

Evidence "S"

UNDER the Resource Management
Act 1991

IN THE MATTER of Private Plan
Change 17 Ohoka Plan Change
Group, Mill Road, Ohoka to the
Waimakariri Plan ("Plan Change")

AND

IN THE MATTER of submission by
Peter and Anne Bagrie

PLANNING EVIDENCE OF CAROLINE MARY HUTCHISON FOR PETER AND ANNE BAGRIE

1. INTRODUCTION

- 1.1 My name is Caroline Mary Hutchison. I hold a Bachelor of Resource and Environmental Planning with Honours from Massey University. I am currently contracted on a part time basis as a Senior Planner for Fiona Aston Consultancy Ltd. I have 12 years of resource management experience in local and central government planning and in private consultancy. This has included roles at Palmerston North City Council and Transit NZ (now the NZ Transport Agency) and preparation of various resource consent and private plan change applications, including for residential/rural residential rezoning at Rolleston, Lincoln and Ohoka.
- 1.2 I am familiar with the site subject to Plan Change 17 (PC17). I have read the PC17 application, the Council Officers S42A report and relevant appendices (the Officers Report). I assisted with preparation of the submission and further submissions on PC17 filed on behalf of the Bagries, and with the preparation of

PC 21 (proposed R4A rezoning of part of the Bagrie Ohoka property, for approximately 66 lots).

- 1.3 I have also read the Code of Conduct for Expert Witnesses and have prepared my evidence in accordance with the Code and agree to abide by it. I confirm that my evidence is within my area of expertise.

2. SCOPE OF EVIDENCE AND POSITION OF SUBMITTER

- 2.1 I appear to provide planning evidence regarding the submission lodged by Peter and Anne Bagrie (the Bagries) on PC17.
- 2.2 The Bagries own land directly north west of PC17 which is currently the subject of a private plan change (PC 21) to rezone part of the Bagries 53.78ha farm from Rural to Residential 4A (the PC21 site).
- 2.3 The Bagrie submission on PC17 raised a range of different issues and requested various forms of alternative relief. However most of those matters will not be pursued by the Bagries at this hearing.
- 2.4 The thrust of my evidence for the Bagries will be that PC21 has been specifically designed to optimise connectivity with PC17 and other adjacent land. PC21 also contemplates appropriate integration of infrastructure servicing PC17 and PC21.
- 2.5 To the extent that PC17 contemplates PC21, PC17 is supported by the Bagries. Not surprisingly, the Bagries would prefer that PC17 is not approved in its entirety given the 'cap' on additional rural residential development at Ohoka provided by the Rural Residential Development Plan.
- 2.6 However, the Bagries generally accept the procedural decision of Commissioner Pru Steven and do not intend to argue at this hearing the issue of priority or that PC21 should be considered in the alternative to PC17. In addition, the Bagries do not intend to pursue their submission that the Bagrie land be included within PC17, or that PC17 be declined in its entirety.
- 2.7 Consequently, the Bagries wish to limit their participation in this PC17 hearing by focusing on connectivity between, and integration of, PC17 and PC21. My

evidence for the Bagries will be confined to adequate provision for connectivity from the PC17 land to PC21 land and provision of suitable integration of infrastructure required to service PC17 and PC21.

- 2.8 The purpose of this evidence is to assist your understanding of the PC21 proposal and so that you may make reasonably informed decisions regarding appropriate connectivity and integration with the PC21 site in the event that you decide to approve PC17.

3. BACKGROUND TO SUBMISSION

Proposed Plan Change 21

- 3.1 The purpose of PC21 is to provide for rural residential zoned land at an appropriate density that maintains the character and amenity values of the Ohoka settlement and ensures a sensitive integration and interface with the adjoining development and land uses.
- 3.2 In developing the framework for PC21 a key issue identified for the site, and addressed through the proposed policy and regulatory framework, was the need to integrate well with adjoining land, and with potential future rural residential development to the south east (i.e. the PC17 site). To address these matters, PC21 proposed additions to the policy framework and general provisions for the R4A Zone for the PC21 land for Ohoka. PC21 also includes an Outline Development Plan to manage development outcomes, the provision for a mix of lot sizes to avoid uniformity and to achieve compatibility and consistency with adjoining land uses, and restricting development prior to the provision of reticulated water and wastewater services.
- 3.3 The North-West Ohoka Outline Development Plan (ODP) included as part of PC21 is proposed as a key tool to manage the effects of the proposed zoning on surrounding land and to maintain the character of Ohoka. The ODP for PC21 is attached as **Attachment A** to this evidence and Layer Diagrams Informing the ODP are attached as **Attachment B**. A combined plan showing the PC17 ODP area (as notified) and the PC21 ODP area is attached as **Attachment C**.
- 3.4 I have considered the revised PC17 ODP circulated by the Applicant showing the different residential density areas within the site. A combined plan showing the

different residential density areas across the PC17 ODP and the PC21 ODP is attached as **Attachment D**.

