>.

Where a change to the underlying zoning from LIZ to MUZ is sought, the anticipated character and level of amenity of the Site perceived by the wider environment and neighbouring sites will change. From an urban design perspective, rezoning the Site to MUZ has a number of positive outcomes, namely:

- The MUZ provisions include discretion to assess new buildings against a number of design-based matters, in particular:
  - The design and appearance of buildings, including with specific regard to the visual quality and interest of streets and other public open spaces (H13.8.1 (3)(a));
  - The extent of glazing treatment provided with specific regard to passive surveillance over public streets and spaces (H13.8.1 (3)(c));
  - The application of Crime Prevention through Environmental Design principles to the design and layout of buildings adjoining public spaces (H13.8.1 (3)(e));
  - The effects of the creation of new roads and/or service lanes on the matters listed above (H13.8.1. (3)(f)); and
  - The positive effects that landscaping, including required landscaping, on sites adjoining public spaces is able to contribute to the amenity values of the people using or passing through the public space (H13.8.1 (3)(g)).

These provisions will likely result in improved design, safety and amenity outcomes within the Site and adjoining public realm which will contribute to the vibrancy of the Glen Innes area.

- The MUZ provisions enable a greater variety of activities (including residential) than what's provided for within the LIZ. This will likely result in a more efficient use of land and contribute to the housing supply in a location that is within close walking distance to key public transport connections and the services and amenities associated with the Glen Innes town centre.
- Should the MUZ be applied to the Site, this would create a single contiguous MUZ block with the existing sites located directly south of the PPC. This would enhance the legibility of future built form within Glen Innes and enable a more integrated approach to future development with the same design considerations and provisions between sites.

## 6.2 Streetscape Effects

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Apirana Avenue and Pilkington Road are both arterial roads. Apirana Avenue has a legal width of approximately 23m and Pilkington Road has a legal width of approximately 24m as they relate to the Site. In my opinion, the change of zoning, HVCs and the removal of HIRB standard along the

<sup>5</sup> H17 Business – Light Industry Zone – H17.1 Zone Description.

<sup>6</sup> H17 Business – Light Industry Zone – H17.4 Activity table – Table H17.4.1 Activity Table

boundary adjacent to Open Space – Informal Recreation Zone will not result in any significant adverse effects to the adjoining streetscape for the following reasons:

- Two strips of OSZ land are located between the Site and Pilkington Road and Apirana Avenue. This OSZ land comprises approximately 84% of the entire western frontage and contains a number of well-established specimen trees and vegetation. This OSZ land will not be affected by the PPC and will continue to soften and in most cases screen views of any future built form from the street. If additional connections are required from within the Site to the adjoining streets, this will be dealt with during a separate consenting process and in my view, would represent a positive outcome that would contribute to a more vibrant streetscape with a greater level of activation.
- The Site would form a contiguous block with existing MUZ land to the south. Any future buildings would therefore not appear out of character with surrounding existing and future development as viewed from the adjoining streets.
- The MUZ provisions will effectively manage building height and scale to integrate future development in a positive manner with the surrounding street environment.
- All future developments within the Site will be subject to a resource consent process for new buildings. The MUZ provisions will help to ensure any future built form outcomes are of a quality and design that positively relate to the adjoining streets while maintaining and enhancing pedestrian safety and amenities.

### 6.2.1 Enhanced legibility of Apirana Avenue and Pilkington Road

The HVCs sought as part of the PPC will enable taller buildings (between 21m to 27m) than what is currently enabled within the existing LIZ and MUZ provisions. In my view, both Apirana Avenue and Pilkington Road would benefit from the greater degree of street enclosure this additional height would provide for the following reasons:

- It would positively reinforce the legibility of this part of the road and the wider Glen Innes Town Centre as a node within the wider environment.
- Along arterials such as Pilkington Road and Apirana Avenue, a number of studies note the desirability of urban streets having a ratio (building height : street width) approaching or exceeding 1:1, as they tend to attract more pedestrian activity. The PPC would increase the degree of street enclosure on the western side of the adjoining streets up to and exceeding (depending on the adjoining width of the road) this ratio.

The existing street enclosure along Apirana Avenue adjoining the Site is approximately 0.35:1 to 0.52:1. This ratio is due to the two and three storey heights (8m – 12m) of existing buildings on both sides of the 23m road reserve. This is an open condition resulting in limited enclosure.

The existing street enclosure along Pilkington Road adjoining the Site is approximately 0.33:1 to 0.5:1. This ratio is due to the two to three storey height (8m – 12m) of existing buildings on the both sides of the 24m road reserve. Similar to the above, this is an open condition resulting in limited enclosure.

The heights currently enabled by the AUP along both sides of Apirana Avenue adjoining the Site, include 20m for the LIZ and 18m for the THAB zone, with the exception of those THAB parcels located between Pt England Road and Salima Talagi Street which have a Height Variation Control

of 19.5m. This would result in a significant increase in street enclosure up to a ratio of 0.78:1 for THAB zoned areas (or 0.85:1 within Height Variation Control area) – 0.87:1 for LIZ areas.

The 21m to 27m height proposed would result in an increase in the street enclosure ratio beyond that of up to 0.91:1 to 1.17:1 on the western side of Apirana Avenue.

The heights currently enabled by the AUP along both sides of Pilkington Road adjoining the Site include 20m for the LIZ and 18m for THAB zone. This would result in a significant increase in street enclosure up to a ratio of 0.75:1 for THAB zoned areas – 0.83:1 for LIZ areas.

The 21m height proposed would result in an increase in the street enclosure ratio beyond that of up to 0.875:1 on the western side of Pilkington Road.

Overall, the proposed increase in height within the Site would contribute positively to the degree of streetscape enclosure achieved along both Pilkington Road and Apirana Avenue which, for the reasons discussed above, I consider to be a positive outcome.

