

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

**AND**

**IN THE MATTER** of a submission in respect of the **PROPOSED WAIKATO DISTRICT PLAN** by **AMBURY PROPERTIES LIMITED** pursuant to Clause 6 of Schedule 1 of the Act seeking the rezoning of land at Ohinewai

## **STATEMENT OF EVIDENCE OF JONATHAN BROEKHUYSEN**

### **1. INTRODUCTION**

- 1.1 My name is Jonathan Paul Broekhuysen. I am a New Zealand Institute of Landscape Architects ("NZILA") Registered Landscape Architect and Director at Adapt Studio Limited ("Adapt Studio"), a firm I started as a sole practitioner in May 2017.

#### **Qualifications and experience**

- 1.2 I have a Bachelor of Design degree (with Honours) majoring in Landscape Architecture from Victoria University of Wellington (2005). I have 14 years' experience working as a consulting landscape architect and urban designer.
- 1.3 Adapt Studio specialises in providing urban design and masterplanning input into large-scale development projects. Prior to my current role, I worked for nine years (March 2006 to May 2017) at Boffa Miskell Limited as a landscape architect as part of their Urban Design Team, reaching the level of Principal within the company. During that time, I also worked overseas for a Dutch company, Van der Tol in garden design and maintenance.
- 1.4 I have been involved in several large-scale structure planning / masterplanning projects, including the Ruakura Structure Plan, Greenhill Park Masterplan, the Te Awa Lakes Plan Change - Private Plan Change 2 ("PPC2") in Hamilton, the Te Kowhai Airpark Masterplan in Te Kowhai, the Ōrākei Papakāinga Masterplan in Auckland and the Wesley College Special Housing Area in Pukekohe.

- 1.5 Adapt Studio is providing ongoing design advice in respect to Greenhill Park, Te Kowhai Airpark and Te Awa Lakes PPC2.

### **Involvement in Ohinewai project**

- 1.6 I was engaged by Ambury Properties Limited ("APL") in August 2018 as the project urban designer tasked with developing the Sleepyhead Estate Masterplan ("Masterplan") for the development of the site at 52-58 Lumsden Road, 88 Lumsden Road and 231 Tahuna Road, Ohinewai ("the Site").
- 1.7 The Masterplan is attached as **Attachment A**. The Masterplan has informed the Ohinewai Structure Plan (attached as **Attachment B**) which provides a framework for the development of the Site, outlining the location of activities, the indicative road network and the general location of the green spaces that will provide for recreation and the management of stormwater. The Business Area Structure Plan (attached as **Attachment C**) provides a more detailed design framework for the development of the Business Area. The zoning plan (attached as **Attachment D**) outlines the proposed land use zoning that will apply to the Site.
- 1.8 I was involved in developing the initial feasibility masterplan options and led the development of the subsequent revisions until the production of the final concept masterplan which was used as a basis for the structure plan drawings.
- 1.9 Since August 2018, I have been working closely with and coordinating with the project team to develop the masterplan concept.
- 1.10 I am the author of the Urban Design Statement which was provided to the Hearing Panel on 6 December 2019 (attached as Appendix R to the Assessment of Environmental Effects and section 32AA Evaluation dated December 2019).
- 1.11 I have also attended a public open day at the local Ohinewai Community Hall on 31 October 2019 where I presented the masterplan concept to members of the Huntly and Ohinewai community.
- 1.12 I last visited the Site on Thursday 04 June 2020.

### **Purpose and scope of evidence**

- 1.13 The purpose of my evidence is to provide an overview of the urban design aspects of the Masterplan. Evidence relating to landscape and visual aspects

has been completed by Michael Graham of Mansergh Graham Landscape Architects Ltd and my evidence should be read alongside that.

1.14 Specifically, my evidence will:

- (a) Describe the site and surrounding environment (Section 3);
- (b) Describe the background to the Masterplan (Section 4);
- (c) Provide an overview of the Masterplan (Section 5);
- (d) Provide a summary of the relevant planning framework (Section 6);
- (e) Comment on issues raised by submitters relevant to my area of expertise (Section 7);
- (f) Comment on the Council Officer's Report and proposed amendments to plan provisions (Section 8);
- (g) Provide a summary of the outcomes of expert conferencing on matters relating to urban design (Section 9); and
- (h) Provide a brief conclusion (Section 10).

1.15 A summary of my evidence is contained in Section 2.

1.16 In the course of preparing my evidence, I have had regard to the following documents and drawings prepared in support of APL's submission:

- (a) Assessment of Environmental Effects Report and section 32AA Evaluation prepared by Bloxam Burnett & Olliver ("BBO") dated 06 December 2019;
- (b) Addendum to the Assessment of Environmental Effects prepared by BBO dated May 2020;
- (c) Sleepyhead Estate Urban Design Statement prepared by Adapt Studio dated 05 December 2019;
- (d) Illustrative Masterplan drawing dated 06 May 2020, Revision N (circulated on 21 May 2020);
- (e) Sleepyhead Estate Structure Plan drawing dated 07 May 2020, Revision H (circulated on 21 May 2020);

- (f) Sleepyhead Estate Business Area Structure Plan drawing dated 07 May 2020, Revision C (updated and circulated on 21 May 2020);
- (g) Sleepyhead Estate Zoning Plan drawing dated 01 May 2020, Revision D (updated and circulated on 21 May 2020); and
- (h) Landscape and Visual Assessment Report prepared by Mansergh Graham Landscape Architects Ltd dated December 2019.

### **Expert Witness Code of Conduct**

1.17 I have read the Code of Conduct for Expert Witnesses, contained in the Environment Court Consolidated Practice Note (2014) and I agree to comply with it. I can confirm that the issues addressed in this statement are within my area of expertise and that in preparing my evidence I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed.

## **2. SUMMARY OF MY EVIDENCE**

### **Overview of the Masterplan**

2.1 The Sleepyhead Estate is a proposed masterplanned mixed use community strategically located within the "Golden Triangle", with good access to Auckland, Hamilton and Tauranga. Sleepyhead Estate will act as an industrial hub for Huntly and will provide much needed social and economic support for the district and deliver high quality, healthy and affordable homes. Key aspects of the vision are the integration of the employment and residential components of the Masterplan with the provision of on-site open spaces and commercial and community facilities.

2.2 The development of the Sleepyhead Estate proposal has been a design-led process consistent with best-practice urban design principles. It is my opinion that the rezoning of the site as outlined in the rezoning application will result in a positive outcome for Ohinewai and the wider region.

2.3 The project will ultimately deliver an industrial hub of 61 hectares, 10 hectares of commercial development, 52 hectares of new housing and 55 hectares of public open space.<sup>1</sup> This will equate to approximately 900-1100 new homes and up to 2,600 jobs providing much needed social and economic support for the region. A new rail siding is planned, and The Comfort Group

1 These are gross structure plan areas. The zone areas are: Industrial: 68 hectares; Business: 13 hectares; Residential: 97 hectares.

(“TCG”) will construct a 100,000m<sup>2</sup> factory that will be a major industrial anchor for the project and employer for the region.

### **Design Principles**

2.4 Eight design principles were developed as part of the masterplanning process and have informed the Masterplan. They will continue to inform future phases of the project. These principles are as follows:

- (a) Create a sustainable mixed-use community;
- (b) Create a well-connected community;
- (c) Create a community with a strong identity;
- (d) Create a commercially feasible development;
- (e) Create a community that encourages healthy residents;
- (f) Create financially accessible and high-quality homes;
- (g) Create choice for residents; and
- (h) Champion environmental excellence.

