

BEFORE THE SELWYN DISTRICT COUNCIL

UNDER	The Resource Management Act 1991
IN THE MATTER	Lodgement of Private Plan Change 73 with Selwyn District Council to rezone approximately 160.2ha of Living 3 Zone land to Living Z Zone and Business 1 Zone at West Rolleston
BETWEEN	Rolleston West Residential Limited
AND	Selwyn District Council
AND	Waka Kotahi New Zealand Transport Agency (Submitter 10)

**EVIDENCE OF SARAH WHITE ON BEHALF OF WAKA KOTAHI NZ TRANSPORT
AGENCY**

20 September 2021

1. Introduction

- 1.1. My name is **SARAH WHITE** of Christchurch and I work for Waka Kotahi NZ Transport Agency (Waka Kotahi). I have been requested by Waka Kotahi to assist them in the provision of evidence regarding their submission on Private Plan Change 73 (PC73) application lodged by Rolleston West Residential Limited to rezone approximately 160.2ha of Living 3 Zone land to Living Z Zone and Business 1 Zone at West Rolleston.

2. Qualifications

- 2.1. I am employed by Waka Kotahi as a Planner. I have been practicing as a Planner for 1 year in my current role with Waka Kotahi and have 4 years of planning experience in roles at both a multi-disciplinary consultancy and central government.
- 2.2. I have a Master of Planning and Bachelor of Arts (Geography and Psychology) from the University of Otago and am an Intermediate Member of the New Zealand Planning Institute.

3. Expert Witness Practice Note

- 3.1. 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 not omitted to consider any material facts known to me which might alter or qualify the opinions I express.

4. Scope of Evidence

- 4.1. My statement of evidence will address the following matters:

- The New Zealand Upgrade Programme (NZUP) and intersection improvements at the Dunns Crossing Road/Walkers Road/ State Highway 1 intersection;
- Multi-modal connections;
- Development of the Holmes Block; and
- Development of the Skellerup Block.

- 4.2. It is noted that unless specific comment is provided within my evidence, all other matters relating to the Waka Kotahi submission have been resolved.
- 4.3. This evidence is limited to those matters within my expertise and those matters within the scope of the submission lodged.

5. New Zealand Upgrade Programme

- 5.1. NZUP reflects the Government's investment into transport infrastructure including road, rail, public transport, and walking and cycling.
- 5.2. As part of the NZUP Canterbury Package the Dunns Crossing Road/Walkers Road/State Highway 1 intersection (SH1/Dunns Crossing Road intersection) is proposed to be upgraded to address existing safety and network connectivity issues. This is part of a wider project for state highway improvements through Rolleston and it is likely that the intersection will be upgraded to become a roundabout.
- 5.3. The SH1/Dunns Crossing Road intersection is a priority-controlled state highway intersection located on the southern periphery of Rolleston township in a 100km/h speed zone. This is a key rural intersection that provides access to both sides of State Highway 1 for rural, residential, corrections and industrial activities around Rolleston. This high-risk rural intersection has existing safety concerns in terms of safety records and the number of near misses. Crash Analysis System (CAS) data between 2015-2019 shows 1 serious crash and 15 minor/non-injury crashes. Referring to the Waka Kotahi High Risk Intersection Guide (HRIG) the Personal and Collective risk is estimated as HIGH.
- 5.4. Funding has been allocated for the upgrade of the intersection and a construction programme scheduled but, the finalised layout for the roundabout is not yet available. A key aspect in refining a design is determining land requirements and working with various adjoining landowners. One of the options is to utilise some of the land within the northern corner of the Holmes Block. Waka Kotahi has been discussing this with Rolleston West Residential Ltd.
- 5.5. The timing for the intersection upgrade works is yet to be finalised, however, it is anticipated that works will commence in 2024 and be completed by 2026.

6. Multi-Modal Connections

- 6.1. The Government Policy Statement on Land Transport 2021/22 – 2030/31 (the GPS) provides significant direction for Waka Kotahi and the approach it takes in

addressing transport related matters. The GPS sets four big challenges: preventing deaths and serious injuries, decarbonisation, better transport choices for New Zealanders as we move about our cities and regions and improving freight connections.

