

**BEFORE THE WAIMAKARIRI DISTRICT PLAN REVIEW HEARINGS PANEL**

**IN THE MATTER OF** the Resource Management Act 1991

**AND**

**IN THE MATTER OF** the hearing of submissions and further submissions on the Proposed Waimakariri District Plan

**AND**

hearing of submissions and further submissions on Variations 1 and 2 to the Proposed Waimakariri District Plan

**Hearing Stream 12E: Rezoning Requests**

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**SUPPLEMENTARY STATEMENT OF EVIDENCE OF IVAN THOMSON  
(PLANNING)  
FOR WOODWATER LTD  
(PDP SUBMITTER 215 / VARIATION 1 SUBMITTER 48)**

Dated 2 August 2024

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## Introduction

1. My name is Ivan Thomson.
2. My area of expertise, experience, and qualifications are set out in my First Statement of Evidence dated 4 March 2024 for this hearing stream.
3. The purpose of this supplementary evidence is to respond to matters raised in the Officer's Report dated 22 July 2024 relevant to my evidence.

## Code of Conduct

4. I have read the Code of Conduct for Expert Witnesses (contained in the Environment Court Practice Note 2023) and I agree to comply with it. Except where I state that I rely on the evidence of another person, I confirm that the issues addressed in this statement of evidence are within my area of expertise, and I have not omitted to consider material facts known to me that might alter or detract from my expressed opinions.

## Response to Officer's Report

5. In my evidence below I have focussed on the key matters raised in the evidence of the Officers' Report particularly that of Principal Policy Planner, Mr Wilson. At the conclusion of my Evidence, I attach **Appendix 1**, an amended Outline Development Plan (ODP), amended Narrative showing changes (**Appendices 2A and 2B**) and proposed provisions to provide a transport staging rule and other provisions relating to timing of development (**Appendix 3**). The amendments to the Narrative incorporate responses from the technical experts, and Mr Wilson's recommendation to incorporate recommendations from the Cultural Advice Report.

## Policy Context

6. I consider that Mr Wilson has accurately assessed the Woodwater submission in terms of the relevant statutory framework at [778-781] of his Report.<sup>1</sup> I share his conclusions that the proposed rezoning gives effect to the relevant higher order documents and is consistent with the strategic directions and urban growth policies of the PDP, and therefore should be rezoned for urban residential development (MRZ). It is a logical extension to Woodend in terms of the urban form of the Township and as he states this land will [otherwise] be an island of rural land surrounded by urban land<sup>2</sup>.

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<sup>1</sup> I note there is what seems to be an unintentional reference to the Spark rezoning proposal?

<sup>2</sup> Section 42A Report at [756]

7. Mr Wilson considers that, as the Site is not recognised on Map A as a greenfield priority area or Existing Urban Area, the pathway for rezoning is through Objective 6 and Policy 8. I agree with this approach while acknowledging that the rezoning proposal is strongly aligned with the objectives and policies on urban form and development in Chapter 6 of the Canterbury Regional Policy Statement. I think Mr Wilson is probably correct when he says that the Site was likely left out of the various Map A revisions due to transport issues, with the primary current access being Judsons Road. As Mr Wilson points out, the general area has been identified in the Waimakariri District Development Strategy as a proposed residential growth direction.
8. I note Mr Wilson has rejected the submitter's relief sought on Variation 1 on the grounds of scope. I doubt this is a matter of any significance given Mr Wilson is recommending an MRZ under the Proposed Plan where no issue of scope arises. From my understanding of his approach, this provides the developer with a potential range of housing types and section sizes with a proviso that a minimum net density of 15hh/ha is achieved.
9. I note Mr Yeoman agrees (with Mr Colegrave) that from an economic perspective the site is a 'relatively good alternative' for providing more MRZ land in Woodend, when considering NPS-UD policies<sup>3</sup>. He also considers that if there is found to be a need for more capacity in Woodend in the medium term, then the land could be considered against the range of alternatives and that it may perform well in that assessment. From an urban planning perspective, I consider Mr Yeoman is correct in his assessment.
10. Mr Wilson comments on my assumption regarding the likely development yield of the Site being around 500 and notes that with an MRZ the figure could be closer to 700 based on an average section size of 300m<sup>2</sup>. He has taken a pragmatic approach and uses my estimate as a lower level which I think is reasonable. Should the ultimate yield at full development be closer to 700 households this could place additional demands on services.
11. My original yield (500hh) estimate was based on a site area of 32.9 hectares, so the gross density is around 15hh/ha. With a developable area of closer to 31ha a yield of 500 households results in a net density of 16 hh/ha which is not unrealistic for a greenfields development in Waimakariri District. So I consider that 500 household units is a reasonable assumption on which to base transport and three waters effects assessments.