### **The Sleepyhead Estate Masterplan**

2.5 The Sleepyhead Estate project is focussed around creating a comprehensive mixed-use development delivering jobs and quality homes in a rural setting. The creation of a community is a core driver of the proposal and multiple community spaces and facilities are proposed as well as an integrated neighbourhood centre. The street network is designed to be well connected and people friendly. Separate neighbourhoods have been designed to create a legible development pattern and contribute to a sense of place. Sports fields and a corner shop are proposed within the residential zone to promote community interaction and healthy lifestyles.

2.6 The mix of commercial and industrial development, discount factory outlet stores (“DFO”), a neighbourhood centre, a service centre, sports fields, a corner shop, and market garden with café, create a diverse selection of activities and employment opportunities. Additional community spaces are located throughout the residential area to ensure that all residents have easy access to high amenity facilities and open spaces. This mix of land uses is proposed to help create a mixed-use resilient community. The area to the

west is primarily about job creation while the area to the east is primarily homes and about living and community.

- 2.7 The neighbourhood centre has been located between the DFO, the industrial hub and the residential area, and on the south side of the main central open space. It will be readily accessible from both the residential area and employment area (that is, the industrial and business zoned land) and will form a central community gathering place.
- 2.8 The living and working areas are separated by a central open space area to buffer the effects of the industrial and commercial land uses on the residential areas and to provide amenity for the residents. A large tract of open space is proposed on the eastern side to connect to the existing Department of Conservation ("DOC") reserve and create a significant nature area for residents, and an area to treat and store stormwater.
- 2.9 The proposal responds to site-specific constraints such as geotechnical ground conditions, the external roading environment, and existing adjoining land uses. The proposal leverages positive outcomes from the opportunities provided by the Site such as forming walking and cycling connections to the Ohinewai Primary School, locating residential areas by the existing Lake Rotokawau Reserve and connecting to the existing rail infrastructure.
- 2.10 The Masterplan responds to the immediate landscape context by providing a significant open space area adjoining Lake Waikare and Lake Rotokawau and creating a perimeter open space buffer to transition into surrounding rural land uses.
- 2.11 The Masterplan provides for a mixture of lower density freestanding homes and higher density homes to offer choice and varying levels of affordability. Larger areas of higher density homes will be designed comprehensively to create smaller discreet community nodes with additional semi-private open spaces. The delivery of higher density homes is one of the key aspects to delivering on APL's aspirations.
- 2.12 The roading hierarchy has been designed to ensure that local roads are not used as short cuts or through routes and are attractive places to live. Heavy vehicles using the industrial area have been split off from the residential areas to reduce the number of trucks using residential streets. Multiple connections into the Site are proposed to diffuse the amount of traffic using any one intersection and reduce congestion.

## **Proposed Zone Provisions**

- 2.13 Three separate zones are proposed being residential, industrial and business zones. The development controls for these zones, and the structure plans would control and guide the development of Sleepyhead Estate.

### *Residential zone*

- 2.14 The proposal effectively adopts the Residential zone from the Proposed District Plan ("PDP") as is. The only proposed addition is that minimum building setbacks on external zone boundaries where they adjoin the Rural zone are increased to 15m.

- 2.15 The Masterplan is designed to deliver a medium density development that includes some duplexes and apartment buildings as well as standalone houses. This development will fall within the definition of "Multi-unit development" in the PDP, which is defined to mean "multiple residential units which are integrated in a comprehensive manner" and includes duplexes and apartments. Multi-unit developments are a Restricted Discretionary Activity ("RDA") in the Residential zone. Discretion is reserved over a range of amenity and design matters, including a set of Urban Design Guidelines for Multi-unit development.

### *Industrial zone*

- 2.16 Development in the Industrial zone is controlled by the provisions of Chapter 20 of the PDP. Several site-specific rules are proposed to be inserted requiring additional building setbacks from boundaries. Industrial buildings are generally a permitted activity. Industrial subdivision is an RDA, with the matters of discretion including "amenity". The subdivision by APL proposes a specific cross-section for industrial roads that includes planted berms, and shared cycle/pedestrian paths on each side. This will provide a higher level of amenity than other industrial areas in the district.

### *Business zone*

- 2.17 The Ohinewai Business zone is intended to provide a neighbourhood centre incorporating convenience retail and community services. Further service uses (including a public transport depot and emergency services facility) together with a possible service centre will be provided for in the Business zone. The Ohinewai Business zone will be required to meet the Waikato District Council ("WDC") Town Centre Guidelines and in combination with

having to be in general accordance with the Business Area Structure Plan, will help to deliver good design outcomes.

### **Submissions**

- 2.18 Further submissions in opposition relating to urban design matters are primarily focussed around the suitability for residential land use in this area, the higher density which is illustrated in the Masterplan and the loss of rural amenity and views that the development would cause.
- 2.19 It is my opinion that the provision of a mix of land uses such as that proposed, would be a better outcome than a single industrial land use or mix of solely commercial land uses. The inclusion of housing provides the opportunity for residents to live in close proximity to where they work, encourages more active modes of transportation such as walking and cycling and promotes the creation of a healthy community.
- 2.20 Further to this, it is a key component of APL's vision to provide financially accessible and healthy homes on site for The Comfort Group's ("TCG") employees and to give them the opportunity to enter into the housing market which they are generally unable to do in the Auckland market.
- 2.21 The development of Sleepyhead Estate would create a change from a rural character to a more urbanised character along the Lumsden Road frontage. This has been partially mitigated by a 15m landscape buffer strip to help screen new buildings and a restrictive building recession plane to control the height of buildings adjoining Lumsden Road. This is discussed in further detail in the landscape evidence of Michael Graham.

### **WDC Section 42A Report**

- 2.22 The s42A Report is supportive of the re-zoning of the industrial components of the proposal but not supportive of the business and residential components. The primary issues in relation to the business and residential components is the way that the development integrates, or does not integrate with the existing settlement at Ohinewai, and that at the proposed density the proposal should be more self-sufficient and have a clearer "centre". Updates to the Masterplan and structure plans have been made since the s42A Report and are outlined in paragraph 2.24 below.
- 2.23 The s42A Report included a Landscape, Visual and Urban Design Assessment Peer Review produced by Mathew Jones from Isthmus dated 10 March 2020. The issues contained within this review were also centred around issues



relating to the Business and Residential zones, as well as connectivity and planning provisions. Expert conferencing between APL's landscape and urban design experts and Mr Jones (on behalf of WDC) took place on 18 June 2020.

### **Expert Conferencing**

- 2.24 Since the production of the s42A Report, updates to the Masterplan, structure plan and zoning plan have been made to focus the commercial activities in the Business zone and to locate a neighbourhood centre in this zone to better create a "centre" to the proposal. A specific structure plan for the business area has also been produced to give more certainty of how this area will be developed.
- 2.25 A number of matters were agreed upon as a result of expert conferencing. In summary, they were as follows:
- (a) Ohinewai can urbanise because it is an existing village.
  - (b) The Masterplan street network provides a strong grid and responds well to topography.
  - (c) The alignment and mechanism of delivering the shared path connection to the existing Ohinewai settlement is appropriate.
  - (d) That site-specific design guidelines may not be required if all the relevant elements are pulled through into assessment criteria. Experts agreed that further liaison between themselves and the planners is beneficial to ensure the plan provisions provide sufficient design guidance.
- 2.26 Mr Jones did not agree with the following at expert conferencing:
- (a) The number of vehicle connections / intersections onto Tahuna Road is appropriate.
  - (b) The further urbanisation of Ohinewai is justified based on the existing patterns of development along SH1.
  - (c) The proposal integrates with the existing Ohinewai settlement in relation to development patterns and connectivity.
  - (d) The revised location of the neighbourhood centre is appropriate.
  - (e) The density shown in the illustrative Masterplan is appropriate.

