

Regulatory Impact Statement

Establishing the Third Tranche of Special Housing Areas in Auckland under the Housing Accords and Special Housing Areas Act 2013

Agency Disclosure Statement

- 1 This Regulatory Impact Statement has been prepared by the Ministry of Business, Innovation and Employment (MBIE).
- 2 It provides an analysis of options to establish the third tranche of special housing areas (SHAs) in Auckland in order to increase the supply of land available for residential development and thereby reduce pressure on land and house prices in Auckland. These SHAs would be established under the powers of the Housing Accords and Special Housing Areas Act 2013 (the HASHA Act), which came into force on 16 September 2013.
- 3 The analysis of options in this paper is necessarily limited by government's powers under the HASHA Act. These SHAs have been recommended by Auckland Council under its housing accord with government. The Act prevents the Minister from recommending the establishment of SHAs in a district covered by a housing accord unless this is done on the recommendation of the territorial local authority. In this instance the territorial local authority (Auckland Council) has recommended 41 new SHAs and extensions to three existing ones.
- 4 The options in this paper are therefore limited to accepting or declining the proposed SHAs. MBIE has assessed each of these SHAs as meeting the SHA establishment criteria under the HASHA Act, and does not have sufficient information to determine the marginal impact of each SHA compared to the others. Central government is therefore not in a position to recommend agreeing a subset (over others) and does not have the legislative basis to recommend alternatives because the areas have been identified under a housing accord.
- 5 Analysis of the expected impact of establishing the proposed SHAs and the extent to which they meet the criteria are based on data provided by Auckland Council, which has met with developers, infrastructure providers and other stakeholders and analysed the expected impact of declaring each area a SHA. Our analysis of the options in this regulatory impact statement assumes that these data are accurate and fully capture the expected impact of establishing each SHA.

Jo Doyle
Director, Construction and Housing Markets
Ministry of Business, Innovation and Employment

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Introduction

6 This RIS regards the proposal to establish 41 SHAs and extend 3 existing SHAs in Auckland by Order in Council on the recommendation of the Auckland Council. Auckland Council has made this recommendation to the Minister of Housing under its agreed housing accord with central government and, ultimately, under the powers of the HASHA Act.

Background

7 In 2011, the Government asked the Productivity Commission to conduct an inquiry into housing affordability in New Zealand. In response to that inquiry, in October 2012 Cabinet agreed to a broad programme of work to address the following four areas affecting housing affordability:

- a. land supply restrictions;
- b. paying for infrastructure development;
- c. productivity in the construction sector;
- d. costs and delays in the regulatory process.

8 The first of these points (increasing land supply), is being tackled through the HASHA Act.

Status quo

Housing Accords and Special Housing Areas Act passed

9 The purpose of the HASHA Act is to increase the volume of land released for housing development and redevelopment over the short term so as to reduce pressure on housing supply in parts of New Zealand that face significant affordability issues (such as Auckland). If achieved, it is expected this will decrease pressure on land prices, and by so doing contribute to improvements in housing affordability.

10 The HASHA Act came into force on 16 September 2013. The Act has a number of steps before the more permissive and fast-tracked resource consent processes can be used to increase land supply, as summarised in diagram 1 and outlined below.

Diagram 1: The process under the HASHA Act to increase land supply



11 The Act provides for regions and districts that have significant housing supply and affordability issues to be added to Schedule 1 of the Act. Once a region or district is

identified in Schedule 1, a housing accord may be agreed between the Government and a territorial authority within the region or district.

