

BEFORE THE HEARINGS PANEL ON BEHALF OF THE OTAGO DISTRICT COUNCIL

IN THE MATTER OF

Of a hearing of the Resource Management Act
1991 (**RMA** or **the Act**) of Plan Change 19
Residential Chapter Provisions

ON BEHALF OF

TOPP PROPERTY
Submitter

AND

CENTRAL OTAGO DISTRICT COUNCIL

STATEMENT OF EVIDENCE OF BRUCE WEIR

DATED 16 MAY 2023

Presented for filing by: Jo Skuze
The Property Group
Level 3 / Five Mile Centre, 36 Grant Road, Frankton
PO Box 2130,
Queenstown 9371

INTRODUCTION

- 1 My name is Bruce Weir.
- 2 I am a Planner and Urban Designer. I am a Principal at Saddleback Planning Limited, statutory planning, master planning and urban design consultants.
- 3 I hold the qualifications of a Master of Urban Design (Honours) and a Bachelor of Planning from the University of Auckland.
- 4 I have approximately 30 years of experience as a statutory planner and urban designer.
- 5 Although this is a Council hearing, I confirm I have read the Environment Court's Code of Conduct for Expert Witnesses and agree to comply with it. My qualifications as an expert are set out above.

SCOPE OF EVIDENCE

- 6 My evidence is confined to support for a submission to Plan Change 19 (Residential Chapter Provisions) of the Central Otago District Plan (CODP). It specifically addresses the benefits of developing Structure Plans for Future Development Areas as part of the necessary Plan Change Process.
- 7 A Structure Plan has been developed for the site (8.96ha comprising Lot 1 DP 428116, Lot 2 DP 428116, Lot 2 DP 300714) at 74-34 Mutton Town Road, Clyde.

BACKGROUND

- 8 The site has been identified as Low Density Residential (New Urban Area) in Central Otago District Council's (CODC – Council) Vincent Spatial Plan. This will need to progress through the Plan Change process to become operative.
- 9 The Low-Density Residential zone provides for traditional suburban housing – predominantly freestanding.
- 10 However, as the plan below illustrates, the eastern Future Development Area of Clyde (Muttontown) is well outside what are considered walkable distances and is physically separated from existing urban area by virtue of the Dunstan Hospital and Golf Course.