- (f) The proposal suitably allows for any future development of the Ohinewai Lands Limited (“OLL”) land if it eventuates.

### **Conclusion**

- 2.27 In my opinion the rezoning of the site as outlined in the rezoning application, with the mix of industrial, commercial and residential land uses, the extensive open spaces, high quality connected road network and the creation of jobs for the region, will result in positive outcomes for future residents and employees of Sleepyhead Estate, for Huntly and Ohinewai and the wider district and region.

## **3. THE SITE AND SURROUNDING ENVIRONMENT**

### **Regional Context**

- 3.1 The Site is located within the “Golden Triangle” which is formed between the centres of Auckland, Hamilton and Tauranga. Statistics NZ data (2018) show over half of New Zealand’s population (50.6%) are within this area and creates half of the country’s economic output. Sleepyhead Estate will be located on the main north-south infrastructure corridor with State Highway 1 and the North Island Main Trunk Line (“NIMT”) directly adjacent to the Site.
- 3.2 The new Huntly section of the Waikato Expressway has recently been completed, reducing travel time south to Hamilton by 15 minutes, making the trip approximately 20 minutes.
- 3.3 The Site is connected via rail to two of the country’s largest international ports, Auckland and Tauranga. It is also connected via rail to current and planned inland ports of note being Wiri, Northgate and Ruakura.

3.4 The site is situated adjacent to the Waikato River.

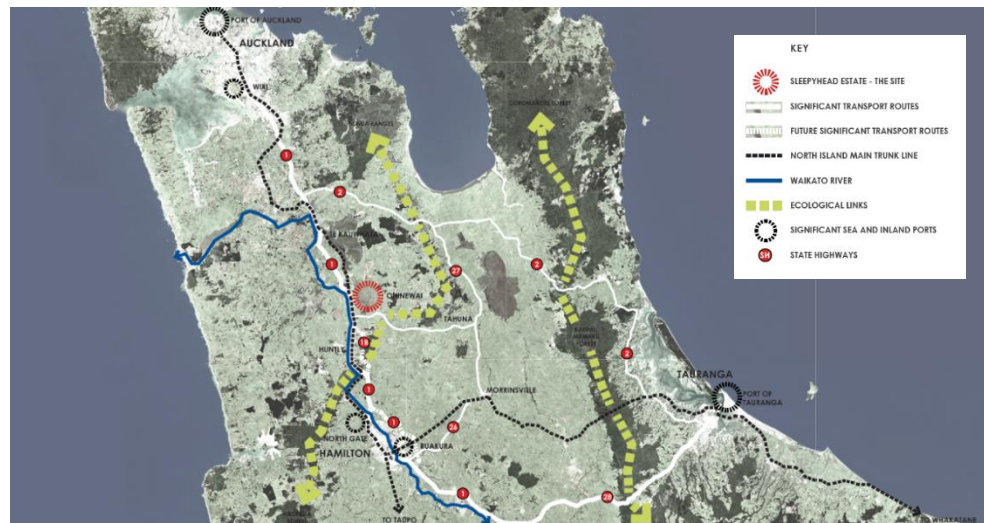


Figure 1 – Regional Context Plan

### Local Context

- 3.5 The Site is situated approximately 5km north of Huntly's northern edge or five minutes by car and ten minutes by car from Te Kauwhata in the north. The Site is located 500m due east from the existing Ohinewai settlement and approximately 800m from the banks of the Waikato River.
- 3.6 The new Huntly section of the Waikato Expressway forks about 2km south of the Site and provides a direct expressway link to Hamilton via the Ohinewai interchange adjacent to the Site.
- 3.7 To the east of the site is an existing DOC reserve which includes Lake Rotokawau. Lake Rotokawau feeds into the larger Lake Waikare. Both lakes have water quality issues primarily due to the surrounding rural land use. Fertiliser and stock effluent run-off into these water bodies during rain events and also leach into the soils and contaminate ground water.

- 3.8 Tahuna Road runs along the south of the site and is used as an alternative route to Matamata, Tauranga and Rotorua. There is a substantial new residential development named “Lakeside” being undertaken at Te Kauwhata on the northern shores of Lake Waikare.

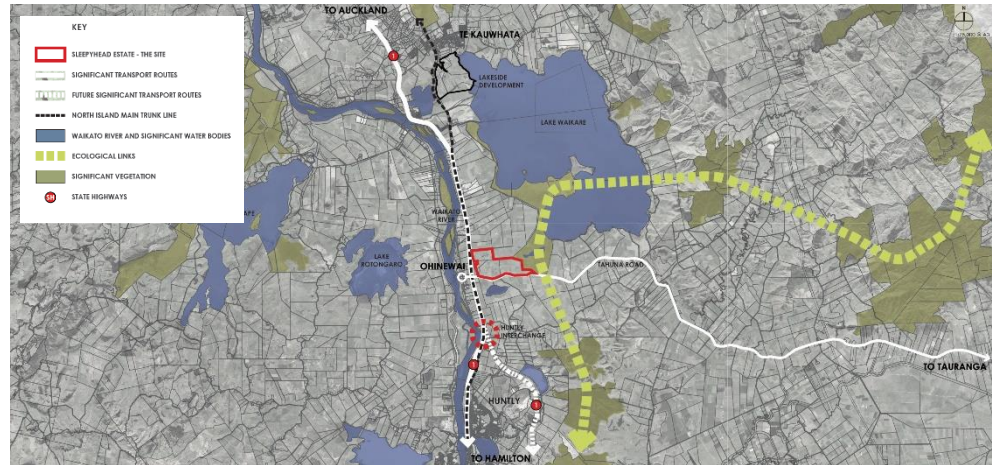


Figure 2 – Local Context Plan

### Site Context

- 3.9 The Sleepyhead Estate Site is 178 hectares in size and consists of multiple parcels controlled largely by a single entity with three smaller landholdings held by others. Tahuna Road runs along the southern boundary on a gentle ridge.
- 3.10 The Site is essentially flat except for the ridge along its southern boundary (Tahuna Road) and a smaller ridge running north-south through the central part of the Site. The western side of the Site is at approximately RL 9m and the eastern side is at approximately RL 6m giving it a fall of 3m over about 1800m towards Lake Rotokawau (with a steeper section along the southern boundary with Tahuna Road). Water run-off generally flows east through a series of existing farm drains terminating at Lake Rotokawau, and then into Lake Waikare.
- 3.11 The existing Ohinewai Village is immediately to its west, between State Highway 1 and the Waikato River. The town contains a well maintained and managed town hall, tennis courts and a popular rural school catering to students from years 1 to 8.
- 3.12 There is a sawmill to the north along Lumsden Road which is the closest commercial activity. There is a cluster of dilapidated commercial buildings located on the corner of Ohinewai Landing Road and Ohinewai North Road.

- 3.13 The Lake Rotokawau DOC reserve to the east of the Site is well covered in vegetation with a mix of native wetland vegetation and some pockets of invasive weeds. Both Lake Rotokawau and the larger Lake Waikare are shallow lakes with poor water quality. There are a series of farm tracks across the Site which divide the pasture into rectangular fields. Vegetation on the Site is limited, with some mature exotic shelter belt tree species being the only notable vegetation.
- 3.14 The location of the former Ohinewai train station is immediately to the west of the Site. This station was opened on 13 August 1877 and continued to be utilised until it was closed to passengers in 1965; it was closed entirely on 31 December 1978 and has been removed. While it ran, it connected Ohinewai to Auckland and to Hamilton and further south.

