

UNDER

the Resource Management Act 1991

IN THE MATTER

A Resource Consent application by Auckland Transport to construct, operate and maintain six new ferry berths within the Downtown Ferry Basin at **85-89 Quay Street, Queens Wharf**

SUPPLEMENTARY EVIDENCE, MICHAEL MCKEOWN, CITY CENTRE RESIDENTS GROUP

28 March 2019

INTRODUCTION

1. My name is Michael McKeown. I have been an Auckland city centre resident since 1995.
2. My background includes 15 years in the telecommunications industry as a technician, staff engineer, project engineer, project manager and operations manager. Since retiring I have developed a keen interest in urban planning, built heritage and what it takes to make a city centre a great place to live.
3. I have a Bachelor's degree in electrical engineering. I am a life member of the Institute of Electrical and Electronic Engineers (IEEE).
4. My current roles include a director of the City Centre Residents' Group (CCRG), a member of the Ports of Auckland Community Reference Group and Co-chair of Shortland Flats Limited a flat-owning company.
5. Today I am speaking on behalf of the Auckland City Centre Residents' Group (**CCRG**). The Auckland City Centre Residents Group represent the residential properties and residents who pay the targeted rate in the city centre.

AUCKLAND CITY CENTRE RESIDENTS' GROUP

The CCRG is very supportive of the need for quality and convenient ferry services in the city centre. We do not have the capacity to comment on the technical issues around design, maritime safety, coastal process or marine operations. We have instead confined our submission, and or supporting material, to the wider aspects of planning, and the effects of this, on how the public use the Queens Wharf precinct.

There are currently 57,000 residents living in the city centre, with an expected population of 150,000 in one generation. Our focus is to work with others on ensuring that the plans we make today provide facilities and services that are fit for purpose for the residents, workers and visitors who will share the city centre in 2040.

We would like to provide additional comment on the six recommendations in our submission on the Downtown Ferry Basin project for Queen's Wharf. Noelene has addressed the first three in part one of our presentation. I will speak to the last three; recommendations d, e and f.

- d) The prioritising and clear securing of an appropriately-sized public recreational space at the northern and western edge end of Queens Wharf.
- e) A clear delineation of pedestrian access onto the wharf that follows the line of Queen St to the end of the wharf.
- f) That all but essential transport be limited to the southern and eastern sides of Queens Wharf.

The picture/diagram *Auckland City Centre Residents Group Proposed Space Use*, at the end of this statement, shows how these recommendations could be achieved. I invite you to spend a few moments reviewing that diagram now.

d) The prioritising and clear securing of an appropriately-sized public recreational space at the northern and western edge end of Queens Wharf.

As Noelene has previously pointed out a current master plan for the Queens Wharf heritage precinct does not exist. Without a plan for the wharf it becomes difficult if not impossible to consider some alternatives for development. Indeed the proposed, but not yet consented or Resource Consent application filed, Quay Street Public Space heavily influences the design requirements and constraints (Tonkin+Taylor, Downtown Ferry Basin Redevelopment-Stage 1, section 4.5, November 2018). The five operational berths of Piers 3 and 4 and the Pier 2a layover berth will need to be re-located because of the proposed Quay Street Waterfront Park project. They reappear on the western edge of Queens Wharf marching all the way to the northern end. Even with the projected greater efficiency and future redevelopment of Piers 1 and 2 the ferry passenger capacity remains constrained with future expansion limited by the proposed Quay Street Waterfront Park. Is this the best place for a new public space?

Meanwhile the existing open public space on Queens Wharf is being squeezed on all sides by additional cruise ship berthing facilities on the east side, new ferry berths on the western side, a proposed 90 metre extension on the northern end and a proposed route for coaches and service vehicles circulating along the western side and returning down the middle of the wharf. Ferry passengers unlucky enough to be aboard a ferry using the outermost ferry berth must traverse nearly the length of the wharf to reach Quay Street adding 300 metres to their journey coming or going.

What if the idea of an ill sited Quay Street Waterfront Park were abandoned? Ferry berthing and possibly the Princes Wharf cruise berth would no longer be compromised. Not as many new berths would be needed along the west side of Queens Wharf, the public space on Queens Wharf could be secured for the future and public waterfront access might flourish where it traditionally existed at Admiralty Steps on the east side of Queens Wharf.

