In Confidence

Office of the Minister for the Environment

Chair, Cabinet

COVID-19 Recovery (Fast-track Consenting) Referred Projects Amendment Order (No 5) 2022

Proposal

- This paper seeks authorisation for submission to the Executive Council of the COVID-19 Recovery (Fast-track Consenting) Referred Projects Amendment Order (No 5) 2022 (the Amendment Order).
- The Amendment Order amends the COVID-19 Recovery (Fast-track Consenting) Referred Projects Order 2020 to include as a project referred to an expert consenting panel (panel):
 - 2.1 Auckland Thoroughbred Racing Incorporated (ATRI) and Fletcher Residential Limited (FRL)'s The Hill Ellerslie project (Schedule 46).

Executive Summary

- The COVID-19 Recovery (Fast-track Consenting) Act 2020 (FTCA) is one of the Government's actions to support New Zealand's economic recovery from COVID-19. The FTCA enables any person to apply to me, as Minister for the Environment, to fast-track certain approvals required under the Resource Management Act 1991 (RMA) for their project.
- Projects that I accept are referred to a panel by an amendment to the COVID-19 Recovery (Fast-track Consenting) Referred Projects Order 2020, subject to Cabinet's agreement. This allows an applicant to lodge resource consent applications and/or notices of requirement for a designation with the Environmental Protection Authority (EPA) for consideration by a panel.
- Before granting RMA approvals a panel must conduct a merit-based assessment of the project's actual and potential effects and test these against the requirements of both Part 2 of the RMA and additional specifications in the FTCA.
 - I received an application from Auckland Thoroughbred Racing Incorporated (ATRI) and Fletcher Residential Limited (FRL) to fast-track The Hill Ellerslie project.
- The project is a residential development located on part of the Ellerslie Racecourse property in Auckland that is no longer required for racecourse operation.
- I sought written comments on the application from Auckland Council, Auckland Transport, Watercare Services Limited (Watercare) and relevant Ministers prescribed by the FTCA including the Associate Minister for the Environment (Urban Policy) and the Minister for Racing. I considered all comments received and the report prepared

- under section 17 of the FTCA. I also requested and considered further information from the applicant.
- I have accepted The Hill Ellerslie project for referral as I am satisfied it meets the eligibility criteria specified in section 18 of the FTCA. It will help to achieve the FTCA's purpose by having positive effects on social well-being, generating employment and increasing housing supply.
- I consider the project will likely progress faster using the FTCA processes than if consents were sought through standard RMA processes, and any actual and potential effects on the environment, together with any measures to mitigate, offset or compensate for adverse effects, can be considered and determined by a panel subject to Part 2 of the RMA and the purpose of the FTCA.
- I now seek authorisation for submission of the Amendment Order to the Executive Council. The Amendment Order enables ATRI and FRL to apply via the EPA to a panel for the relevant approvals needed under the RMA for the project, in accordance with the process in the FTCA.