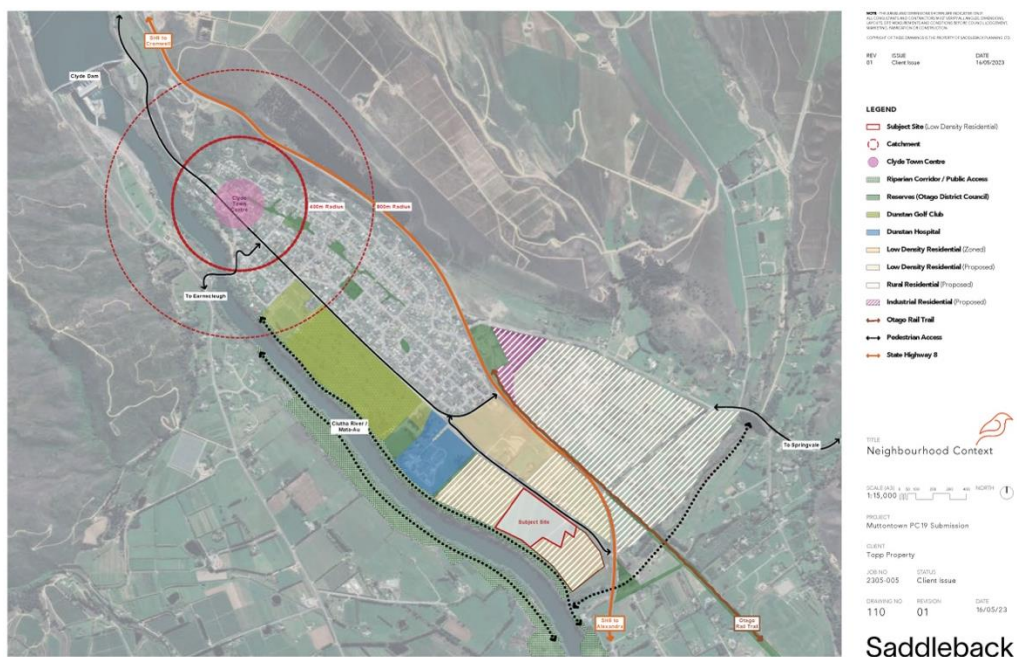


Figure 1. Context

- 11 These considerations along with a range of other locational and site attributes, principles identified in the Vincent Spatial Plan together with guidance provided in the National Policy Statement on Urban Development 2020 (NPS-UD) all need to be assimilated as a cohesive structure and strategy to guide future development. I understand that there is some debate as to whether the NPS-UD strictly applies. Even if it does not, its principles are worthy of consideration.
- 12 This is best achieved with the preparation of a Structure Plan as part of the Plan Change process.

WHY A STRUCTURE PLAN APPROACH?

- 13 Zones typically provide basic criteria around subdivision and building performance on at or above the minimums set. Simply put subdivision standards are set for the lowest common denominator that the community is willing to accept.
- 14 A Structure Plan provides a strategy and framework to achieve certainty as to better environmental outcomes through:
- A framework for connectivity and infrastructure provision – where key linkages and amenities are, and how they are expected to perform;

- (b) A land use framework including spatial distribution of residential densities and where other activities should be anticipated;
 - (c) Environmental considerations – not only the natural environment but also how development is expected to contribute to modal shift, reduced energy consumption and waste generation;
 - (d) Implementation strategies – prerequisites and opportunities to enable 'out of sequence' development.
- 15 The key benefits for this approach are:
- (a) Vision and guidance – ensuring all parties understand what is sought helps reduce conflict and compliance cost;
 - (b) Coordinated development – neighbours understand what is likely to occur around them and they fit together, so can make investment decisions with greater confidence. This directly impacts business investment and commercial opportunity.
 - (c) Sustainable development – efficiency – doing more with less. Seeking continual improvement in practise and standards to help reduce cost and risk for the community while at the same time enhancing the public domain.
 - (d) Infrastructure planning – efficiency – doing more with less. Seeking continual improvement in practise and standards to help reduce cost and risk for the community while at the same time enhancing the public domain.
- 16 Most importantly they provide for communities and neighbourhoods to develop a sense of place, character and identity from the earliest times – something that is simply not possible through standard subdivision.
- 17 Structure Plans evolve through a participatory process with key stakeholders and the community – but they provide enough latitude for designers and developers to achieves the key outcomes sought in a variety of ways.
- 18 Overall the process facilitates informed decision-making, coordinated growth, and the creation of liveable and resilient communities without constraining creativity and adaptability.

19 It is simply a logical step forward beyond the Vincent Spatial Plan.

APPLICATION TO THE SITE

20 As detailed previously, Muttontown is somewhat remote from existing services and amenities in Clyde and as a result is a distinct neighbourhood. The subject site is at the centre of this developing area and fronts the Clutha River (Mata-Au).

21 These basic attributes start shaping the key drivers, such as:

- Strong linkages west as east to enable future connections with adjacent site (including the hospital);
- A community focus and local services for daily local needs;
- A focus on the riverfront pathway for modal shift (walking and cycling) connectivity back to Clyde.