- 12 Under the HASHA Act, special housing areas (SHAs) can be established in scheduled regions or districts and more permissive consenting powers provided by the Act can then apply to qualifying developments in these areas. SHAs are defined geographic areas within scheduled regions or districts that have the potential to deliver increased land and housing supply. They are established by the Governor-General via Order in Council on the Minister's recommendation. Before making a recommendation to establish SHAs, the Minister must have regard to existing geographic boundaries, the relevant district plan, and any relevant proposed district plan to ensure that the boundaries of the proposed SHA are clearly defined in the Order in Council and easily identifiable in practice.
- 13 Before the Minister can recommend the making of an Order in Council to establish SHAs the Minister must also be satisfied that the areas meets three criteria:
 - that adequate infrastructure to service qualifying developments in the proposed SHA either exists or is likely to exist; and
 - there is evidence of demand to create qualifying developments in specific areas of the scheduled region or district; and
 - there will be demand for residential housing in the proposed SHA.
- 14 In areas where a housing accord exists, the Government can only identify SHAs on the council's recommendation and the powers to grant resource consents for housing development on a more flexible basis would only be exercisable by that council (in this case Auckland Council).
- 15 For qualifying developments¹ in these SHAs, the Council will be able to take a more flexible approach to granting the resource consents necessary for subdivision and development, thereby increasing the amount of land and housing that is available to be consented and moved onto the market.

Auckland Unitary Plan

- 16 The proposed Auckland Unitary Plan is intended to ensure that Auckland can meet its economic and housing growth needs and help its centres meet their real potential, while protecting and enhancing the region. It replaces the previous Regional Policy Statement and 13 previous district and regional plans.
- 17 The Unitary Plan sits within the broader framework of the Resource Management Act (the RMA). It will determine:
 - a. what can be built and where;
 - b. how to create a higher quality and more compact Auckland;
 - c. how to provide for rural activities; and
 - d. how to maintain the marine environment.

¹ A qualifying development in a SHA is a development that will be predominantly residential; and that meets height, dwelling number, and affordability criteria that are specified in the Order in Council that establishes the SHAs.

18 The Unitary Plan was notified on 30 September 2013 and will become operative in 2016. When considering applications for resource consents in SHAs made under the HASHA Act, Auckland Council must have regard to the purpose of the HASHA Act, the RMA and the Auckland Unitary Plan (along with additional considerations). This requirement to consider proposed plans effectively brings elements of the Unitary Plan (such as height restrictions) into effect now and ensures that resource consenting decisions made under the HASHA Act will be consistent with decisions made in the future under the Unitary Plan.

The Auckland housing accord and first two tranches of special housing areas

19 The Auckland housing accord (the housing accord agreed by Auckland Council and the Government) sets out how the two parties intend to address housing supply and affordability in Auckland in the interim period until the Auckland Unitary Plan becomes operative in 2016. The Auckland housing accord will facilitate residential developments that are consistent with the notified Unitary Plan. It lists the criteria Auckland Council will use when considering resource consent applications for qualifying developments.

20 The Governor-General declared the first tranche of 11 special housing areas via Order in Council on 29 October 2013.² These 11 special housing areas cover 513.4ha and have an approximate yield of 5,800 dwellings. These sites were identified by Auckland Council and developers.

21 A further 11 SHAs were announced as part of a second tranche in December 2013 which added a yield of more than 9500 dwellings.

22 The second tranche included many larger developments than the first and more urban intensification projects.

Problem definition

23 The HASHA Act is intended to facilitate the supply of land available for residential developments in areas with significant housing affordability issues. These areas are to be identified in Schedule 1 of the Act. Auckland Council has notified its Unitary Plan and has agreed the Auckland housing accord with central government. The establishment of SHAs is required to give effect to these instruments.

24 The principal issue discussed in this RIS is whether Cabinet should agree to the third package of SHAs recommended by Auckland Council. Agreeing these SHAs gives effect to the Auckland housing accord and allows the Council to use the expedited resource consenting powers for qualifying developments within those areas.

Auckland Council process

25 Auckland Council has identified 41 new sites and 3 extensions that it is recommending to form the third tranche of SHAs (it is probable that there will be further areas identified for future tranches). These areas were identified through a combination of:

- a. developers proactively approaching Council to express their interest;
- b. Council prompting developers who were already applying under normal RMA processes to consider having their land become an SHA;
- c. Council contacting developers directly to encourage them to express their interest; and

² [The Housing Accords and Special Housing Areas \(Auckland\) Order 2013](#)

