

BEFORE THE HEARING COMMISSIONER

IN THE MATTER of the Resource Management Act 1991

AND

IN THE MATTER of a subdivision to create 242 residential lots within the C2 Growth Cell, and associated lots for public assets by 3MS OF CAMBRIDGE GP LIMITED (SP/0179/20)

**STATEMENT OF EVIDENCE OF STUART ANDERSON MACKIE
(Urban Design)**

Dated: 11 May 2021

LACHLAN MULDOWNEY
BARRISTER

P +64 7 834 4336 **M** +64 21 471 490

Office Panama Square, 14 Garden Place, Hamilton

Postal PO Box 9169, Waikato Mail Centre, Hamilton 3240

www.lachlanmuldowney.co.nz

EXECUTIVE SUMMARY

1. 3Ms has been developing proposal for 1865, 1863, 1871 and 1881 Cambridge Road for a number of years. Through this process I have provided commentary and input from an urban design and architectural perspective, in conjunction with the team of designers associated with the project, across a range of disciplines.
2. The current proposal is the product of a sequence of iterative designs which balances the aspirations for the development with practical technical matters, including timing and staging.
3. The proposal aims to address as many urban design ambitions as part of this subdivision application process. This is reflected in the urban design assessment prepared for Waipa District Council. This acknowledges that many aspects are workable and acceptable and also notes that aspects of the proposal differ from that presented in the S19 Structure Plan. I agree that this is the case, but that both approaches are equally valid from an urban design perspective. This is especially the case if the proposed scheme building on the planning intent, through the detailed design of landscape and buildings which can enhance the sense of place.
4. A key aspect raised by the urban design assessment is the affect the scheme has on the development potential of properties to the west of the 3Ms site. I have prepared an initial concept of how this might work, noting that there are certainly a number of other options.
5. My conclusion is that while the changes to the 3Ms site do affect the neighbouring land uses, this change to urbanisation is a community expectation, and there are ways to develop these properties successfully. As part of this, the S19 Structure Plan is relatively unrefined in its configuration of roads and street blocks and will in any event require ongoing refinement in a comprehensive manner. The irregular shapes of

some properties and fragmented nature of the landholdings suggests that the best development outcomes would occur where different land holdings are developed together.

6. Overall, I believe that the scheme can be supported from an urban design perspective.

INTRODUCTION

7. My full name is Stuart Anderson Mackie.
8. I have been engaged by 3Ms of Cambridge GP Limited ("**3Ms**") to provide urban design advice in respect of the application by 3Ms to subdivide its property on Cambridge Road (referred to as "**the Application**" or "**the proposal**").
9. I have prepared this statement of evidence at the request of 3Ms.
10. In preparing this evidence I have read the Council's section 42A report prepared by Mr Mark Batchelor and the urban design assessment prepared by Mr. Matt Riley of Barker and Associates for Waipa District Council.
11. In addition to these I have reviewed:
 - (a) The plans that have been prepared by 3Ms following the lodgement of the Application.
 - (b) Submissions made with respect to the Application.

Qualifications and Experience

12. I am a Director in the Auckland Office of Chow:Hill Architects Ltd, which was founded in 1992. I joined the company in 2001.

13. I hold a First-Class Honours Degree in Architecture and a Masters in Architecture from the Mackintosh School of Architecture and Glasgow University. I am an Architect Member of the NZIA, a UK Registered Architect and a member of the Royal Institute of British Architects and the Royal Incorporation of Architects Scotland.
14. I have 28 years professional experience in private practice, with the last 25 years having a particular focus on Urban Design. I have worked for a number of firms covering the fields of architecture and urban design, both in New Zealand and overseas and have been involved in a range of projects, including larger urban schemes and detailed building projects.
15. I have appeared as an Expert Planning Witness in a number of Council hearings. This included a submission on Plan Change 7 to the Waipa District Plan on behalf of St. Peter's School and Chartwell Investments LP.
16. My evidence is given on behalf of 3Ms in support of its application for subdivision consent for SP/0179/20 at 1863, 1865, 1871 & 1881 Cambridge Road.
17. I have been providing urban design and architectural advice to 3Ms since 2019. During this time, I have undertaken a number of visits to the 3Ms property in the C2 growth cell ("C2") and I am familiar with the wider area pertaining to the C1 – C3 growth cells. In the last two-year period I have provided an urban design perspective on the various layouts which have been prepared for the subject site.

Scope of Evidence

18. In my evidence, I will provide responses to urban design matters associated with:

- a) The urban design assessment prepared for Waipa District Council by Mr. Matt Riley of Barker and Associates, dated 2 April 2021;
- b) The Section 42A Report prepared for Waipa District Council by Mr. Mark Batchelor of CKL Ltd;
- c) Submissions received; and
- d) Updated comments on the Refined Structure Plan noting my evidence primarily refers to the application (Plan 2 in the drawing set).

Code of Conduct

19. I have read and am familiar with the Code of Conduct for Expert Witnesses in the current Environment Court Practice Note (2014), have complied with it, and will follow the Code when presenting evidence at the hearing. I also confirm that the matters addressed in this statement of evidence are within my area of expertise, except where I state that I am relying on the opinion or evidence of other witnesses. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed.

WDC URBAN DESIGN ASSESSMENT

20. The proposed subdivision plan is the product of a number of design iterations which originated with the intent of the Cambridge C1 and C2 / C3 Structure Plan. Through the design process, the proposed scheme has evolved to respond to a range of influences. This has included issues of staging, timing and infrastructure availability.

21. The details of the process and the evolution of the design are covered by the evidence of Mr. Crisp.
22. The urban design assessment prepared by Mr. Riley is based on a detailed review of the documents submitted in support of the application, relevant chapters of the Waipa District Plan and submissions received on the application.
23. Rather than reviewing the design against every individual Appendix S19 and Section 15 objectives, policies and rules, Mr. Riley elected to combine these into a more manageable list of themes. I agree that this is an appropriate approach. While a very detailed review of design iterations was tabulated by myself against S19 and District Plan Rules in the development of the proposal, the urban design statement I prepared for the project followed a comparable thematic approach to that taken by Mr. Riley.
24. My following comments relate to the themes adopted by Mr. Riley.

Legibility and Character

The subdivision should enable the establishment of a legible urban form that is easy to navigate through (positive wayfinding) and contributes to the future character of the neighbourhood.

25. Mr Riley is supportive of the neighbourhood and subdivision performance of the scheme, relative to the concepts of legibility and character.
26. At the larger scale of the C2 growth cell, his view is that the current proposal is not as strong as the S19 Structure Plan. This is on the basis that the scheme has the following changes:

- a) The main active recreation reserve and local centre have moved further east;
 - b) The active recreation area has become smaller;
 - c) The north-south stormwater reserve alternates from one side of the collector road to the other; and
 - d) The east-west stormwater reserve is not adjoined by a road.
27. Taking these points in turn, the local centre as now proposed overlaps with the eastern edge of the S19 Structure Plan Local Centre Overlay and so is actually little different in position than was the case.
28. At a factual level, the area of active recreation space in the middle of the scheme has reduced. However, this is offset by the increase in local open space in the vicinity. This does provide a stormwater function and will certainly serve as a desirable amenity for the surrounding community (much like the situation within the St Kilda residential area). Overall, the extent of green space in the scheme is similar to that shown in the Structure Plan.
29. The alternating location of the north-south stormwater reserve next to the continuous north-south collector road is a new feature of the plan. The north-south stormwater corridor is approximate 1km long. While there is logic in a tidy continuous cross section of channel over this distance, I believe that there is appeal in varying the experience of travelling up or down the collector road. There will be three basic conditions, along the route, with the open space to the left, a stretch of some 40m where there is open space on both sides and then open space on the right.
30. At the grand scale, the stepped form of the north-south reserve suggests a more naturalistic form, while still creating a sense of distinction of the different residential areas on each side. There is also the sense that the

man-made channel is not relentless and has had to divert course for a reason, lending the outcome a more picturesque character.

