

**BEFORE INDEPENDENT HEARING COMMISSIONERS APPOINTED BY THE
WAIMAKARIRI DISTRICT COUNCIL**

IN THE MATTER OF

The Resource Management Act 1991 (**RMA** or
the Act)

AND

IN THE MATTER OF

Hearing of Submissions and Further
Submissions on the Proposed Waimakariri
District Plan (**PWDP** or **the Proposed Plan**)

AND

IN THE MATTER OF

Hearing of Submissions and Further
Submissions on Variations 1 and 2 to the
Proposed Waimakariri District Plan

AND

IN THE MATTER OF

Submissions and Further Submissions on the
Proposed Waimakariri District Plan by
Momentum Land Limited

**EVIDENCE OF BRUCE WEIR
ON BEHALF OF MOMENTUM LAND LIMITED REGARDING STREAM 12
REZONING OF LAND**

DATED: 5 March 2024

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INTRODUCTION

- 1 My full name is Bruce Charles Weir.
- 2 I am a Planner and Urban Designer. I am a Principal at Saddleback Planning Limited, statutory planning, strategic planning, master planning and urban design consultants.
- 3 I hold the qualifications of a Master of Urban Design (Honours) and a Bachelor of Planning from the University of Auckland.
- 4 I have approximately 30 years of experience as a strategic planner and urban designer.
- 5 My most recent urban design work includes:
 - (a) Providing urban design evidence in support of submissions on Plan Change 5 to the Te Putahi Ladies Mile Masterplan in Queenstown.
 - (b) Preparing Structure Plans for submissions on Central Otago District Council's Plan Change 19 as well as providing expert urban design evidence in May 2023.
 - (c) I have provided design advice throughout the development of Beachgrove Estates at Kaiapoi (**Beachgrove**).

CODE OF CONDUCT

- 6 I have read the Environment Court's Code of Conduct and agree to comply with it. My qualifications as an expert are set out above. The matters addressed in my evidence are within my area of expertise, however where I make statements on issues that are not in my area of expertise, I will state whose evidence I have relied upon. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed in my evidence.

BACKGROUND

- 7 In 2021 I was engaged by Momentum Land Development Limited (**Momentum**) to provide urban design advice for a residential rezoning and development proposal (**rezoning proposal**) described in the Momentum submission on the Waimakariri Proposed District Plan (**Proposed Plan** or

- PDP**) and the Momentum submission on Variation 1 to the Proposed Plan (**Variation 1**).
- 8 The submissions relate to two parcels of land (collectively referred to as the **site** or the **Momentum land**):
- (a) Lot 2 DP 4532, Lot 1 DP 5010 and Lot 5 DP 313322 (**North Block**).
 - (b) Lot 2 DP 83191 (**South Block**).
- 9 The Momentum submission on the PDP seeks to change the Rural Lifestyle zoning of the North Block and South Block to Medium Density Zone. The Momentum submission on Variation 1 seeks to rezone the North Block and South Block (**the Site**) as Medium Density Residential Zone (**MDRZ**). In addition, the submission on Variation 1 seeks to replace the East Kaiapoi Outline Development Plan (**KODP**) insofar as it relates to the Site with the Proposed Outline Development Plan (**PODP**) included as **Appendix A** of the Momentum Submission on the PDP.
- 10 I am very familiar with the Site, it's immediate environment and the urban development pattern of Kaiapoi due to my work on the adjacent Beachgrove development over the past two years. Beachgrove is located immediately south of the North Block and east of the South Block.
- 11 I can confirm that I led the design approach for the PODP. The PODP has been updated since lodgement of Momentum's submission on Variation 1, refer to my **Appendix A**. This updated PODP differs from the plan contained in the Momentum Land Submission on Variation 1 as:
- (a) The Beachgrove development has been excluded from the PODP as the development of Beachgrove is nearing completion and the application of an ODP after the fact is illogical.
 - (b) There has been an addition of a pedestrian/cycle link along the route of the main trunk road.
 - (c) Some additional detail around stormwater mitigation across the South Block has been added.
- 12 I have prepared an Urban Design Report (**Design Report**) that supports the rezoning proposal. The Design Report is attached as **Appendix B**. The Design Report provides an Illustrative Masterplan, based on the PODP included in the

Momentum submission on Variation 1. The Design Report is a key tool for understanding the nature of development that would be enabled through the rezoning proposal and the resulting urban design outcomes.

- 13 Part of my brief for this evidence is to discuss the wider urban context and growth of Kaiapoi within the Waimakariri District and the wider Christchurch urban environment.

PLANNING FRAMEWORK

- 14 In preparing this evidence, I have consulted several statutory and non-statutory documents as well as urban design related reference materials, including:

- (a) National Policy Statement on Urban Development Capacity 2016 (**NPS-UDC**).
- (b) National Policy Statement on Urban Development 2020 (**NPS-UD**).
- (c) Our Space 2018-2048 (**Our Space**).
- (d) Canterbury Regional Policy Statement (**CRPS**).
- (e) Waimakariri 2048 District Development Strategy, July 2018 (**DDS**).
- (f) Operative Waimakariri District Plan (**WDP**).
- (g) Proposed Waimakariri District Plan (**PDP**).
- (h) New Zealand Urban Design Protocol 2005 (**NZUDP**).

SCOPE OF EVIDENCE

- 15 My evidence will address the following matters:
- (a) Urban context – urban form and growth;
 - (b) Kaiapoi context - historical and current urban form and character of Kaiapoi;
 - (c) Site and proposal in the Kaiapoi context;
 - (d) Urban design elements of the rezoning proposal;

- (e) Summary of the Design Report;
- (f) Urban design assessment of the rezoning proposal; and
- (g) Assessment of the rezoning proposal against the NPS-UD and relevant provisions of the Canterbury Regional Policy Statement and Proposed District Plan.