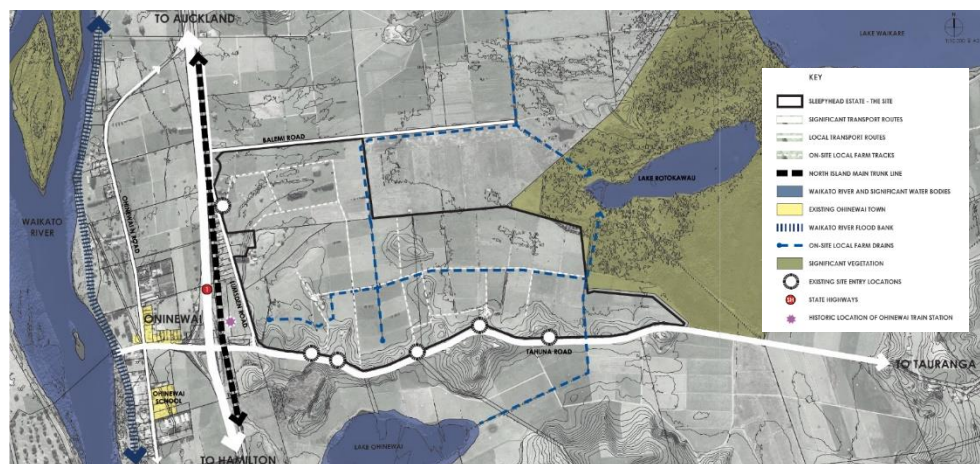


Figure 3 – Site Context Plan

#### 4. **BACKGROUND TO THE MASTERPLAN**

4.1 In August 2018, APL engaged a team of experts to undertake a masterplanning exercise for the Site, the purpose of which was to explore options consistent with their overall vision that included:

- (a) A new factory facility of approximately 100,000m<sup>2</sup> for their operational requirements;
- (b) An industrial area that could take advantage of the Site's strategic location and access to proposed new railway siding;
- (c) A business/commercial area including DFO, a service centre and supporting emergency / public transport facilities;

- (d) A supporting residential community that will help its staff to enter into affordable homes in close proximity to their workplace and also service the wider housing needs of the surrounding area; and
  - (e) The development would be structured around a series of high amenity open spaces.
- 4.2 The masterplan brief was very specific in that the proposal was to include all of the above components in order to deliver on TCG's vision of a comprehensive mixed-use development where it can assist its employees to get into financially accessible, healthy housing close to where they work.
- 4.3 A multi-disciplinary consultant team contributed to the masterplanning exercise for Ohinewai, including in relation to:
- (a) Statutory planning matters including city/district wide industrial, retail and residential land provisions;
  - (b) Civil and geotechnical engineering including an assessment of ground conditions and where development can practically be achieved on the Site;
  - (c) Transport planning, including provision of public transport, roading layout, roading design and intersection locations; and
  - (d) Ecological matters including assessment of ecological values and review of the Masterplan on ecology grounds.
- 4.4 The consultant team comprised:
- (a) Gaze Commercial - project management;
  - (b) Bloxam, Burnett & Olliver - town planning and traffic engineers;
  - (c) Adapt Studio - masterplanning and urban design;
  - (d) Woods - civil engineering and Three Waters design;
  - (e) Mansergh Graham - landscape architecture;
  - (f) Initia - geotechnical engineering;
  - (g) Ecology NZ - ecology;
  - (h) Warren Gumbley - archaeology;

- (i) Property Economics - economic assessment; and
- (j) Robert Quigley - social impact assessment.

4.5 The consultant team developed and tested a range of preliminary masterplan options and produced a refined masterplan concept drawing (refer Attachment A).

4.6 To enable the development APL has lodged a submission on the PDP requesting that the land be rezoned to a mix of Industrial, Residential and Business zones to accommodate the mixed-use community. APL seeks to embed two structure plans (refer Attachment B and C) within the District Plan.

### **Design Principles**

4.7 Eight design principles were developed as part of the masterplanning process. These principles have informed the Masterplan and will continue to inform future phases of the project.

#### *Principle 1 - Sustainable Mixed-Use Community*

4.8 A sustainable community is one that cares for its people, cares for the land and endures. It balances social, economic, cultural and environmental needs. Sleepyhead Estate will provide employment, housing, recreational areas, social services and key conveniences for people to live, work and play in one place. It will improve environmental outcomes and create extensive restoration areas which will improve the water quality of run-off flowing into Lake Rotokawau and Lake Waikare and create recreational opportunities for residents and visitors.

#### *Principle 2 - Well Connected*

4.9 A varied and robust transport network is critical for any new green-fields development. Sleepyhead Estate will provide daily necessities for residents, such as a corner shop, access to the local primary school, employment, a community hall, social services, emergency services and convenience retail on Site. These facilities will be near where people live and will be connected through a series of walking and cycling paths.

4.10 Easy access to the Waikato Expressway is also available and the opportunity for inter-city bus and train connections will be strongly advocated for. A rail siding is proposed to connect the industrial area to the international ports at

Auckland and Tauranga via rail. Sleepyhead Estate will form strong connections with Huntly and assist in the re-vitalisation of this community.

*Principle 3 - Strong Identity*

- 4.11 Sleepyhead Estate wishes to foster its own identity while respecting the identity, character and mana whenua values of the wider mid-Waikato area. It will draw reference from working towns of the past which provided the facilities that workers and residents needed to live happy and productive lives. Mana whenua narratives will be evident in its public spaces and the region's history will be strongly represented. Mana Whenua will be involved in the creation of this place and specific facilities will be developed in collaboration with them to help train youth to improve their employment options.

*Principle 4 - Commercially Feasible*

- 4.12 The project needs to be commercially viable to deliver on any of these principles or on the project vision. Opportunities for effective and efficient use of resources must be explored but never at the cost of quality. There are opportunities to leverage economies of scale for a project of this size. Ongoing efficient use of resource, monetary and otherwise, is critical to seeing this project through to fruition. Development efficiencies will be passed on to the people buying houses or running businesses here and will ensure the long-term economic sustainability and success of the project.

*Principle 5 - Healthy Residents*

- 4.13 The health and wellbeing of people living and working at Sleepyhead Estate is of critical importance. Social and community services, active lifestyles, quality fresh produce, healthy homes and gainful employment, have all been considered and incorporated into this Masterplan. A market garden to provide healthy fresh food, and a productive beekeeping and small-scale seedling planting initiative to provide honey and firewood are proposed as community-led commercial activities.

*Principle 6 - Affordable and High-Quality Homes*

- 4.14 High quality and affordable housing in conjunction with good employment opportunities will be very important to the success of Sleepyhead Estate. Best practice approaches to housing affordability are being explored including non-traditional ownership models such as shared equity ownership, rent to buy or community-led housing initiatives. Economies of scale will also



assist, as will the ability to explore the potential to prefabricate some house components in factories located on-site. Efficient use of land and a high proportion of attached housing will also help to ensure housing remains affordable. Large areas of public and semi-private open spaces will provide high amenity value and make up for the smaller lot size.

*Principle 7 - Choice*

- 4.15 Choice has been integrated into every aspect of the Masterplan. Neighbourhoods with differing densities and orientations, lots of different sizes, differing house typologies and varying functions of open space will create a robust community where people can choose how they live. Multiple commercial opportunities have also been proposed as have multiple transport modes to provide further choices for people living here.

*Principle 8 - Environmental Excellence*

- 4.16 A key driver of this project is the commitment to improve water quality runoff and create a large wetland ecosystem to the east of the Site. This land is naturally low lying and is very well suited to treating stormwater on-site and creating restored natural habitats. Environmental outcomes will be considered across the Site including on private lots, public streets and across the open space network.