31. For the stormwater reserve running west / east, there is no adjoining road. The reserve does, however, support a shared path that connects the proposal with other development to the west. In addition, the reserve is over 20m wide at this point and will allow a glimpse into the continuation of the reserve to the east.
32. I agree that the current configuration of reserve versus developed land differs from the Structure Plan. However, this does not limit the success of the current scheme in this respect. Mr. Riley suggests that the scheme is now more inward looking compared to the S19 Structure Plan. As the latter positioned a large area of active open space at the midpoint of the scheme, the north and south halves would have been visually split and largely physically separated into two neighbourhoods.
33. By contrast, the current proposal incorporates a much more elongated sequence of spaces that can be thought of as moving through a larger singular neighbourhood, rather than between two separate parts. Again, it is worth noting the scale of the features, as the west-east stormwater reserve is up to around 60m wide in places.
34. I think the real difference is that the main elements of open space within the proposal are less visible from the outside as compared to the S19 Structure Plan. However, there are many examples of significant parks and open spaces that are not directly on a main road or similar, but are perhaps only a street block or two back from such a feature. Consequently, the character of the urban area is more varied as, suddenly, a street can open up to a significant area of open space. By contrast, the example of the S19 Structure Plan is much more open, but much less surprising or contrasting in feel. My view is that both outcomes are equally valid and both have their strengths.

35. I also believe that this is an aspect that is not just about subdivision planning. While this site is largely flat, the third dimension of building height and form, along with structured tree planting, will also signal how the place is composed.
36. For the proposed scheme, this could be complemented by development to the west which uses bold landmark building forms to suggest a gateway feature at the urban or townscape level, that invites pedestrian and cycle movement to the east from the north / south collector.

Connectivity and Permeability

The movement network should be well-connected, permeable, and prioritise safe walking and cycling routes.

37. Mr. Riley generally considers permeability to be reasonable and I agree with this. For specific parts of the site, he raises points which I will provide further comment on.
38. As he notes, Lot 300 has been identified for uses as a retirement village and the size of the lot at 213m by 278m exceeds the 200m by 80m walkable block guidelines in Appendix S19. While Mr. Riley observes that the proposal is less permeable than S19 aspires to, he observes that north-south movement is the main direction of travel in this area towards the Local Centre and this is not greatly restricted. I would add that the retirement village site is of sufficient scale that connections from west to east could be a possibility, depending on the requirements of the retirement village operator. I have been involved in retirement village developments where there have been indirect routes through a site, with the aim of discouraging fast vehicle movement through the property. I also note that the retirement village will be the subject of a Land Use Consent application (by the operator of the retirement village) at a later date which

will give Waipa District Council the opportunity to consider urban design aspects of that proposal and how it integrates with the wide C2 growth cell.

39. Mr. Riley notes that reserves are generally edged by overlooking residential properties and considers it important to control boundary fencing. I agree with this principle and that the nature of boundary treatments can significantly affect the quality of the experience for people overlooking adjacent spaces and in a reverse, looking at the surrounding properties. I understand that the matter of fencing is not within the ambit of this resource consent application, however I note that any deviation from the permitted activity fencing requirement (the existing Residential Zone rules) by 3MS will require resource consent. Council will be able to consider the boundary treatments through this resource consent process and ensure positive amenity outcomes are being promoted.
40. With respect to Lot 301 and a long shared boundary with the stormwater reserve on Lot 503, concerns were raised about the positioning of building services and their potential visibility to the reserve. I think this is a valid concern and agree that a blank services wall of any large scale presented to the reserve would not be desirable.
41. To deal with the issue raised, the buildings on the site can be considered as buildings in the round, where service access is controlled to limited parts of the perimeter frontage. This type of requirement applies to any pavilion type building which is seen from all directions and should be straightforward to address. As Mr. Riley notes, the Council will have discretion over aspects of the design.

Community focal point and access to amenities.

The proposed subdivision should have access to amenities, including a future centre and public open space, that is easily accessible and will act as a community focal point.

42. In relation to the aspiration above, the proposed scheme meets this aspiration, While Mr. Riley believes that the outcome is different to the S19 Structure Plan, where the local centre is more local to its immediate context and less convenient for residents further to the west.
43. While I agree that the local centre is less visible compared to the S19 Structure Plan, its actual location is very similar to that of the S19 Structure Plan. In addition, there are still road and shared path connections to the west which will allow good connectivity for the wider C2 growth cell. This aligns with Mr. Riley's comment that the local centre will still be within 10 minutes walking distance of the majority of C2 Growth Cell residents.

Housing Choice and Diversity

The subdivision should provide housing choice and diversity.

44. The proposal provides for a range of different house types spread over the site. In general, Mr. Riley is supportive of what is proposed.
45. I would add that the proposed dwelling types support the aspiration for density and make effective use of the land and infrastructure that supports it.

Positive Streetscape Outcomes and Good On-site Amenity

The size, shape and frontage characteristics of lots should enable positive streetscape outcomes and good on-site amenity.

46. Mr Riley is generally supportive of the scheme, while noting that there are some situations which are not ideal from a streetscape perspective. This latter point relates to the interfaces of houses which may have private spaces on street edges, and the need to create privacy. I am of the view that appropriate site design of different dwelling types, well designed and

considered fencing, along with their associated private open spaces, should be able to address such issues.

Integration with Adjoining Land

The subdivision layout should enable adjoining land to develop in a manner that achieves good urban form and contributes to Structure Plan outcomes.

47. Mr. Riley raised the question of whether the 3Ms proposed subdivision layout will enable land the west up to the future north-south collector road to be developed in a way that supports good urban design outcomes.
48. To address this, I have prepared an indicative concept plan which considers this proposition. (Refer to **Attached sketch plans SK001 to SK 006**). As an initial option, there are some commonalities with the sketch design also prepared by Mr Riley.
49. I agree that it is possible to achieve a lot layout that achieves acceptable urban design outcome within the contextual limitation of the surrounding infrastructure and land holdings. I also agree that ideally, the inclusion of cu-de-sacs would be limited to improve connectivity. However, the proposed street block sizes that are proposed are relatively compact and in keeping with the aspirations of the S19 Structure Plan. I also note that cul-de-sacs are more problematic when they are long and have changes in direction that mask the fact that the street is a dead-end. This is not the case here.
50. For Superlot 306 Mr. Riley suggests that servicing its northern edge from a road on a neighbouring site could be a potential risk. The concept diagram for this particular part of the plan (**SK007**) explores an alternative approach to how the site could be handled. As the available land between Collector

Road 2 and the northern boundary is approximately 65m in depth, there is adequate space to consider other typologies, should this be required. As indicated, this could be in the form of a sequence of carefully design courtyard schemes or other forms of comprehensively design housing.