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<sup>3</sup> At [5.32] and [ 5.24] of his evidence.

**The need for to be rezoned in order to provide the capacity needed to meet the requirements of the District and give effect to the NPS-UD.**

12. I consider the issue raised by Mr Yeoman on whether the rezoning is 'needed' to fulfil the Council's obligations around providing 'at least sufficient capacity' (NPS-UD Policy 8) is of relatively minor consequence because of its other planning merits<sup>4</sup>.
13. In my opinion, under the NPS-UD framework, there are no resource management reasons why the market can be 'oversupplied' provided there are no opportunity costs significant adverse effects, development would not affect Council expenditure programs, and the rezoning was consistent with contributing to promoting a well-functioning urban environment generally.
14. This is the case with the proposed rezoning. In essence rezoning the land would be a more appropriate way of promoting the purpose of the Resource Management Act compared to retaining the proposed (Rural Lifestyle) zoning. Providing that services can be provided without affecting other planned areas, I see no adverse effects arising from the additional capacity provided through the rezoning, subject to recognising potential adverse effects on the roading network (discussed below).

**Cultural Advice Report**

15. As I understand it, the main purpose of the Cultural Advice Report is to draw attention to the provisions in the Mahaanui Iwi Management Plan (IMP). This is a document the Council must take into account under Section 74.2A of the Act.
16. The Site is in Area 5 (Woodend) as per the Cultural Advice Report prepared by Mahaanui Kurataiao Limited. Woodend areas are of smaller scale and are viewed as within areas currently being developed for residential development<sup>5</sup>. I note that the report is provided as preliminary advice for Waimakariri District Council as part of plan change stage of development. It provides preliminary, general/non-specific, non-exhaustive guidance and does not constitute a full assessment for all development<sup>6</sup>. Importantly, it recommends that the Council request a more robust and site-specific assessment of

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<sup>4</sup> Re: Mr Yeoman's Peer Review at [para 3.28]. Also see his evidence at [https://www.waimakariri.govt.nz/\\_data/assets/pdf\\_file/0021/165225/STREAM-12E-S42A-RODNEY-YEOMAN-ECONOMICS-EVIDENCE.pdf](https://www.waimakariri.govt.nz/_data/assets/pdf_file/0021/165225/STREAM-12E-S42A-RODNEY-YEOMAN-ECONOMICS-EVIDENCE.pdf), [246]

<sup>5</sup> Cultural Advice Report p10.

<sup>6</sup> Parts 2 and 5 of the Advice Report

development with each subdivision application. This guidance and Rūnanga expectations are detailed on pages 10-12 of the Report and the amended Narrative has recognised these. Much work has been done by the experts already to recognise and provide for these requirements in the rezoning proposal and ODP. The recommendations in Part 6 of the Report are noted and further consultation with Rūnanga will occur at the pre-application stage.

## **Outline Development Plan**

17. Mr Wilson is 'minded to recommend' that the area is rezoned to PDP medium density residential, through the creation of a new existing development area, entitled South Woodend, subject to the following changes:
  - That the ODP provided by submitters is updated to include some of Mr Jolly's recommendations (discussed by Mr Compton-Moen in his evidence);
  - That the area becomes an existing development area in DEV section of the PDP;
  - That a rule is proposed for limiting subdivision until such time as the Woodend bypass is constructed.
  - That the offsite stormwater provision is noted.
18. Amendments have been made to the Narrative and an updated version attached to my evidence (**Appendix 2**). I have also amended the title to align it with the current Development Plan structure.
19. **CONCLUSION**
20. Overall, I support the recommendations of Mr Wilson in his Section 42A Report to rezone the Site to PDP Medium Density Residential Zone.
21. Some relatively minor amendments are needed to the ODP/Development Plan, and the Narrative has been amended accordingly. Further details on these changes are provided in the evidence of other witnesses.
22. I have attached a proposed staging rule as requested by Mr Wilson to ensure the proper integration of transport network planning and land use development (**Appendix 3**).