### 6.2.2 Height and scale relationships

When looking at possible scenarios associated with built form outcomes within the PCA and the potential build out should the THAB zoned land on the eastern side of the road be maximised in the future, a series of diagrams have been prepared. These diagrams illustrate the Site and surrounds where both sides of Apirana Avenue and Pilkington Road have been built up to the maximum heights enabled:

- The operative AUP heights for THAB and LIZ as applying to the Site (shown in Figure 8 below); or
- The operative AUP heights for THAB and the proposed building height and precinct provisions as applying to the Site by the PPC (shown in Figure 9 below).

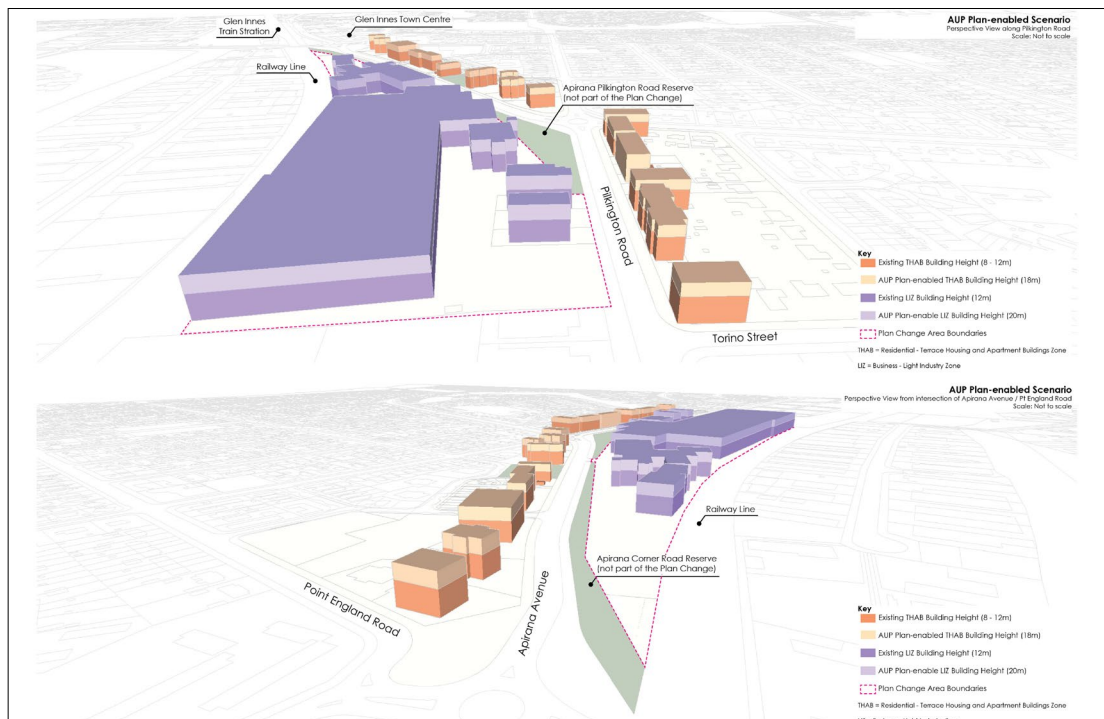
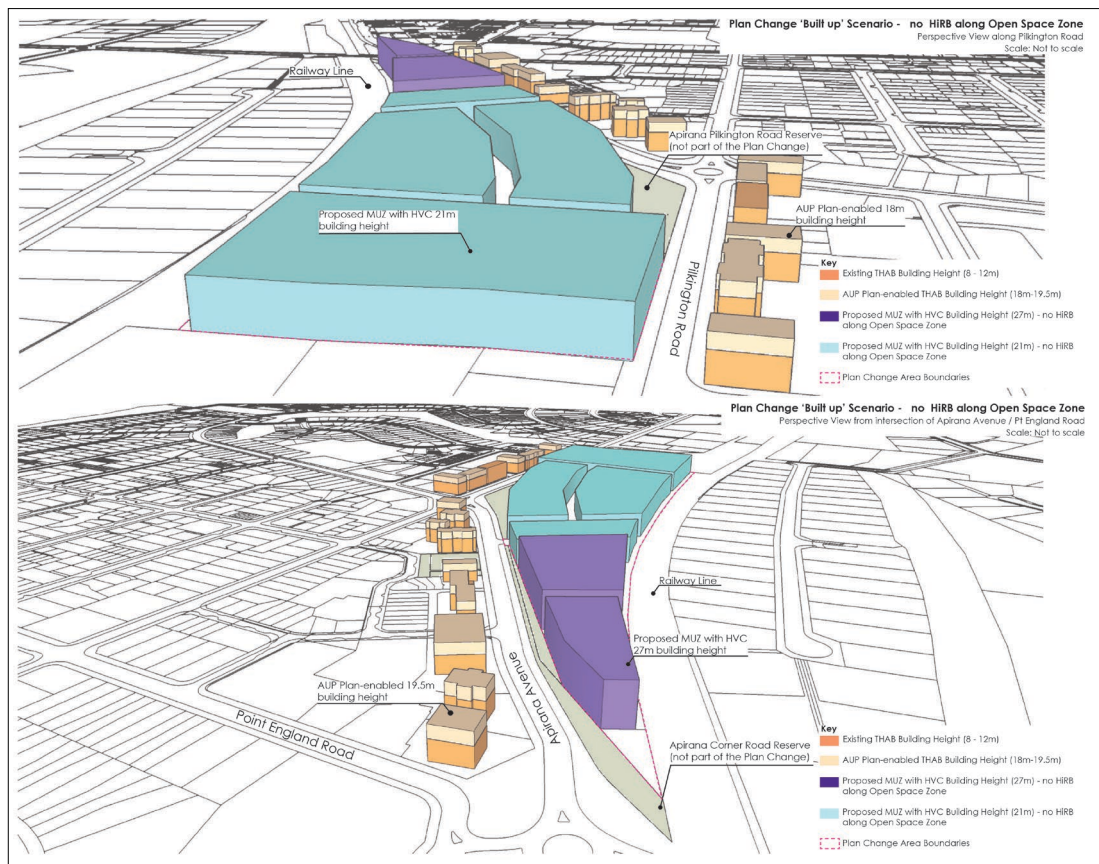


Figure 8: Diagram perspective (AUP plan-enabled scenario).