SUMMARY

- 16 Kaiapoi is a satellite town within the greater Christchurch area serving as both a district hub for commerce and services as well as a dormitory suburb of Christchurch, the principal regional employment hub.
- 17 Kaiapoi historically developed around a town centre on the banks of the Kaiapoi River, developing radially around this urban core. Since the 1990s development has occurred mainly to the north and east, and to the west across SH1.
- 18 Momentum has prepared a PODP in support of a rezoning of the North Block and South Block as Medium Density Residential Zone, which would enable a dwelling density across the Site of 20-30 dwelling/ha and up to 1156 dwellings across the Site.
- 19 An Urban Design Report has been prepared demonstrating how the PODP will support this rezoning from an urban design perspective, including how it addresses the key site constraints, specifically:
- (a) The wholistic stormwater mitigation strategy that addresses local flood hazard.
 - (b) The integration of on-site movement networks with Kaiapoi's wider transport network.
 - (c) The use of public amenity as a trade-off for smaller private spaces.
- 20 With regard to the findings of the urban design report, I have assessed the proposal from an urban design perspective, considering the relationship between the proposal and surrounding neighbourhoods and infrastructure networks and the level of amenity provided across the Site.

- 21 I have also considered consistency of the proposal with the urban design guidance contained in the relevant statutory documents.
- 22 I consider that the proposal adequately addresses boundaries with adjacent land uses and development as:
- (a) Where the Site is adjacent to existing or planned medium density development (Beachgrove and future urban land to the north of the North Block) specific boundary treatments are unnecessary.
 - (b) Where the Site is adjacent to existing residential neighbourhoods a setback is created with either road reserve or stormwater detention areas.
 - (c) Where the Site is adjacent to rural land, recreation spaces provide a transitional zone.
- 23 The use of a trunk road passing through from existing development in North Kaiapoi (Magnolia Boulevard) through the North Block to Beachgrove and ultimately Beach Road is responsive to existing development patterns and the changing gravity of Kaiapoi around the east-west feeder roads linking to the SH1 onramps to the west. Being adjacent to Beach Road, the South Block is consistent with this strategy.
- 24 While the proposal will enable more intensive residential development than currently experienced in most of Kaiapoi, the extensive open spaces provided for in the PODP (including the proposed 6ha McIntosh Reserve) as well as existing public amenity spaces close to the Site work as a trade-off with smaller private living spaces. Furthermore, the active travel networks provided for in the PODP increase the accessibility of these spaces.
- 25 Overall, the proposal will result in good urban design outcomes for wider Kaiapoi as:
- (a) Increased dwelling density supports more compact urban environments, modal shift toward active travel and public transport and, greater housing choice in the local market.
 - (b) The proposal will consolidate the urban boundary of Kaiapoi via the creation of a defensible edge to the east of the North Block.

- (c) Utilization of greenfield land within the identified urban boundary for medium density residential development will lessen the need for future expansion into rural lands to meet housing demand.

26 The proposal is considered consistent with the urban design guidance contained in the relevant statutory documents as:

- (a) Consistent with the RMA, the proposal broadly maintains or enhances amenity values across the Site, bearing in mind that the NPS-UD anticipates that amenity values may change and this is not in itself an adverse effect.
- (b) Consistent with the NPS-UD and the CRPS, the proposal will contribute to more compact urban environments that avoid unplanned expansion into rural areas and that enable more people to live where there is good accessibility to jobs, services and open spaces.
- (c) Consistent with the district wide provisions of the PDP, the proposal locates development at higher densities in close proximity to employment centres, schools, public transport and open space and is well integrated with existing infrastructure networks.

URBAN CONTEXT – URBAN FORM AND GROWTH

Wider urban context

Greater Christchurch

27 Kaiapoi is just one township Greater Christchurch metropolitan area. While many of the peripheral towns of Greater Christchurch have developed industry and commercial activity of their own, Christchurch city remains the hub for services and work opportunities in the area.

28 Kaiapoi is well connected to Christchurch City via State Highway 1. A car beginning a journey at the Kaiapoi State Highway 1 onramp will be in the Christchurch CBD in 20-25 minutes.

Waimakariri District

29 Being one of the larger peripheral towns within the Greater Christchurch Area Kaiapoi acts as a hub for smaller townships in the Waimakariri District. Kaiapoi

contains the supermarkets, shops, community facilities and secondary education relied upon by smaller rural communities.

- 30 Given the existing services and amenities, Kaiapoi has been identified as a Key Activity Centre (**KAC**) for the district in the CRPS and the DDS, and was also identified as a focus for providing development capacity in the DSS. The DDS acknowledged the need for 2,000 new dwellings in Kaiapoi by 2048, and much of this growth is to occur in north-east Kaiapoi¹.

KAIAPOI CONTEXT

Historical development patterns of Kaiapoi

- 31 Refer to my **Appendix C** for aerial photographs showing Kaiapoi's growth pattern.
- 32 In terms of recent history, development in north Kaiapoi began in earnest following notification of a proposed District Plan in 1998 (**WDP**). Expansion to the north-west was constrained by features such as the Kaiapoi Lakes Reserve and the Ruataniwha River. As such, the decisions version of the WDP identified areas of low-yield rural land considered suitable for urban growth to the north-east of existing development².
- 33 While there were challenges to the zoning of north-east Kaiapoi related to flood hazards and the Christchurch Airport noise contour, these matters were resolved by 2006 and residential zoning became fully operative. Approval in 2006 for a district-wide sewage scheme upgrade capable of accommodating urban growth aligned with the settling of the north-east Kaiapoi rezoning appeals.
- 34 Since the residential zoning of north-east Kaiapoi has become operative, new urban development in the area has been managed by a structure planning process (outline development plans), which inform plan change processes.