Background

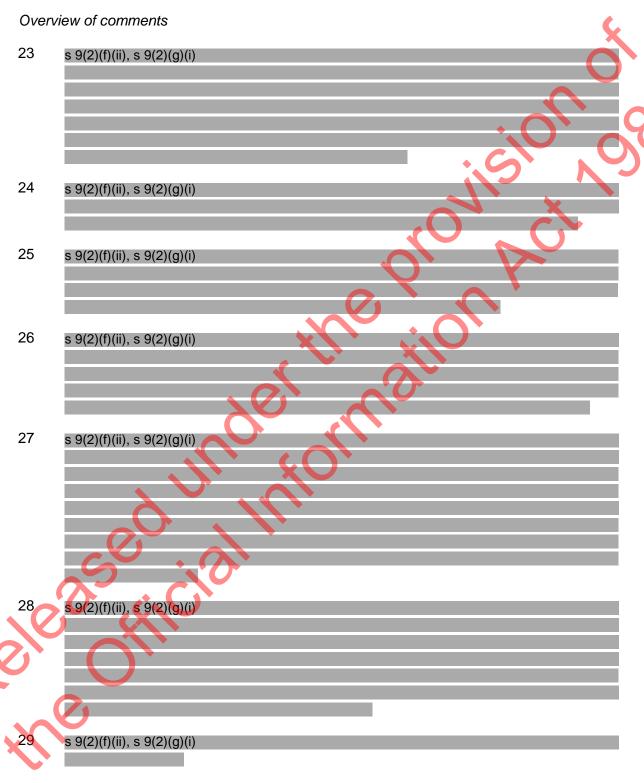
- The FTCA is one of the Government's temporary actions to support New Zealand's economic recovery from COVID-19, by promoting employment and supporting ongoing investment. Access to the FTCA provisions remains in place until the FTCA is repealed in July 2023.
- The FTCA enables any person to apply to me, in my role as Minister for the Environment, to access the fast-track consenting process for their project. If I accept an application, the project is referred by Order in Council specifically, via an amendment that adds the project as a new schedule to the COVID-19 Recovery (Fast-track Consenting) Referred Projects Order 2020 subject to Cabinet's agreement. This allows an applicant to lodge a resource consent application or notice of requirement for a designation with the EPA for consideration and decision by a panel.
- Panels are appointed by Panel Convener Judge Laurie Newhook and are constituted according to the specific representation, skills and knowledge required for the project. Before a panel grants any RMA approvals it must, among other things, consider the comments received from invited parties, assess the project's actual and potential effects, and test these against the requirements of Part 2 of the RMA and the purpose of the FTCA. As part of this process the panel may seek further information from a range of parties, including those invited to comment on the application.
- I receive weekly updates on the projects accessing the fast-track provisions and their progress. To ensure robust oversight of the wider performance of the process, the Ministry for the Environment has commissioned an independent survey and review of FTCA implementation in the context of the FTCA's overall purpose. I expect to receive their report early in 2022, and this will also feed into a Ministry report to Treasury on FTCA implementation in March 2022.
- As of 22 March 2022, 83 applications have been made under the FTCA to refer projects to a panel, of which:
 - 16.1 44 projects have been referred and Orders in Council gazetted. Details are in Appendix one. In summary, for these projects:

- 16.1.1 16 have been granted their RMA approvals by a panel
- 16.1.2 one has had their applications for RMA approvals declined by a panel
- 16.1.3 11 are under active panel consideration
- 16.1.4 14 have yet to lodge their RMA applications
- 16.1.5 two have subsequently decided not to seek their RMA consents through the panel process.
- 16.2 Nine projects have been accepted for referral and are awaiting Orders in Council. This includes the project that is the subject of this paper
- 16.3 Seven referral applications are being processed and are yet to receive referral decisions
- 16.4 16 referral applications have been declined for a range of reasons including not meeting the purpose of the FTCA and it being more appropriate for them to go through the standard RMA consenting process
- 16.5 seven referral applications have been withdrawn by the applicants.
- 17 Projects listed in Schedule 2 of the FTCA are able to lodge their applications for RMA approvals with the EPA without first going through a referral assessment. An update on these projects is in Appendix two.

Project for referral: Auckland Thoroughbred Racing Incorporated and Fletcher Residential Limited's The Hill - Ellerslie project

- ATRI and FRL have applied to use the fast-track consenting process for The Hill Ellerslie project. The project site is located at 100 Ascot Avenue, Greenlane, Auckland.
- The project is to subdivide part of the Ellerslie Racecourse property that is no longer required for racecourse operation and construct a housing development consisting of approximately 370 residential units in a mix of detached, duplex and terrace houses 1–3 storeys high and up to 5 apartment buildings that are up to 7 storeys high (excluding any part or full basement level). One of the apartment buildings will be designed for active retired people and the project will also create open space areas, private access lots, pedestrian and cycle accessways, together with public roads intended to vest in Auckland Council. The balance of the land will remain unchanged from the current use as Ellerslie Racecourse.
- The project requires land use and subdivision consents and water and discharge permits under the Auckland Unitary Plan (AUP), and land use consent under the Resource Management (National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health) Regulations 2011 (NES-CS).
- To better understand the land interests on the project site and whether approval is required under the Overseas Investment Act 2005 for the project to proceed, I sought further information under section 22 of the FTCA from the applicants.

I also sought written comments on the application from Auckland Council, Auckland Transport, Watercare and relevant Ministers as determined by section 21(6) of the FTCA including the Associate Minister for the Environment (Urban Policy) and the Minister for Racing.



Auckland Council opposed project referral, preferring the project to be consented after a plan change under standard RMA process has been undertaken, as residential activities are not anticipated within the Special Purpose – Major Recreation Facility Zone in the AUP. Comments from the Auckland Council Healthy Waters department

also raised concern with potential negative effects relating to stormwater management. I considered that any adverse effects resulting from the project and alignment with the AUP policy framework are matters that can be considered by a panel in a merit-based assessment.