**5. THE MASTERPLAN PROPOSAL**

**Site opportunities and challenges**

*Opportunities*

- 5.1 The masterplanning exercise identified the following opportunities arising in relation to development of the Site:
- (a) Locating industrial land next to SH1 and the NIMT allows for easier transport links and rail siding.
  - (b) Locating the rail siding in the northern part of the Site to access the main TCG factory and allow access for other industrial tenants/owners.
  - (c) Locating residential land east to connect to the DOC reserve and provide separation from industrial land uses;
  - (d) Locating the service centre on the corner of Tahuna and Lumsden Roads for high visibility.

- (e) Creating shared paths to the existing Ohinewai township, rural primary school, Waikato River, Huntly, DOC Reserve and Lakes Rotokawau and Waikare.
- (f) Reinstating historic Ohinewai train station and advocating for a stop on the passenger rail service between Auckland and Hamilton.
- (g) Utilising existing vehicle entry points on Tahuna and Lumsden Roads if practical.
- (h) Separating north and south residential neighbourhoods by an open space which also conveys stormwater.
- (i) Creating a large recreational and nature reserve in the low-lying land to the east.

### *Challenges*

5.2 The Masterplanning exercise also identified the following challenges or constraints arising in relation to development of the Site:

- (a) Poor ground conditions, creating a need to avoid development on areas with poor ground conditions in the central north - south spine and to the east. Instead, these should be used for open space.
- (b) Need to buffer existing residential dwellings from industrial use on Lumsden Road.
- (c) Need to minimise traffic noise and visibility from Tahuna Road by providing a linear open space buffer along its length.
- (d) Need to use a central open space to buffer residential land from employment land/industrial land use
- (e) Water quality in lakes is very poor, moving from rural/dairy farming land use to commercial and residential land use with water treatment will improve water quality.
- (f) Parts of the Site are low lying and prone to flooding - creating the need to elevate land that is to be developed where needed.

- (g) Potential for industrial traffic to impact on the amenity of the residential area – need to separate truck movements/industrial traffic from residential areas.

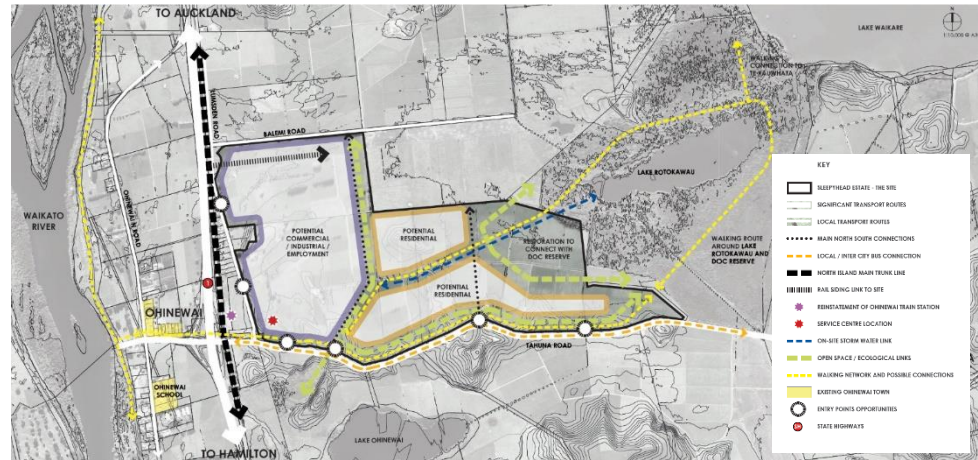


Figure 4 – Opportunities and Challenges Diagram

### Overview of The Sleepyhead Estate Masterplan

5.3 The Sleepyhead Estate is a design led development which creates a new settlement adjoining the existing Ohinewai Village. The project will ultimately deliver:<sup>2</sup>

- (a) An industrial hub of 61 hectares;
- (b) 10 hectares of commercial development;
- (c) 52 hectares of new housing; and
- (d) 55 hectares of public open space.

5.4 This will equate to approximately 900-1100 new quality and affordable homes and up to 2,600 jobs for the district. A new rail siding will be constructed, and TCG will construct a 100,000m<sup>2</sup> factory that will be a major industrial anchor for the project.

5.5 The project is focussed around creating a comprehensive mixed-use development delivering stable jobs and quality compact homes in a rural setting.

<sup>2</sup> These are gross structure plan areas. The zone areas are: Industrial: 68 hectares; Business: 13 hectares; Residential: 97 hectares.

- 5.6 The creation of a community is core to the proposal and multiple community spaces and facilities are proposed. The street network is designed to be well connected and people friendly. Separate neighbourhoods have been organised to create a legible development pattern and contribute to a sense of place.
- 5.7 There are a mix of commercial and industrial areas including light industry, DFO, a service centre, community facilities, a corner shop, and market garden with cafe. Additional community spaces are located throughout the residential area including sports fields to ensure that residents have easy access to high amenity facilities and open spaces.
- 5.8 Shared path connections into the DOC reserve boundary to the east will be established and potentially continue to Te Kauwhata along the shores of Lake Waikare in the longer-term. To the west, walking and cycling connections will be made to the existing Ohinewai township and Ohinewai Primary School and potentially continue to the Waikato River and Huntly in the longer-term.
- 5.9 A mix of land uses is proposed to help create a mixed-use resilient community. The area to the west is primarily about job creation while the area to the east is primarily homes and about living and community.
- 5.10 The living and working areas are separated by a central open space area to buffer the effects of the commercial land uses on the residential areas and to provide amenities for the residents. A large tract of open space is proposed on the eastern side to connect to the existing DOC reserve and create a large natural area for residents. This land is also low lying and difficult to develop and therefore is better suited to stormwater treatment, open space and ecological restoration.
- 5.11 A mixture of lower density freestanding and higher density attached housing product is proposed to offer choice and varying levels of affordability. Larger areas of higher density homes will be designed comprehensively to create smaller discreet community nodes with additional semi-private open spaces.
- 5.12 Generally, the larger lots are located around the periphery of the Site and the higher density lots are located internally and focussed around areas of higher amenity.

## Transport/movement network

- 5.13 A multi-modal approach to the movement network is proposed which has considered the needs of walking, cycling, light/heavy commercial vehicles, rail and private motor cars. Walking and cycling networks are provided both for getting around the street network and throughout the open space network for a more recreational focussed use. Whether walking the dog, walking to a friend's house or cycling to Huntly, there is always a safe path to use. The design is conscious of the need for motor vehicles and allows for excellent vehicle connectivity utilising a grid street pattern.



Figure 5 – The Masterplan – See Attachment A for A3 version

- 5.14 A clear street hierarchy has been designed to ensure that local roads are not used as short cuts or through routes and are attractive places to live. Heavy vehicles using the industrial area have been split off from the residential areas to reduce the number of trucks in residential areas.
- 5.15 Multiple connections into the Site are proposed to diffuse the amount of traffic using any one intersection and reduce congestion. TCG's wish is that this project will be a catalyst for the reinstatement of the existing Ohinewai train station so that any future intercity rail services can be connected to it.
- 5.16 Walking and cycling connections east to the boundary of the DOC reserve and to Lakes Rotokawau are proposed. To the west, paths and pedestrian bridges are proposed to the existing Ohinewai township and to the existing Ohinewai Primary School.

- 1.2 The neighbourhood centre has been located between the DFO, the industrial area and the residential area and on the south side of the main central open space. It will be readily accessible from both the residential area and employment area and will form a central community gathering place for Sleepyhead Estate.