Current urban form and character of Kaiapoi

- 35 Refer to my **Appendix D** showing Kaiapoi's zoning under the PDP.
- 36 While historically development occurred around the north-south aligned Williams Street, the 'gravity' of the town is now based around the east-west transport corridors that feed into SH 1 passing to the west of the town. On the

¹ *Waimakariri 2048 District Development Strategy* (July 2018) (pg. 41).

² *Using Land for Housing – WDC Submission to the Productivity Commission 2014*

north side of the town this link is the Smith Street / Beach Road corridor. See the Design Report for more detail.

37 Furthermore, while the commercial and industrial core of the town remains arranged around the banks of the Kaiapoi River (the town centre), the urban form of Kaiapoi increasingly reflects this change in gravity. In recent years, development further north and south has halted, and development is currently extending to the east and west.

38 The residential neighbourhoods of Kaiapoi are relatively homogenous in character, primarily comprised of single-storey detached dwellings in brick and weatherboard. Given the progressive development of suburban Kaiapoi over time and the lack of distinctive typologies, it is not considered to have any distinctive or sensitive character values.

Future Growth

39 The CRPS, DDS and PDP each identify the Site as a location of future residential development at Kaiapoi.

40 Within the CRPS the Site has been identified as both a Greenfield Priority Area and Future Development Area (refer **Appendix D, Kaiapoi Future Growth, Figure 1**). Greenfield priority areas within the Waimakariri District are to achieve a minimum net density of 10 dwellings/ha and all new urban growth is to be contained within these areas.

41 The DDS clearly identifies the North Block as a future growth area for Kaiapoi (refer **Appendix D, Figure 2**). North-east Kaiapoi is the only significant greenfield growth area contiguous with Kaiapoi town and the DDS states that these growth areas will be serviced by town reticulated services.

42 I consider the South Block a de-facto growth area given it is wholly within the existing urban boundary.

43 The PDP reflects the requirements of the CRPS and the DDS as it identifies the Site as within a Development Area in the zoning map for Kaiapoi (refer **Appendix D, Figure 3**) and within the Kaiapoi Development Area for North Kaiapoi (refer Figure 4 of my **Appendix D**).

44 Variation 1 proposes MDRZ for all existing residential areas at Kaiapoi and related Medium Density Residential Standards (**MDRS**) that enable 3 residential units per site up to 3 stories high within the MDRZ. Variation 1 also

includes a proposed qualifying matter within the MDRZ in relation to land beneath the 50 dBA airport noise contour (noise contour). The effect of this qualifying matter is that the medium density rules in the PDP, which provide for 200m² minimum lot area and no more than 1 residential unit per site, would continue to apply beneath the noise contours. The noise contour lies across all of the South Block and two thirds of the North Block (refer to Figure 1 of my **Appendix D**).

URBAN DESIGN ELEMENTS OF THE PROPOSAL

- 45 The proposal involves rezoning of two distinct parcels of land as MDRZ. One of the parcels (the North Block) is contiguous with existing development on Kaiapoi's north-eastern urban fringe and the other (the South Block) is wholly contained within Kaiapoi's existing residential neighbourhoods to the North of Beach Road.
- 46 A full description of the proposal is included in sheets 10-16 of the attached Urban Design Report.
- 47 The key urban design dimensions of the proposal are:
- (a) The general increase in residential density across the North Block and South Block. **Appendix B** contains an illustrative masterplan showing the potential form of more intensive residential development.
 - (b) Should the Site retain its current zoning under the PDP, the expected gross residential density across the Site would be approximately 0.25 dwellings/ha based on the minimum 4ha permitted site size under the PDP.
 - (c) The general increase in residential density enabled by an upzoning would typically deliver between 600-900 dwellings across the North Block and between 96-144 dwellings across the South Block. In terms of a maximum theoretical yield, it could enable up to 1156 dwellings across both blocks (see pgs. 12-15 of my **Appendix B**).
 - (d) This would result in an overall dwelling density in a typical development scenario of between 20-30 dwellings/ha and a maximum theoretical dwelling density of 32 dwellings/ha. This is

within the range of what I would consider to be 'medium density residential development'.

- (e) Future development must integrate with existing development in adjacent neighbourhoods and future development to the North.
- (f) Should the Site be upzoned, future development must address key site constraints, including the boundary with rural land to the east and potential for inundation during high rainfall events.
- (g) Future development at the proposed density must be supported with a higher level of public amenity given the trade-off between increasing density and smaller private living environments.
- (h) Future development must integrate with existing infrastructure and road networks.
- (i) Future development should be consistent with the urban design guidance implemented through the relevant statutory documents.

SUMMARY OF THE DESIGN REPORT

- 48 The Design Report builds on the earlier concept of the PODP that was included in the Momentum submission on Variation 1. I note that the PODP has been updated to reflect various changes to the rezoning proposal and an updated version is attached to my evidence.
- 49 The Design Report describes the physical and statutory context of the proposal and the thought process behind the development of the PODP.
- 50 The Design Report explains the maximum potential yield
- 51 The Design Report does not attempt to assess the appropriateness of the proposed densities from a statutory perspective (that is covered later in this evidence). Rather, the Design Report describes how the proposed PODP will support future development at the proposed density from an urban design perspective.
- 52 The Design Report identifies the key constraints applying to the Site as:
 - (a) The natural hazard constraints applicable to the Site.