51. I note that an alternative Refined Layout (Plan 3) has been prepared by the 3Ms team, dated 10 May 2021, where the elements of the north / south stormwater channel have been either reduced in area or moved eastwards. While I have not undertaken a full review from an urban design perspective, this approach clearly allows more development to occur on neighbouring sites to the west of the 3Ms site. This is simply because there is less area required for stormwater purposes. The shapes of the development land appear to be as useable as the previous version being proposed.

Submissions

52. In his review of submissions, Mr Riley identifies two main issues. The first is that the 3Ms proposal will result in sub-optimal block structures for land to the west.
53. The preparation of the attached concept plans provided an opportunity to test this. Obviously, the move of the north / south collector road and the adjacent stormwater channel has changed where development could occur to the west. However, as these are relatively rectilinear elements, there is a reasonable degree of fit with the existing land boundaries and parcels of land. This is explored in more detail relative to the lots where submissions have been made.
54. For 59 Racecourse Road, the stormwater reserve does require part of the southern edge of this property. However, the remaining area is still a regular shape that could be developed in a relatively conventional way.

55. 409 Grasslands Drive is an irregular shape of site due to the orientation of Grasslands Drive in the first instance (Refer to **SK008**). While this site could be developed in a roughly triangular fashion, it would make more sense in the long term to develop the site in conjunction with adjacent landholdings, as the concept plan suggests. The shape of the site means that this would also have been the case with the S19 Structure Plan.
56. For 1835 Cambridge Road (Refer to **SK009**), the concept plan endeavours to make the most of the site relative to the site boundaries and position of the stormwater reserve. As shown, one option would be to adopt courtyard housing forms that exploit the 50m depth of the developable area on the western boundary. Other forms of development may be possible as well, particularly with the amenity of overlooking the reserve.
57. 1835A Cambridge Road is shown by the concept to utilise a north-south orientation (**SK010**). Depending on traffic matters, the suggestion is a relatively open scheme to support good connectivity. In general, this property would seem to be developable to a reasonably high degree.
58. At the broad level, the sites to the west of the 3Ms site seem to be developable in a reasonably straightforward way. There are of course some limitations, as Mr. Riley notes in his commentary. The development as shown also starts to work with the indicative roads in the S19 Structure Plan. It is noted that these roads are at relatively wide spacings and would likely need to be refreshed to support development that largely is focussed on the street frontage, rather than requiring rear lots.
59. The second issue raised by Mr. Riley relative to submissions is that the movement of the north-south collector road and stormwater reserve risks greater uncertainty of delivery because of the need to coordinate with a larger number of landowners. I note that other expert address this issue in detail, but at a general level I agree that Council must co-ordinate with these landowners to create the necessary certainty.

Recommended Conditions

60. The first condition recommended by Mr. Riley is that development within the 3Ms property only occur if the north / south stormwater reserve and collector road can be achieved. This aspect will be addressed by the evidence of Mr. Chrisp.
61. The second condition identified by Mr. Riley and also contained in the Section 42 Report relates to the provision of a consent notice being placed on the Local Centre Lot 301 to control the visibility of building services and also encourage overlooking of the reserve. I agree in principle with the ideas of this condition, but consider that specific solutions such as a particular % of glazing could be premature. The key aspect of such a consent notice is that a good quality design outcome is achieved, that responds appropriately to context.
62. Mr. Riley also proposed conditions of consent associated with the design of walking / cycle crossing points, with the aim of prioritising pedestrian and cyclists. I agree with this general approach, noting that overall traffic/pedestrian and cycling movements will need to be considered from a traffic engineering perspective.

CONCLUSION

63. As the initial design stage of the future development, I support the proposed scheme on the basis that it addresses many of the typical urban design aspirations for any comprehensive development. Any development site has constraints that mean an ideal urban design outcome cannot be achieved in its entirety. However, I believe that urban design is about optimising the outcome relative to the wide range of factors that inform a design. I am also of the view that matters which cannot be perfectly achieved at the large scale can generally be addressed by more detailed

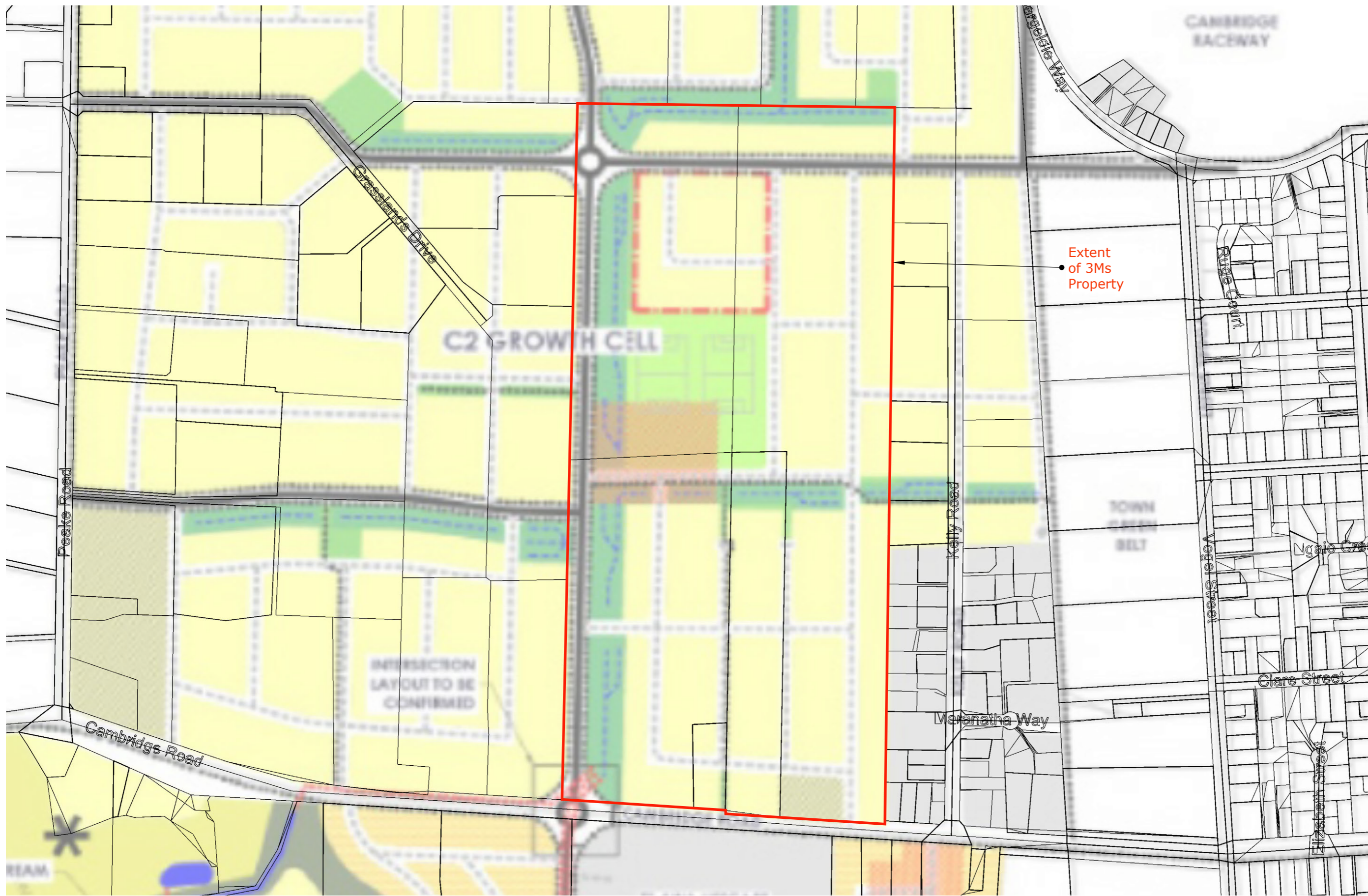
design aspects associated with landscape architecture, architecture and the wide spectrum of engineering disciplines.

