

**BEFORE INDEPENDENT HEARINGS COMMISSIONERS APPOINTED BY SELWYN
DISTRICT COUNCIL**

IN THE MATTER of the Resource Management Act 1991
("the Act")

AND

IN THE MATTER Lodgement of a Private Plan Change
request with Selwyn District Council to
rezone approximately 17.9 hectares of
land from Living 2A to Living 1 in Kirwee.

**EVIDENCE OF STUART PEARSON ON BEHALF OF WAKA KOTAHI - NZ
TRANSPORT AGENCY**

23 JULY 2020

My name is **STUART PEARSON** of Christchurch and I work for Waka Kotahi - NZ Transport Agency. I have been requested by Waka Kotahi to assist them in the provision of evidence regarding their submission on the Private Plan Change application lodged by Kirwee Central Properties Limited to rezone land from Living 2A to Living 1.

1 Qualifications

- 1.1 I am employed by Waka Kotahi as a Planner covering the South Island. I have been practicing as a Planner for approximately 4 years in this role at the Agency.
- 1.2 I have a Bachelor of Environmental Management and Planning and a Master of Applied Science (Environmental Management) from Lincoln University.

2 Expert Witness Practice Note

- 2.1 While not a Court hearing I note I have read, and agree to comply with, the Code of Conduct for Expert Witnesses as required by the Environment Court's Practice Note 2014. In providing my evidence all of the opinions provided are within my expertise and I have considered and I have not omitted to consider any material facts known to me which might alter or qualify the opinions I express.

3 Scope of Evidence

- 3.1 The Private Plan Change request has been lodged by Kirwee Central Properties Limited to rezone approximately 17.9 hectares of land from Living 2A to Living 1. This will result in the ability to provide for 164 residential allotments with an average minimum allotment size of 800m², which is an additional 118 lots above the 46 that have subdivision consent.
- 3.2 The application, section 42A reports and evidence of experts on behalf of the applicant have provided detailed descriptions of the proposal including assessment of the various aspects of the proposed activity. The submission of Waka Kotahi was in opposition to the proposal and the content of the submission was limited to concerns around connectivity with the existing local roading network within Kirwee and how the Plan Change proposal aligns with the Regional Policy Statement (RPS).
- 3.3 This evidence is limited to those matters within my expertise and those matters within the scope of the submission lodged.
- 3.4 In my evidence I provide comment on:
 - Background of the Subdivision Area
 - Importance of Connections

- Regional Policy Statement
- A summary of my evidence.

4 Background

- 4.1 Waka Kotahi have been previously approached by the applicant in October 2019 regarding the potential residential development of the area. The area in discussion included the land within this Plan Change and the area identified as Future Subdivision (Figure 1), which has been extracted from Appendix 4 – Preliminary Site Investigations.
- 4.2 It is recognised that this plan change is for a smaller area than the area identified in Figure 1, but it does highlight the importance of the roading connections for the area. This wider area has been identified as future subdivision in Appendix 4 of the Plan Change application (Preliminary Site Investigations 2019).