- Auckland Transport raised no concern with project referral and requested that if the project is referred, the applicant be required to provide an integrated transport assessment.
- Watercare made no comment on project referral, but identified a number of sections of water and wastewater networks requiring upgrade to support the project.

Decision

- In making my decision, and in accordance with section 24 of the FTCA, I considered the application and further information received, all comments and requests for directions to the applicants and a panel provided in response to my invitation, and the eligibility criteria in section 18 of the FTCA. I also considered the report prepared under section 17 of the FTCA.
- I have decided to accept ATRI and FRL's application for referral of The Hill Ellerslie project to a panel. I am satisfied the project meets the eligibility criteria in sections 18(2) and 18(3) of the FTCA. I consider it will help to achieve the purpose of the FTCA by:
 - 34.1 having positive effects on social well-being by generating employment and providing a diverse range of housing types, including terraced housing (which has the potential to be a lower-priced housing option)
 - 34.2 generating employment by providing approximately 61 direct full-time equivalent (FTE) jobs in planning, design and consenting during years 1–3 and approximately 1,051 direct FTE jobs in construction during years 3–7
 - 34.3 increasing housing supply through the provision of approximately 370 residential units
 - 34.4 progressing faster than would otherwise be the case under standard RMA processes.
- To address matters raised by Auckland Council, Auckland Transport and Watercare, I have decided to specify the applicants must provide an infrastructure assessment, a stormwater assessment and draft stormwater management plan, an ecological assessment relating to the effects of increased stormwater flows, an integrated transport assessment, and a contamination investigation with their resource consent applications to a panel. The full details of this information requirement are in Appendix three.
- The FTCA requires a panel to invite comments from the relevant local authorities, relevant iwi authorities and Treaty settlement entities, specific Ministers, owners and occupiers of adjacent land, and specific non-governmental organisations and other groups listed in the FTCA¹. In addition to these requirements, I have decided to specify a panel must seek comment on ATRI and FRL's resource consent applications from

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¹ Clause 17(6) of Schedule 6, FTCA.

- the Ngāti Koheriki Claims Committee, Auckland Transport, Watercare, the Minister for Racing and the Minister for Seniors, as listed in Appendix three.
- I consider any actual and potential effects on the environment, together with any measures to mitigate, offset or compensate for adverse effects, can be appropriately tested by a panel against Part 2 of the RMA and the purpose of the FTCA. The additional material listed in Appendix three that must be submitted to a panel will assist with this.
- 38 I consider there are no reasons to decide under section 24(2) of the FTCA to:
 - 38.1 limit the scope of the project by referring it only in part
 - 38.2 refer the project in stages
 - 38.3 place any restrictions on the project
 - 38.4 impose specific timeframes for panel consideration.

Timing and 28-day rule

Cabinet has agreed to waive the 28-day rule for Orders in Council relating to projects to be referred to a panel². Therefore, the Amendment Order will come into force the day after publication in the New Zealand Gazette. Auckland Thoroughbred Racing Incorporated and Fletcher Residential Limited (trading as Fletcher Living) may then lodge resource consent applications with the EPA.

Compliance

- 40 The Amendment Order complies with:
 - 40.1 the principles of the Treaty of Waitangi
 - 40.2 the rights and freedoms contained in the New Zealand Bill of Rights Act 1990 or the Human Rights Act 1993
 - 40.3 the principles and guidelines set out in the Privacy Act 2020
 - 40.4 relevant international standards and obligations
 - 40.5 the Legislation Guidelines (2018 edition), which are maintained by the Legislation Design and Advisory Committee.

Regulations Review Committee

I do not consider that there are grounds for the Regulations Review Committee to draw this Order in Council to the attention of the House of Representatives under Standing Order 319.

Certification by Parliamentary Counsel Office

The Amendment Order has been certified by the Parliamentary Counsel Office as being in order for submission.

² ENV-20-MIN-0033 and CAB-20-MIN-0353 refer

Impact Analysis

Regulatory Impact Assessment

The Regulatory Impact Assessment (RIA) requirements for this proposal have been waived. Cabinet has agreed that a RIA is not required for Orders in Council relating to projects to be referred to a panel³.

Climate Implications of Policy Assessment

The Climate Implications of Policy Assessment (CIPA) team at the Ministry for the Environment has been consulted and confirms that the CIPA requirements⁴ do not apply to the project.

Publicity

- The Amendment Order will be available on the New Zealand Legislation website following its notification in the New Zealand Gazette.
- As required under section 25 of the FTCA, my decision to refer the project to a panel for consideration, the reasons for this decision, and the report obtained under section 17 will be made available to the public on the Ministry for the Environment's website.