3.5 In regard to connectivity to the south east to PC17 and Ohoka the PC21 ODP has the following features:

- Roading links
 - i. Two accesses to Bradleys Road (two accesses are required in the absence of a future connection to the south-east in the event that part or all of PC17 does not proceed);
 - ii. Main primary road (east – west direction) and secondary road that could potentially connect to future development to the south-east (i.e. the PC17 site);
- Planting corridors and pedestrian, cycle and equestrian access/corridors:
 - i. Potential public access strip from Main Drain to Ohoka stream along the south eastern boundary of the site;
 - ii. Potential public access strip from unformed paper road on the north western boundary to the site (relevant insofar as providing for multiple choice networks and linkage to Ohoka); and
 - iii. Potential walkway link from middle of the site to south west boundary;

3.6 Pedestrian/cycle/equestrian links via green corridors from PC21 will provide connections around and through the proposed development and connect to Main Drain Road and the Cust River stop bank, the Ohoka River Track and Keetly Place, Bradley Road and PC17 land. These green links will provide various walking/cycling/equestrian loop options for existing residents of the Ohoka settlement and will allow occupants of the new development to easily access Mill Road and the centre of Ohoka without using roads.

Strategic Context

3.7 The Rural Residential Development Plan (RRDP) is a non-statutory document adopted by Council in July 2010. The RRDP identifies Ohoka as a growth location for 150 additional rural residential lots. Identified growth locations are to be centred on the existing village of Ohoka without a specific growth location being shown in the RRDP. The RRDP identifies that a relevant matter that must be considered for any development proposal is whether a high level of development integration is achieved. As such, it is considered important that

PC17 as notified, and any subsequent changes through the hearings process, provide an outcome that takes a strategic approach, rather than adopt changes in isolation, to ensure the best resource management outcome in providing for the growth of Ohoka.

4. PROVIDING STRATEGIC CONNECTIVITY AND INTEGRATED INFRASTRUCTURE FOR FUTURE DEVELOPMENT OF OHOKA

4.1 The Officers Report concludes that PC17 does not meet s32 (3)(b) of the RMA, particularly with regard to integration, character, amenity and environmental quality issues. Other issues of concern include flood hazard management, storm water management and traffic safety and operational effects of road layout. In regard to the latter issues the Officers Report is of the opinion that it is possible to put in place appropriate mitigation which may result in a number of changes to the proposal. Such changes may be appropriate however these may also have wider implications for the strategic and integrated growth of Ohoka beyond the PC17 site, particularly with respect to connectivity and integration with the PC21 site.

4.2 In response to the Officers Report the applicant has presented an updated OPD and set of layer diagrams and amendments as set out in the evidence by Ms Justine Ashley for the applicant in paragraph 2.3. Of particular interest to the Bagries is the introduction of a residential density schedule across the site and changes to the roading layout. The presented changes by the applicant and those put forward in the Officers Report are considered with regard to the submitter's site.

Traffic Safety and Operational Effects of Road Layout

4.3 In terms of the roading layout for the PC17 site the Council's expert Mr Brown recommends some changes to the ODP and other various roading related matters. Some of the key points include:

- Preference to consolidate intersections with Mill Road from PC17 site (noting that the applicant is not in favour of this approach); and
- Re-routing some secondary roads to form part of primary road

4.4 The proposed changes have been reviewed by the submitter's transport engineer and for the most part do not really have an effect on the submitters land in terms of PC 21, but the following points are noted:

- In terms of the recommendation to have a primary road link from the PC17 area to the Bagrie land this would be reasonable and given all the roads (primary, secondary etc.) will in this case most likely remain local roads has no real consequences. The south-western most of the two road connections is the most appropriate one to be a primary route given it intersects with Bradleys Road (and would therefore provide a through link between parts of the existing road network). It is noted that the applicants identify a future primary route to PC21 on the road network plan which is supported.
- In terms of consolidating intersections to Mill Road this is unlikely to have any noticeable impact on the Bagrie land other than potentially increasing the travel distance to the town centre for future residents on the Bagrie land that are further from the intersection with Bradleys Road and would therefore instead travel through the PC17 area to town.
- It is unclear whether the one intersection (at Kintyre Lane) recommended by Council would still provide adequate capacity for the additional traffic associated with the PC21 site. Given the recommendation includes provision for a primary route to this land consideration should be given to future capacity for the development of the PC21 site. Although it is noted that the applicant does not support one single intersection.
- The north western road on PC17 stops short of the PC21 site, yet provisions is made on the road network plan for a future potential road to extend to the PC21 site. It is always desirable to keep as many road connections as possible for connectivity, travel distance and community cohesion. A preference is for this to be retained as a minor road link or if it is only formed as a pedestrian/cycle link that a 20m wide reserve is provided so that it could be formed as a local road in the future.