### **Open space network**

- 5.17 Over 55 hectares of public open space will be created as part of the Sleepyhead Estate project. There will be a combination of larger regional type parks, active and passive recreational spaces, more urban type plazas, and community-led commercial market garden operations within the larger open space areas. Smaller scale intimate semi-private open spaces will also be provided in some of the higher density areas.
- 5.18 This variety produces choice and different experiences of the outdoors for residents and visitors. One of the underlying design principles of Sleepyhead Estate is to deliver affordable housing. This is inherently connected to smaller land parcels which means that access to nearby high-quality open spaces to provided amenity is critical to the success of this place.
- 5.19 The open spaces are to be high performing open spaces meaning that they are multi layered in their functions. Stormwater, recreation and community facilities are all overlapped which creates rich designs that make the most of the space available.

### **Design approach to achieve housing affordability**

- 5.20 The Illustrative Masterplan (attached as **Attachment A**) shows a potential development form which could be delivered under the proposed planning framework. This plan expresses the physical characteristics of the design intent which would assist in the delivery of financially accessible housing being:
- (a) Development of housing is restricted to land which is the least geotechnically constrained (and thus carries the lowest land remediation costs) with the more challenging land left as open space.
  - (b) Utilising smaller lots to bring down the cost of land for each dwelling while providing a high proportion of open space areas in close proximity to these lots (and on poorer land) to offset the reduction of "backyard" space on smaller lots.

- (c) A high proportion of medium density attached housing product to decrease the build cost utilising economies of scale during construction and efficiency by, for example, the use of shared party walls, single foundations and larger shared roofs, etc.
- (d) A high proportion of smaller lots with two-storey freestanding homes to minimise the cost of land while still maintaining a good level of outdoor area due to the two-level home requiring less land.
- (e) Utilising double loaded (houses on both sides) roads in most instances to decrease the amount of infrastructure necessary to service a fixed area and number of houses.
- (f) A high proportion of rectangular, regular geometries used for blocks and lots to increase efficiency of land and ensure that a house can make the most use of the smallest parcel possible while still maintaining a good design outcome and required setbacks etc.

5.21 Further to the general design philosophy outlined above, certain lots will have a lower sale price based on a number of additional assumptions:

- (a) Smaller lots of circa 200-300m<sup>2</sup> will have a lower price of land and subsequent lower sale price and be more affordable;
- (b) Internal lots with a lower profile and less views and interactions with high amenity areas such as open spaces are more likely to be priced lower than corner lots or lots with views and interaction with open spaces, for example; and
- (c) Larger lots which can better accommodate a larger freestanding home are likely to be less affordable. There is the possibility to deliver some freestanding product on some of the smaller lots which could still be in the affordable range, which may be investigated at a later date.

5.22 Beyond lot size, lot location and localised amenity, the house itself can be designed to increase the affordability of the product. Methods to increase affordability may include:

- (a) Primarily two-storey homes to reduce the size of the lot required to deliver the same amount of floorspace and thus reducing the cost of land. Noting that there are some additional costs to build to two-storeys such as safety from fall measures, staircase requirements etc.

- (b) Option to use a carport or car pad instead of a garage to reduce build cost.
- (c) Smaller and more efficient, well designed floorplans which do not include unnecessary internal walls thus reducing build cost.
- (d) Using simple and cost-effective materials with minimal architectural embellishments.
- (e) Using simple forms avoiding too many architectural embellishments while still maintaining a good level of design quality.

## 6. **RELEVANT PLANNING FRAMEWORK**

6.1 A full description of the statutory planning context is set out in the Assessment of Environmental Effects ("AEE") and s 32AA Evaluation dated 6 December 2019 and in the evidence of John Olliver and Stuart Penfold. My evidence provides an assessment of the proposal by reference to key non-statutory planning documents which have a direct relevance to the site from an urban design perspective including:

- (a) The New Zealand Urban Design Protocol ("NZUDP") and the Waikato Urban Design Guidelines 2018;
- (b) The Waikato Blueprint ("Blueprint");
- (c) Hamilton to Auckland Corridor Plan ("H2A"); and
- (d) Waikato 2070 - The Waikato District Growth and Economic Development Strategy ("Waikato 2070").

6.2 I also provide an assessment of the proposal against the proposed zone provisions.

### **New Zealand Urban Design Protocol and the Waikato Urban Design Guidelines**

6.3 The Waikato Urban Design Guidelines - Town Centres was produced in 2018 to provide direction for the community, landowners, developers and council officers on how to achieve land use development that responds to, and promotes Council and community aspirations for vibrant and attractive centres that build upon and enhance existing character values. These guidelines are focussed on town centre development (i.e. within the Business Town Centre zone).



- 6.4 The Waikato Urban Design Guidelines-Residential Subdivision was produced in 2018 to provide direction for the community, landowners, developers and Council on how to achieve residential subdivision (including rural-residential subdivision) that responds to and promotes Council and community aspirations for sustainable growth. These guidelines are focussed on residential subdivision (i.e. within the Residential zone).
- 6.5 Both of these guidelines rely heavily on the seven "C's" as outlined in the NZUDP to which WDC is a signatory. In order to ensure applicability of this assessment to the full mix of uses proposed within Sleepyhead Estate, and not just the aspects relating to town centres and the residential components, an assessment against the seven "C's" as outlined in the NZUDP follows.

#### *Context*

- 6.6 The NZUDP defines context as the way buildings, places and spaces are considered not as isolated elements but as part of the whole town or city. It seeks to ensure that proposals consider their context and how they relate to the environment around them.
- 6.7 The location of Sleepyhead Estate is adjacent and connected to the existing settlement of Ohinewai. Ohinewai is one of many small to medium sized settlements along the SH1 corridor between Auckland and Hamilton. These settlements are typically located at motorway off ramps or in locations which are easily accessed from SH1. These are Pokeno, Mercer, Meremere and Te Kauwhata to the north and Huntly and Taupiri to the south. These settlements are typically 5-10km apart. On that basis, the expansion of Ohinewai would be consistent with the overall character of small to medium sized settlements along SH1 between Auckland and Hamilton and consistent with the long-term growth of this corridor.
- 6.8 Sleepyhead Estate will be connected to the existing Ohinewai town to and Huntly by both road and pedestrian and cycle paths. The proposal responds to the immediate landscape context by providing a significant open space area adjoining the existing landscape features of Lake Waikare and Lake Rotokawau.
- 6.9 The project responds to the natural topography of the site, with development being focussed on the higher, and drier land to the west of the Site. The areas to the east will be turned into restored natural habitats to relate to the existing DOC reserve. Focussing the development to the west will also integrate the proposal with existing and any future developments within

Ohinewai while successfully transitioning to a more natural setting with Lake Rotokawau and Lake Waikare to the east.

- 6.10 The internal layout in the Masterplan responds to the infrastructural context of the Site with the industrial and business area being located closer to the Expressway and rail infrastructure. The business uses are located to relate to the higher profile corner of Tahuna and Lumsden Roads. The residential areas are buffered from the industrial areas by a significant central park area and relate to the context of the natural parks and restored wilderness areas to the east.