6.2. Decarbonisation and better transport choices are particularly relevant in considering this proposed plan change. Consideration needs to be given to multi modal transport connections including walking, cycling and public transport. Rolleston has grown to a point where it is becoming self-sustaining. Employment opportunities, commercial services and community facilities are all locally available and this needs to be complemented by convenient transport connections. It is not enough for a site to be adjoining a residential area. Specific design elements need to be incorporated into any proposal to facilitate and encourage multi modal transport. This should also lead to a reduction in carbon emissions.

6.3. These same issues are also supported by the National Policy Statement on Urban Development (NPSUD) and Canterbury Regional Policy Statement (CRPS) including (but not limited to):

- Good accessibility between housing, employment, community services and open spaces, including by way of public or active transport;
- Development of areas which are well-served by existing or planned public transport and walking/cycling infrastructure to support increased uptake of active and public transport and provide opportunities for modal choice; and
- Development which supports reductions in greenhouse gas emissions and is resilient to the current and future effects of climate change.

6.4. Since the lodgement of this submission the Applicant has engaged with Waka Kotahi to work through the issues identified within the submission and has also been addressing questions of urban design raised by other submitters. The consequent amendments to the District Plan rules, Outline Development Plans (ODP) and associated ODP text, included within Attachment 2 of Mr Phillips evidence are generally satisfactory to address issues raised by Waka Kotahi relating to multi-modal connections. Of note are the following provisions:

- The ODP's for both blocks include greater connectivity for walking and cycling throughout the plan change sites and provide for future connections to the wider Rolleston township. This includes an indicative

cycling/ pedestrian route along the Dunns Crossing Road frontage of both blocks.

- Both ODP's include an indicative location for a public transport stop adjacent to the Business 1 Zoning. I note that bus services (Metro Route 5) are located close by, such that provision for bus facilities makes sense.
- The Skellerup Block ODP includes two proposed pedestrian crossings along the Dunns Crossing Road frontage.

6.5. Overall, I consider the proposal provides adequate multi modal connections to address the matters raised in the submission. However, I encourage the applicant to continue working with Council, to ensure that any pathways etc are developed to include meaningful connections to the wider area/network. I note that other submitters have also explored the issue of urban design. For the sake of brevity, I leave this issue for those other parties to address.

7. Holmes Block

7.1. Most of the points raised within the Waka Kotahi original submission related to the Holmes Block. As noted above, since the lodgement of this submission the Applicant has engaged with Waka Kotahi to work through the issues identified within the submission. The proposed amendments to the District Plan rules, Outline Development Plans (ODP) and associated ODP text, included within Attachment 2 of Mr Phillips evidence are generally satisfactory to address issues raised by Waka Kotahi relating to the Holmes Block. Of note are the following provisions:

Timing of dwelling occupation:

7.2. Rule 12.1.3.50(a) requires that no dwellings are occupied within the Holmes Block prior to the completion of the upgrade of the SH1/Dunns Crossing Road intersection. As detailed earlier in my evidence, there are concerns with the existing Dunns Crossing Road intersection and any additional demands or directing of traffic to the intersection heightens existing safety concerns. The delaying of the occupation of dwellings within the Holmes Block, through the proposed rule, suitably addresses this concern.

Land availability for SH1/Dunns Crossing Road intersection upgrades:

7.3. The Holmes Block ODP identifies an indicative area of land in the northern corner of the site to be protected for the future upgrade of the SH1/Dunns Crossing Road intersection. The ODP text states that a consent notice or similar mechanism shall

be imposed at the time of any subdivision consent to ensure the accommodation of land requirements for the intersection upgrade. The provision of an indicative area for the intersection upgrades within the ODP and associated provisions allows for flexibility in the design of the intersection as it protects potential land required from development whilst the design is finalised.

Reverse sensitivity:

- 7.4. Rule 4.9.3 requires a 40m setback for any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes from State Highway 1. Additionally, Rule 4.9.4 requires that any dwelling, family flat, and any rooms within accessory buildings used for sleeping or living purposes located within 100m from the edge of the sealed carriageway of State Highway 1 to comply with specific acoustic requirements.
- 7.5. The Holmes Block ODP includes a noise control boundary and boundary treatment annotations along the State Highway 1 frontage of the site. The ODP text includes reference to the requirement for a 3m high acoustic bund and/or fence and 40m to be constructed along the full length of the State Highway 1 boundary, including adaption of this acoustic treatment in the vicinity of the SH1/Dunns Crossing Road intersection. This requirement will be supported by an appropriate, enduring legal mechanism (such as a covenant, consent notice, etc) imposed at the time of subdivision.
- 7.6. These requirements suitably address any concerns of Waka Kotahi regarding reverse sensitivity particularly including the flexibility to address changes in the boundary of State Highway 1.