- d. Council identifying strategic opportunity areas where development would be encouraged.
- 26 When ratifying the Auckland housing accord, Council adopted criteria of its own for the selection of SHAs. These criteria go beyond those imposed by the HASHA Act in Section 16(3).³ Auckland Council's additional criteria are intended to provide certainty and consistency of approach so that developers are clear about what the opportunities and general requirements are. Significant criteria include:
- a. That the SHA be "located inside the notified Rural Urban Boundary or an existing applicable zone".
 - b. That "sufficient and appropriate infrastructure (physical and social) will be provided to support the development."
 - c. That the SHA must be "compatible with Unitary Plan provisions".
 - d. That the SHA must have "reasonable access to employment and essential services".
 - e. That the SHA has a "motivated developer ready to go, and likely to achieve early consent activation and the intended yield of sites/dwellings within the accord period."
 - f. That the proposed SHA contributes "to housing affordability either in terms of overall housing supply or pricing of the intended housing product."
- 27 These criteria are also being published on Council's website to inform the developer community.
- 28 Following the identification of a long list of potential SHAs, Auckland Council has applied these criteria and conducted a series of workshops and other consultation exercises with stakeholders including infrastructure companies, local iwi, and potential developers. This analysis and consultation has resulted in the final package of 44 total SHAs that Cabinet is being asked to consider. Council expects that beyond securing the package of SHAs, consultation with stakeholders will be an ongoing requirement from the start to the finish to ensure a high degree of commitment and consistency in delivery. In particular, this will be critical when establishing the seven strategic opportunity areas over large areas of land where development approaches will be more challenging to manage.

Objectives

- 29 The over-arching objective of SHAs is to ease the supply constrained Auckland housing market while still allowing Auckland Council to decide where and how it will develop its land, in accordance with its Unitary Plan.
- 30 The objective of establishing the proposed package of SHAs is to give effect to the Auckland housing accord and the HASHA Act. Because the powers of the HASHA Act are limited to the next three years (when we expect the Unitary Plan to become operative), the establishment of these SHAs is constrained by the time limits imposed in the Act.

³ These criteria include adequate infrastructure and evidence of demand to create qualifying developments, and demand for residential housing in the proposed SHA. The HASHA Act does not prevent accord territorial authorities from introducing additional criteria for the section of SHAs and from a policy perspective it makes sense for the accord territorial authority to do so (given that they possess the best local knowledge of the demand and shape of required development).

- 31 The criteria employed to assess the two options in this RIS relate to this objective (i.e. whether the proposed package of SHAs will give effect to the purpose of the Auckland housing accord and the HASHA Act.) In order to make this assessment we have analysed each option against the factors the Minister must have regard to under the Act before recommending SHAs. These are:
- that adequate infrastructure to service qualifying developments in the proposed SHA either exists or is likely to exist; and
 - there is evidence of demand to create qualifying developments in specific areas of the scheduled region or district; and
 - there will be demand for residential housing in the proposed SHA.

Options and impact analysis

- 32 There are two options available to Cabinet. Both options are predicated on the assumption that Auckland Council has supplied full and accurate data and analysis with respect to the expected impact of declaring SHAs and the extent to which the identified areas meet the criteria set out in the HASHA Act. The options are:
- a. Option 1 (preferred): agree the package of 44 SHAs recommended by Auckland Council, or
 - b. Option 2: decline to agree the package of SHAs recommended by Auckland Council.

Option 1: agree the package of 44 SHAs recommended by Auckland Council

- 33 The third tranche of areas that Auckland Council is recommending become SHAs has a projected long-term yield of 18,000 dwellings (or 14,000 dwellings over 10-12 years) on 2410ha of land.

Special housing area	Type	Size (ha)	Approximate yield	Location
Strategic Opportunity Areas				
Great North Road	Brownfield	18.9721	1000	
Otahuhu Coast	Brownfield	635.4978	1000	
Flat Bush	Greenfield	490.5266	4467	
Northcote	Brownfield	62.0649	700	
Albany East	Brownfield	105.2140	359	
Takanini	Brownfield	251.8357	1770	
New Lynn	Brownfield	284.8637	1588	
Direct Requests				
Akepiro Street, Kingsland	Brownfield	0.03	18	Kingsland
Haverstock Road, Sandringham	Brownfield	1.06	33	Sandringham