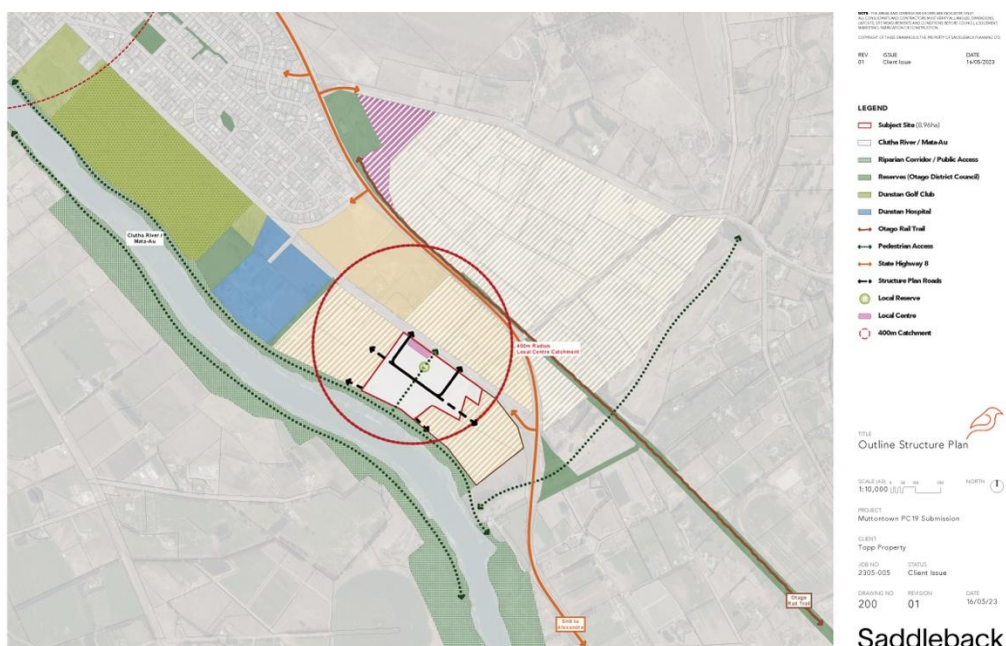


Figure 2. Developing a Structure plan

22 As Figure 2 above illustrates, most of the Muttontown neighbourhood is within a 400m/5mins walk. This infers immediately that private motor vehicle can be minimised should the right conditions for development be pursued.

23 Identifying these drivers and opportunities also starts shaping where amenity might be provided and the residential density distribution – on the proviso that amenity underpins the provision of density.

- 24 A basic structure plan already starts to evolve quite quickly that can then inform a block pattern.

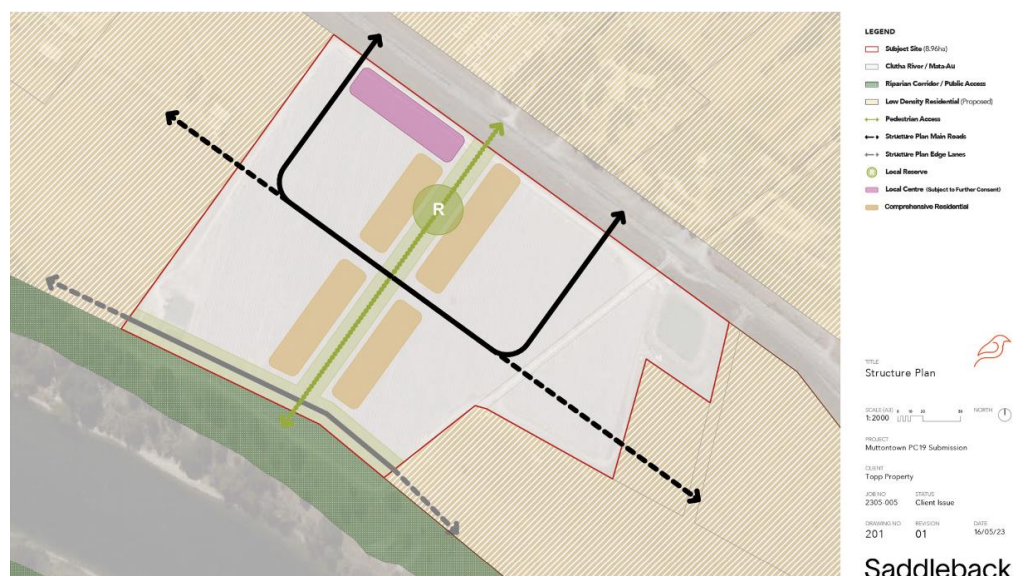


Figure 3. Outline Structure Plan

- 25 This is by no means a complete answer to development, as, as with any structure plan, there will remain many aspects to work through and detail. However, the discipline of advancing the thinking this far makes it clear that the application of uniform density (ie minimum site areas) is not desirable and that greater flexibility is required.