The Waterfront Plan 2012 explains that Auckland Council and the Government purchased Queens Wharf to provide:

- a) A high-quality cruise terminal
- b) A major event space
- c) An impressive public open space reflecting the culture and heritage of Auckland and New Zealand.

The Waterfront Plan says “the wharf will be developed to be a place where the public can enjoy access to the waterfront – either through passive activity (walking, fishing) or through organised events, and provide a venue for major events and functions. There will be increased public use of the western side of the wharf, including the possible construction of a saltwater pool at the tip.”

The open public space at the end of the wharf provides one of the few quiet spaces.

- e) **A clear delineation of pedestrian access onto the wharf that follows the line of Queen St to the end of the wharf.**

As shown on the attached diagram pedestrian access between the Cloud and Shed 10 and along the western edge of the wharf is possible if our recommendation f) below is adopted.

- f) **That all but essential transport be limited to the southern and eastern sides of Queens Wharf.**

Restricting all but essential transport to the southern and eastern sides of the wharf using the existing roundabout south of Shed 10 allows safer pedestrian use of the centre and western routes to the harbour end of the wharf. Since nearly all cruise ship passengers enter or exit from the southern end of Shed 10 coaches/buses waiting or boarding in the area south of Shed 10 are very close by for cruise passengers. This has the advantage of removing moving vehicles (coaches) from close proximity with ferry passengers on the western edge of the wharf.

Service vehicles can still, when needed, access the end of the wharf sharing the centre and/or western routes.

The Resource Management Act describes the environment as including -

- (a) ecosystems and their constituent parts, including people and communities; and
- (b) all natural and physical resources; and
- (c) amenity values; and
- (d) the social, economic, aesthetic, and cultural conditions which affect the matters stated in paragraphs (a) to (c) or which are affected by those matters

This application is being considered under the RMA and it is our contention that separating each of the three proposed resource consent applications for individual developments around the edges of Queens Wharf fails to provide an overall picture of the impact on amenity values or how each project affects the other and the overall natural and physical environment. The three projects are the 90m extension for mooring dolphins off the end of Queens Wharf, this ferry terminal application and the yet to come proposed public space extending into the ferry basin between Queens and Princes wharf.

In addition, the panel is required to consider a range of effects under Section 3, of the RMA. The question becomes how can this be considered if adequate information on all other developments in the area has not been provided to applicants, submitters or the panel? Queens Wharf is a heritage precinct in its own right, and developments around and attached to that structure have effects on the social, economic, aesthetic and cultural aspects of the entire precinct.

In addition to the three resource consents mention above, there are also three other projects being undertaken in the area – Quay Street Enhancement, Downtown Bus Interchanges and Quay Street Strengthening, and each of those could also be usefully considered as part of the cumulative effects of developments. This is more so given that every one of these six or so projects has impacts on the entire Queens Wharf precinct but, as yet, with no Master Plan for that wharf. The Auckland City Centre Advisory Board discussed this briefly at its meeting on 27 March 2019 and will consider it further at a workshop on 22 May. At this stage there is no Masterplan for Queens Wharf that has either been considered, or approved, by any Auckland Council committee.

As we understand it, the primary purpose of pushing all of these projects through without the usual consultation, is to ensure they are completed in time for the hosting of the America's Cup in 2021. Although outside the business of this hearing, we would also contend that the hosting of any event, sporting or otherwise, should not override development programmes that council has previously agreed with its citizens, and more especially if this results in poor planning decisions around the environment of one of Auckland's most important heritage waterfront properties.

The reality is that it is almost impossible to reach an informed decision on the design, suitability, heritage and functionality aspects of this application without knowing the details of what else is planned for Queens Wharf. How will each component, planned and built as a one off, create a coherent sense of place or space within a heritage precinct containing numerous facilities and services?

The decision on the Queens Wharf Mooring Dolphins is expected in mid-April and the Resource Consent for the proposed Quay Street public space is expected to be notified in April – it is a real pity that the Council family have not been able to achieve the appropriate timing of these applications in a manner that would allow informed decision to be made by all parties involved.

The outcome we think is appropriate for this hearing is a deferral of any decision until all adequate and reliable information is provided to the Hearing Panel.