**Figure 8: Diagram perspective (Plan Change 'built-up' scenario).**

This extent of 'build out' would take some time to occur. In the short to medium term, there would be instances of taller buildings, up to 21m to 27m, adjacent to existing 8m – 12m (two to three storey) buildings along the eastern side of Apirana Avenue and Pilkington Road.

As illustrated in the diagrams, I consider that the width of both Apirana Avenue and Pilkington Road could visually accommodate these height differences which, I note, would reduce over time as existing buildings / properties are redeveloped. This is a normal corollary of urban development and is not unexpected in a city such as Auckland which is rapidly intensifying. There are current examples across Auckland of new mid-rise buildings adjoining older low-rise buildings, where the height relationship has been comfortably accommodated.

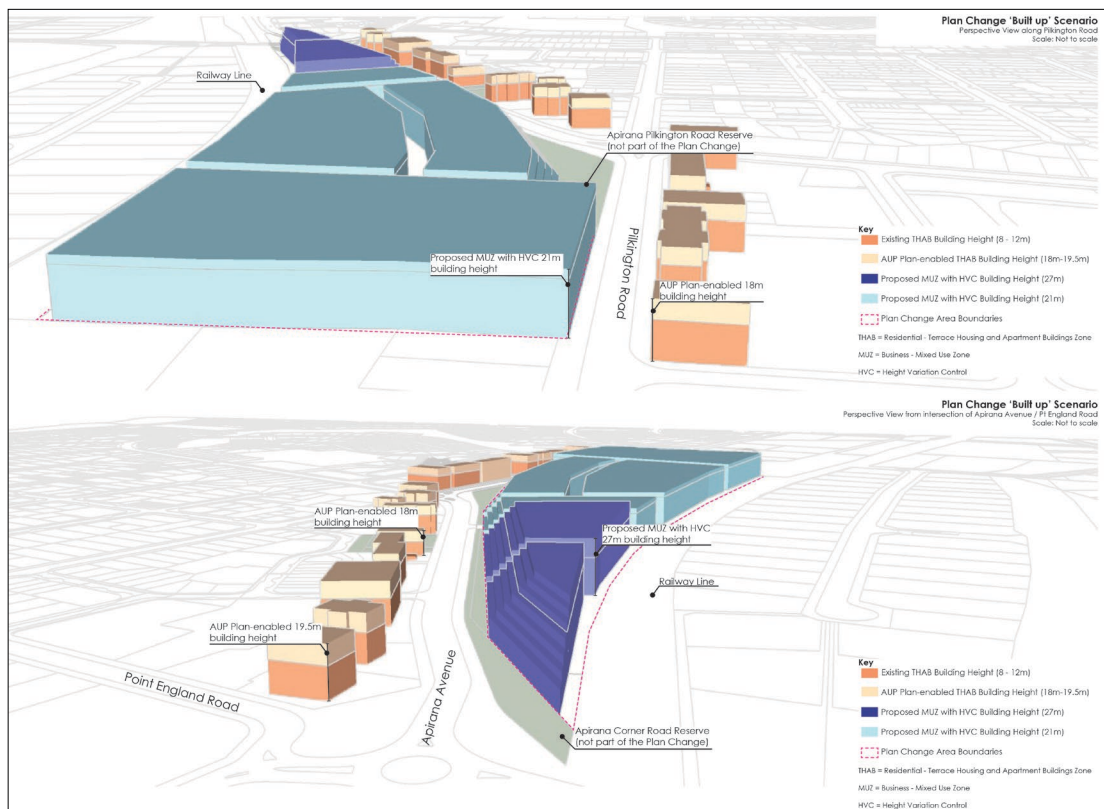
### 6.2.3 Effects on the public realm

Compared with the existing plan-enabled building height of 20m, the proposed building heights of up to 27m would result in additional shading to both Apirana Avenue and Pilkington Road during the afternoon hours (to varying degrees depending on the time of year).

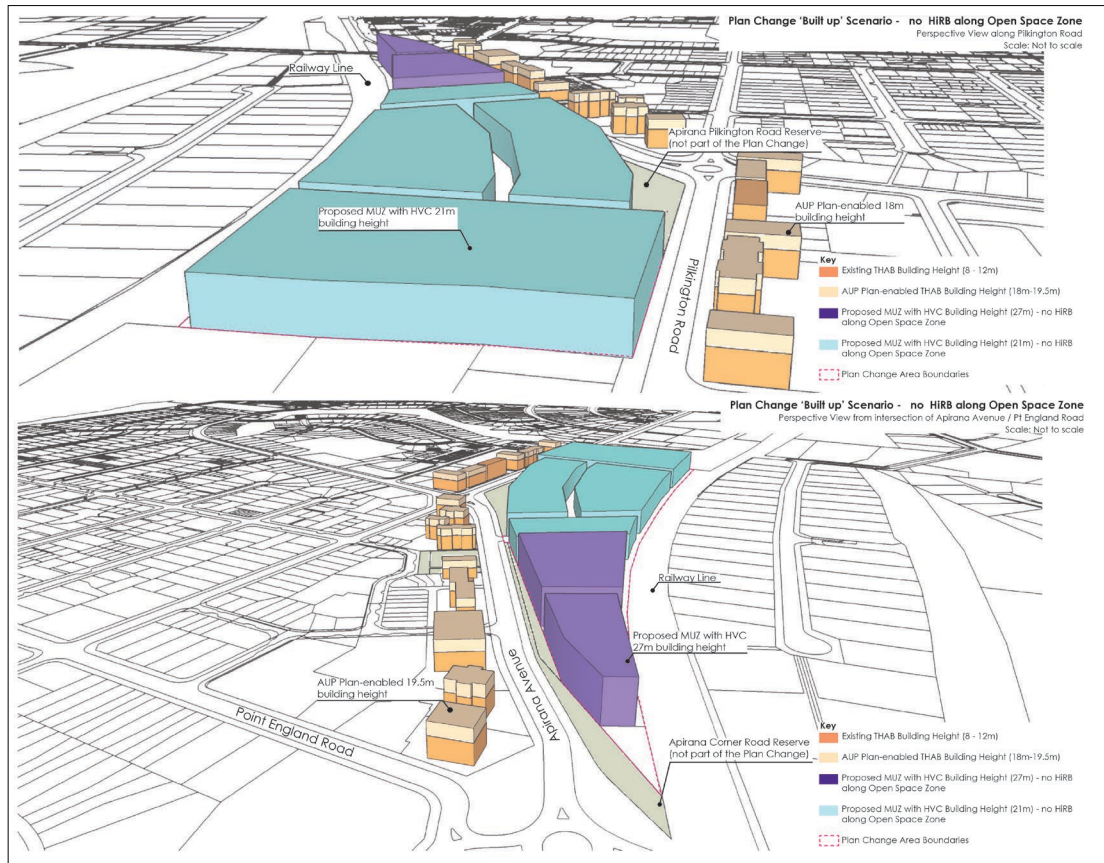
Notwithstanding, I acknowledge there are no assessment criteria pertaining to shading effects of public streets within either the LIZ or the proposed MUZ provisions. Changes to shading are an inevitable result of intensification in urban areas. The trade-off is the potential increase in vitality of the town centre as a result of an increased local population (whether residential or commercial) who are able to support local businesses. This is reinforced by Policy 6 of the NPS-UD which anticipates that intensification will result in changes to amenity values appreciated by some people but improve amenity values appreciated by others.