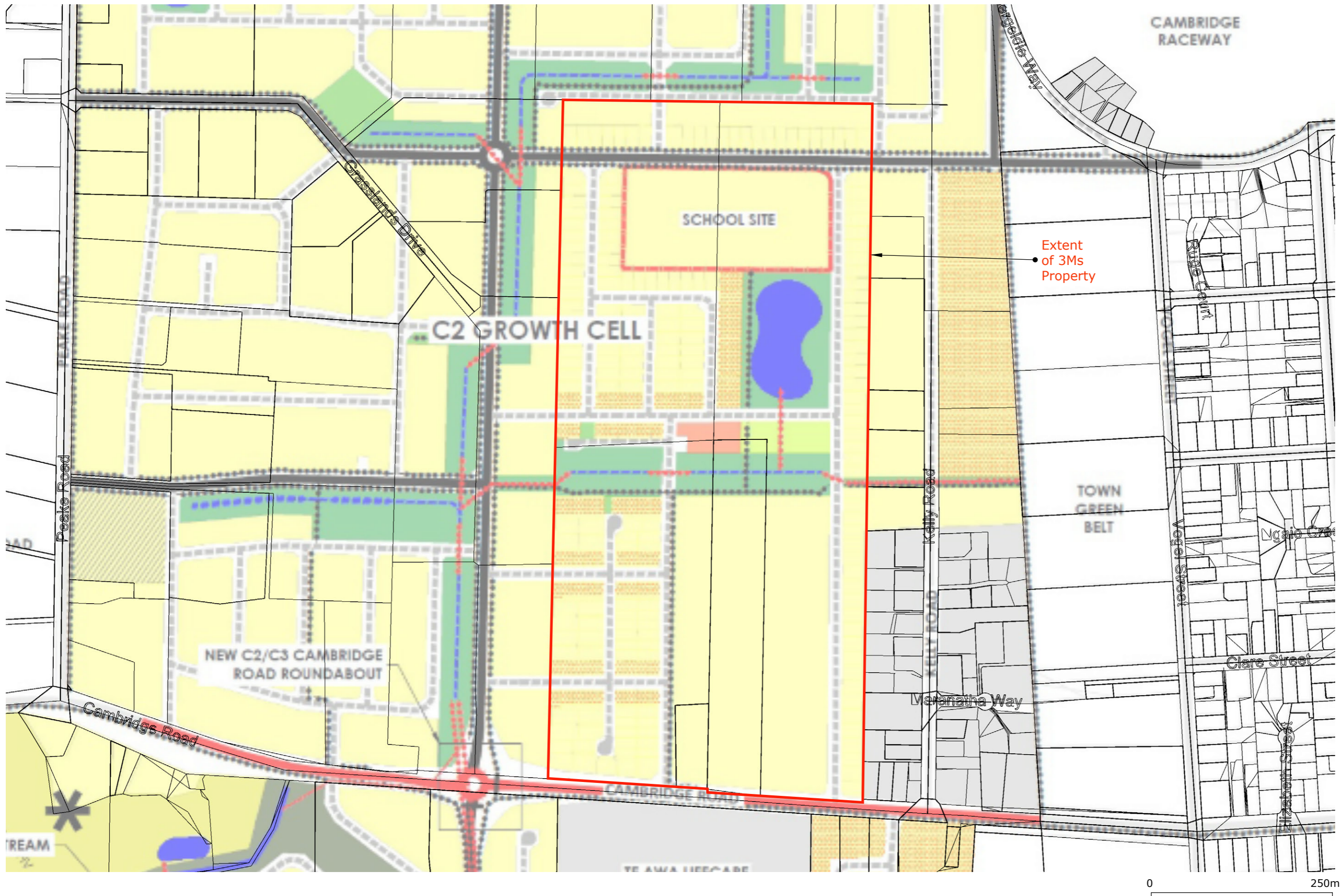
64. Mr Riley has come to a position of support for the scheme, noting his thoughts on the effect of the scheme on the adjoining land to the west. Having tested this aspect with an initial concept design, my view is that the land could be successfully developed. This will depend on what is proposed for the land, as building typologies do inform urban layout, especially when higher densities and smaller sites are being considered. At the same time, I believe that the underlying structure planning to the west will also need significant refinement to achieve a well-integrated outcome. This was always going to be the case due to the fragmented nature of the land holdings in that part of the C2 growth cell.

65. The attached concept plans show just a single idea that has been quickly devised. There are certainly other development options to the west and the level of intricacy and difficulty of developing ideas for this area does not seem more involved than any other comprehensive scheme I have been involved with.