**Ivan Thomson**













2 August 2024

DRAFT

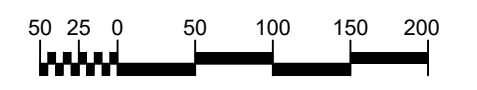
# DEV-SEWD Southeast Woodend Development Area Outline Development Plan



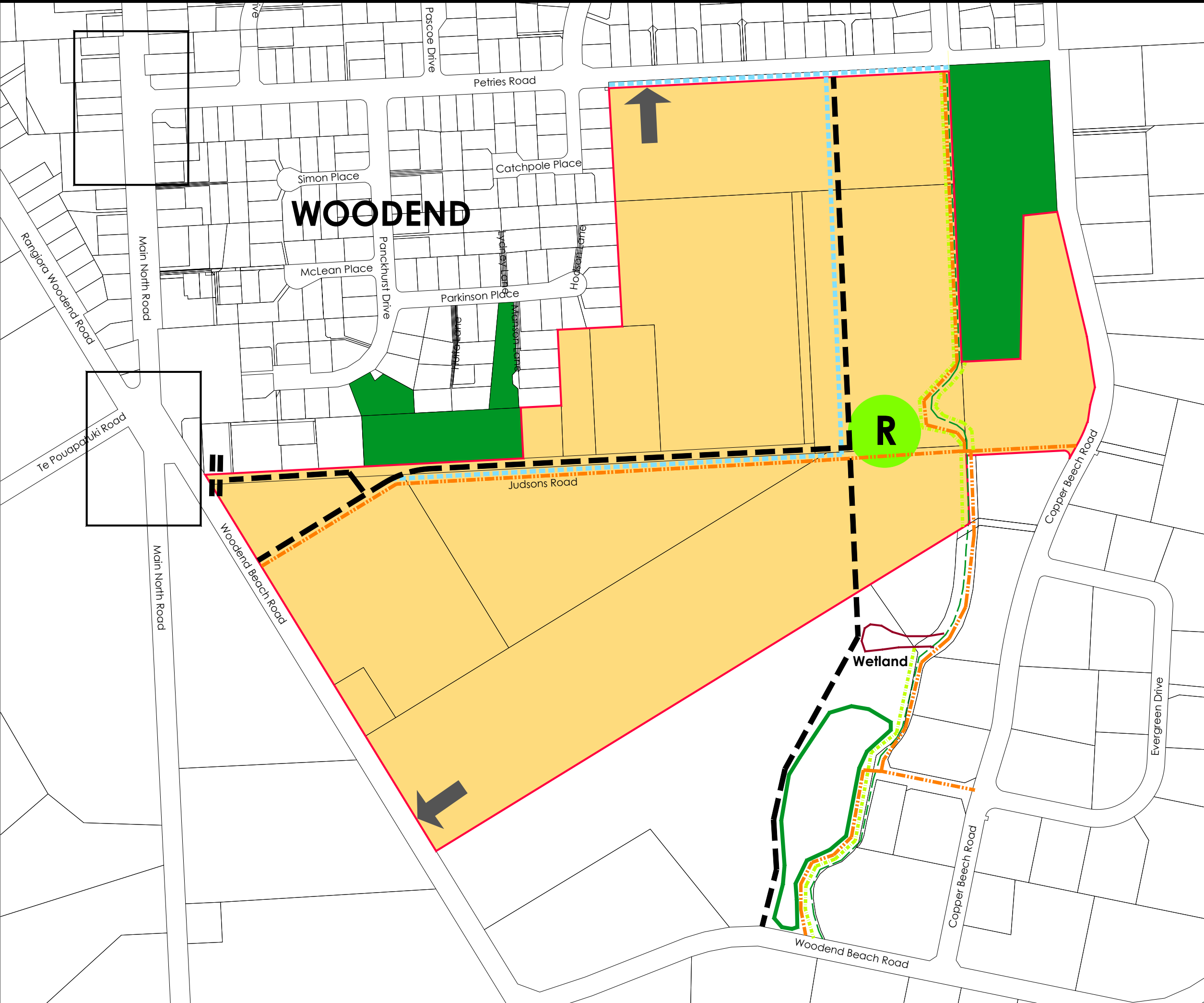
## KEY

-  McIntosh Drain
-  ODP Boundary
-  Primary Road
-  Medium Density Residential Zone
-  Existing Stormwater Management Area
-  Intersection Upgrade
-  Reserve
-  Stormwater
-  Road Widening to 20m
-  10m Stream Building Setback
-  Cycle Links
-  Wetland
-  Local Road Link

Contours shown are from LINZ Data at 0.5m Contour Intervals and in terms of LINZ Vertical Datum 2016.