SUMMARY AND RECOMMENDATIONS

- 26 Ultimately, the determination of yields (residential, commercial, community or other) is focused on ensuring adequate infrastructure capacity. However that is not a fixed attribute nor should it be a limiting feature – technology is constantly evolving and improving and this need to be acknowledged.
- 27 Notwithstanding, establishing baseline outcomes through a structure plan, to set anticipated infrastructure requirements is reasonable. This is best achieved by agreeing to a gross residential density – the total land area divided by an agreed average lot area. This is typically a larger lot area than what is anticipated as it has to include an allowance for roads, public open space and other 'non saleable' elements.
- 28 Combining this (the gross residential density) with an agreed minimum lot size provides developers the latitude they needs to create inspiring and desirable communities. The transfer of land for community space can be

offset with the provision of smaller lots around, or in close proximity to that amenity.

- 29 For this site I would table an appropriate gross density would be as 1 dwelling per 600m². But that the minimum lot area should be 300m².
- 30 Based on this approximately 150 dwellings could be accommodated on the 8.96ha site.
- 31 The small neighbourhood centre (circa 800m²) could include accommodation or not. It is understood that this would need to be pursued via a separate consenting process. However I have found through my experience that in order to create a well-functioning urban environment small commercial land uses are critical to the vitality of a neighbourhood.
- 32 What is clear is that if the basics objectives and framework can be agreed and conveyed through a Structure Plan, then better outcomes for all stakeholders can be delivered.

Thank you for the opportunity to present my evidence.



Bruce Weir
16 May 2023

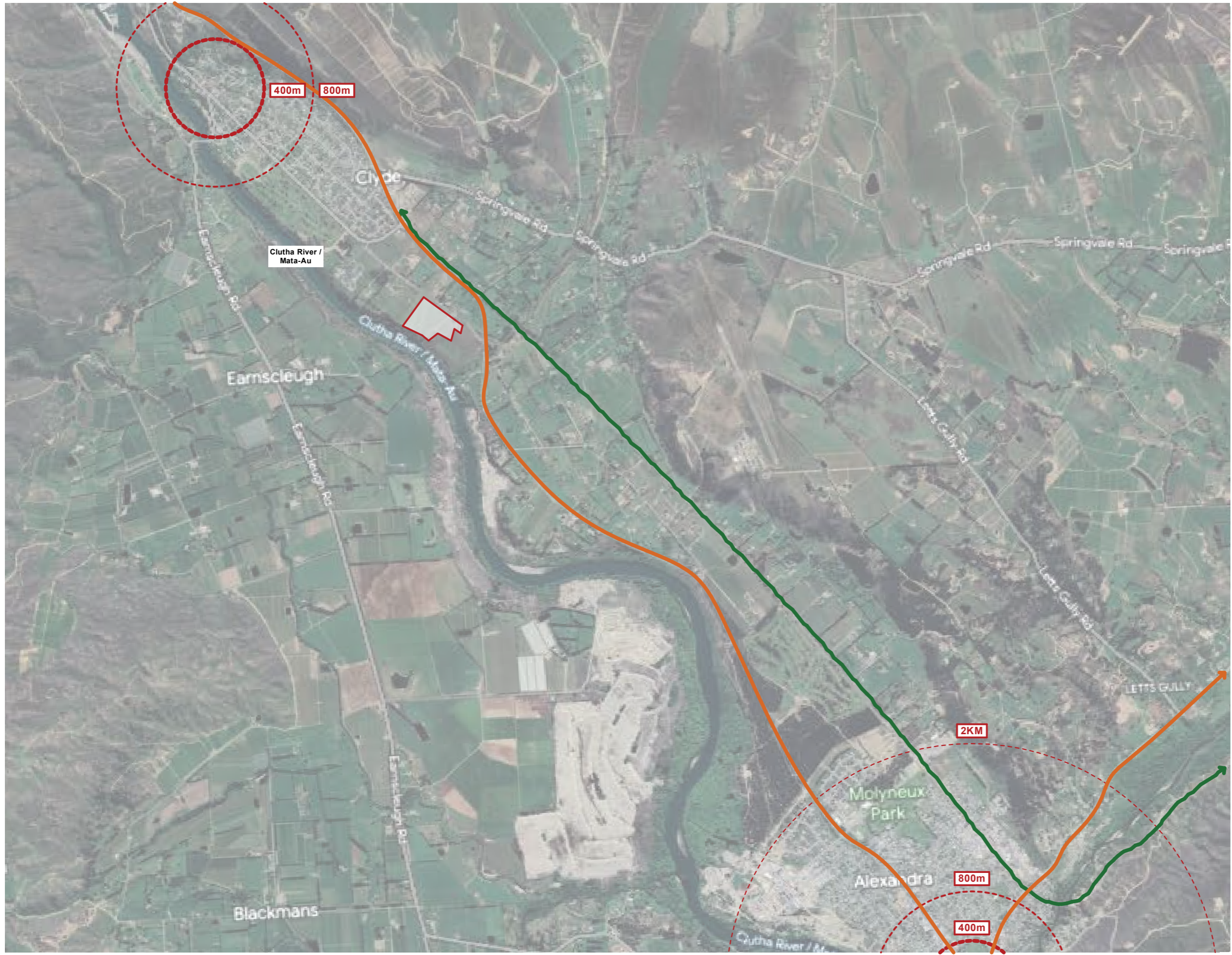
Muttontown Structure Plan PC19 Submission