Special housing area	Type	Size (ha)	Approximate yield	Location
St Marks Road, Remuera	Brownfield	0.96	63	Remuera
Northcote Road, Takapuna	Brownfield	5.65	263	Takapuna
Albany Highway, Albany	Brownfield	1.2	112	Albany
Whenuapai Village, Whenuapai	Greenfield	48.2	1500	Whenuapai
Walmsley Road, Mangere	Brownfield	16.1	1500	Mangere
Oruarangi Road, Mangere	Brownfield	32.7698	520	Mangere
Hulme Place, Henderson	Brownfield	1.8	56	Henderson
Wilsher Village, Henderson	Brownfield	1.5986	179	Henderson
Fred Taylor Drive, Massey	Greenfield	29.09	1000	Massey
Sandy Lane, Avondale	Brownfield	0.9719	28	Avondale
Glendale Road, Glen Eden	Brownfield	0.1637	12	Glen Eden
Crows Road, Swanson	Greenfield	26.1832	277	Swanson
Kohimarama Road, Kohimarama	Brownfield	3.1221	132	Kohimarama
Oraha Road, Kumeu	Greenfield	15.946	247	Kumeu
Orakei – Ngati Whatua (extension)	Brownfield	4.6636	75	Orakei
Wesley College (extension)	Greenfield	272.1705	50	Drury
Alexander Crescent (extension)	Greenfield	10.3217	59	Otara
Rautawhiri Road, Helensville	Greenfield	44.7811	60	Helensville
Housing New Zealand Requests				
Asquith Avenue, Mt Albert	Brownfield	0.8	80	Mt Albert
Waterview Cluster	Brownfield	10.0127	172	Waterview
Mt Albert Cluster	Brownfield	0.78	50	Mt Albert
Pt Chevalier Road, Pt Chevalier	Brownfield	0.22	40	Pt Chevalier
Jordan Avenue, Onehunga	Brownfield	4.3	325	Onehunga
Tuata Street, One Tree Hill	Brownfield	1.76	76	Onehunga
Meadowbank Cluster	Brownfield	1.18	45	Meadowbank
Orakei Cluster	Brownfield	3.26	175	Orakei
Mt Roskill Cluster	Brownfield	0.8653	20	Mt Roskill

Special housing area	Type	Size (ha)	Approximate yield	Location
Bristol Road, Mt Roskill	Brownfield	0.26	10	Mt Roskill
Bedford Road, Parnell	Brownfield	0.56	200	Parnell
Surrey Crescent, Grey Lynn	Brownfield	0.30	50	Grey Lynn
Beach Haven Cluster	Brownfield	13.63	84	Beach Haven
Massey Cluster	Brownfield	2.5	102	Massey
Coburg Street, Henderson	Brownfield	1.88	34	Henderson
Denver Avenue, Henderson	Brownfield	0.58	28	Henderson
New Windsor Cluster	Brownfield	1.5	72	Avondale
		2410.06	18622	

- 34 MBIE has assessed each of these areas in terms of the criteria in the Act (see paragraph 31, above). This assessment was based on information from Auckland Council indicating whether adequate infrastructure exists or is likely to exist in each SHA, and whether Council was aware of significant interest from developers. Assessment against the third criteria was based on increasing house prices and projected population growth.
- 35 This assessment shows a varying but clear demand in each instance, based on actual and projected population growth, and the percentage of increase in house prices in adjacent areas in recent years. For each of the proposed areas MBIE considers:
- a. sufficient information has been provided by Auckland Council to satisfy the 'adequate infrastructure' criterion;
 - b. that significant interest from developers (as indicated by Auckland Council) is sufficient evidence of demand to create qualifying developments; and
 - c. that strong interest and demand in adjacent areas (again, indicated by Auckland Council) is sufficient evidence of demand for residential housing.
- 36 Auckland Council have provided MBIE with an assessment for each area of the water infrastructure, transport, parks, and demand to create qualifying developments and for housing.
- 37 Some of the areas will require some contribution from developers towards local infrastructure (in the normal manner). Some will have short-term impacts on the capacity of existing infrastructure which, depending on the pace at which dwellings are built, may require adjustment to service standards until planned upgrades are completed. These impacts can be mitigated through planned investment, or the re-prioritisation of investment in response to the establishment of the SHAs.
- 38 The assessments provided by Auckland Council revealed that many areas will rely upon the planned 'Central Interceptor' Project in order to meet their stormwater and wastewater requirements. Auckland Council has confirmed that this upgrade is due for completion in 2023 and has the necessary funding in order to do so.