Auckland City Centre Residents Group Proposed Space Use



UNDER

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IN THE MATTER

A Resource Consent application by Auckland Transport to construct, operate and maintain six new ferry berths within the Downtown Ferry Basin at **85-89 Quay Street, Queens Wharf**

SUPPORTING STATEMENT, NOELENE BUCKLAND, CITY CENTRE RESIDENTS GROUP

28 March 2019

INTRODUCTION

1. My name is Noelene Buckland and I am an Auckland city centre resident.
2. My background covers 25 years in local government including roles as an elected member, various elected member appointments, senior manager/acting CEO, project management, relationship management and contracting. My primary interest is in Placemaking, the public realm, facilities and amenities.
3. I have Master's degree in Public Sector Management, am an Associate of the Arbitrators and Mediators Institute of New Zealand and a NZ Justice of the Peace.
4. My current roles include a city centre Body Corporate Chair, Chair of the City Centre Residents' Group (CCRG), a member of the City Centre Master Plan reference group, the AM36 CLG and the Auckland City Centre Advisory Board (ACCAB).
5. Today I am speaking on behalf of the Auckland City Centre Residents' Group (**CCRG**). The Auckland City Centre Residents Group represent the residential properties and residents who pay the targeted rate in the city centre.

AUCKLAND CITY CENTRE RESIDENTS' GROUP.

The CCRG is very supportive of the need for quality and convenient ferry services in the city centre. In relation to this application, we do not have the capacity to comment on the technical issues around design, maritime safety, coastal process or marine operations. We have instead confined our submission, and/or supporting evidence to the wider aspects of planning, and the impacts of this, on how we develop the public realm in the city centre for the public with particular emphasis on the Queens Wharf precinct. There are currently 57,000 residents living in the city centre now, with an expected population of 150,000 in one generation. Our focus is to work with others on ensuring that the plans we make today provide facilities and services that are fit for purpose for the residents, workers and visitors who will share the city centre in 2040.

We would like to provide additional comment on the six recommendations in our submission on the Ferry Terminal project for Queen's Wharf. I will cover off three of those recommendations a, b and c as below, and Michael McKeown will speak to d, e and f.

- a) The retention of ferry berthing along Quay St, by not progressing the proposed public space within the Downtown Projects planning and an improved reconfiguration of piers 1 – 4.
- b) A reduction in the length of the proposed ferry saw-tooth berths along the western edge of the wharf.
- c) A comprehensive approach be taken that places all Queens Wharf outcomes, as stated in the Waterfront Plan 2012, at the centre of decision making.

The two relevant documents related to this application are the City Centre Master Plan 2012 and the Waterfront Plan 2012.

THE AUCKLAND CITY CENTRE MASTERPLAN IS A 20-YEAR VISION THAT SETS THE DIRECTION FOR THE FUTURE OF THE CITY CENTRE. IT IS A NON-STATUTORY SUPPORTING DOCUMENT TO THE AUCKLAND PLAN, AND IS AN INPUT TO THE UNITARY PLAN.

It was developed by the Auckland Design Office who have responsibility for design excellence in the city centre. The masterplan has been embedded into the Unitary Plan and is subject to formal reviews every six years including engagement with key stakeholders and the public. This will be aligned with the Long-term Plan (LTP) process, to allow consideration of any necessary changes to funding. The next review will take place in 2018 (now underway) and allow for an assessment against progress on the City Rail Link.

THE WATERFRONT PLAN IS A NON-STATUTORY SPATIAL PLAN UNDER THE AUCKLAND PLAN. IT SETS OUT A VISION AND GOALS FOR THE LONG-TERM DEVELOPMENT OF THE CITY CENTRE WATERFRONT AND A STRATEGY FOR THE DELIVERY OF PROJECTS AND INITIATIVES OVER THIRTY YEARS.

It was developed by Waterfront Auckland, who at that time, had the mandate to plan and development the waterfront on behalf of Auckland Council. The Plan was developed in an integrated way as part of a suite of supportive plans sitting under the Auckland Plan, which sets the long-term strategic direction for Auckland. Preparation of this Waterfront Plan involved extensive community consultation and built on previous waterfront planning processes. Achieving ongoing engagement in the delivery of the Waterfront Plan is critical. According to the plan, Waterfront Auckland will:

- Communicate progress and change at the waterfront through the website, quarterly newsletters and the media

- Consult on development proposals
- Hold regular forums with key stakeholders
- Develop enhanced communication processes with iwi, the Waitemata Local Board and key stakeholders
- Undertake post-occupancy/development research, consumer and post-event studies
- Meet reporting and accountability requirements of Auckland Council. The community engagement programme will be reviewed as the number of businesses and residents in the Wynyard Quarter increase.