The Site also adjoins the Open Space – Informal Recreation Zone for the majority of its eastern boundary. Visual dominance and shading effects on neighbouring sites are primarily managed in the MUZ by applying height in relation to boundary (HIRB) recession planes along the boundary with specific adjacent zones. In this instance, the underlying MUZ provisions require a HIRB plane of 8.5m plus 45degree is applicable for the Site’s eastern boundaries adjoining the Open Space – Informal Recreation Zone.

I note that both of the Open Space zoned areas visually appear to be extensions of the existing road reserve and do not provide for any sports, active or recreational uses. It also appears that these OSZ strips of land were likely implemented to provide a visual and physical buffer between the residential zoned land to the east and the LIZ Site. For these reasons, I consider the HIRB controls along this interface to be technical in nature and I support the removal of any restrictive HIRB controls along this interface which could result in a less optimal outcome from a built form perspective (i.e. with reference to the 3d diagrams comparison below, it becomes apparent that in order to comply with the HIRB controls, a building would likely require several stepped elements to comply which could detract from the visual quality and degree of street enclosure achieved).



**Figure 10 PCA with proposed HVC and HIRB along OSZ boundaries.**



**Figure 11 PCA with proposed HVC and no HIRB along OSZ boundaries.**

### 6.3 Visual reinforcement of the Town Centre

The existing Town Centre has a number of qualities and characteristics which contribute to the overall amenity values of the area. In my view, rezoning the Site to MUZ and enabling additional height will not detract from these qualities, particularly when viewed in the context of the existing planning framework, which enables 32.5m building height within the Town Centre Zone, 20m building height within the LIZ, and 19.5m building height within portions of the THAB zoned land which contains a height variation control.

Whilst there are some older buildings in the town centre which could contribute to the existing character, none of these buildings are protected (by way of scheduling or special character overlays). As such, as the town centre is redeveloped, it is expected that a number of these buildings will be removed, and the character of the town centre will evolve in line with the provisions of the AUP.

The PPC enables buildings up to 27m within Area A which equates to an additional two to three storeys of additional height above and beyond the standard MUZ provisions which has a height limit of 18m. The PPC enables buildings up to 21m within Area B which equates to an additional one storey of additional height above and beyond the standard MUZ provisions.

Area A is located opposite the southern edge of the Town Centre and west of the THAB zoned land which has a Height Variation Control of 19.5m. It is the most visible and prominent area of the Site when viewed from the Town Centre, Merton Road, Point England Road and Line Road. Area B is

located just south of Area B and has been designed to create a transition in building heights away from the Town Centre.

In my view, a building of up to 27m within Area A which is located at a major intersection just south of the town centre and railway station would be a positive outcome that would result in additional neighbourhood vibrancy and visually reinforce the Site as a 'marker' within the wider environment.

## 6.4 Adverse Effects on Neighbouring Sites

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The current maximum building height enabled under the LIZ provisions is 20m. The HVCs associated with the PPC will enable an additional 1m – 7m of building height under the LIZ provisions. In this section, I specifically assess the extent to which the additional building height could change the amenity effects on the adjacent THAB zone and MUZ. Noting that potential effects on the OSZ land and adjoining road reserves has been previously discussed in section 6.2.3 and will not be repeated here. I also briefly discuss the extent to which the proposed Precinct will manage the potential reserve sensitivity effects and effects on the adjacent railway corridor and arterial roads.

### 6.4.1 Privacy and visual dominance

Privacy and visual dominance effects on neighbouring sites are primarily managed within the MUZ through the application of HIRB recession planes along the boundary with specific adjacent zones; and by a requirement for a 6m deep setback above 18m in height when opposite a residential zone under H13.6.3 for building setback at upper floors.

In this instance, the HIRB standard applies to the Open Space zoned land as previously discussed (and not repeated here) and two specific locations where the existing zoning directly abuts the road corridors of Apirana Avenue and Pilkington Road where THAB zoned land is located on the respective eastern boundaries (refer to H13.6.2.2 Height in relation to boundary opposite a road).

The 3d diagrams prepared as part of this process illustrates that building bulk up to 27m sits well within the HIRB recession planes to the boundaries adjacent to THAB zoned areas. The diagrams also illustrate building bulk complying with the required 6m setback from 18m height opposite the THAB zoned land at the eastern part of the Apirana Avenue and Pilkington Road. Further, a high degree of separation between the Site and neighbouring residential and business sites has been afforded on the northern, western and eastern edges of the Site through the railway corridor and the existing road corridors which range in width from approximately 23m-24m. Given the compliance with the zone standards, I consider that any privacy and visual dominance effects on adjacent residential zoned sites from the PPC increased height at a level that is anticipated by the AUP and would therefore be considered acceptable. I also note, the OSZ land will continue to provide a visual and physical buffer between the Site and much of the residential zoned land east of the Site which will further reduce any potential privacy and visual dominance effects.