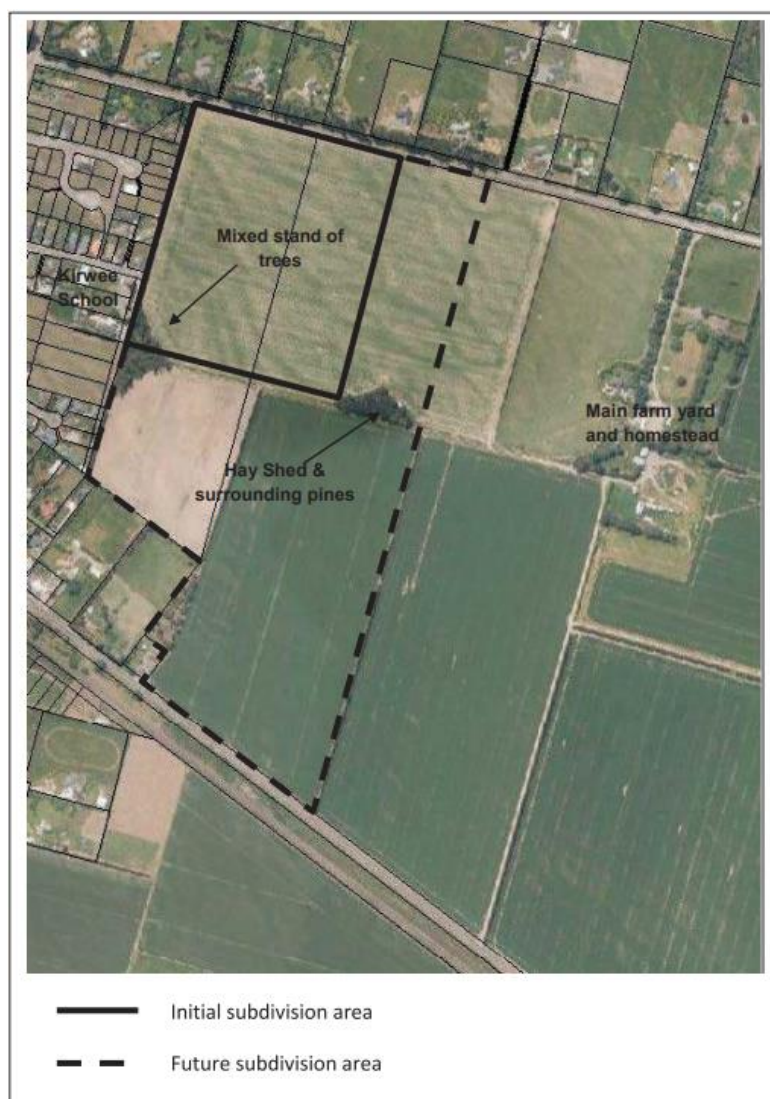


Figure 1 – Preliminary Site Investigation Area

- 4.3 Plan change 60 includes an Outline Development Plan (ODP) which identifies the roading network through the site and appropriately provides for connections which may be made to this wider subdivision area in Figure 1.
- 4.4 While it is the Council's task to assess and determine approval of Plan Change 60, it is important to be aware potential wider plans for the development of the area. This will have impacts in the consideration of issues like connectivity, which are discussed below.

5 Importance of Connections

- 5.1 Connections within an urban area can have significant impacts on people's behaviour, liveability and sense of community. Examples of differences that can occur include gated developments which physically isolate and separate themselves from the adjacent communities. There are also other examples that promote mobility, accessibility and community values with connectivity to people and community facilities.
- 5.2 The Council's s42A Report is correct with Mr Mazey's comments regarding the importance of connections such as walkways and cycleways which the proposed Plan Change provides for. But consideration still needs to be given to the potential for roading connections to be made. It cannot be assumed that people will walk or cycle everywhere in Kirwee, particularly if growth continues in the same manner promoted by this Plan Change and with the area identified as the future subdivision.
- 5.3 The existing shape of Kirwee in the immediate vicinity of the site reflects an area that has not anticipated future growth. There are a series of cul-de-sacs which would seem to represent the edge of the village rather than providing for future connections or continuations of roads. The only potential option would have been through School Lane and the Council has expressed concerns about the width of that road and potential impacts on the school.
- 5.4 If the provision for a future roading connection is not provided for then this will necessitate motorists to rely on either Hoskyns Road or in time to State Highway 73 if the future subdivision area gets developed rather than having a direct internal route. A resident from the Plan Change area will rely on these connections to get to the current community facilities (Kirwee Bowling Club, Kirwee Community Hall and the school) and any future facilities that may be developed. By not making provision for potential future connections now the result will inevitably be a disjointed separated community.
- 5.5 I wish to note that I understand Waka Kotahi are generally not opposed to a connection to State Highway 73 as part of the future subdivision area, but the

details of such an arrangement still need to be considered. For example, the concept plan identifies two new intersections and Waka Kotahi has not determined whether one or two intersections is appropriate. Also, the encouragement of traffic to connect to the State Highway will influence the design and scale of the intersection required. For example, on the basis of the scale of potential development and the encouragement of traffic to this intersection; a roundabout may be required.

- 5.6 In consideration of above it is the preference of Waka Kotahi that further consideration be given to the provision of a potential future internal road connection from the Plan Change area to the existing Kirwee urban area. The internal road may not need to be formed as part of this Plan Change, but provision for an internal road should be provided for in case the connection is required as part of the future subdivision area. The option for a connection to be made should not be precluded, though I understand that this still may not occur. However, the roading infrastructure could change in the future and there may be an appropriate time to make an internal connection.
- 5.7 I consider that the provision for an area to be made available for a potential future roading connection to be an appropriate outcome as part of this Plan Change as to not limit these options if it is required as Kirwee develops further.