- (b) Other major residential developments in the wider area.
- (c) The changing 'gravity' of the town related to SH1 and decommissioning of land subsequent to the Christchurch earthquakes (the red-zoned land is demarcated in **Appendix C**).
- (d) Changing demographics as younger families and professionals move into the area (as Kaiapoi has grown more integrated with Christchurch) and the associated demand for different typologies.
- (e) The airport noise contour qualifying matter that applies across the whole of the South Block and two thirds of the North Block, creating a minimum lot size of 200m².

53 The design response to these constraints has been:

- (a) Provide a wholistic stormwater mitigation strategy that uses existing and proposed stormwater management reserves to convey and detain flows during significant rainfall events.
- (b) Integrate the proposed transport network with existing and future roading infrastructure.
- (c) Directing future traffic towards the east-west feeder road connecting to SH1.
- (d) Offering smaller lots more attractive to the changing demographics of the town without sacrificing amenity value.
- (e) The noise contour does not require a specific design response as predicted yields would otherwise require 200m² allotments.

URBAN DESIGN ASSESSMENT

North Block

Relationship with existing residential neighbourhoods

54 The residential area to the south (Beachgrove) has an existing medium density character and has been zoned Medium Density Residential Zone under the PDP. Should the North Block also be zoned MDRZ it will essentially be an

extension of Beachgrove and the two areas will share a similar character, eliminating the need for a sensitive boundary treatment.

- 55 The area to the west is an existing residential neighbourhood with a developed suburban residential character. The existing road reserve along this boundary which form a natural extension has been identified as a landscaping strip under the PODP. This will soften the transition between the character of the two areas and avoid any visual dominance effects that could arise from the change in dwelling density and building scale.
- 56 The relationship between the North Block and the area further to the north is more complicated. The land to the north is currently in pasture, however under the RPS, PDP and KODP it is earmarked for future development. In the short term the proposal may result in an awkward transition from urban to rural. However, using a different boundary treatment such as reserve land or large lots may limit the integration of the North Block and future development to the north. As such, I do not believe it is necessary or appropriate to utilise a sensitive treatment on the northern boundary, as this may obstruct future development anticipated by existing planning documents.
- 57 In terms of the relationship with the existing road network at the edges of the North block, the road layout in the PODP will support integration with the surrounding area. The trunk road identified in the PODP extends north, south and west from the North Block, connecting the North Block with adjacent residential neighbourhoods and providing for future expansion to the north. The pedestrian/cycle links indicated in the PODP reinforce this connectivity and integration.

Relationship with rural land

- 58 Regarding the relationship between the North Block and adjacent rural land, the PODP will maintain the rural character of the land to the east by requiring an area of open space for stormwater detention along the eastern boundary of the North Block. In Beachgrove to the south, this requirement has been shaped and formalised as McIntosh's Reserve (see drawing 004 from Attachment 3). Given the high-amenity value this would add to the wider development, there is no question that this same strategy would be applied to the North Block.

- 59 This will create a transitional zone and defensible edge, preventing the future encroachment of urban development into the rural environment while also creating a buffer mitigating the reverse sensitivity effects that could arise from locating urban development adjacent to rural production activities.

Relationship with the wider urban environment

- 60 In regard to the relationship with Kaiapoi more generally, the proposed MDR zoning and the provisions in the PODP will increase development capacity a manner supportive of existing development patterns in Kaiapoi while increasing connectivity with wider Kaiapoi.
- 61 Up to 1970, development in Kaiapoi was dictated by the relationship between Williams Street and the Kaiapoi Town Centre – with development occurring around William Street and feeding into the town centre area. However, the construction of State Highway 1 to the west has lessened the importance of Williams Street as a highway into town.
- 62 Development in the town is now focussed around the strategic east-west links feeding into the State Highway 1 interchanges to the west of the town (see Figure 9 within my **Appendix B**). The most significant east-west link in north Kaiapoi being Smith Street–Beach Road which runs from the rural land in the east and feeds an on-ramp to State Highway 1 in the west. As a result, Williams Street has become one of a number of feeders connecting Kaiapoi’s residential neighbourhoods to Smith Street-Beach Road.
- 63 Rezoning the North Block for more intensive urban development will continue this pattern, expanding the catchment of residential development started at Beachgrove. The PODP supports this pattern of development by requiring the extension of a trunk road north through Beachgrove and the North Block and requiring that pedestrian and cycle connections are maintained as development progresses to the north.
- 64 Furthermore, the pedestrian/cycle links passing through the North Block will consolidate the new extension of McIntosh’s Reserve with the wider open space network in North Kaiapoi. Figure 10 of my **Appendix B** demonstrates the connections between new open spaces created under the PODP and the wider open space and active travel networks in Kaiapoi.