The neighbouring MUZ sites located directly south of PPC<sup>7</sup> have a maximum building height of 18m (16m occupied height plus 2m roof height). The PPC seeks a HVC of up to 21m within the southern portion of Site, thereby resulting in an additional 3m of building height when compared with the neighbouring MUZ sites to the south or one additional metre compared with what's currently

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<sup>7</sup> 165 Pilkington Road, 153 Pilkington Road, Parcel ID: 5190596.

enabled within the LIZ provisions. There are no specific HIRB or building setback controls applicable along the common boundaries between the Site and the aforementioned neighbouring properties.

Notwithstanding, the MUZ provides a greater focus on the parameters for the design of new buildings and assessing relevant effects of building development and managing amenity effects on the neighbouring sites<sup>8</sup>. Any potential effects arising from future MU development within the Site are anticipated to be the same or similar to those within the neighbouring MU zoned sites. In my view, the matters of discretion and assessment criteria under the MUZ provide sufficient design-based considerations to assess and mitigate any potential effects regarding the amenity of neighbouring sites.

#### 6.4.2 Shading

Shading on neighbouring sites is primarily managed within the MUZ through the application of HIRB recession planes along the boundary with adjoining and adjacent residential areas. There are no residential sites immediately adjoining the Site and there are no HIRB controls applicable between MU zoned sites. With regard to the THAB zoned sites on the eastern side of Apirana Avenue and Pilkington Road, as discussed above, the diagrams illustrated within Appendix 1 illustrate that building bulk up to 27m in height will be well within those applicable HIRB controls.

For these reasons, I consider that any shading that could be generated by the increased building bulk beyond that generated by the existing operative heights within the Site is contemplated by the AUP and would have acceptable effects.

### 6.5 Achieving high quality development

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The RPS direction for a compact urban form to be accompanied by higher quality development is carried through to the MUZ through the existing AUP provisions, including objectives, policies and the list of activities. These provisions all help to achieve and deliver a high-quality development and form an existing mechanism which is widely used in Auckland's MUZ for both greenfield and brownfield developments.

More specifically, new buildings within the MUZ are a restricted discretionary activity<sup>9</sup>. The matters of discretion and assessment criteria enable assessment to ensure buildings are of a high design standard and make a positive contribution to the safety and quality of streets and public open spaces. For residential activities, the assessment also covers matters pertaining to on-site amenity for future residents including outlook space and dwelling size.

The operative MUZ provisions also apply to existing areas within Auckland where building heights of up to 27m are permitted<sup>10</sup>. Therefore, I consider no additional mechanisms are required to manage residential amenity or the design quality associated with buildings up to 27m in height within the PCA.

In terms of providing a comprehensive design approach to avoid ad-hoc redevelopment, this is important considering the size and strategic location of the site. There is also a requirement to

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<sup>8</sup> H13.8. Assessment - H13.8.1. Matters of discretion (7)

<sup>9</sup> Activity A45 in Table H13.4.1.

<sup>10</sup> Mixed Use zoning around Mt Wellington Highway and Carbine Road, Redoubt Road, and Remuera Road permit building heights up to 27m through a HVC.

maintain a degree of flexibility for future site-specific outcomes due to changing market demands and requirements.

The objectives, policies, and assessment criteria for new buildings which promote a comprehensive and coordinated approach to future redevelopment and have regard to the existing urban environment are supported. In particular, the following proposed provisions will contribute to achieving positive design outcomes:

- Objectives IX.2(1): The Pilkington Park Precinct is comprehensively developed as a high-quality mixed-use centre which is well-designed and integrated within the surrounding area.
- Objective IX.2(2): New buildings and structures respond to and positively contribute to the amenity values of the public space network including open spaces and streets.
- Policy IX.3(3): Promote the comprehensive development and redevelopment of the Pilkington Park Precinct.
- Assessment Criteria IX.8.2 (1): New Buildings, which include additional matters to the underlying MUZ to ensure that the Precinct is redeveloped in an integrated and comprehensive manner.

In relation to amenity for future residents, the PPC seeks to apply a Precinct over the majority of the Site which includes the provision for acoustic controls to provide acoustic mitigation for sensitive activities located close to the railway corridor and arterial roads. These provisions have been designed to assist with the protection of future residents and occupiers' health and amenity while indoors. On the basis of compliance with these standards, I consider that any potential adverse effects on future residents from noise associated with the adjacent railway corridor and arterial roads from the PPC will be acceptable.

## 6.6 Compact city outcomes

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The PPC will enable one to three storeys of additional height across the Site. This will increase potential intensification within walking distance of the Glen Innes Station and the Glen Innes Town Centre which will support Centre services, the viability of the public transport network, and help to maximise the convenience of access to goods and services to an increased number of people.

The practical effect of the NPS-UD and MDRS in the context of the PPC is that it will substantially increase both the plan enabled and feasible housing capacity within the wider Glen Innes area. In my opinion, this places increased importance on improving street vibrancy, good design outcomes, and providing opportunities for increased residential intensification within convenient walking distance of services. This will contribute to a well-functioning urban environment in accordance with Objective 1 / Policy 1 of the NPS-UD.

As noted in previous sections of this report, PC78 proposes to increase the total building height for areas of THAB, LIZ and MUZ within the walkable catchments to 21m (6 storeys). This approach aligns with the proposed HVC of 21m associated with Area B. With regard to the 27m Height Variation Control within Area A, this area has the greatest proximity to Glen Innes Town Centre which has a 32.5m building height plane restriction within the AUP and PC78.

As such, I consider that the intensification sought by the PPC is appropriate in urban design terms. The services and amenity available within Glen Innes Town Centre and the level of accessibility

achieved to a wide range of destinations across Auckland via public transport means this area is well suited for a range of residential and commercial opportunities. These outcomes are, in my view, consistent with those sought by the RPS of quality, compact urban form.