- 39 At the moment intensification in parts of the central isthmus area – to the levels envisaged by the Auckland Plan’s development strategy — is constrained by the capacity of the wastewater network. Projections indicate that the capacity of the current Orakei Interceptor will be fully utilised in approximately 10 to 15 years. The Central Interceptor project is designed to address that capacity constraint, and unlock development potential. The concept design of the Central Interceptor was completed at the end of 2011. Resource consent was granted in November 2013 and construction is scheduled to start in 2017, with completion expected in 2023. Until then, new development in parts of the isthmus, including in some SHAs, will continue to place pressure on the current network and may marginally increase the risk of overflow events in extreme weather. The Council has determined this risk is acceptable.
- 40 Auckland Council has gathered evidence from infrastructure providers and has provided due diligence on all 44 proposed areas. By way of example, information provided in the Council’s due diligence indicates that the proposed Mt Albert Cluster SHA meets these criteria but will impact wastewater infrastructure, as set out in the table:

Criteria		Comment
Infrastructure	Stormwater	Not all of the areas are serviced by the public stormwater network. All sites are outside flood prone and flood plain affected areas. Many of the sites have overland flow paths within their boundaries, and the developer will need to ensure that these flowpaths are managed / maintained for the maximum probable development scenario upstream.
	Wastewater	This area is dependent on the Central Interceptor Project 2023/2025 completion date.
	Water	Bulk network capacity fine, site close to existing infrastructure, local infrastructure upgrade required.
	Transport	AT Category 1: Supportive. Public transport readily available [within 1km of Mt Albert train station; proximal to New North Road bus routes]. With a proper size of development, the applicant is responsible for implementing traffic calming measures in the adjacent local street environment, especially on the proposed eastern side
	Parks	Owairaka Park, Underwood Park, local walkways. Area is well served by open space. Interface with any site adjoining reserve will be important – ensure development fronts and overlooks adjoining open spaces and aligns with good CPTED and urban design principles.
Demand to create qualifying developments		Stage 1 expected to be completed by 2016.
Demand for housing		General demand in the Auckland Isthmus area.

- 41 In addition to Auckland Council's information, it is clear there is demand from pressures on the market due to current and projected population growth, and the deficit of dwellings outlined in the MBIE land supply study for Auckland. Auckland is expected to absorb 60% of New Zealand's future population growth, increasing to 2 million people by 2031. This, combined with a projected reduction in the size of households, will continue to create significant demand for housing. An estimated deficit currently exists of approximately 15,000 dwellings in Auckland which must be addressed in order to absorb an increasing population.

Option 2: decline to agree the package of SHAs recommended by Auckland Council

- 42 The HASHA Act does not oblige the Housing Minister to recommend an Order in Council establishing the SHAs proposed by the accord territorial authority.⁴ In areas where a housing accord is in place, the Minister is prevented from recommending alternative SHAs. In Auckland, therefore, the impact of declining the current package of SHAs proposed by Auckland Council would be that no SHAs are established in the region.
- 43 Because each of the proposed SHAs meets the criteria for establishment under the Act it would be difficult to justify declining to agree the package on policy or legislative grounds. Further, taking this course of action would leave government with no ability to use the Auckland housing accord and HASHA Act instruments to address the clear pressures on the Auckland housing market without terminating the housing accord.