Flood Hazard and Storm water Management

4.5 Concerns regarding flood hazard and storm water management for the PC17 site have been raised in the Officers Report which in summary include:

- Local conditions will not allow the dry basin methodology for storm water detention to function as proposed by the applicant; and
- Flood modelling shows that the area is susceptible to surface and breakout flooding

4.6 In regard to storm water management for PC17 the Waters Manager in Appendix 3 of the Officers Reports identifies in paragraph 27 that the location of the storm water basins and associated catchment areas have limitations for managing storm water and may require modification and potentially an additional storm water basin. Based on this the Waters Manager considers that the order of subdivision will need to be controlled within the PC17 area to ensure a storm water system is available before development occurs. Based on the Waters Manager's evidence this would result in limiting development to the south west portion at the PC17 site initially and then progressing development back toward the north east.

4.7 Providing for development initially to the south west is supported, as this would ensure, based on the existing PC17 ODP, that a roading network is provided for in a timely manner to the west of the site which will provide for appropriate links to the PC21 site. This is likely to be particularly important if a primary road is linked to the PC21 site.

4.8 In regard to flood hazard, changes to road design and potential minimum floor levels are required and this appears to be supported by the PC17 applicant. There is no perceivable impact of these changes on PC21. However, at the time of writing this evidence I did not have access to additional information that I understand Mr Brough has presented on flood hazard management.

4.9 It is my understanding that the PC21 site is relatively independent of the PC17 site in terms of flood hazard management and is within the Armstrong Drain catchment. As part of the PC21 analysis, flood risk has been assessed for up to a 1:50 year flood event. I understand there has been discussion as part of this hearing for managing the effects of a 1:200 ARI flood event. Any concerns or

additional information required to address this level of effect of flooding on the PC21 site will be addressed in a subsequent hearing on PC21.

Reticulated Water and Wastewater Infrastructure

- 4.10 Reticulated water and wastewater infrastructure is planned for the growth of Ohoka and it is agreed that there will be wider environmental benefits and economies of scale for the provision of same to the existing Ohoka community. It is noted that the extension of water and wastewater to the PC21 site should be able to be provided independently of PC17, with an extension of Council Rangiora water mains along Main Drain Road and wastewater mains along Mill Road with the extension of the Rangiora rising main to Manderville.

5. HEARING PANEL MEMO – PLAN CHANGE 17 – PRELIMINARY MATTERS ARISING FROM READING THE APPLICATION DOCUMENTS PRIOR TO THE HEARING

- 5.1 The Hearing Panel memo on Plan Change 17 on 3 August 2012 commented that the Council and submitter may wish to comment on the poultry farm that the submitters intend to keep operating given the request to have their land included as part of Plan Change 17. As mentioned the Bagries do not intend to pursue their submission that their land be included within PC17. Any effects from poultry operations will be addressed through the PC21 application.

6. RELEVANT POLICY EVALUATION

- 6.1 As identified in paragraph 3.7 of my evidence the submitters seek an outcome that takes a strategic approach to ensure the best resource management outcome in providing for the growth of Ohoka. This is consistent with Objective 2 and Objective 4 of the Environment Canterbury Commissioner decision version of Proposed Change 1 to the RPS.

Objective 2: Character and Sustainability

To achieve built environments within Greater Christchurch that:

(e) are healthy, environmentally sustainable, functionally efficient, and economically vibrant.

Objective 4: Integration of Land Use, Infrastructure and Funding

Long-term planning for land use change, which ensures that the rate and location of development is integrated with the provision of strategic and other infrastructure, the provision of services, and associated funding mechanisms.

- 6.2 The methods under Policy 13 (Rural Residential Development) also require that where development is adjacent to or in close proximity to an existing urban or rural residential area, that such development be able to be integrated into or consolidated with the existing settlement.
- 6.3 In terms of considering a rezoning proposal, the Resource Management Framework in Chapter 13 of the Waimakariri District Plan under Objective 13.1.1 seeks that the District's environment is managed in an integrated and sustainable way. Policy 13.1.1.4 encourages patterns and forms of settlement, transportation patterns and built environments that provide a choice of transport modes which have low adverse environmental impacts. Therefore non-motorised connections from the PC17 site to Ohoka are an important consideration. Policy 15.1.1.2 under Chapter 15 (Urban Environment) seeks that urban development should avoid or mitigate effects on ease and efficiency of access.

7. CONCLUSION

- 7.1 Generally proposed changes as part of this hearings process for the strategic and integrated growth of Ohoka beyond the PC17 site, particularly with respect to connectivity and integration with the PC21 site appear sound. In making a decision on Plan Change 17 I request that the hearings panel consider the points made in this evidence, particularly the need to link, at a minimum, a primary road from the site to take account of growth to the north west, ensuring appropriate non-motorised connections and ensuring that staging and infrastructure provision to PC17 site does not unreasonably restrict other appropriate development.