## 7.0 Conclusion

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In my view, the Site's proximity to Glen Innes Station and access to a wide range of services and amenities, including those in the Glen Innes Town Centre, make it well suited to the greater intensification and variety of use that could be achieved within the MUZ provisions.

The Site is surrounded by wide roads and a railway corridor, enabling increased height to be accommodated in a manner such that potential adverse effects on the surrounding environment and adjacent properties are low.

The existing MUZ provisions under the AUP, including the matters of discretion and assessment criteria for new buildings, coupled with the application of additional provisions through the proposed Precinct, could contribute to achieving high quality developments and compact urban form outcomes.

Overall, I consider the PPC would result in positive urban design effects, increasing the vibrancy of the local area, increasing the visual legibility of Glen Innes Town Centre and will help to support the vitality and use of the Centre and adjoining rail station.

## Appendix 1

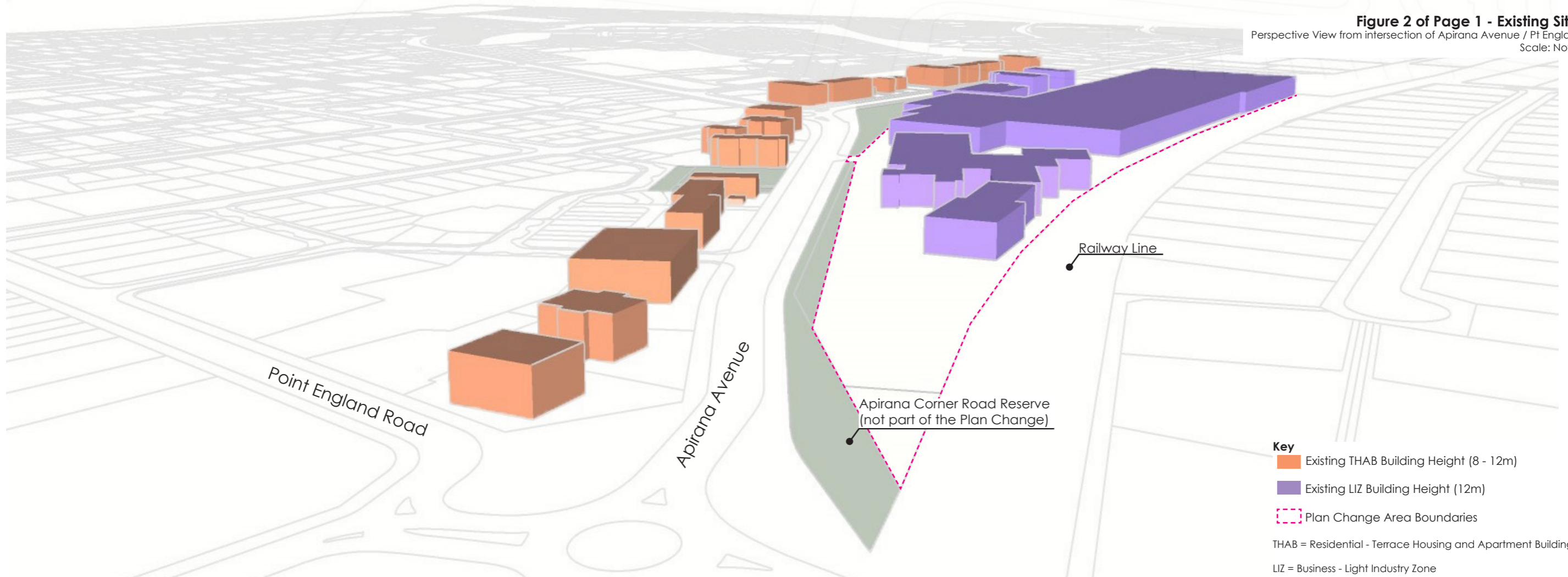
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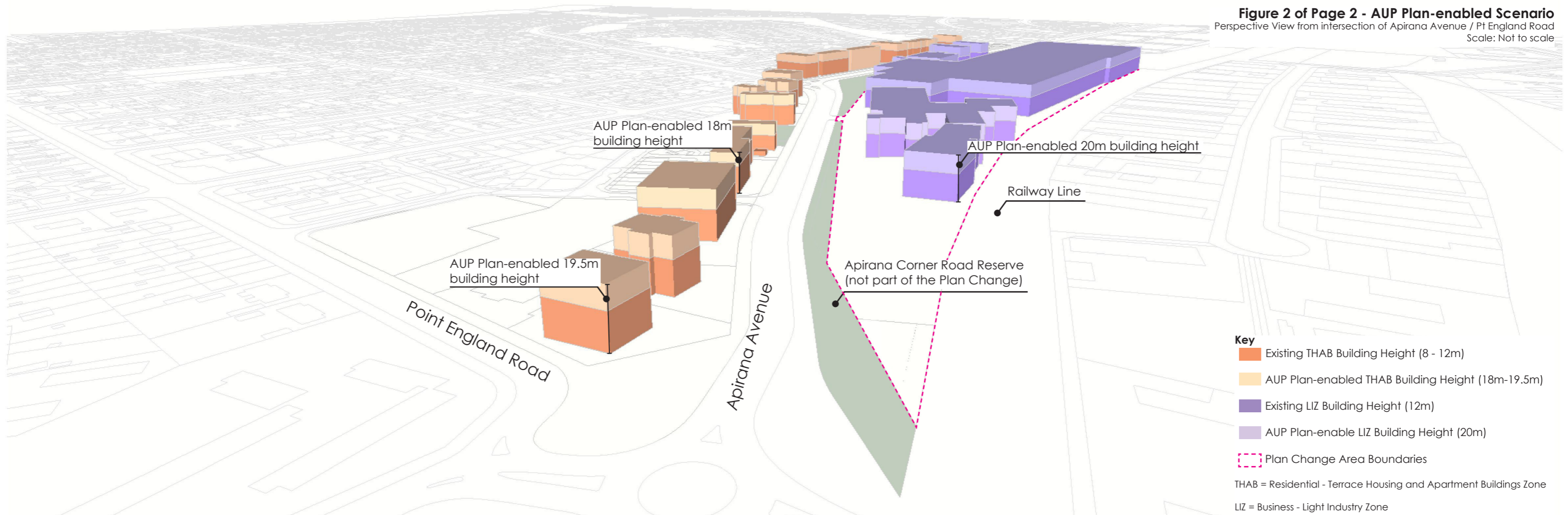
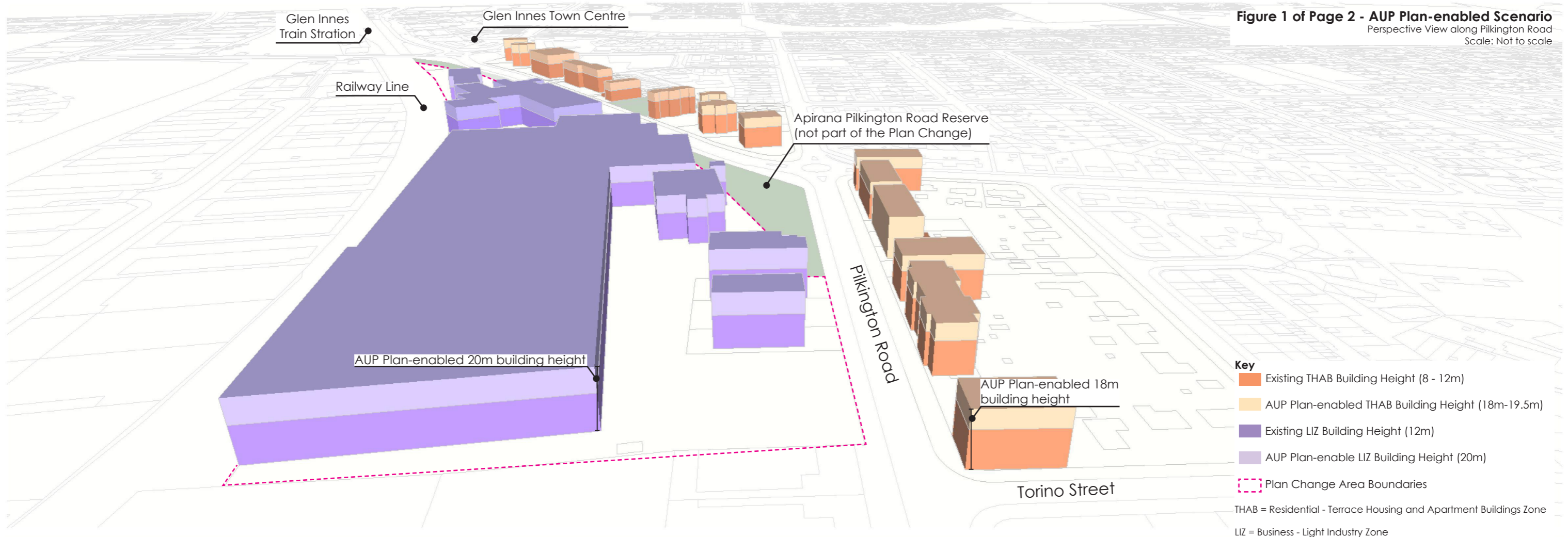