*Character*

- 6.11 The NZUDP defines “character” as the way a proposal reflects and enhances the distinctive character and culture of the urban environment, and recognises that character is dynamic and evolving, not static. It ensures new buildings and spaces are unique, are appropriate to their location and complement their historic identity, adding value to our towns and cities by increasing tourism, investment and community pride.
- 6.12 The Masterplan has been designed to be sympathetic to the existing character of the existing environment with significant open spaces and landscape buffers proposed. The proposed restored open space networks and parks in the east of the proposal reflect the existing character of the Lake Rotokawau reserve.
- 6.13 Successful New Zealand small towns of the past had industries at their heart. The main factory will provide a similar industrial employment anchor. The character of these places was that of a close-knit community, good jobs, local amenities and homes in close proximity to where you work. Sleepyhead Estate will provide this small-town character by providing employment and housing for those who wish to live in a close-knit community near to their employment. TCG has a long track record of providing good jobs for communities and this facility will employ up to 1,500 people in the longer term.
- 6.14 Sleepyhead Estate’s design recognises the distinctive wetland and peat lake character of the area. It seeks to retire a significant area of pastoral farmland and turn it into naturalised wetland and vegetated environments. A working group has been established with Mana Whenua and the various open spaces proposed throughout the Masterplan will offer multiple opportunities for Mana Whenua values to be incorporated into future design stages of the project.

### *Choice*

- 6.15 The NZUDP defines “choice” as the way a proposal fosters diversity and offers people choice in the urban form of our towns and cities, and choice in densities, building types, transport options, and activities. Choice is a significant component of the Masterplan. There are multiple employment options with the factory, industrial area, DFO, community shops and community enterprises all offering employment choice. Different neighbourhoods are created, separated by open spaces, main roads and block layouts, all of which include a selection of housing types at varying densities to ensure there is a house type that suits a range of different peoples’ needs. The mix of uses proposed offers variety in built form and variety in how people can use the various spaces and places ; it encourages a diversity of uses.
- 6.16 Roads and open space networks are well-connected and offer travel mode choice. There is a mix of lots which front onto open space, and some that are more internally orientated. There is a variety of lot sizes and densities to encourage varying price points and levels of affordability. All homes have easy access to high quality open spaces, offering people choice in how they spend their time outdoors.
- 6.17 The Masterplan advocates for the re-instatement of the Ohinewai train station which could see the option of catching a train to Auckland in the north or Hamilton in the south and further on to Tauranga. Bus networks and facilities have been included in the masterplan and would offer further transport choices.

### *Connections*

- 6.18 The NZUDP defines “quality connections” as the way that connections enhance choice, support social cohesion, make places lively and safe, and facilitate contact among people. Quality urban design recognises how all networks - streets, railways, walking and cycling routes, services, infrastructure, and communication networks - connect and support healthy neighbourhoods, towns and cities
- 6.19 Sleepyhead Estate will be situated directly to the east of the existing settlement of Ohinewai. It will be connected to Ohinewai and Huntly by both roads and walking/cycling paths. There is also the opportunity to provide a higher level of connectivity to the DOC reserve and Lake Rotokawau to the east, providing for recreational walking and cycling. The network of roads,

walking/cycling paths, and open spaces creates a very well-connected development.

### *Creativity*

- 6.20 The NZUDP defines “creativity” as the way a proposal encourages creative and innovative approaches. Creativity adds richness and diversity and turns a functional place into a memorable place. Creativity facilitates new ways of thinking, and willingness to think through problems afresh, to experiment and rewrite rules, to harness new technology, and to visualise new futures
- 6.21 Sleepyhead Estate creatively seeks to bring back the concept of a working town. A place where people work where they live. The Masterplan responds creatively to how to integrate where people work with where people live, through the creation of an open space network between the two areas. Providing a range of housing types and land uses, Sleepyhead Estate will integrate with the existing Ohinewai community. Creative approaches to on-site treatment of water will ensure that water quality leaving the Site is excellent. There are many different sizes and types of open spaces proposed, all of which offer opportunities for creative expressions and creative spaces to be implemented.
- 6.22 APL is looking to build and install a top of the line factory which will create long term employment for the region. Its creativity, ‘out of the box’ thinking and enthusiasm to improve the lives of its employees are key drivers of this project.
- 6.23 Over 55 hectares of public open space will be created as part of the Sleepyhead Estate project. There will be a combination of larger regional type parks, active and passive recreational spaces, more urban plazas and productive, community-led commercial operations within open space areas. Smaller scale, intimate, semi-private open spaces will also be provided in some of the higher density areas.

### *Custodianship*

- 6.24 The NZUDP defines “custodianship” as the way a proposal reduces the environmental impacts of our towns and cities through environmentally sustainable and responsive design solutions.
- 6.25 Stormwater quality is a key driver of Sleepyhead Estate. Lake Rotokawau and Lake Waikare suffer from poor water quality primarily from adjoining long-term agricultural land use. Retiring the farming operations and

installing full stormwater management systems will improve the quality of the water reaching these water bodies. Stormwater flow, attenuation and treatment is an integral component of Sleepyhead Estate. A considered 'treatment train' approach has been adopted with raingardens, water tanks, swales, wetlands, ponds and pipes being proposed.

- 6.26 Ecological enhancement will include the creation of additional habitat while increasing the biodiversity of native flora on site through extensive and varied plantings and re-vegetation. The stormwater and ecological systems will be paired so that habitat for aquatic species is also created and improved upon.

#### *Collaboration*

- 6.27 The NZUDP defines "collaboration" as the way towns and cities are designed incrementally as we make decisions on individual projects. Quality urban design requires good communication and co-ordinated actions from all decision-makers
- 6.28 Sleepyhead Estate is designed to build on the existing settlement at Ohinewai and to strengthen the existing settlement both economically and by creating more housing choice. As set out in the evidence of David Gaze, APL is working collaboratively with mana whenua through the Tangata Whenua Working Group ("TWGG") and envisages that this strong relationship will continue.

#### **The Waikato Blueprint**

- 6.29 WDC commissioned the development of a Blueprint for the district following a number of 'inquiry-by-design' workshops in July and November 2018. The aim of the Blueprint is to provide a high-level spatial picture of how the district could develop over the next 30 years, taking into account the desires and aspirations of local communities. It is intended to assist in achieving the overall vision for the district of "Liveable, Thriving and Connected Communities". The Blueprint has the status as one of WDC's guiding strategies and informs a range of documents that will shape the future of Waikato District.
- 6.30 The document includes "Local Area Blueprints" for towns in the district, including Ohinewai. The top priorities identified for Ohinewai are:
- (a) Building a strong identity for the town.
  - (b) Clarifying the future of the reserve.

- (c) Ensuring that possible expansion addresses its own impacts (such as traffic, noise, and visual), and ensuring it contributes positively to the local community.
- 6.31 The potential development of Ohinewai East to provide for residential and employment activities is identified spatially in the blueprint. The Blueprint was approved by WDC in June 2019.
- 6.32 Ohinewai is earmarked as a location for increased industrial and clean production land and associated community facilities and social services as illustrated on page 8 of the Blueprint.
- 6.33 The Blueprint observes that there is a need to improve housing and other property affordability throughout the district and that there is currently a job deficit of 12,200 jobs. There is a breakdown of current and future industrial land needs for the district on pages 41 and 42 of the Blueprint with demand studies indicating that up to 460 hectares of industrial land will be required by 2045. There is reference to Ohinewai being one of the areas to provide some of this needed industrial land as well as Taupiri, Horotiu and Meremere. The Blueprint is supportive of an upgraded walking and cycling path along the Waikato River.
- 6.34 The Masterplan is generally in alignment with the Blueprint and will help to deliver on the district's current and future needs.

#### **Hamilton to Auckland Corridor Plan**

- 6.35 The H2A is currently in development and outlines the spatial intent and growth objectives for the Hamilton to Auckland Corridor for the next 100 years. It captures settlements along the transport corridor between Cambridge – Te Awamutu and Papakura in Auckland.
- 6.36 The corridor has been identified as being a nationally significant corridor to protect and grow. The intent of the H2A is clear in that it seeks to identify opportunities for growth where positive social, economic, cultural and environmental outcomes can be achieved.
- 6.37 While the H2A is in its early stages, the Huntly/Ohinewai area has been identified as one of the eleven "Main future housing and employment growth clusters" along the corridor.