Proactive release

I intend to proactively release this paper on the Ministry for the Environment's website subject to redaction as appropriate under the Official Information Act 1982.

Consultation

The Ministry for the Environment sought comment on this paper from Te Tūāpapa Kura Kāinga Ministry of Housing and Urban Development, Ministry for Culture and Heritage, Te Puni Kōkiri, Ministry of Education, Department of Corrections, Land Information New Zealand, Treasury, Ministry of Transport, Ministry of Business, Innovation and Employment, Ministry for Primary Industries, Department of Prime Minister and Cabinet, Ministry of Health, Ministry of Defence, Department of Internal Affairs, Department of Conservation and The Office for Māori Crown Relations – Te Arawhiti.

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³ ENV-20-MIN-0033 and CAB-20-MIN-0353 refer

⁴ CO (20) 3 refers

Recommendations

I recommend that Cabinet:

- note that I have decided under section 24 of the COVID-19 Recovery (Fast-track Consenting) Act 2020 to accept the application for referral of Auckland Thoroughbred Racing Incorporated and Fletcher Residential Limited's The Hill Ellerslie project to a panel
- note that Auckland Thoroughbred Racing Incorporated and Fletcher Residential Limited's The Hill Ellerslie project meets the eligibility criteria in section 18(3) of the COVID-19 Recovery (Fast-track Consenting) Act 2020, and will help to achieve the Act's purpose, as required by section 18(2) of the Act, by:
 - 2.1 having positive effects on social well-being by generating employment and providing a diverse range of housing types, including terraced housing (which has the potential to be a lower-priced housing option)
 - 2.2 generating employment by providing approximately 61 direct full-time equivalent (FTE) jobs in planning, design and consenting during years 1–3 and approximately 1,051 direct FTE jobs in construction during years 3–7
 - 2.3 increasing housing supply through the provision of approximately 370 residential units
 - 2.4 progressing faster using the Act's processes than would otherwise be the case under standard Resource Management Act 1991 processes
- note that the COVID-19 Recovery (Fast-track Consenting) Referred Projects Amendment Order (No 5) 2022 requires Auckland Thoroughbred Racing Incorporated and Fletcher Residential Limited to provide an infrastructure assessment, a stormwater assessment and draft stormwater management plan, an ecological assessment relating to the effects of increased stormwater flows, an integrated transport assessment and a contamination investigation to an expert consenting panel, as detailed in Appendix three
- note that the COVID-19 Recovery (Fast-track Consenting) Referred Projects Amendment Order (No 5) 2022 requires an expert consenting panel appointed to consider Auckland Thoroughbred Racing Incorporated and Fletcher Residential Limited's The Hill Ellerslie project to seek comments from Ngāti Koheriki Claims Committee, Auckland Transport, Watercare Services Limited, the Minister for Racing and the Minister for Seniors, as listed in Appendix three
 - **authorise** submission of the COVID-19 Recovery (Fast-track Consenting) Referred Projects Amendment Order (No 5) 2022 to the Executive Council

note that on 27 July 2020, Cabinet agreed to waive the standard 28-day rule relating to Orders in Council made under the COVID-19 Recovery (Fast-track Consenting) Act 2020 [CAB-20-MIN-0353 refers]. Consequently, the COVID-19 Recovery (Fast-track Consenting) Referred Projects Amendment Order (No 5) 2022 will come into force the day after publication in the New Zealand Gazette.

Authorised for lodgement

Hon David Parker

Minister for the Environment

Appendix one – Referred projects under the COVID-19 Recovery (Fast-track Consenting) Act 2020