**Figure 1 of Page 1 - Existing Situation**  
 Perspective View along Pilkington Road  
 Scale: Not to scale

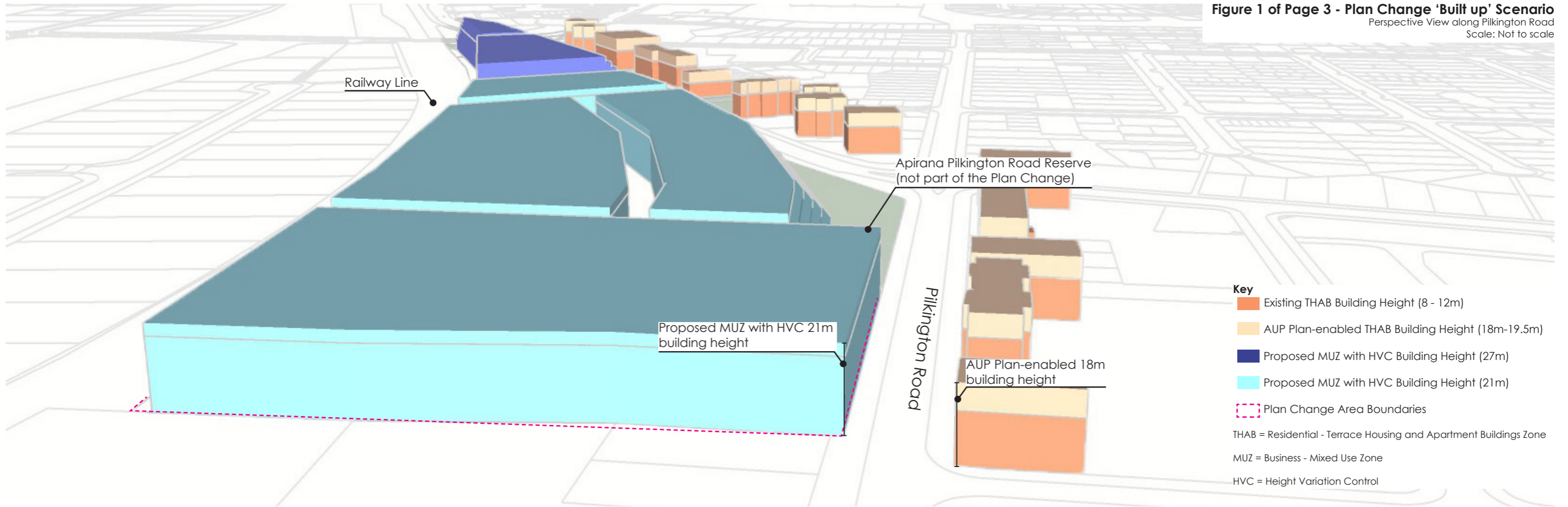


**Figure 2 of Page 1 - Existing Situation**  
 Perspective View from intersection of Apirana Avenue / Pt England Road  
 Scale: Not to scale