6 Regional Policy Statement

- 6.1 Waka Kotahi is a partner to the Greater Christchurch Urban Development Strategy and this has resulted in the higher level planning documents, which has ultimately resulted in the incorporation of provisions in the Regional Policy Statement (RPS) regarding urban growth. Kirwee is outside of the development boundary area and as such the relevance of certain parts of the RPS is lesser but it is recommended that consideration be given to the intentions of the RPS regarding urban growth and to ensure that this Plan Change aligns with such intentions.
- 6.2 Chapter 6 of the RPS highlights the adverse effects that can arise from development. Poorly planned development can increase the risk of issues such as increased community isolation, the prevention of efficient and effective delivery of infrastructure and services and reduce economic viability.
- 6.3 The direct impacts of chapter 6 of the RPS for Waka Kotahi are that improvements to the State Highway network will be generally orientated towards those areas that have been identified for future development. For example, significant roading improvements are currently under construction between Rolleston and Christchurch. Rolleston is an area which has been identified for growth and development under chapter 6 of the RPS. Encouraging development in other areas

will potentially compromise the strategic funding decisions that Waka Kotahi make regarding new roading projects and roading improvements.

- 6.4 Section 6.1.2 of the RPS identifies the issues of adverse effects arising from development, which states the following: 'Development can result in adverse effects on the environment, which if not identified and avoided, remedied or mitigated where appropriate, could result in inappropriate outcomes for the region's natural and physical resources, and reduce Greater Christchurch's resilience and ability to provide for the needs of people and communities. Poorly planned development can increase risk from natural hazards and the effects of climate change, create resource use conflicts, increase community isolation, prevent the efficient and effective delivery of infrastructure and services, reduce economic viability and result in greater overall energy consumption'.
- 6.5 It is therefore recommended that the hearing Commissioner applies appropriate consideration to the impacts of the Plan Change on the wider intentions of the development of the Canterbury area as reflected in the RPS.

7 Summary

- 7.1 Overall, my concern of the proposed Plan Change is that it could limit the ability to allow for future internal roading connections to be made within Kirwee between the existing township and the Plan Change area.
- 7.2 I consider that the ability to protect an area to provide for an internal roading connection should be done now. It does not need to be provided for as part of this Plan Change but it can be considered during the future subdivision area.
- 7.3 Limiting the potential for a connection to be made now could result in connectivity issues for motorists within the Kirwee Township in the future. So the applicant and Council should consider and address this matter to future proof the Kirwee township.
- 7.4 The provisions of the RPS should also be taken into account by the Commissioner to ensure that the plan change is appropriate for the increased residential density at this location.
- 7.5 The Plan Change should only be accepted if these matters of connectivity and RPS are suitably addressed.

Stuart Pearson

23 July 2020

Appendix 1 – Regional Policy Statement Chapter 6.1

Plan Changes



Regional Plans



[Home](#) / Regional Policy Statement

CHAPTER 6- RECOVERY AND REBUILDING OF GREATER CHRISTCHURCH

Introduction

The insertion of this chapter into the Canterbury Regional Policy Statement (CRPS) was directed by the Minister for Canterbury Earthquake Recovery in the Land Use Recovery Plan for Greater Christchurch and under section 27 of the Canterbury Earthquake Recovery Act 2011.

The chapter is consistent with the Recovery Strategy for Greater Christchurch and the Christchurch Central Recovery Plan, and supports their implementation.

This chapter focuses on the metropolitan urban area of Greater Christchurch and towns stretching from Lincoln, Prebbleton and Rolleston in the south to Kaiapoi, Rangiora and Woodend/Pegasus in the north and the rural areas between Rangiora, Rolleston and Lincoln. The geographic extent of Greater Christchurch, for the purposes of this chapter, is shown in Map A (page 6- 27). The Ashley River/Rakahuri lies to the north, the Waimakariri River cuts through the centre, the Port Hills and Selwyn River lie to the south and Pegasus Bay and Lyttelton Harbour/Whakaraupo are to the east. It excludes the area of Banks Peninsula as indicated in Map A. In Waimakariri District, Two Chain Road is the western boundary of the sub-region and in Selwyn District the western boundary follows Highfield and Station Roads (shown on Map A). It does not extend to the coastal waters adjoining this area.