For Topp Property



ID	REV	SHEET
000	01	Cover Sheet
100	01	Regional Context
110	01	Neighbourhood Context
200	01	Outline Structure Plan
201	01	Structure Plan

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REV	ISSUE	DATE
01	Client Issue	16/05/2023

LEGEND

- Subject Site**
- Catchment**
- State Highways**
- Otago Rail Trail**

TITLE
 Regional Context



SCALE (A3) 0 200 500 1,000
 1:30,000



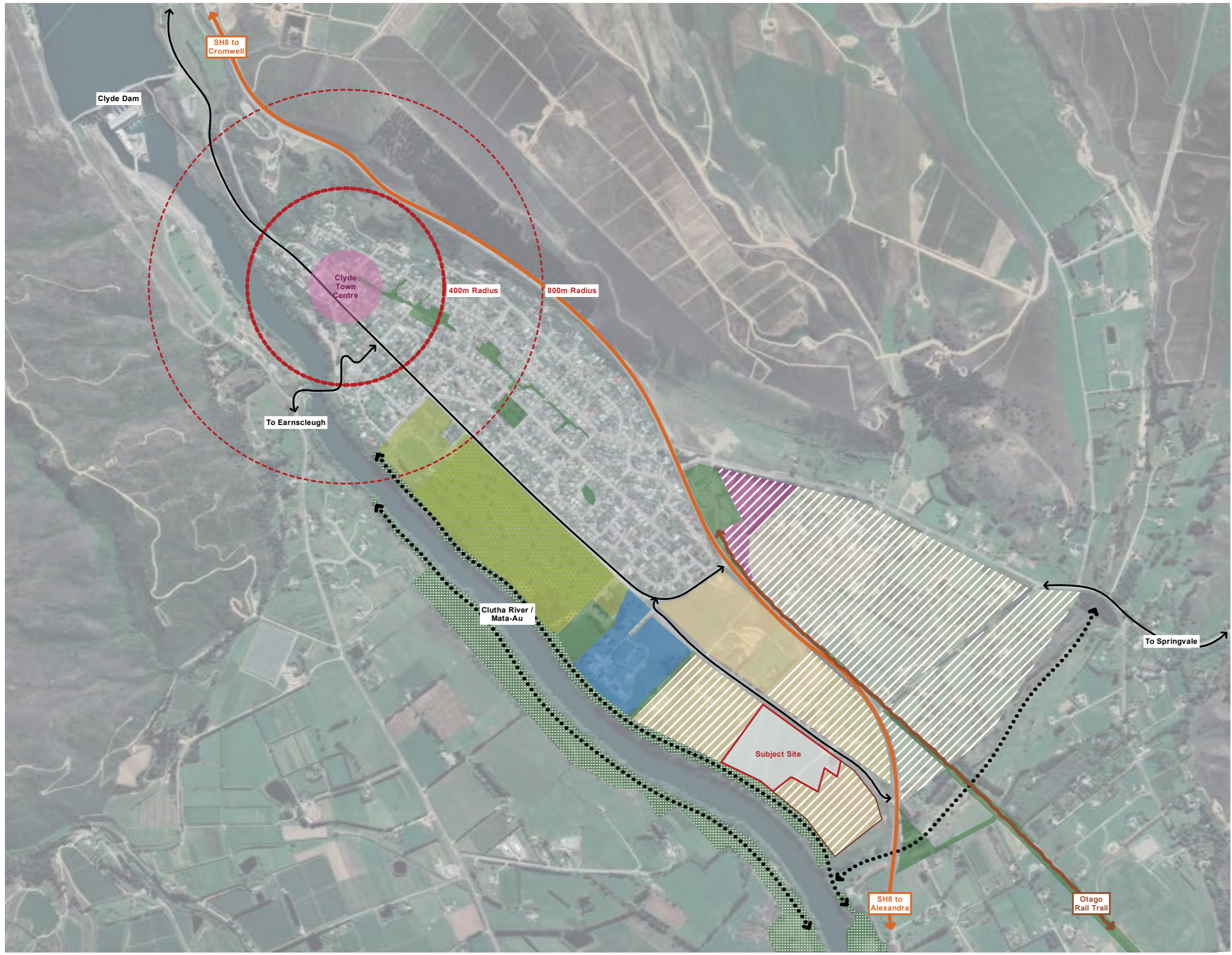
PROJECT
 Muttontown PC19 Submission

CLIENT
 Topp Property

JOB NO. STATUS
 2305-005 Client Issue

DRAWING NO. REVISION DATE
 100 01 16/05/23

Saddleback



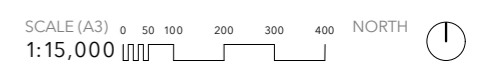
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REV 01	ISSUE Client Issue	DATE 16/05/2023
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LEGEND

- Subject Site** (Low Density Residential)
- Catchment**
- Clyde Town Centre**
- Riparian Corridor / Public Access**
- Reserves (Otago District Council)**
- Dunstan Golf Club**
- Dunstan Hospital**
- Low Density Residential (Zoned)**
- Low Density Residential (Proposed)**
- Rural Residential (Proposed)**
- Industrial Residential (Proposed)**
- Otago Rail Trail**
- Pedestrian Access**
- State Highway 8**