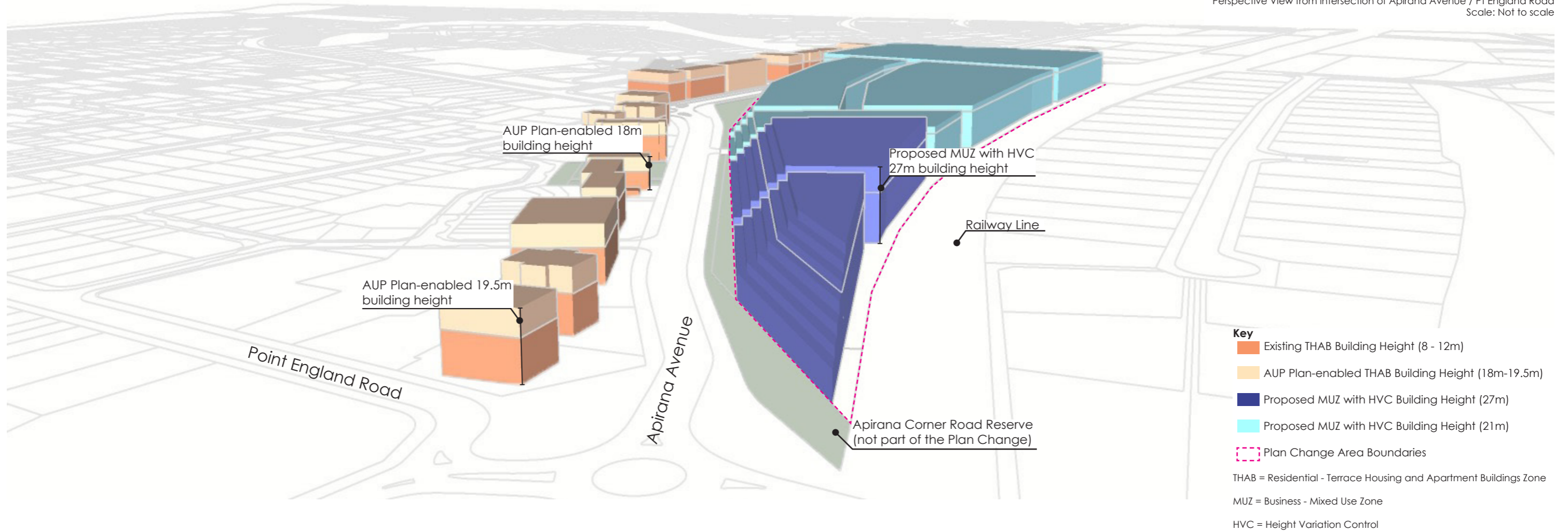




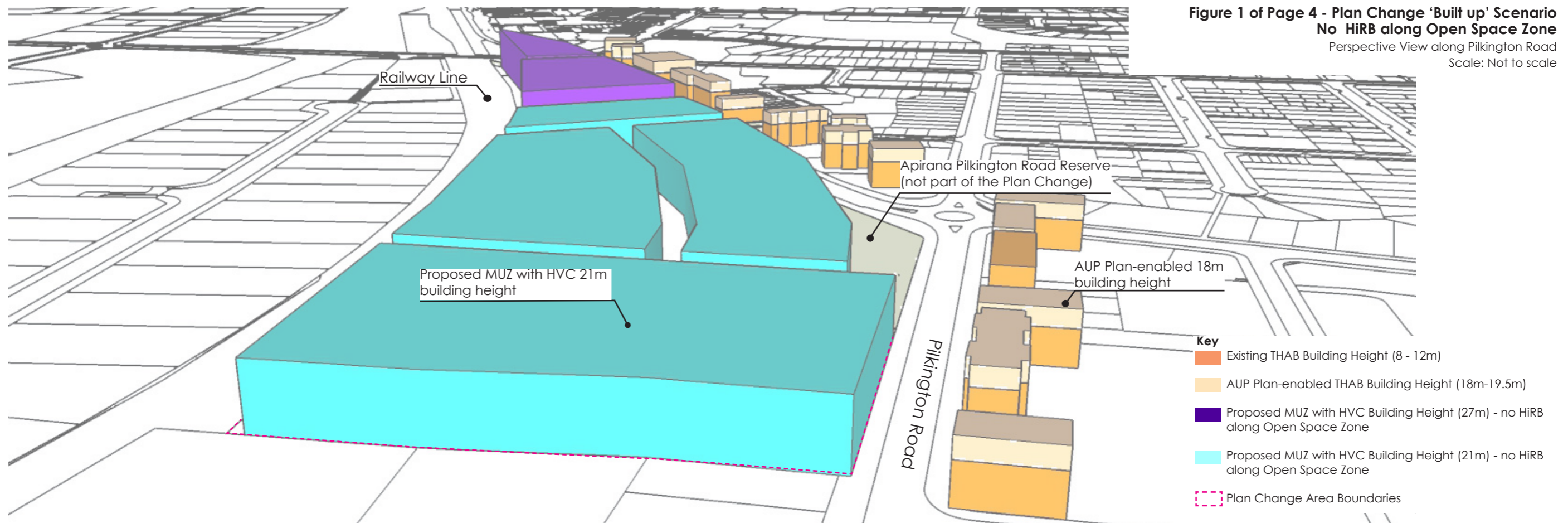
**Figure 1 of Page 3 - Plan Change 'Built up' Scenario**  
 Perspective View along Pilkington Road  
 Scale: Not to scale



**Figure 2 of Page 3 - Plan Change 'Built up' Scenario**  
 Perspective View from intersection of Apirana Avenue / Pt England Road  
 Scale: Not to scale



**Figure 1 of Page 4 - Plan Change 'Built up' Scenario  
No HiRB along Open Space Zone**  
Perspective View along Pilkington Road  
Scale: Not to scale



**Figure 2 of Page 4 - Plan Change 'Built up' Scenario  
No HiRB along Open Space Zone**  
Perspective View from intersection of Apirana Avenue / Pt England Road  
Scale: Not to scale