Chapter 6 provides a resource management framework for the recovery of Greater Christchurch, to enable and support earthquake recovery and rebuilding, including restoration and enhancement, for the area through to 2028. Recovery in Greater Christchurch is also supported by provisions in Chapter 5 – Land use and infrastructure that are notated “Entire Region”. The provisions in the remainder of the CRPS also apply.

The purpose of Chapter 6 is to enable recovery by providing for development in a way that achieves the purpose of the Resource Management Act 1991.

For discussion and provisions regarding specific resource matters (for example, energy, biodiversity and landscape), further reference should be made to other chapters in the CRPS.

6.1 ISSUES

6.1.1 ENABLING RECOVERY, REBUILDING AND DEVELOPMENT

How to provide certainty to the community and businesses around how Greater Christchurch will accommodate expected population and household relocation and growth, housing needs and economic activity during the recovery period in an efficient and environmentally sustainable manner. This includes providing for a diverse community with a range of incomes, needs and business types.

Explanation

While the needs for Greater Christchurch in the long term are important, recovery and rebuilding in the short term are critical.

The community requires certainty around where recovery development will take place during the recovery period to enable planning for delivery of infrastructure and protection of key resources such as strategic transport networks, water supply, and other significant natural and physical resources. In particular, it is important that resources are directed to specific geographic areas, to enable efficient and effective public investment in strategic, network and social infrastructure. Without certainty and forward planning, recovery for the Central City, Key Activity Centres and neighbourhood centres will be slower, and will result in inefficient investment decisions being made by infrastructure providers and developers, and incur unnecessary additional costs for local authorities.

When making decisions around accommodating residential and business relocation and growth over the recovery period, it is recognised that there is a range of needs among the community, in terms of both residential accommodation and business provision. A spectrum of housing types needs to be available to accommodate people on different levels of income and with different requirements, including a possible temporary working population, as well as providing for diversity among the different business types that operate within Greater Christchurch, from small offices and retail through to large industrial sites. It is important that the functions of different types of business zones are protected to ensure that lower-value industrial land is not competing with potentially higher-value office and retail development.

6.1.2 ADVERSE EFFECTS ARISING FROM DEVELOPMENT

Development can result in adverse effects on the environment, which if not identified and avoided, remedied or mitigated where appropriate, could result in inappropriate outcomes for the region's natural and physical resources, and reduce Greater Christchurch's resilience and ability to provide for the needs of people and communities. Poorly planned development can increase risk from natural hazards and the effects of climate change, create resource use conflicts, increase community isolation, prevent the efficient and effective delivery of infrastructure and services, reduce economic viability and result in greater overall energy consumption.

Explanation

There are a number of environmental challenges to providing for recovery, rebuilding and development in Greater Christchurch. These need to be recognised and provided for through a clear planning framework. For Greater Christchurch, the key resource management issues include:

- a. The potential for contamination of Christchurch City's drinking water as a result of inappropriate development over the unconfined aquifer to the west of the city;
- b. The negative effects of stormwater being discharged directly into waterways without land-based or wetland treatment;
- c. The potential to compromise or lose significant natural resources, character and amenity, and lost opportunities for enhancement;
- d. The potential to undermine the role and function of the Central City and Key Activity Centres, together with the investment made in these centres;
- e. Risk to people and property from natural hazards such as flooding, coastal inundation, earthquakes, rockfall, rock roll or coastal erosion;
- f. Sea-level rise and the effects of climate change;
- g. Conflicts between legitimately established activities and sensitive activities which seek to locate in proximity to these (reverse sensitivity);
- h. Efficient and effective provision for maintenance, upgrade and delivery of services and infrastructure, in particular strategic infrastructure;
- i. Minimising energy consumption;
- j. Providing for development in the right place, at the right time, to meet the needs of the community.

Within these issues lies an opportunity to plan for better outcomes and make better decisions about the resources that are used for Greater Christchurch to rebuild and recover.

A key element in successful recovery and rebuilding is the recognition of existing infrastructure and service delivery. It is important that relocation and growth during the recovery period do not compromise the efficient operation of infrastructure, particularly strategic infrastructure.

Recovery can be more effectively and efficiently achieved if it supports existing centres of activity, such as the Central City, Key Activity Centres and neighbourhood centres. Some recent urban development has not utilised the opportunities available to integrate effectively with existing urban centres.