Internal Amenity

- 65 In general, the internal amenity of the North Block will be supported by the objectives, policies and performance standards of the MDRZ and the Medium Density Zone where the noise contour applies, which require appropriate treatments of the streetscape and an adequate level of onsite amenity.
- 66 However, given the smaller site sizes enabled by the MDRZ and the more compact living areas associated with these smaller sizes, additional consideration must be given to the amount of open space accessible by the future residents of the North Block.
- 67 While the North Block does not feature a central green space like that within the Beachgrove development to the south, it is considered unnecessary in this case due to the significant high-quality passive and active recreational space within functional walkable distance of the Site (as detailed on page 7 (Recreation Spaces) of the Urban Design Report at Appendix B of my evidence).
- 68 East Kaiapoi, and the site in particular, is clearly well served with existing recreational reserves, playgrounds, outdoor pursuits and other greenspace. Additionally, Council is also proposing a large recreational facility immediately north of the site, as shown in the Kaiapoi Development Area in the PDP (see Figure 4 of my **Appendix D**).
- 69 Therefore there is little rationale for more greenspace other than the McIntosh's Reserve extension proposed for east of the North Block. As indicated on the PODP, there is ample opportunity to accommodate a neighbourhood park of scale in there without compromising other stormwater objectives within this large, connected, high-quality green space..
- 70 Instead the focus was placed on providing quality pedestrian/cycle linkages between the above greenspaces through the Site (the North Block being approximately 600m across on either direction, and the South Block being shorter still) – and enhancing access to the range of greenspaces and amenity areas nearby.
- 71 Furthermore, these linkages have been designed/scoped with generous reserves which can accommodate local-scale amenity (such as play areas) which, while not meeting a conventional dimensional requirement for

greenspace, nevertheless still provide the community amenity and socialising outcomes which greenspace seek to deliver.

- 72 Consequently, providing additional 'greenspace' of any scale within the North Block area is considered unnecessary duplication and superfluous to the requirements of future residents.

South Block

Relationship with existing residential neighbourhoods

- 73 The South Block is completely subsumed within existing residential development and is completely isolated from the rural hinterland. It is in close proximity (<650m) to the Kaiapoi town centre.
- 74 Being surrounded by existing urban development, including the medium density-centric Beachgrove, it is compatible with adjacent development from a land use perspective. However, boundary treatments with adjacent development (particularly with respect to land improvement sought for flood mitigation) and integration with the transport network remain important considerations in terms of achieving a positive relationship with adjacent residential environments.
- 75 The area to the north is occupied by Kaiapoi North School and the Moorecroft Reserve – both of which are not considered sensitive to medium density development. In fact, from an urban design perspective, this area would benefit from the residential development of the South Block through enhanced utilisation of these amenities as well as enhanced passive surveillance of the schools grounds, sports field and recreation reserve after hours.
- 76 The existing residential environments to the south of the South Block are separated by Beach Road, a busy arterial that creates significant physical separation from existing development on the south side of Beach Road. The South Block currently presents a rural frontage and streetscape, with a significant poor-quality landscape setback, open drains and no footpaths. On the opposite side of Beach Road the dwellings have their primary access from Bracebridge Street to the south, resulting in these properties effectively presenting their rear yards to the street.

- 77 Consequently, it can be said that any residential development of the South Block will result in a significant enhancement of the Beach Road frontage. Medium density development would create a more active street edge with the attendant passive surveillance benefits for Beach Road.
- 78 The interface of the South Block with Beachgrove to the east is defined by a large, landscaped stormwater detention area and a small area of commercial activity (which includes the Active Explorers Early Childcare Centre). The proposal will enhance passive surveillance over this area, particularly with the formation of a new road indicated on the PODP which will be extended north from Beach Road. This will bring added activity and life into what is effectively large domain space, and is considered to improve the relationship between these two areas.
- 79 A strip of existing older (circa 1950's) dwellings on generally larger lots immediately abut the South Block to the west. However, any effects on these dwellings arising from medium density development on the South Block will be managed with the relevant building envelope standards of the MDRZ.
- 80 In terms of transport network integration, the PODP indicates two entry points to the South Block which utilise the available road connections. Due to the relatively small size of the South Block, this is considered sufficient to create legible integration with the existing street network. The South Block also has convenient access to the pedestrian and cycle network that extends throughout Beachgrove and the North Block.

Relationship with wider urban environment

- 81 Those matters identified for the North Block in remain relevant to the South Block, in particular, medium density development on the South Block will continue the existing pattern of development along Smith Street-Beach Road, reinforcing and emphasizing the importance of this connection to State Highway 1.

Internal amenity

- 82 The same matters identified for the North Block apply to the South Block, in particular the South Block is in close proximity to large areas of open space. Furthermore, the South Block is adjacent to a primary school and within 2km of the towns high school.

Overall urban design outcomes for Kaiapoi

- 83 The increased net density enabled by the proposal is fundamentally supportive of a more compact urban environment. Greater housing availability within the North Block lessens the need for the development of rural land in the future to meet the districts housing needs. It also takes pressure off existing urban areas which are more difficult to develop.
- 84 This consolidation of the urban boundary will be underwritten by the recreation reserves indicated in the PODP along the eastern boundary of the North Block. The stormwater detention area shown on the Illustrative Masterplan (my **Appendix E**) creates a defensible edge, clearly demarcating the extent of the urban environment and preventing encroachment of urban development into the rural land to the east.
- 85 The increased dwelling densities also support modal shift towards public transport as the provision of regular bus services is predicated on achieving sufficient catchment size. Increased densities also support modal shift towards active transport (principally walking and cycling). Again, this is supported by the PODP. The extensive pedestrian and cycling network indicated on the PODP focuses on wider, landscaped primary roads and a tighter, more permeable internal street network legibly connected to neighbourhood commerce and services (allowed for in the PODP). Collectively, the increase in density and active transport connectivity will reduce reliance on motor vehicles.
- 86 In terms of housing choice, the proposal will enable a greater variety of options in the housing market. Existing housing stock in Kaiapoi is almost exclusively larger-footplate, single-storey detached dwellings, while the smaller lot sizes and more generous building envelopes enabled in the MDRZ will support the development of more compact, multi-level dwellings as well as typologies novel to Kaiapoi.
- 87 This represents a market driven approach to supporting housing choice and is what is currently underway in Beachgrove. At Beachgrove there is increasing willingness from both builders and purchasers to embrace smaller lots when there is high amenity environments within close proximity (neighbourhood centres and open spaces). This same approach is embodied in the PODP.