Waterfront Auckland undertook to work with Auckland Council to ensure that the Unitary Plan provided clear support for the implementation of the Waterfront Plan and for the use of innovative approaches and new tools to support the delivery of the waterfront vision.

Both of these Plans were developed through major public consultation programmes and both make clear undertakings for reviews involving key stakeholders and public consultation. Waterfront Auckland was subsumed into Panuku in September 2015 but with same responsibility for the delivery of the Waterfront Plan as adopted in 2012.

These two documents are the primary focus of the Auckland City Centre Advisory Board whose role is to assist and advise Auckland Council on expenditure of the City Centre Targeted Rate and other city centre issues and achieving the vision and strategic outcomes of the City Centre Masterplan and Auckland Plan. Council has recently determined that the CCMP and the Waterfront Plan are to be refreshed into a single digital document and work is now underway to achieve that outcome.

The CCRG accepts that neither of the documents above are statutory documents but they are part of Councils strategic plans and are supported by statutory documents such as the Auckland Plan and the Unitary Plan. They also contain clear statements of intent from Council about how the city centre and waterfront are to be developed and the processes around regular reviews/refreshes of both documents.

Sadly this public undertaking by the Council family to consult has not been fulfilled. While this is not the appropriate forum for detailed discussions related to that issue the outcome of the failure to consult has a major bearing on this application.

Following the contested sale of QE11 Square on Lower Queen Street, approved at the Auckland Development Committee meeting of 15 May 2014, a series of meetings, reports and events culminated in the following decisions by Council on 5 September 2017.

- Agreement that the proceeds from the sale or lease of part of QEII Square be reinvested in the delivery of at least two of three identified potential alternative public spaces along the downtown waterfront i.e.
 1. New/improved space west of Queens Wharf on the water's edge at the foot of Lower Albert Street
 2. Improved space around the historic ferry building and at the base of Queens Wharf
 3. New/improved space east of Queens Wharf in the Admiralty Steps area.
- In the short term, the provision of a mooring dolphin on Queens Wharf to enable the relocation of ferry piers 3 & 4 for the downtown public spaces project, **but with minimal provision for growth in ferry services**. The timing of implementation of further ferry berths will require agreement on the long term location for cruise berths, with the optimal location of Captain Cook Wharf for cruise infrastructure subject to negotiation with Ports of Auckland Limited.
- Implementing previous agreements to develop further **downtown waterfront public open space will require ferry berths 3 and 4 to be relocated**. Space for the relocated ferry berths will be available when the mooring dolphin is completed and the programme for delivery of the new open space will be dependent on the upgrading of the existing seawall.
- Direct staff to consider the potential for including provision for a Maori Cultural Centre or for Maori cultural tourism activities as part of the proposals for development of event space on Queens Wharf or a cruise terminal facility on Captain Cook Wharf, and request this be explored as part of the business cases to be developed for those proposals.
- The long term masterplan for Queens Wharf as a key public and event space will need to be staged as opportunity is provided by the completion of related projects such as the ferry terminal and cruise infrastructure. It is anticipated that the Cloud will be removed to enable the development of the western side of Queens Wharf for recreational and outdoor event use, with the further facilities provided on the eastern side to complement Shed 10.

What Council has agreed is –

- a) QE11 square on Lower Queen Street was sold to the commercial bay development
- b) New replacement public spaces should be provided in close vicinity to QE11 square
- c) Temporary structures for hosting the Americas Cup will be built on Wynyard Wharf
- d) The fishing fleet will need to be removed from North Wharf for the same purpose
- e) A 75m extension to be built into the Harbour at the end of Hobson Wharf as a syndicate base

- f) A 90m extension to be built into the harbour at the end of Queens Wharf for two concrete mooring dolphins for over size cruise ships
- g) A 4,000m² extension to be built into the ferry basin for a public space between Queens and Princes wharf.
- h) New ferry facilities along the western edge of Queens Wharf will extend to the very end of that wharf.

Despite the commitments provided for in the CCMP and Waterfront Plan, none of the above are provided for in either plan in the form they are now proposing., and as far as we are aware, no progress has been made on a Maori Cultural centre on Queens Wharf. A 5 September 2017 Planning Committee report on the Downtown Programme euphemistically describes the situation as – ***refreshed implementation planning to deliver the 2012 City Centre Master Plan and the Waterfront Plan*** – and commenting that “*there will be public consultation as part of the long term plan discussions on significant investments, and that there will be more detailed engagement for each project at the appropriate time in its planning and delivery*”.