SCALE (m) 1:7500 @ A3



## **Appendix 2:**

### **DEV-SEWD Southeast Woodend Development Area Outline**

#### **Development Plan Context**

This area comprises approximately 32 hectares of rural land between Judsons Road and Petries Road, in southeast Woodend, and a portion (7.8ha) of Copper Beech LLR zone adjoining to the east. The latter property has been included in the ODP area to show how the primary road will eventually connect through to Woodend Beach Road.

The ODP provides for the integrated development of this new residential area that will yield around 530 residential units over the next 5-10 years. The ODP also illustrates how the development will be integrated with the LLRZ zoned land to the south, which will have an anticipated development yield of 11 allotments.

#### **Land Use**

The development area shall achieve a minimum net density of 15 households per hectare (hh/ha), averaged over the area of the Site, except for the LLR zoned area where LLRZ densities apply.

The MRZ zoning supports a variety of site sizes to achieve this minimum density requirement. As this area is being developed in stages, an assessment will be required at the time of subdivision of each stage as to how the minimum net density of 15 household per hectare for the overall ODP area (excluding the LLRZ area) can be achieved.

Development within the Site is supported by adjacent amenities that include key open spaces including neighbourhood parks, stormwater management areas and a green corridor adjoining McIntosh Drain and in locations adjoining or close to principal roads.

#### **Silent File**

The Site is within a Silent File area (SFA) and this matter will need to be acknowledged and recognised and provided for as part of subdivision consent (as required under SUB-MCD7).

Environmental improvements required by this ODP including naturalisation along the alignment of McIntosh Drain, protection of a wetland with potential for environmental enhancement and creation of a second stormwater management area with appropriate indigenous planting to address known values associated with this SFA. Resolution of any identified issues of land contamination is also expected to benefit water quality.

The Site is in Area 5 (Woodend) as per the Cultural Advice Report prepared by Mahaanui Kurataiao Limited. The report recommends that the Council request a more robust and site-specific assessment of development with each subdivision application.



## **Open Space and Stormwater Reserves**

The blue network consists of three key spatial elements which are to be recognised and provided for during the development of the ODP area.

### **1 McIntosh Drain**

McIntosh Drain runs in a north-south direction across the ODP area and connects with the existing Drain to the south which has been naturalised and is located on the western boundary of the Copper Beech LLR subdivision. A 10 m wide green corridor is proposed which will provide sufficient space for naturalising the waterway with riparian planting and incorporating a walkway/cycleway link with the existing reserve to the north.

### **2 Stormwater management area**

The stormwater management areas shown on the ODP will be multi-functional. Most of the time they will be dry and provide amenity and passive recreation areas for local residents. Their principal function is surface water attenuation and filtering out contaminants prior to water entering the McIntosh Drain. The stormwater management area in the northeast corner of the ODP is an existing stormwater reserve located on Council land. A second area is proposed in the southeast portion of the ODP area on part of the undeveloped portion of the Copper Beech LLR zone. This is intended to be the principal area for stormwater management associated with development of the ODP land.

### **3 Wetland**

The wetland identified on the ODP on the LLRZ land is naturally occurring, and has connectivity to the nearby McIntosh Drain during wet periods. It's ecological and landscape values are to be enhanced, with the removal of all exotic species, to be replaced with native tree and shrub species such as harakeke (*Phormium tenax*), *Austroderia toetoe*, *Hebe salicifolia*, *Juncus edgariae*, *Carex secta* and cabbage trees (*Cordyline australis*) as well as others. If retained in private ownership, consideration should be given to its long-term protection by way of covenant.

The green network comprises three key spatial and functional elements:

- Ecological green space integrated into the blue network and providing important protection to the ecological functions of the existing McIntosh Drain and wetland;
- Open space and recreation - neighbourhood park(s) to provide for a range of active and passive recreation activities;
- Green links for internal amenity and fine grain connectivity

### **Ecological green space**

The ecological values of the wetland and McIntosh Drain are to be improved with removal of all exotic trees and replacement with suitable native tree and shrub species. Planting should have particular regard to the guidelines set by Environment Canterbury (2011).