Referred projects with Orders in Council gazetted				
Project - Location	Applicant	EPA Status		
Clutha Upper Waitaki Lines Project - Works and Workers' Village - Clutha Upper Waitaki	Transpower New Zealand Limited	Not progressing through FTC		
Northbrook Wanaka Retirement Village - Wanaka	Winton Property Limited	Consented by Panel (4 August 2021)		
Kohimarama Comprehensive Care Retirement Village - Kohimarama, Auckland	Ryman Healthcare Limited	Consented by Panel (12 May 2021)		
Molesworth Street Office Development - Thorndon, Wellington	Prime Property Group Limited	Consented by Panel (12 November 2021)		
The Vines Affordable Subdivision - Richmond, Tasman	Jason and Angela Mudgway	Declined by Panel (17 September 2021)		
Dominion Road Mixed-use Development - Mount Eden, Auckland	Pudong Housing Development Company Limited, Foodstuffs North Island Limited, and Silk Road Management Limited	Consented by Panel (29 September 2021)		
Ohinewai Foam Factory - Ohinewai, Waikato	Ambury Properties Limited	Consented by Panel (24 August 2021)		
Eastern Porirua Regeneration Project - Infrastructure Works - Porirua	Kāinga Ora-Homes and Communities' and Porirua City Council	Lodgement expected early 2022		
Silverlight Studios - Wanaka	Silverlight Studios Limited	Consented by Panel (8 December 2021)		
Brennan winery, restaurant, education, and event complex - Gibbston Valley, Otago	Otago Viticulture and Oenology Limited's (trading as Brennan Wines)	Not progressing through FTC		
Nola Estate - Glen Eden, Auckland	CPM 2019 Limited	Consented by Panel (1 October 2021)		
Wooing Tree Estate – Cromwell	Wooing Tree Property Development LP	Consented by Panel (29 September 2021)		
Kapuni Green Hydrogen - Kapuni, Taranaki	Hiringa Energy Limited's and Ballance Agri-Nutrients Limited	Consented by Panel (1 December 2021)		
New Dunedin Hospital – Whakatuputupu – Dunedin Package 1 – enabling works	The Minister of Health's and the Ministry of Health	Consented by Panel (23 December 2021)		
New Dunedin Hospital – Whakatuputupu – Dunedin	The Minister of Health's and the Ministry of Health	Lodgement expected early 2022		

Package 2 - buildings		
Faringdon South West and South East Development - Rolleston	Hughes Developments Limited's	Consented by Panel (27 August 2021)
Summerset Retirement Village -Waikanae - Waikanae	Summerset Villages (Waikanae) Limited	Consented by Panel (23 September 2021)
Beachlands Housing Development - Beachlands, Auckland	Neil Construction Limited and Fletcher Residential Limited	Under consideration by Panel
Kōpū Marine Precinct - Kōpū, Thames	Thames-Coromandel District Council	Consented by Panel (9 March 2022)
Whakatāne Commercial Boat Harbour project - Whakatāne	Whakatāne District Council, Te Rāhui Lands Trust, Te Rūnanga o Ngāti Awa, Ngāti Awa Group Holdings Limited, Te Rāhui Lands General Partner Limited, Te Rāhui Herenga Waka Whakatane Limited, and Provincial Growth Fund Limited	Under consideration by Panel
Karaka North Village - Karaka, Auckland	Capella Group Limited and Karaka North Village Limited	Lodgement expected early 2022
Ōmāhu Residential Development - Remuera, Auckland	Urban Resort Limited and Icon Co Pty (NZ) Limited	Consented by Panel (14 February 2022)
George St Mixed Use Development - Newmarket, Auckland	Newmarket Holdings Development Limited Partnership	Lodgement expected early/mid 2022
Otawere Water Storage Reservoir - Northland	Te Tai Tokerau Water Trust	Under consideration by Panel
Drury Central & Paerata Stations - Auckland	KiwiRail Holdings Limited	Consented by Panel (3 February 2022)
Rangitane Maritime Development - Kerikeri	Far North District Council & Far North Holdings Limited	Under consideration by Panel
Brickfields, Scott Road Development - Hobsonville, Auckland	Aedifice Development Limited	Under consideration by Panel
Melia Place - Whangaparāoa, Auckland	Melia Development Limited	Under consideration by Panel
Tauranga Innovative Courthouse - Tauranga	The Minister of Justice and the Ministry of Justice	Lodgement expected early 2022
Oruku Landing - Whangārei, Northland	Northland Development Corporation Limited	Lodgement expected early 2022
Riverbend Residential Development - Napier	Tawanui Developments Limited, K3 Properties Limited & Mana Ahuriri Holdings Limited	Lodgement expected mid 2022