TITLE
 Neighbourhood Context



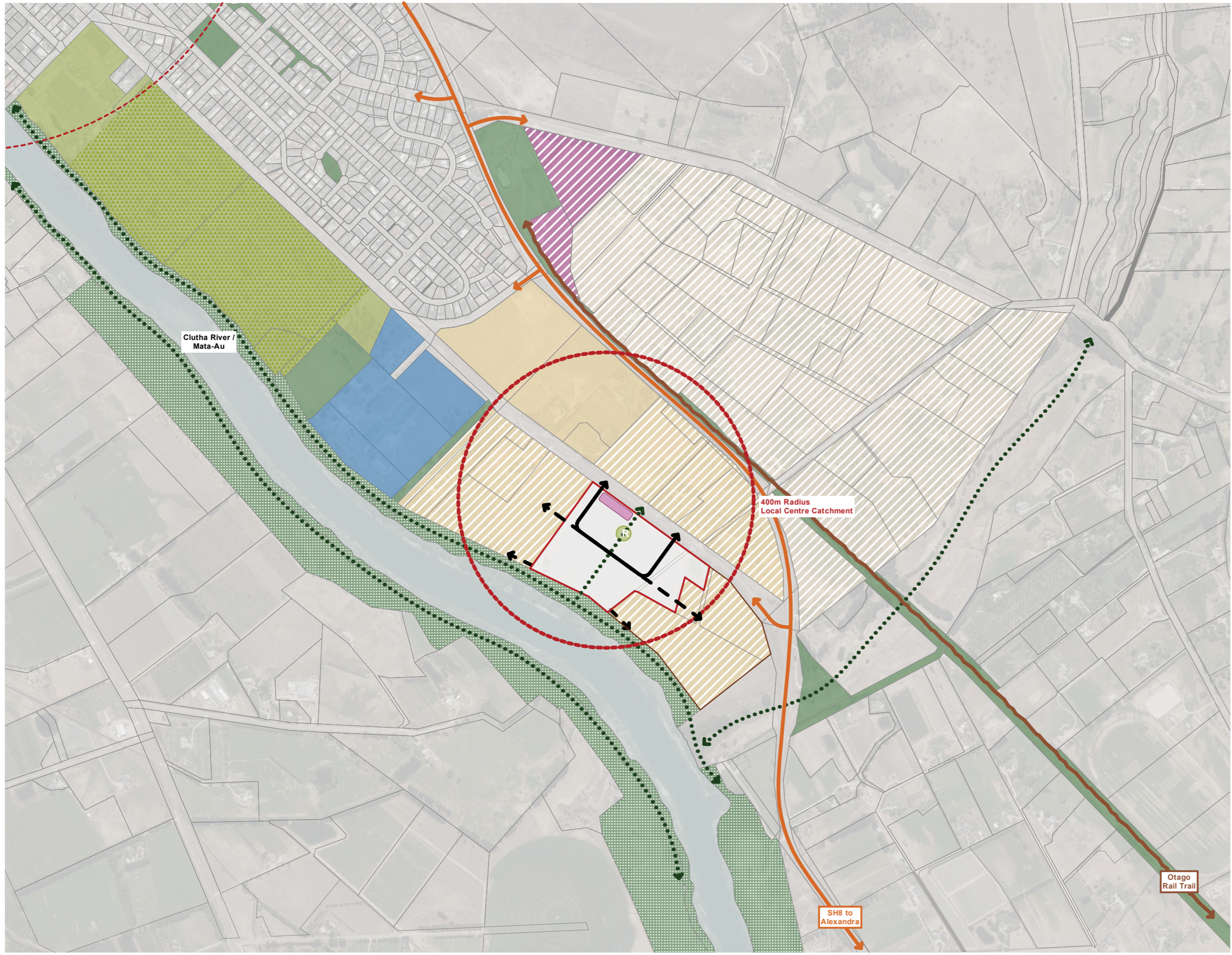
PROJECT
 Muttontown PC19 Submission

CLIENT
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JOB NO 2305-005 STATUS Client Issue

DRAWING NO 110 REVISION 01 DATE 16/05/23

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REV	ISSUE	DATE
01	Client Issue	16/05/2023

LEGEND

- Subject Site (8.96ha)**
- Clutha River / Mata-Au**
- Riparian Corridor / Public Access**
- Reserves (Otago District Council)**
- Dunstan Golf Club**
- Dunstan Hospital**
- Otago Rail Trail**
- Pedestrian Access**
- State Highway 8**
- Structure Plan Roads**
- Local Reserve**
- Local Centre**
- 400m Catchment**

TITLE
 Outline Structure Plan



SCALE (A3) 0 50 100 200
 1:10,000



PROJECT
 Muttontown PC19 Submission

CLIENT
 Topp Property

JOB NO 2305-005 STATUS Client Issue

DRAWING NO 200 REVISION 01 DATE 16/05/23

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REV	ISSUE	DATE
01	Client Issue	16/05/2023

LEGEND

- Subject Site** (8.96ha)
- Clutha River / Mata-Au**
- Riparian Corridor / Public Access**
- Low Density Residential** (Proposed)
- Pedestrian Access**
- Structure Plan Main Roads**
- Structure Plan Edge Lanes**
- R **Local Reserve**
- Local Centre** (Subject to Further Consent)
- Comprehensive Residential**



TITLE
 Structure Plan



SCALE (A3) 0 10 20 50
 1:2000 NORTH

PROJECT
 Muttontown PC19 Submission

CLIENT
 Topp Property

JOB NO	STATUS
2305-005	Client Issue

DRAWING NO	REVISION	DATE
201	01	16/05/23

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