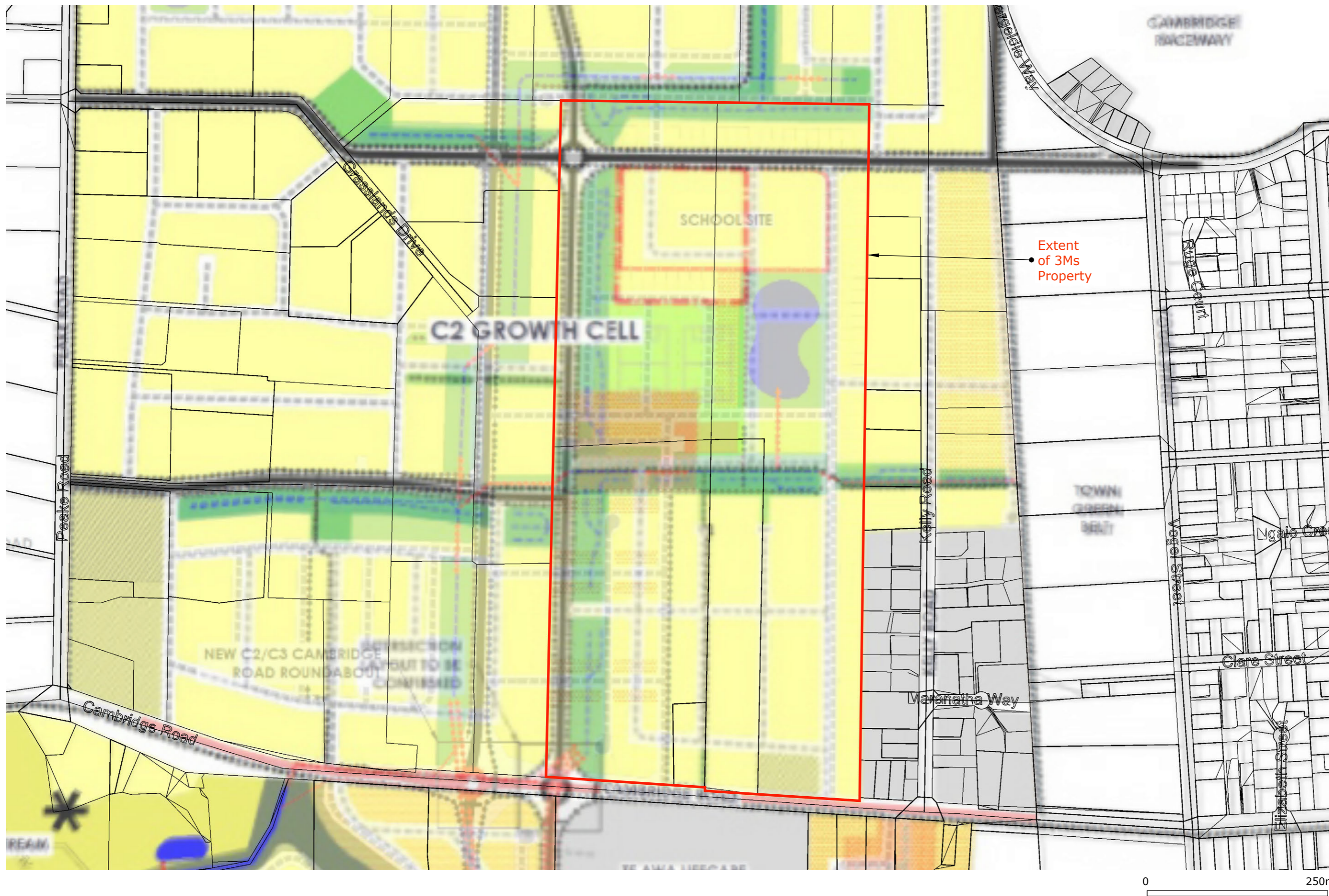
Stuart Mackie

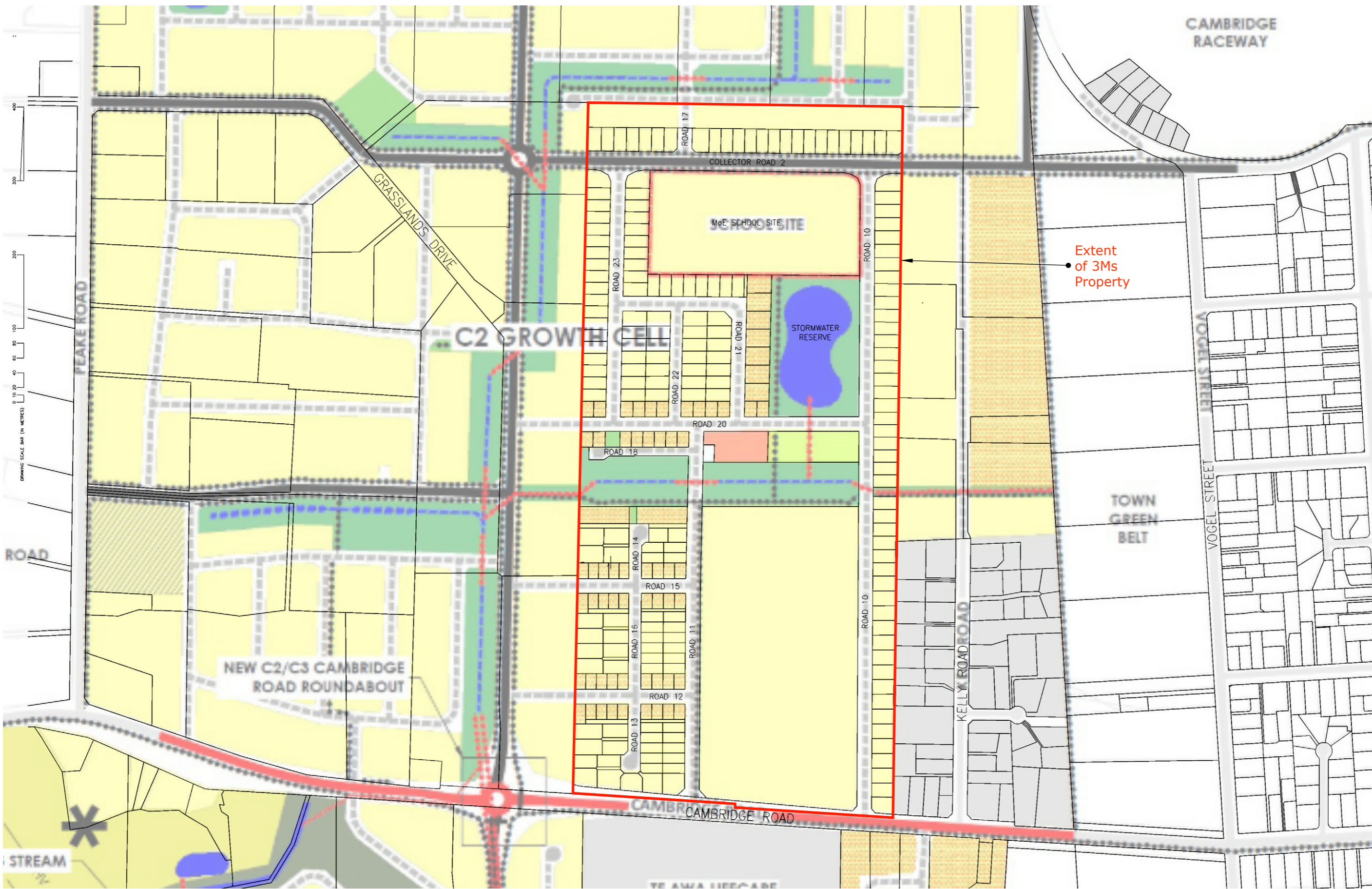
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Existing Cadastral Boundaries Compared to Integrated Structure Plan