	Silverlight Studios Accommodation - Wanaka, Otago	Silverlight Studios Limited	Consented by Panel (18 February 2022)	
	Drury Centre Precinct - Auckland	Kiwi Property Holdings No 2	Under consideration by Panel	
	Waihoehoe Precinct - Auckland	Oyster Capital Limited	Under consideration by Panel	
	Drury East Stage 1 Precinct – Auckland	Fulton Hogan Land Development	Under consideration by Panel	
	Flints Park, Laries Mile – Te Pūtahi, Queenstown	Glenpanel Development Limited	Lodgement expected early 2022	
	Federal Street Residences, Auckland	P0012 Auckland NZ Pty Limited	Under consideration by Panel	
	Bellgrove Development, Rangiora	Bellgrove Rangiora Limited	Under consideration by Panel	
	Lakeview-Taumata	QT Lakeview Developments Limited	Lodgement expected early 2022	
	Summerset Retirement Village, Half Moon Bay, Auckland	Summerset Villages (Halfmoon Bay) Limited	Lodgement expected mid 2022	
	Browns Bay Road Apartments, Auckland	Matvin Group Limited	Lodgement expected mid 2022	
	Te Tauoma Stage 1B, St Johns, Auckland	Shundi Tamaki Village Limited	Lodgement expected mid 2022	
	Kaiwharawhara Wellington Ferry Terminal Redevelopment	KiwiRail Holdings Limited	Lodgement expected mid 2022	
	The Rotokauri North project, Hamilton	Rotokauri North Holdings Limited	Lodgement expected mid 2022	
	Tauhei Farm Solar Project, Te aroha	Harmony Energy New Zealand Limited	Lodgement expected mid 2022	
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Appendix two – Status of projects listed under the COVID-19 Recovery (Fast-track Consenting) Act 2020

Listed Project	Status
Matawii Water Storage Reservoir Kaikohe	Consents have been approved.
Papakāinga Development – Rāpaki, Christchurch	Consents have been approved.
Te Ara Tupua – Ngā Ūranga to Pito-one shared path	Consents have been approved.
Waitohi Picton Ferry Precinct Redevelopment	Consents have been approved.
Queenstown Arterials Project	Consents have been approved.
Papakāinga Development - Kaitaia	Consents have been approved.
Papakura to Pukekōhe rail electrification	Package 1 - consents have been approved. Package 2 - minor consents - unlikely to proceed under fast-track at this stage.
Papakura to Drury South State Highway 1 improvements	Package 1 - consents have been approved. Package 2 - lodgement anticipated in 2022
Papakāinga Development – Waitara, Taranaki	Lodgement anticipated in 2022.
Northern Pathway – Westhaven to Akoranga shared path	Unlikely to proceed under fast-track at this stage.
Te Pā Tāhuna Residential Development	Unlikely to proceed under fast-track at this stage.
Unitec Residential Development	Unlikely to proceed under fast-track at this stage.
Papakāinga Development - Point Chevalier, Auckland	Unlikely to proceed under fast-track at this stage.
Papakāinga development → Whaingaroa, Raglan	Unlikely to proceed under fast-track at this stage.
Papakāinga Development - Chatham Islands	Unlikely to proceed under fast-track at this stage.
Wellington Metro Upgrade Programme	Unlikely to proceed under fast-track at this stage.
Britomart Station eastern end upgrade	Unlikely to proceed under fast-track at this stage.

Appendix three – Additional requirements specified by the Minister for the Environment under section 24(2) of the FTCA for Auckland Thoroughbred Racing Incorporated and Fletcher Residential Limited's The Hill – Ellerslie project

Auckland Thoroughbred Racing Incorporated and Fletcher Residential Limited are required to provide with their resource consent applications to an expert consenting panel:

- 1. a detailed assessment of -
 - a. the capacity of the existing infrastructure for three-waters services to service the completed project
 - what upgrading is required to that infrastructure to service the completed project
 - c. how any upgrading is to be funded
- 2. a stormwater assessment and a draft stormwater management plan along with information about discussions held and any agreements made with the Auckland Council Healthy Waters department regarding stormwater management
- 3. an ecological assessment which addresses the effects of increased stormwater flows from the project site on the Waiatarua Reserve wetland
- 4. an integrated transport assessment, including
 - a. an assessment of how the project will support both public modes of transport and active modes of transport such as cycling and walking
 - b. an assessment of the impact of the project on the area surrounding the project site and the local transport network, including traffic safety issues that may arise during or after the construction phase
- 5. in relation to the land in the project site, a report on a preliminary site investigation and, if required, on a detailed site investigation, within the meaning of the Resource Management (National Environmental Standard for Assessing and Managing Contaminants in Soil to Protect Human Health) Regulations 2011, that shows how the requirements of those regulations will be met.

An expert consenting panel appointed to consider Auckland Thoroughbred Racing Incorporated and Fletcher Residential Limited's resource consent applications for The Hill – Ellerslie project must seek comments from the following additional persons/organisations:

- 1. Ngāti Koheriki Claims Committee
- 2. Auckland Transport
- Watercare Services Limited
- 4. Minister for Racing
- Minister for Seniors.