The Council-owned stormwater retention basin adjacent to the proposed development (to the east) may require enlargement during the development process. This will increase permanent habitat availability for all aquatic fauna present in the catchment. If permanent or near-permanent surface water is expected in the proposed stormwater retention basin to the south of the wetland, it should be planted with native wetland plants, and be accessible for fish via McIntosh Drain.

### **2. Open space and recreational green space and stormwater water management areas (SMAs)**

A neighbourhood reserve is proposed which will complement existing nearby reserves, including on the north side of Petries Road and the large stormwater management area in the northeast part of the ODP area. The location of existing and proposed recreational reserves has been determined based on the number of reserves established in the wider area and to ensure people living within the development block have access to open space/reserve within a 500m walking radius of their homes. These local parks will provide passive recreation opportunities which is essential for the level of residential density proposed. The precise location and scale of the reserve will be determined at the time of subdivision consent

Pedestrian and cycle paths are required to integrate into the green network to ensure a high level of connectivity is achieved, and to maximise the utility of the public space.

### **3. Green links**

The ODP identifies a key green link along McIntosh Drain, with a minimum building setback of 10m.

### **Movement Network**

The ODP provides access to this growth area through a network of primary and secondary roads that ensure development integration, efficient traffic management and public transport corridors. Only these more significant roads are identified in the movement network plan. The layout of additional tertiary roads to service the residential areas will respond to detailed subdivision design of those areas. The specific roading classification of all roads will be ultimately determined at the time of development, to provide flexibility and match the eventual roading classification system made operative through the District Plan. Primary and secondary roads are located to ensure that all existing parcels of land, when developed, can be served by the roading network.

The ODP features a primary north south route that provides a connection point from Petries Road to Woodend Beach Road and a main east-west primary route along Judsons Road. A number of roading upgrades are required to ensure that the residential development can be integrated safely and efficiently into the surrounding road network. Development is proposed to start with an initial stage of 170 lots accessing Petries Road, followed by subsequent development stages required to be coordinated with these upgrades as shown in the Table 1 below :(Refer to **DEV-SEWD-APP1 – Southeast Woodend [ODP](#)**, - Subdivision.

<b>Upgrade required</b>	<b>Timing</b>	<b>Anticipated funding</b>
<p>1. The Petries Road / SH1 intersection OR Woodend Bypass OR any similar project that may provide additional capacity and safety improvements along the Main North Road (SH1) corridor.</p>	<p>No completion certificate shall be issued under section 224 of the Act (other than for a boundary adjustment or creation of an allotment solely for utility purposes) beyond the 170th residential allotment in the ODP area accessible via Petries Road, until such time as the Petries Road / SH1 intersection is upgraded OR Woodend Bypass has been constructed OR any similar project has been completed to the satisfaction of the Council that provides additional capacity and safety improvements along the Main</p>	<p>NZTA approved project (Woodend Bypass) or developer funding (for upgrades to Petries Rd / SH1)</p>

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<sup>1</sup> To be confirmed with Council.

<p>2.The Woodend Beach Road / SH1 intersection OR Woodend Bypass OR any similar project that may provide additional capacity and safety improvements along the Main North Road (SH1) corridor.</p>	<p>No road connection shall be formed from the Site onto Woodend Beach Road, until such time as the Woodend Beach Road / SH1 intersection has been completed (as is currently programmed by NZTA as part of the Saltwater Creek to Cam River safety improvements project) OR the Woodend Bypass has been constructed OR any similar project has been completed to the satisfaction of the Council that provides additional capacity and safety improvements along the Main North Road (SH1). <b>Note:</b> The above is not to apply to the LLRZ land to the south of the ODP.</p>	<p>NZTA approved project</p>
<p>2. Judsons Road/Woodend Beach Road</p>	<p>No road connection shall be formed from the Site to Judsons Roads prior to relocation of Judsons Road/Woodend Beach Road to the south to the satisfaction of the Council, as shown on the ODP.</p>	<p>Developer funded</p>
<p>3. Petries Road widening</p>	<p>No road connection shall be formed to Petries Road from the ODP area until such time</p>	<p>Developer funded</p>

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<sup>1</sup> To be confirmed with Council.

	as Petries Road has been widened to 20m and upgraded across the ODP area frontage to an urban standard to the satisfaction of Council.	
4. Judsons Road widening	No road connection shall be formed to Judsons Road from the ODP area until such time as Judsons Road has been widened to 20m and upgraded across the ODP area frontage to an urban standard to the satisfaction of Council.	Developer funded
5. Woodend Beach Road	No road connection shall be formed to Woodend Beach Road from the ODP area until such time as Woodend Beach Road has been upgraded across the ODP area frontage to an urban standard to the satisfaction of Council.	Developer funded

The ODP incorporates a high degree of connectivity and accessibility to the existing transport network for all modes of transport. This includes provision for walking and cycling within the ODP area and ensuring that extensions to the pedestrian network are made that connect the area to existing infrastructure.