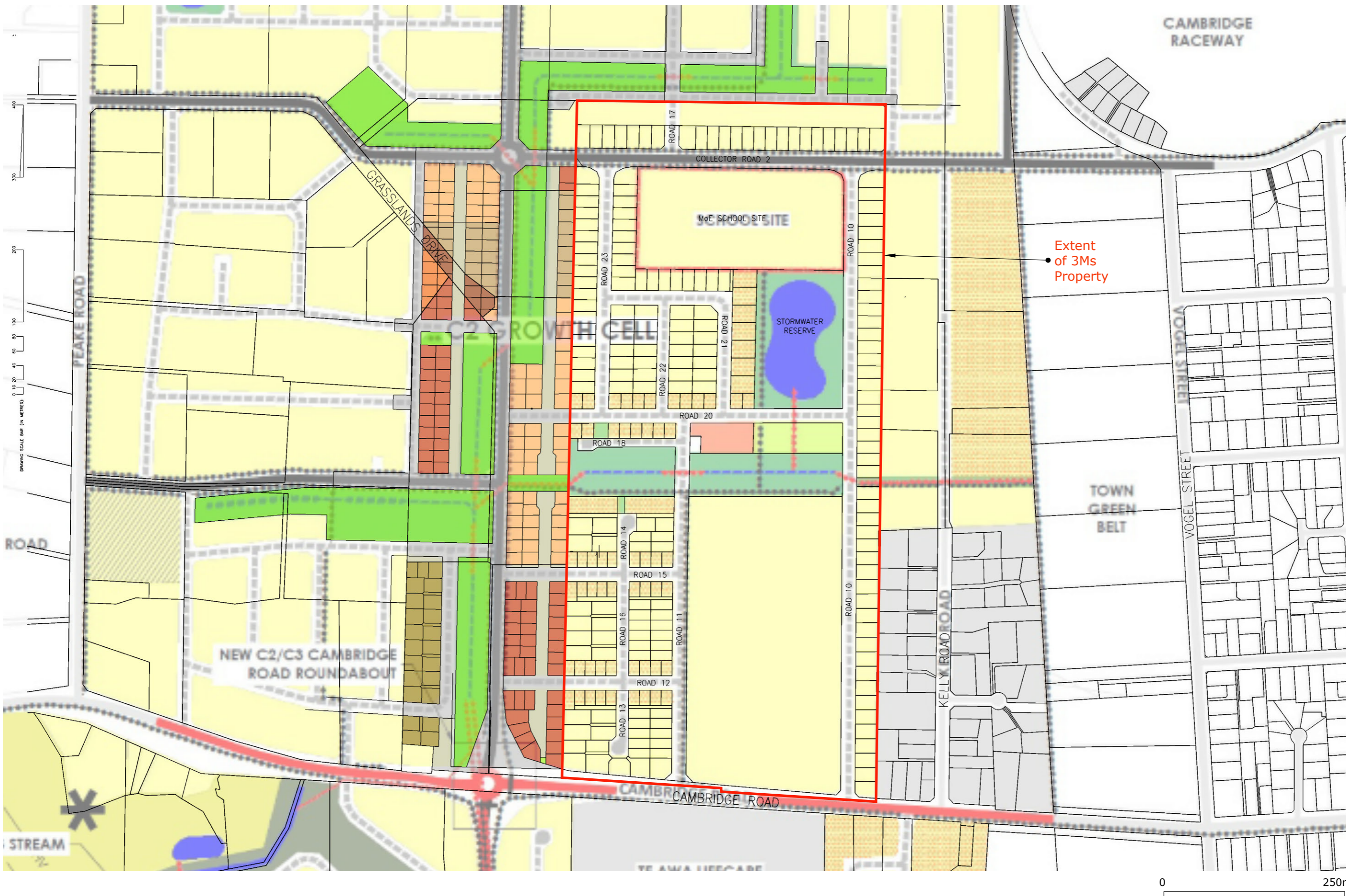




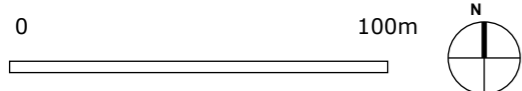
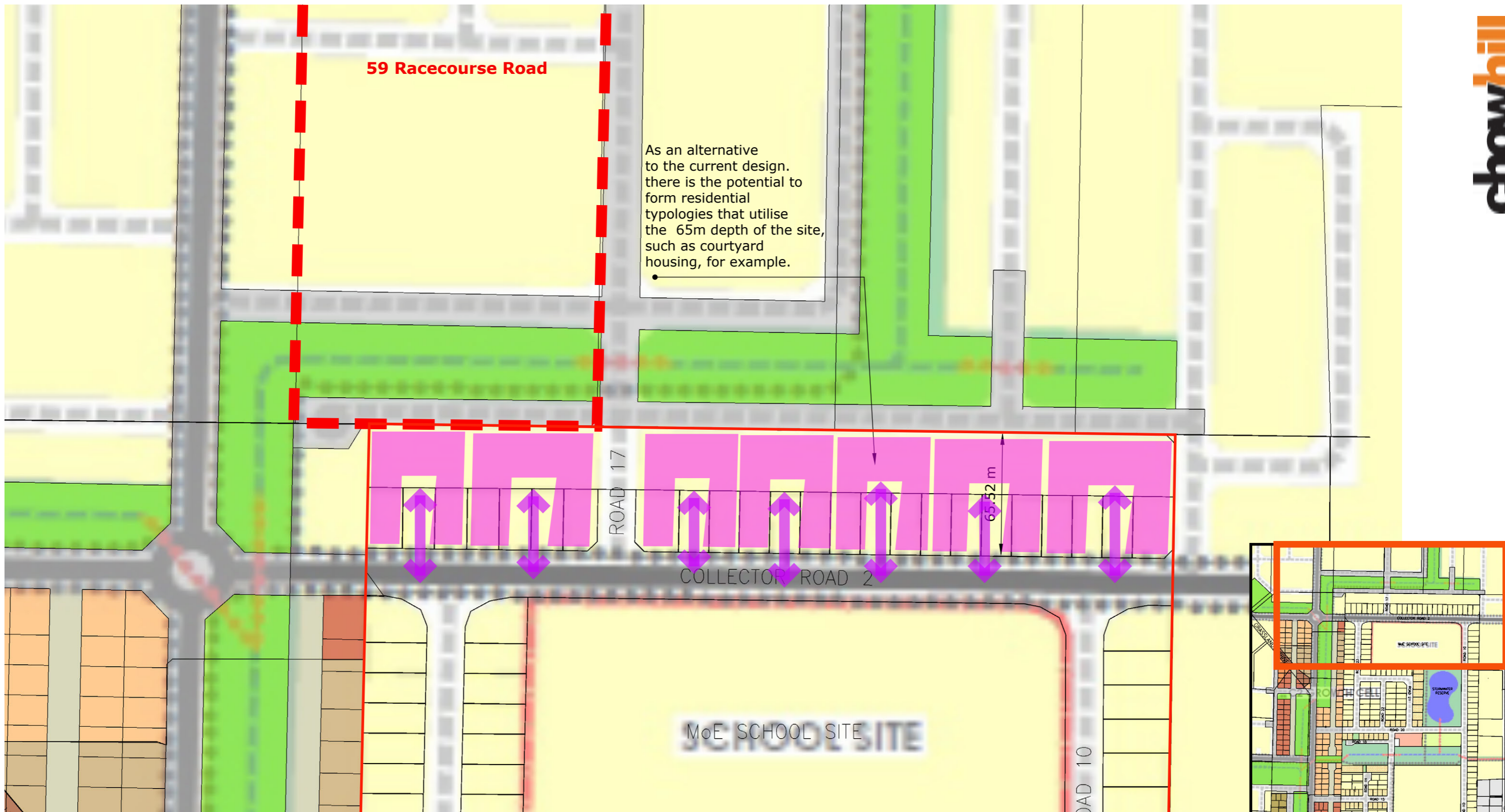
Proposed Scheme Structure Plan Integration