The links between the size of a future urban footprint and the level of energy used need to be given weight. Urban growth occurred before the earthquakes across Greater Christchurch in a way that resulted in accelerated energy use, in particular where development has created a more dispersed and fragmented urban form. Smaller and consolidated urban footprints encourage the use of less energy, especially those areas where travel patterns can be reduced through optimum relationships between residential, employment, shopping, educational and recreational activities. They also provide better opportunity and choice for people in terms of transport modes.

The costs of the infrastructure necessary to sustain rebuilding and recovery are significant. There are advantages in extending existing services and encouraging a scale of growth sufficient to promote servicing economies rather than meeting the demands of dispersed development.

Costs of growth must be factored into location decisions, as unplanned growth can impact on the rural land resource, existing rural industries and rural character.

6.1.3 TRANSPORT EFFECTIVENESS

Urban land use and development in inappropriate locations, or that is poorly integrated with transport networks, can adversely affect the efficient use, development and recovery of transport infrastructure and services, through:

- a. the location of residential and other sensitive activities close to strategic transport networks;
- b. high energy use associated with private car dependency and the need to travel greater distances;
- c. inefficient development and operation of strategic transport networks;
- d. less opportunities for modal choice for transport;
- e. adverse public health outcomes;
- f. reduced safety; and
- g. a failure to optimise the use of available capacity within the existing transport network.

Explanation

An efficient and effective transport system through the period of the Greater Christchurch rebuild, and continuing on through its recovery, will deliver much greater economic returns to Canterbury. This period will be challenging, and it is acknowledged that there are likely to be reduced levels of service which new development is likely to exacerbate.

Helping ensure environmental sustainability from a transport perspective means that existing key transport hubs such as airports and ports must be safeguarded. Land use patterns need to be organised so that energy requirements are minimised and the efficient functioning of strategic transport networks is not compromised by traffic associated with local development or reverse sensitivity concerns. Reduced efficiency in the transport network will increase costs for businesses, as well as commuters. Poorly integrated development, or development in inappropriate locations, can also affect the accessibility and uptake of public transport and active modes of transport, and combined with increased air pollution can reduce the potential for improved public health.

Well-designed development that integrates with transport networks, and that makes efficient use of existing capacity, is essential to providing for business growth and access to community services, as important components of rebuilding and recovery.

6.1.4 AMENITY AND URBAN DESIGN

While the speed of recovery is important, so too is the quality of the built form. Poorly designed development can adversely affect urban amenity values, rural amenity values, historic heritage, health and safety, integration with community, educational, social and commercial facilities, and overall liveability. These matters are important for retaining population and attracting skilled workers and new business opportunities. They will affect the timing and the success of recovery.

Explanation

Sometimes the desire to rebuild quickly competes with the desire to build well or build back better. Enabling timely and appropriate development during the recovery period in a manner that does not compromise the key values of either existing or future communities is a challenge that must be recognised at Greater Christchurch, city, district and neighbourhood levels. Rebuilding can also impact on issues of significance to Ngāi Tahu, affecting their relationship with ancestral lands, water, sites, wāhi tapu and other taonga. In particular, good urban design will contribute to vibrant and renewed centres and help support wider wellbeing objectives such as quality of life, economic vitality and crime reduction.

6.1.5 RURAL RESIDENTIAL IMPACTS

Rural residential development, if unconstrained, has the potential to change the character of rural areas and to create adverse effects on established rural, farming (including agricultural research farms) and quarrying activities through reverse sensitivity. It also can result in dispersed settlement patterns, and inefficient forms of development and provision of services.

Explanation

Many of the rural western areas of Greater Christchurch remained undamaged during the earthquakes and are also located out of the area identified as being prone to liquefaction, making them more desirable locations to live. However, rural residential development is associated with reverse sensitivity effects and can give rise to requests for the extension of urban services and exacerbates dispersed settlement patterns, leading to inefficient use of infrastructure and impacts on rural production. This can lead to pressures for future urbanisation, which is difficult to achieve in an effective manner given that the land use pattern has been established for a different purpose.

6.2 OBJECTIVES

6.2.1 Recovery framework

Recovery, rebuilding and development are enabled within Greater Christchurch through a land use and infrastructure framework that:

1. identifies priority areas for urban development within Greater Christchurch;