As well as cycleways along the primary east-west road, the network of cycling infrastructure includes a cycleway within the green corridor adjoining McIntosh Drain and references the wider cycling network beyond the ODP area.

Pedestrian footpaths shall be provided on at least one side of each road. The movement network plan should be read in conjunction with the green network which also provides key informal cycling and walking corridors, such as along green links. The principle of walkability is incorporated through the use of a connected roading pattern, additional pedestrian links and the location of open spaces.

## Water and Wastewater

Initial connections shall be made to the existing Council reticulated water infrastructure but planned upgrades will be required for later stages of development, including a new pipe connection from the Chinnerys Road Facility to the ODP area. There is an existing well within the ODP area, with a corresponding resource consent (CRC991640) permitting the owner to take water for irrigation at a maximum rate of take = 15.1l/s. This consent could be transferred to the Council.

Subdivision within the ODP area shall be directly connected to the Woodend Treatment Facility. Upgrades shall be carried out as required and as prescribed by the Waimakariri District Council Long Term Plan. New infrastructure connecting to the ODP area will be either a Local Pressure System or gravity with a pump station.

Fixed Outline Development Plan Features for the South Woodend ODP area are:

- Location of new north/south road connecting Petries Road with Woodend Beach Road
- Realignment of Judsons Road further south to facilitate a new intersection with Woodend Beach Road
- Cycleways at Petries Road and Judsons Road but following the alignment of the proposed relocated (further south) Judsons Road/Woodend Beach Road intersection
- Location of green links, cycleways, and required water body setbacks

**APPENDIX 1. DEV-SWD-APP1 – Southeast Woodend ODP (to be attached to Planning Evidence)**

**Transport Staging Rule (to be attached to Planning Evidence as APPENDIX 3)**



## APPENDIX 3 DEV-SWD-APP1 – Southeast Woodend ODP

### Activity Rules

#### DEV-SEWD-R1 Southeast Woodend Development Area Outline Development Plan

##### Activity status: PER

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##### Where:

1. development shall be in accordance with [DEV-EWD-APP1](#).

##### Activity status when compliance not achieved: DIS

##### Advisory Note

- For the avoidance of doubt, where an Activity or Built Form Standard is in conflict with this [ODP](#), the [ODP](#) shall substitute the provision.

##### Built Form Standards

*There are no area-specific built form standards for the Southeast Woodend [ODP](#) area.*

##### Subdivision

1. **No completion certificate shall be issued under section 224 of the Act (other than for a boundary adjustment or creation of an allotment solely for utility purposes) beyond the 170th <sup>1</sup>residential allotment in the ODP area accessible via Petries Road, until such time as the Woodend Bypass is constructed OR the SH1 / Petries Road intersection is upgraded to provide additional capacity.**

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<sup>1</sup> To be confirmed with Council.

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2. No road connection shall be formed from the Site onto Woodend Beach Road, until such time as:
  - a) the Woodend Beach Road / SH1 intersection has been completed OR the Woodend Bypass has been constructed OR any similar roading project has been completed that provides additional capacity and safety improvements along the Main North Road (SH1); and
  - b) Woodend Beach Road has been upgraded across the ODP area frontage to an urban standard to the satisfaction of Council.
3. No road connection shall be formed from the Site to Judsons Roads prior to relocation of Judsons Road/Woodend Beach Road to the south, as shown on the ODP and until such time as Judsons Road has been widened to 20m and upgraded across the ODP area frontage to an urban standard.
4. No road connection shall be formed to Petries Road from the ODP area until such time as Petries Road has been widened to 20m and upgraded across the ODP area frontage to an urban standard

Activity status when compliance not achieved: RDIS

Matters of Discretion

TRAN – MD1

TRAN-MD12