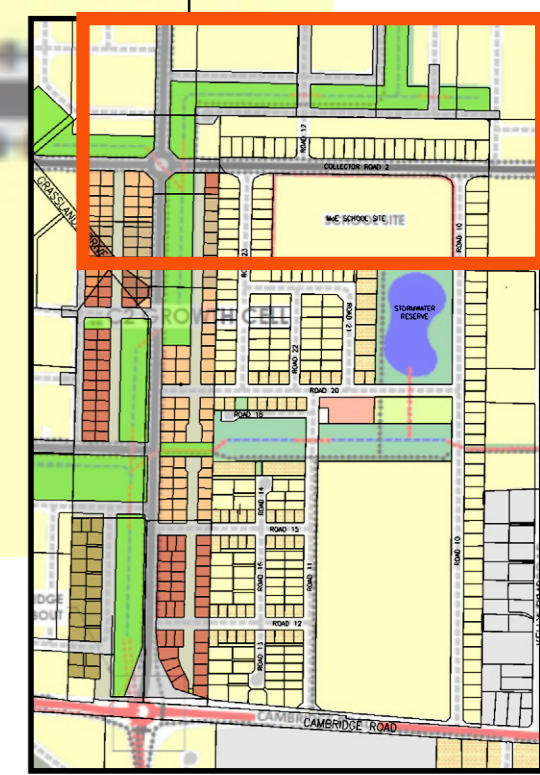
Proposed Scheme with Indicative Perimeter Development

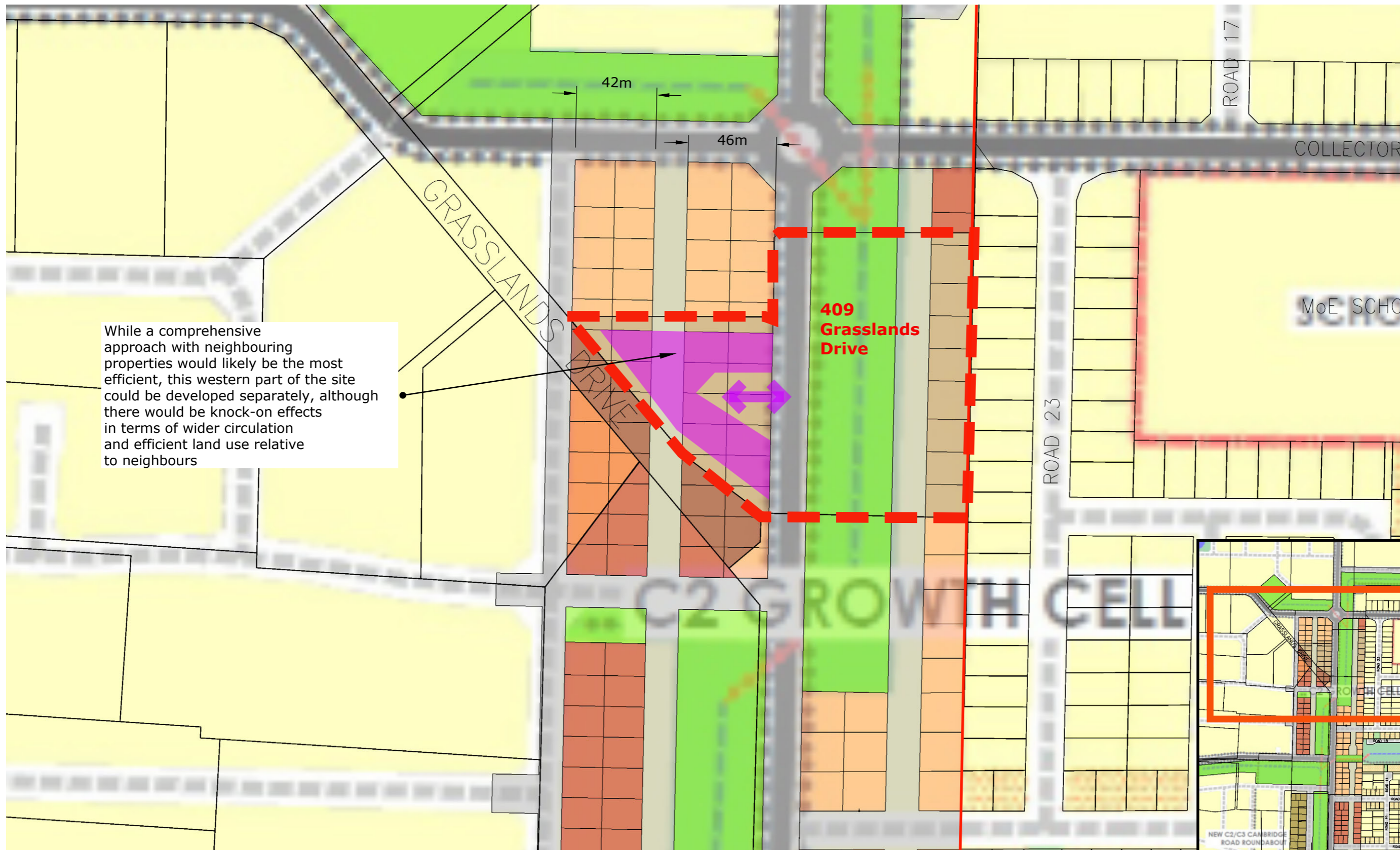


Proposed Scheme Structure Plan Integration and Indicative Perimeter Development

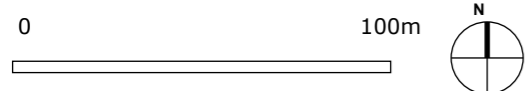
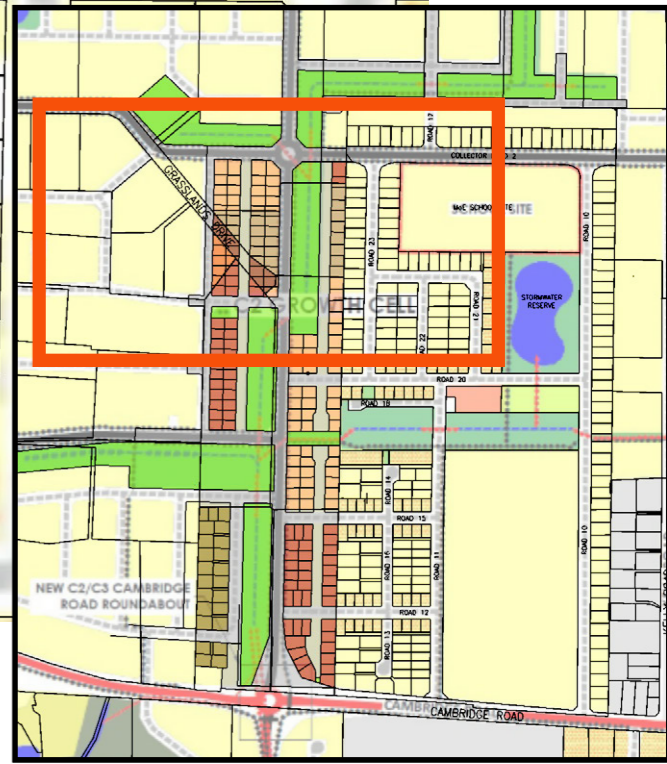