- 88 The North Block is considered an appropriate location for smaller lot sizes and increased densities as it is in relatively close proximity to existing public transport connections, employment and services within the Kaiapoi Town Centre. Almost the entirety of the North Block is within 1km (10 minute walk time) of the nearby Kaiapoi North School (see Figure 10 within my **Appendix B**) and the surrounding area has extensive open recreation spaces. The North Block is also only 1km from the Kaiapoi Town Centre and 2km from Kaiapoi High School.
- 89 Those matters identified for the North Block remain relevant to the South Block.
- 90 Utilization of greenfield land wholly subsumed within existing urban development for medium density development provides a compelling contribution to delivering the compact urban form now sought for Kaiapoi while reducing the need for future expansion into rural land to meet the districts housing needs.
- 91 Considerable investment has been made in Meadow Street immediately opposite the South Block across Beach Road over recent years with direct pedestrian and cycle paths to the town centre and Norman Kirk Park. This pedestrian-centric, high-amenity connection to urban amenities in under 400m / 5-minute walk indicates the South Block has elevated potential for accommodating higher urban intensity that will contribute to modal shift towards active transport. The South Block is also part of a developing catchment including Beachgrove and the North Block that will support the provision of public transport links.

ASSESSMENT OF PROPOSAL AGAINST STATUTORY PLANNING FRAMEWORK

- 92 The assessment below considers the urban design dimensions of proposal from a statutory perspective, that is, its consistency with the requirements of the Resource Management Act 1991 (**RMA**) and subsidiary documents (NPS-UD, CRPS and PDP).

Resource Management Act

- 93 The RMA sections considered relevant to the proposal are subsections 7(c) and 7(f) which require that all persons exercising functions and powers under the RMA shall have particular regard to:

7(c) the maintenance and enhancement of amenity values

94 The proposal maintains and enhances amenity values as:

- (a) Increasing dwelling density relative to that experienced in many of Kaiapoi's existing urban environments requires a trade-off between increased yield and smaller private living environments. The Urban Design Report demonstrates that this has been taken into account during the development of the PODP, and the requirements for public open space and neighbourhood level retail/services are considered to adequately address any deficit.
- (b) This is considered a change in the kind of amenity values experienced relative to other residential development in Kaiapoi, however a change in values does not necessarily equate to any overall loss in amenity value.

NPS-UD

95 The NPS-UDC required councils to improve planning processes to enable more development capacity. In 2020 the NPS-UDC was replaced by the NPS-UD which gives further direction in certain areas, such as where development capacity should be provided and how councils can be more responsive to development opportunities. Of particular relevance are Objectives 1, 3 and 4 and Policies 1 and 6.

Objective 1 and Policy 1 - contributing to well-functioning urban environment and Objective 3 and Policy 5 – intensification in certain urban environments

96 Objective 1 and Policy 1 require that New Zealand has 'well-functioning' urban environments, meaning urban environments that contribute to housing choice and variety, that enable people to live in locations with good accessibility to jobs, service and open spaces.

97 Objective 3 and Policy 5 require that district plans enable more people to live in areas with accessibility to commercial activities and community services or well serviced by public transport.

98 The proposal gives effect to this:

- (a) By utilising specific design elements at the boundary to ensure a harmonious transition between the existing and proposed areas.

- (b) By acknowledging the wider context and supporting the east-west development pattern in Kaiapoi, including the directly adjacent Beachgrove development.
- (c) By providing housing typologies novel to Waimakariri that intensify urban environments well connected to the regional employment hub in Christchurch City.
- (d) By requiring extensive open space networks and neighbourhood level retail/services.
- (e) By implementing a movement network that is integrated with an open space network to support connectivity within the development area and the Kaiapoi township. In particular, the design of the movement network supports active transport modes.

Objective 4 and Policy 6 – change in amenity values not itself an adverse effect

99 Objective 4 and Policy 6 acknowledge that urban environments will change in response to the changing needs of the community, and changes that detract from some amenity values but improve others are not of themselves an adverse effect.

100 See para. 90.

Relevant provisions of the CRPS

101 Notwithstanding the provisions of the NPS-UD, which are more recent than the CRPS, Objectives 5.2.1 and 6.2.2 and Policy 6.3.12 provide more specific guidance on the location and form of urban development.

Chapter 5 – Objective 5.2.1 Location, Design and Function of Development

102 Objective 5.2.1 requires that development both achieves consolidated, well designed and sustainable growth around existing urban areas; and, enables communities to provide for their wellbeing. In particular, Objective 5.2.1(2)(b) requires that sufficient housing choice is provided to meet the region's housing needs.

103 The location within a Future Development Area (**FDA**) as identified under the CRPS (see **Appendix D, Figure 1**) and the presence of a defensible boundary adjacent to the highly productive soils to the east mean the development of

the Site at medium densities achieves growth in Kaiapoi while consolidating its urban boundary. Furthermore, the proposal is conducive to typologies consistent with the needs of the town's changing demographics and different expectations around amenity values.