Benefits and costs

- 44 The principal benefit in establishing special housing areas is the increase in the supply of housing across Auckland. The average house price in Auckland is \$592,000⁵, while the ratio between house price and average income is widening. Encouraging development by streamlining the consenting process increases the supply of housing which in turn eases demand. Further, many of the proposed areas are brownfield developments, including the redevelopment of HNZA land, which makes more efficient use of existing land by intensifying development, rather than adding to the urban footprint.
- 45 The affordability criteria that applies to each SHA ensures a balance between helping first-home buyers and those on lower incomes into the market, and creating a favourable economic climate for developers.
- 46 The bulk of the costs incurred in development will be borne by the developers i.e., purchasing Network Discharge Consents from the Council and preparatory work on the land before building can commence. Auckland Council may need to re-prioritise some funding for infrastructure projects once development is underway.

Consultation

- 47 Before recommending the 44 SHAs, Auckland Council held a series of workshops to consider a longer list of areas in more detail. These workshops were attended by both Council officials and representatives of infrastructure providers (e.g. Auckland Transport, Watercare Services and the New Zealand Transport Agency).
- 48 Council also took into account stakeholder views and how ready developers were to deliver new subdivisions and housing. Council has consulted with:

⁴ Section 16(5).

⁵ REINZ

- a. relevant land owner(s);
- b. the local boards in which the special housing areas are located; and
- c. local iwi.

49 Although the Auckland Council did not consult with the wider public on these particular proposals, it has consulted on similar proposals as part of its work on the Auckland Unitary Plan and this has informed their considerations

50 MBIE has not separately consulted on the Council's recommendations.

Conclusions and recommendations

51 The overall conclusion is that agreeing the package of SHAs recommended by Auckland Council best meets the objective of giving effect to the HASHA Act and the Auckland housing accord. Of the two options assessed, this is the option most likely to result in an increase in the supply of land for which there is adequate infrastructure and evidence of demand and is therefore the option most likely to result in an increase in housing supply to help meet Auckland's projected population growth.

Implementation plan

49 If this package of SHAs is agreed, Auckland Council will start considering resource consent applications under the Auckland housing accord criteria within the SHAs under the fast tracked process outlined above.

50 Responsibility for successful implementation of the SHAs rests with Auckland Council. Auckland Council has established a 'Housing Project Office' to deliver the operational elements of the accord, as well as analysing wider housing issues, including:

- a. identification of SHAs;
- b. assessing qualifying developments;
- c. Auckland housing policy; and
- d. implementing Auckland Council's Housing Action Plan.

51 More particularly, the office is intended to give developers a single point of contact in the Council for the overall consenting process. The 40-strong team includes secondees from teams responsible for policy, consents and asset management operations, as well as from Auckland Transport and Watercare Services.

52 The Office includes:

- a. master planners responsible for assessing proposed developments at the conceptual stage;
- b. consent planners responsible for processing subdivision consent applications;
- c. infrastructure analysts and engineers responsible for both:
 - i. forward planning infrastructure provision; and
 - ii. assessing a developer's ability to meet the required standards within a proposed SHA; and

- d. policy analysts responsible for monitoring the ability of SHAs to deliver on the accord's targets and for developing Council's wider housing policy.

Monitoring, evaluation and review

- 53 The housing accord between government and Auckland Council is governed by two joint committees:
- a. Joint Housing Steering Group: comprising the Auckland Mayor and Deputy Mayor and the Minister and Associate Minister of Housing; and
 - b. Officials Working Group: comprising senior officials from MBIE and Auckland Council. NZTA is on this steering group.
- 54 The Joint Housing Steering Group is charged with vetting proposals from officials, hearing the views of the community representation, monitoring and reviewing the implementation and effectiveness of the Auckland housing accord against the Auckland Plans' strategy and the Proposed Auckland Unitary Plan objectives and outcomes and its overall effectiveness in the area of housing supply. It is also responsible for reviewing the accord's targets each year in light of reports on progress and the state of the construction sector.
- 55 The Officials Working Group meets at least monthly to:
- a. receive reports from Auckland Council detailing information on approvals and consenting under the provisions of the Accord;
 - b. review progress in implementing the accord; and
 - c. review progress on all other areas of joint action.
- 56 Under the terms of the accord, a full review of the effectiveness of the accord and actions taken under it will be carried out by the Officials Working Group after 30 September 2014, and reported to the Joint Housing Steering Group.