The CCRG are of the view that this failure to consult, with options, may well be a breach of councils own Significance and Engagement Policy and more specifically in terms of where the replacement public space should be, and the form it should take, following the sale of QEII Square. Engagement and Consultation also requires the consideration of realistic options which, as far as the CCRG is aware, have not been provided to anyone. The engagement processes followed has been a ‘selling’ exercise which is not what the policy states.

The outcome from all of this results in the following –

- a) The deferral of a long term Masterplan for Queens Wharf leaves a gaping hole in Waterfront Planning irrespective of when individual projects might be staged. We cannot support the idea that long term plans should not be developed simply because some aspects/project might not be deliverable in the short term.
- b) It confirms the proposed ad hoc nature of the development proposals around the Queens Wharf precinct and fails to provide a comprehensive picture of how each impacts on the other and the wharf itself.
- c) What we know is that mooring dolphins extending 90m off the end of Queens Wharf, if approved by that Hearing Panel, will impact on ferry traffic 24/7.
- d) That will also add huge numbers of cruise ships passengers to the ferry terminals thus creating even more pressure on the pedestrian space and Queens Wharf generally.
- e) They will also impact heavily on a precious quiet open space at the end of Queens Wharf.

- f) A new public space proposed between Queens Wharf and Princes Wharf extending 4,000m2 into the ferry basin pushes ferries out to the western edge of Princes Wharf with no provision for future growth – and no mention of where these might be located if they are not in the ferry basin.
- g) It also destroys the last remaining heritage area on the Auckland waterfront surrounding the heritage ferry building and associated facilities.
- h) It forces some ferry passengers to walk 300m further than they currently do to catch a ferry.
- i) That walking will be heavily compromised by proposed bus routes competing for space in the same western area of the wharf to service cruise ship passengers – despite their arrival into NZ exiting at the southern end of Shed 10.
- j) It reinforces poor quality, ad hoc development of what is Auckland's most important piece of real estate – and with a heritage listing.
- k) It does not concur with the publicly agreed intentions in the 2012 adopted Waterfront Plan.

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This application is being considered under the RMA and it is our contention that confining each of the three proposed resource consent applications for individual developments around the edges of Queens Wharf fails to provide an overall picture of the environmental impact on amenity values or how each project impacts on the other and the overall natural and physical environment. The three projects are the 90m extension for mooring dolphins off the end of Queens Wharf, this ferry terminal application and the yet to be notified public space extending into the ferry basin between Queens and Princes wharf.

In addition, the panel is required to consider a range of effects under Section 3, of the RMA.

The question becomes - how can this be considered if adequate information on all other developments in the area has not been provided to applicants, submitters or the panel? Queens Wharf is a publicly owned heritage precinct in its own right and developments around, and attached to that structure, has effects on the social, economic, aesthetic and cultural aspects of the entire precinct.

In addition to the three resource consents mentioned above, there are also two other projects being undertaken in the area – Quay Street Enhancement and the Quay Street Strengthening and each of those could also be usefully considered as part of the cumulative effects of developments. This is more so given

that every one of these five projects impacts on the entire Queens Wharf precinct but, as yet, with no Master Plan for that wharf. The Auckland City Centre Advisory Board discussed this briefly at its meeting on 27 March 2019 meeting and will consider it further at a workshop on 22 May. At this stage there is no Masterplan for Queens Wharf that has either been considered, or approved, by any Auckland Council committee.

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The reality is that it is almost impossible to reach an informed decision on the design, suitability, heritage and functionality aspects of this application without knowing the details of what else is planned for Queens Wharf. How will each component, planned and built as a one off, create a coherent sense of place or space within a heritage precinct containing numerous facilities and services?

The decision on the Queens Wharf Mooring Dolphins is expected in mid-April and the Resource Consent for the proposed Quay Street public space is also expected to be notified in April – it is a real pity that the council family have not been able to achieve the appropriate timing of these applications in a manner that would allow informed decision to be made by all parties involved.

The outcome we think is appropriate for this hearing is a deferral of any decision until all adequate, and reliable information is provided to the Hearing Panel.

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