Chapter 6 – Objective 6.2.2 Urban form and Settlement Pattern and Policy 6.3.12

Future Development Areas

104 Objective 6.2.2 requires that urban areas are consolidated and intensified and avoid unplanned expansion. The proposal directly gives effect to Objective 6.2.2 and its sub clauses by:

- Providing a higher density living environment with a greater range of housing types near the KAC of Kaiapoi (6.2.2(2)).
- Providing for the development of greenfield land identified as a FDA to meet the anticipated demand for housing (6.2.2(2) & 6.2.2(4)).
- Continuing residential development in Kaiapoi in a way that is sustainable and self-sufficient (6.2.2(5)).

105 There are a range of policies that support the implementation of Objective 6.2.2. In giving effect to Objective 6.2.2, the proposal has alignment with associated policies:

- Policy 6.3.2 directs all residential development to give effect to principles of good urban design as set out in CRPS and the NZ Urban Design Protocol 2005.
 - a. The proposal considers the principles of 'Context' and 'Integration' by providing appropriate boundary treatments depending on the land use and character of the adjacent environment. Additionally, the proposal will increase development capacity in a manner supportive of the existing east-west development pattern in Kaiapoi.
 - b. In the proposal, 'Connections' and 'Connectivity' are key development principles, with the on-site movement network integrated with existing Kaiapoi transport connections. Multi-modal transport options are promoted via dedicated active transport routes.
 - c. The medium density housing proposed ensures that Kaiapoi's urban environment contains a larger degree of housing 'Choice and diversity' to suit the evolving needs of the town.

- d. The blue/green infrastructure strategy that forms an integral part of the proposal aligns with the principle of 'Environmentally sustainable design'. Kaiapoi is low lying and demands a comprehensive stormwater solution. This is provided for via stormwater management areas at the east and west boundaries of the North Block.
- Policy 6.3.3 requires an outline development plan with certain characteristics/rules for development in FDA's to proceed. The PODP prepared for this proposal aligns with this policy as it is a single plan for the entire area and has been prepared in accordance with the urban design principles set out in Policy 6.3.2 (see above). The outline development plan contains key requirements such as the location of residential development, the key roading connections, parks & open space, the location of the neighbourhood centre, land set aside for stormwater detention & management, and active transport routes.
 - Based on the specialist transport evidence, the proposal responds to Policy 6.3.4 (Transport effectiveness) by supporting the uptake of active transport, encouraging modal choice and improving road user safety. The integration of the active transport network with open space ensures safe and sustainable transport opportunities.
 - Regarding Policy 6.3.7 (Residential location, yield and intensification), the proposal exceeds the minimum net density of 10 dwellings/ha required for a greenfield area in the Waimakariri District.
- 106 There is specific direction under Policy 6.3.12 of the CRPS to enable urban development in FDA's (part of the North Block and all of the South Block are identified as a FDA in the RPS) where this will promote the efficient use of land by providing higher density living environments and housing choice that meets the needs of the community. In this case, the proposed urban development falls within a FDA and meets the following relevant enabling circumstances as set out by the policy. The development will provide higher density living opportunities (6.3.12(2a)), provide efficient network infrastructure (6.3.12(2b) & 6.3.12(3)) and will occur in accordance with an outline development plan and the requirements of Policy 6.3.3 (6.3.12(4)).

Relevant provisions of the PDP

- 107 The PDP provides specific direction in terms of anticipated urban design outcomes in the Waimakariri District.

UFD-P1 and RESZ-P13

- 108 UFD-P1 and RESZ-P13 require that MDRZ and higher density development is located so that it supports and has access to employment centres, schools, public transport and open space and supports well connected and walkable communities.
- 109 The PODP has been carefully developed to ensure that active transport connections are an integral part of future development and that they will connect the whole site to areas of public open space. The transport features of the PODP also support integration with the existing transport networks and in particular the connection via SH1 to Christchurch City.

SUB-P4 and SUB-P6

- 110 SUB-P4 and SUB-P6 require that subdivision patterns and transport connections integrate with existing development and manage effects on adjacent existing development with appropriate boundary treatments.
- 111 The proposal has been assessed to achieve an appropriate interface with adjacent development and infrastructure networks.
- 112 The proposal has placed large emphasis on multi-modal transport connections by creating dedicated active transport routes along green links and open spaces.

SD-O2

- 113 The proposed development is integrated within the existing urban environment, providing a high-quality transition between the existing suburban residential area to the west and the new medium density Beachgrove development to the south. The extension of Magnolia Boulevard will function as the key collector road for the North Block and aides the integration of the existing and proposed residential areas.
- 114 The location of the urban development within one of Kaiapoi's remaining identified development areas supports the regional housing aims of developing within existing urban areas as set out in UFD-01 (above).

- 115 The inclusion of a neighbourhood centre supports the increased residential development in the north-east of Kaiapoi to be self-sufficient at a local level. The specialist economics evidence is that the small scale of the commercial area ensures that the existing urban centre of Kaiapoi remains the focal point of the town in regard to community, retail and commercial activities.
- 116 The proposed development places large emphasis on providing community amenity via recreation and open spaces. The development is connected to existing and proposed green spaces in Kaiapoi via green links with active transport routes.

MRZ-O1 and MRZ-P3

- 117 The proposal responds to MRZ-01 by providing medium density housing in response to the housing needs of the district in a location that has been identified as suitable for this form of development.
- 118 MRZ-P3 contains provisions relating to the character and amenity values of medium density residential zones. The PODP ensures a higher density residential environment whilst retaining appropriate amenity within each site.
- 119 The increased density of the residential environment combined with the simple, legible, and functional layout of the development allows for greater access to green spaces and commercial centres for the community.