Keyplan



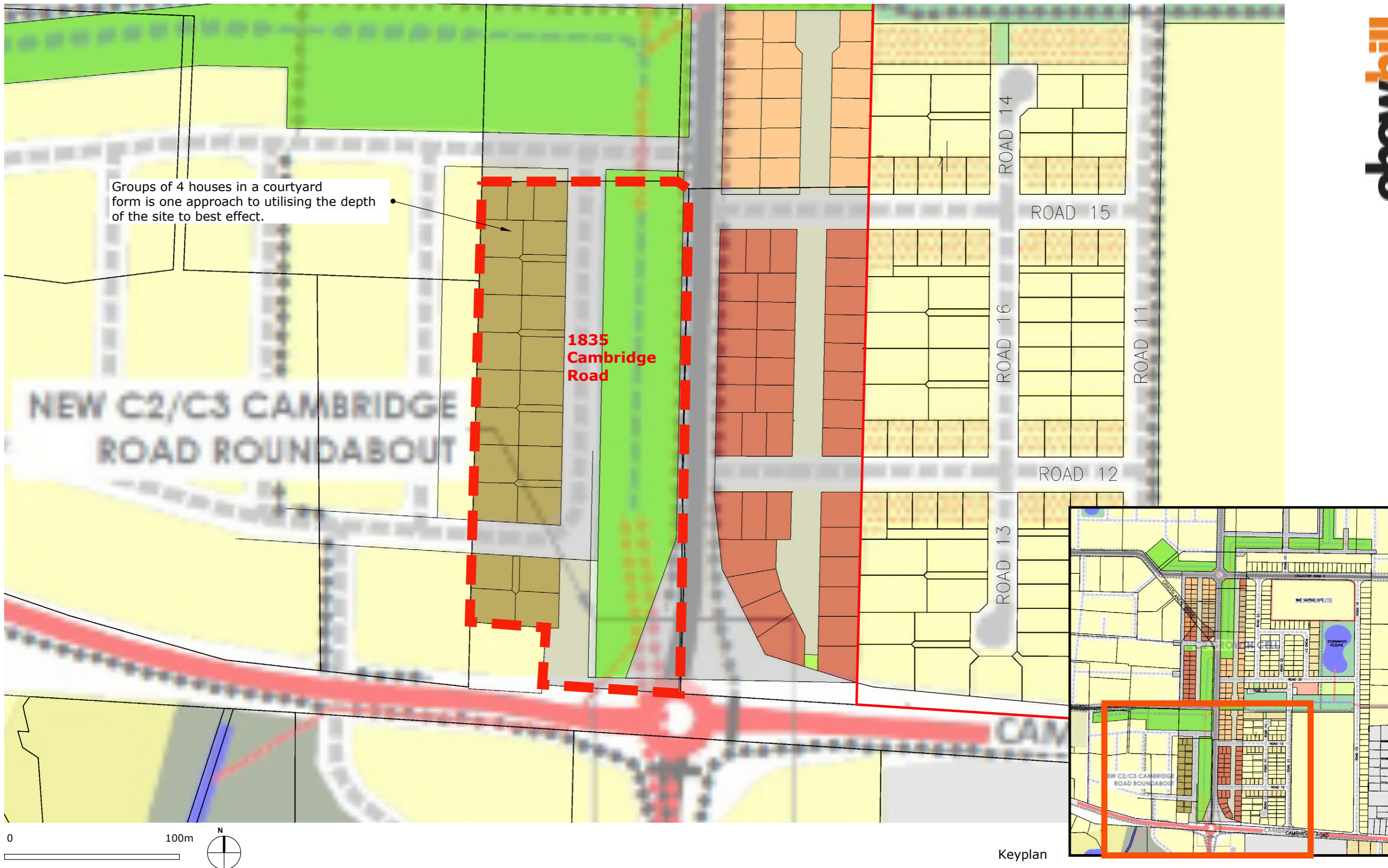


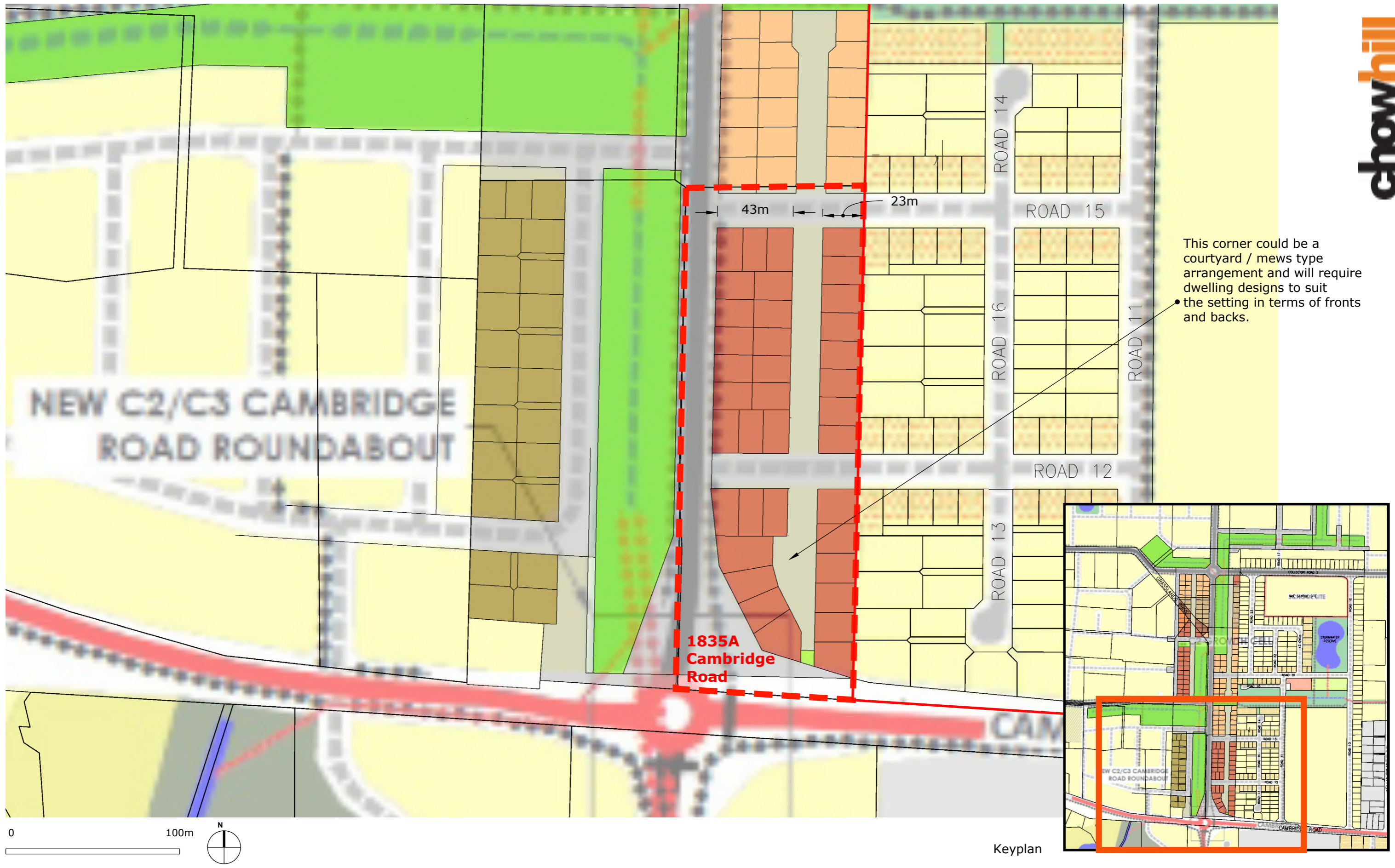
While a comprehensive approach with neighbouring properties would likely be the most efficient, this western part of the site could be developed separately, although there would be knock-on effects in terms of wider circulation and efficient land use relative to neighbours



Keyplan

**Proposed Scheme
Relative to 409 Grasslands Drive**





**Proposed Scheme
 Relative to 1835A Cambridge Road**