Multi-modal connections:

- 7.7. As discussed earlier in my evidence, I consider that the Holmes Block will provide adequate opportunities for multi-modal connections, both within the plan change site and through to adjoining sites, but a close working relationship with Council is encouraged in order to assist in establishing a wider functional network.

8. Development of the Skellerup Block

- 8.1. In the evidence of Mr Fuller, it is noted that Waka Kotahi requested a more detailed understanding of the development timing of the Skellerup Block (in conjunction with the upgrades to the SH1/Dunns Crossing Road intersection). Specifically, it was requested that the applicant provide an assessment to demonstrate how development of the Skellerup Block could be achieved whilst resulting in a

negligible increase in vehicle movements through the SH1/Dunns Crossing Road intersection (i.e. different factors that influence route choice travelling to and from the Skellerup Block). It was suggested that details of this assessment could include (but not be limited to) the following:

- The staging of the subdivision and location of such staging;
- The anticipated timing of development in comparison to the intersection upgrade construction works;
- Other local road upgrades which might affect route selection (such as traffic light sequencing/timing to make different routes preferable); and
- Any other measures that might encourage road users to use alternative routes other than Dunns Crossing Road.

8.2. The amended plan provisions contained within Attachment 2 of Mr Phillips evidence permit no more than 148 occupied dwellings within the Skellerup Block prior to the completion of the upgrade to the SH1/Dunns Crossing Road intersection (Rule 12.1.3.50(b)). In paragraph 37 of his evidence, Mr Phillip's notes the following:

The Officer recommends that Rule 12.1.3.50 (b) should be amended to limit development of the Skellerup Block to no more than 51 occupied dwellings, prior to completion of the intersection upgrades to SH1 / Dunns Crossing Road and Burnham School Road / Dunns Crossing Road. The Plan Change proponent instead seeks to 'transfer' their entitlement for early development of 97 dwellings on the Holmes Block to the Skellerup Block. The effect of this would be to enable 148 occupied dwellings on the Skellerup Block and no dwellings on the Holmes Block prior to the intersection upgrades, rather than 97 on the Holmes Block and 41 on the Skellerup Block. Accounting for the Officer's rationale for this limitation and given that the Skellerup Block and any traffic from it will be more distant from, and less likely to use these intersections, I consider there will be no adverse effects resulting from this change and it is appropriate. I note that Mr Fuller's evidence and his conclusions account for this amendment to the timing of development for the two blocks.

8.3. Mr Fuller's evidence and determination of the proposed development threshold on the Skellerup Block is based on a 'permitted baseline' type approach in terms of the current level of development in this area envisioned by the plan. It is noted that while this level of development is provided for by the operative plan provision,

a resource consent would still be required to subdivide and develop the site to this extent.

- 8.4. Regardless of any argument around the application of a permitted baseline, in my opinion, an assessment of effects of the proposal on the safety and capacity of the SH1/Dunns Crossing Road based on the proposed development of the Skellerup block is still required. Given the existing safety concerns, any increase in traffic on the SH1/Dunns Crossing Road intersection needs to be determined, assessed and if necessary, addressed. It is requested that the applicant provides this assessment before an appropriate level of development on the Skellerup Block is determined, including timing of any development.
- 8.5. As per my earlier discussion regarding urban design other parties explore these questions in detail through their submissions, reports and evidence. Again, to avoid repetition I leave these issues for other parties to consider and address and instead again highlight the importance of any detailed design in facilitating multi modal transport and carbon emission reductions.

9. Conclusion

- 9.1. Overall, the proposed amendments to the District Plan rules, Outline Development Plans (ODP) and associated ODP text, included within Attachment 2 of Mr Phillips evidence are generally satisfactory to address issues raised by Waka Kotahi in their submission. However, further consideration should be given to the arrangement and timing of development of the Skellerup Block in relation to the upgrade of SH1/Dunns Crossing Road intersection. Additionally, a working relationship with Council is encouraged to facilitate a well-connected multi modal network in the wider area.

Sarah White

20 September 2021