RLZ-O1, RLZ-P1 and RLZ-P2

- 120 RLZ-01, RLZ-P1 and RLZ-P2 set out the purpose, character and activities of the Rural Lifestyle Zone. The PODP has been designed to ensure an appropriate transition between residential activities and rural activities. This transition is anticipated to occur due to the status of the land as a Future Development Area.
- 121 The surrounding rural environment will not be compromised as the PODP requires a large area of open space along the eastern boundary to serve as a stormwater management area. This open space will create a transitional zone and defensible edge, preventing future urban development from encroaching into the rural environment. Additionally, this creates a buffer that could mitigate reverse sensitivity effects arising from urban development located adjacent to rural activities.

RESZ-O3 and RESZ-P8

- 122 RESZ-O3 and RESZ-P8 require that development achieves a good quality residential environment and provides a range of housing types where good urban design outcomes are achieved, and development integrates with surrounding residential areas.
- 123 For the reasons set out in this statement, the proposal will achieve a high level of residential amenity across the Site.

RESZ-P1 and RESZ-P3

- 124 RESZ-P1 requires new residential development to be well designed and laid out to ensure a variety of urban design outcomes are achieved. These include privacy, dominance, amenity, landscaping and passive surveillance. In addition, RESZ-P3 requires development to be designed with particular regard to safety and well-being, including the CPTED principles.
- 125 The proposed north-south block layout will allow for a wider range of building design and configurations whilst retaining solar access throughout the day.
- 126 The north-south block patterns provide opportunities for shallow and wide sites which have two key benefits:
- a. enhanced passive surveillance opportunities and overlooking of the street.
 - b. greater separation between vehicle crossings, enabling more on-street parking and landscape amenity.
- 127 The proposed block layout and site dimensions provide a high level of on-site amenity for a medium density development. Furthermore, the extensive open spaces provided within the development provide additional amenity and outdoor living opportunities.
- 128 Edge lanes activate public open spaces by delivering residential development that fronts the open spaces. This layout takes into account CPTED principles by ensuring that the open spaces have a higher level of surveillance and 'eyes on the street'.

RESZ-P12

- 129 RESZ-P12 is a policy specific to the use and development of land subject to an ODP.

- 130 The layout proposed in the PODP provides a highly legible and connected movement network that is integrated with open spaces and the neighbourhood centre.
- 131 The PODP supports a high level of recreational and landscape amenity combined with functional stormwater management in McIntosh's Reserve along the eastern boundary of the North Block.
- 132 Medium density housing is proposed under the PODP, providing a range of housing options that are not widely available in Kaiapoi. This also ensures an efficient and consolidated urban form as required by the policy.

DEV-K-APP1 - Kaiapoi Outline Development Plan

- 133 The notified KODP defines a structure for development across northeast Kaiapoi. The KODP defines the future of the new development area in terms of development intensity, major movement networks and the distribution of open space. DEV-K-APP1 makes a point of identifying fixed features of the KODP, presumably for the purposes of establishing the fundamental structural features of the KODP:
- a. A north/south road corridor that connects with Lees Road in the north and Tuhoe Avenue in the south, including a separated shared pedestrian/cycleway
 - b. Integrated road connections between the new north/south road and Beachvale Drive, Sovereign Boulevard, and Magnolia Boulevard
 - c. Location of stormwater reserve corridor at eastern edge of the Development Area.
- 134 DEV-K-APP1 identifies a minimum density across the development area without specifying a maximum density acknowledging that distribution of higher density development is discretionary and to be left to market forces.. Tellingly, the distribution of density across the development area is not an identified fixed feature and the KODP area's proximity to the Kaiapoi town centre and transport connections suggest that this is the appropriate location for higher densities (relative to the development area overall). For these reasons the distribution of medium density in the PODP is not in conflict with the intent of DEV-K-APP1.

- 135 The PODP also recreates the movement networks and open space identified in the KODP. In particular the PODP retains the north/south corridor as well as the east/west corridor (connecting to Magnolia Boulevard) identified as fixed features of the KODP. The east/west corridor connects to the extension to McIntosh's Reserve in the east, which recreates the stormwater reserve required as a fixed feature of the KODP.
- 136 The PODP is fundamentally consistent with the KODP and I cannot identify any conflicts with the intent or structure of the KODP, from an urban design perspective.

CONCLUSION

- 137 From an urban design perspective, the proposal achieves a positive relationship between the Site and the existing residential neighbourhoods of north Kaiapoi as well as the rural land to the east. In particular, the proposed movement networks key into existing transport networks and the extension of McIntosh's Reserve will create an appropriate transitional zone between the Site and productive land to the east.
- 138 The proposal is considered an appropriate distribution of density within the wider context of Kaiapoi, supporting a more compact urban form by increasing density within a walking/cycling catchment of transport connections and the commercial centre of Kaiapoi. It achieves this while also consolidating the urban boundary of Kaiapoi (the extension to McIntosh's Reserve acts as a defensible edge).
- 139 The proposal is also considered to give effect to the hierarchy of policy documents that have informed the drafting of the PDP, in particular the requirements of the NPSUD insofar as they relate to urban design by reinforcing the compactness of Kaiapoi's urban environment and preventing unplanned expansion into greenfield areas.

140 The proposal is also considered consistent with the objectives of the PDP, in particular the distribution of density and the structural features of the PODP reiterate the identified features of the KODP and there is no fundamental conflict between the KODP as notified and the PODP.

A handwritten signature in black ink, appearing to read 'BW', with a large loop at the end.

Bruce Weir

Dated: 28 February 2024