## **Waikato 2070 - The Waikato District Growth and Economic Development Strategy**

- 6.38 Waikato 2070 provides a long-term plan to achieve WDC's vision of creating liveable, thriving and connected communities. Waikato 2070 draws on the initiatives and ambitions that are identified in the Blueprint to inform future planning, investment and decision-making by WDC for the district.
- 6.39 Waikato 2070 has four focus areas being growing communities, building business, embracing our identity and empowering our people. Sleepyhead Estate is in alignment with these high-level objectives.
- 6.40 Waikato 2070 includes a development plan for Huntly and Ohinewai which sets out the spatial development strategy for this area over the next 50 years. The industrial and residential areas shown on this development plan align with the proposed land use patterns and zoning of Sleepyhead Estate. There is further residential land shown south of Tahuna Road on the OLL property on the development plan. Sleepyhead Estate is future proofed to connect to this land if/when this land is developed. There is a further industrial area shown to the north of Balemi Road which would also integrate well with the proposed industrial land and overall development pattern/proposed land use of Sleepyhead Estate.
- 6.41 Both the residential land and industrial land shown on the development plan and that within the Site have a 1-10 year timeframe which aligns with the projected project time frames.

### **Proposed Zone Provisions**

- 6.42 Below is an assessment of the proposed zones from the point of view of the mechanisms they use to implement the Ohinewai Structure Plan and therefore the extent to which they implement the Masterplan. The Masterplan underpins the Ohinewai Structure Plan but is at a much greater level of detail than is required for a District Plan.

#### *Residential zone*

- 6.43 The rezoning submission effectively adopts the Residential zone provisions from the PDP as is. The only proposed addition is that minimum building setbacks on external zone boundaries where they adjoin the Rural zone are increased to 15m (Rule 16.3.9.1 P4).
- 6.44 The Masterplan is designed to deliver a medium density development that includes duplexes and apartment buildings (which are defined in the PDP as

three or more attached units) as well as standalone houses. This development will fall within the definition of "Multi-unit development" in the PDP, which is defined to mean "multiple residential units which are integrated in a comprehensive manner" and includes duplexes and apartments. Multi-unit developments are an RDA in the Residential zone (Rule 16.1.3). Discretion is reserved over a range of amenity and design matters, including Appendix 3.4 which is a set of Urban Design Guidelines for Multi-unit development.

6.45 These Design Guidelines specifically reference the NZUDP and provide design guidance under the following subheadings:

- (a) Site and Contextual Analysis;
- (b) Movement, Access and Parking;
- (c) Neighbourhood Character;
- (d) Street and Public Realm Interface;
- (e) Private Residential Amenity; and
- (f) Communal Open Spaces and Landscape Treatment.

6.46 Subdivision to implement a multi-unit development is also an RDA (Rule 16.4.4), and also refers to the Multi Unit Development Guidelines as one of the matters of discretion.

6.47 Therefore, the RDA status, together with the matters of discretion linked to these guidelines provide a high level of certainty that for multi-unit development a high-quality urban design outcome (including relevant achievement of the Seven C's) will be delivered.

6.48 Given the residential development based on the Masterplan has an average lot size of 300m<sup>2</sup> and relies on a number of small freestanding housing product as well as attached houses, it is expected that the majority of the development will fall into the category of multi-unit development and be subject to a comprehensive land use/subdivision consent process.

6.49 However, if any parts of the development do not fall into that category and are dealt with as residential subdivision they will be categorised as RDAs if lots are over 450m<sup>2</sup> and discretionary activities if they are under 450m<sup>2</sup>. The matters of discretion in both cases include:

- (a) Likely location of future buildings and their potential effects on the environment;



- (b) Consistency with any relevant structure plan;
- (c) Amenity values and streetscape landscaping; and
- (d) Consistency with the matters in the Residential Subdivision Guidelines (Appendix 3.1 of the PDP).

6.50 The Residential Subdivision Guidelines also refer to the Seven 'C's and provide a series of guidelines under the following subheadings:

- (a) Site and Contextual Analyses;
- (b) Neighbourhood Character;
- (c) Residential Built and Street Layout;
- (d) Open Spaces and Landscape Treatment; and
- (e) Low Impact Urban Design.

6.51 These guidelines, together with the RDA/ discretionary activity status, provide a high level of confidence that quality urban design outcomes will be achieved for all residential subdivision. The outcomes are supported by the specific road cross sections proposed to be inserted into the PDP as part of the rezoning submission by APL. These cross-sections are consistent with the Masterplan.

*Industrial zone*

6.52 Development in the Industrial zone is controlled by the provisions of Chapter 20 of the PDP. Several site-specific rules are proposed to be inserted requiring additional building setbacks from boundaries. Industrial buildings are generally a permitted activity. Industrial subdivision is an RDA, with the matters of discretion including "amenity". The subdivision by APL proposes a specific cross-section for industrial roads that includes planted berms, and shared cycle/pedestrian paths on each side. This will provide a higher level of amenity than other industrial areas in the Waikato District.

*Business zone*

6.53 The Business zone for Ohinewai also includes some site-specific provisions requiring larger setbacks on road frontages with Lumsden and Tahuna Roads and several specific retail rules such as floorspace caps.

- 6.54 Business activities and buildings are generally a permitted activity. Subdivision is an RDA, but with reference only to amenity values as a relevant assessment extension.
- 6.55 The Ohinewai Business zone is intended to provide a neighbourhood centre incorporating convenience retail, community services. Further service uses (including a public transport depot and emergency services facility) together with a possible service centre will be provided for in the business zone. The Ohinewai Business zone will be required to meet the WDC Town Centre Guidelines and in combination with having to be in general accordance with the Business Area Structure Plan, will help to deliver good design outcomes and minimise any adverse effects from poor design.
- 6.56 Further work is being undertaken as a result of expert conferencing to ensure that suitable assessment criteria are developed to further control the outcomes within the residential, business and industrial zones.

## 7. **COMMENTS ON SUBMISSIONS**

- 7.1 I have reviewed the further submissions on APL's submission and the summary of submissions prepared by WDC. In this section, I address further submissions raising issues relevant to my expertise.

### **Further submissions**

#### *Future Proof Implementation Committee*

- 7.2 The Future Proof submission supports the industrial components of the proposal but not the residential component on the basis that it is contrary to the Future Proof Strategy principles and the Waikato Regional Policy Statement ("RPS") (which references Future Proof). It is concerned that the residential component has the potential to undermine the growth and regeneration of Huntly.
- 7.3 From an urban design perspective, it is my opinion that the provision of a mix of land uses such as proposed is a better outcome than a single industrial or mix of solely commercial land uses. The inclusion of housing provides the opportunity for residents to live in close proximity to where they work and encourages more active modes of transportation such as walking and cycling. It will also foster a stronger community and delivers on TCG's aspiration to provide its employees with affordable housing on-site/or near to its factory.

*David and Tiffany Whyte*

- 7.4 David and Tiffany Whyte raise a concern that that the focus on higher density housing is not an appropriate type of housing for Ohinewai. They question why someone would want to live in Sleepyhead Mews when a larger property could be purchased in Ohinewai or Huntly for a comparable or lesser purchase price.
- 7.5 The proposal promotes the use of higher density housing typologies in order to promote affordability, create community, improve land efficiency and allow for smaller high quality, warmer and healthier homes to be built for a lower price. A large amount of open space has been planned for which will assist in the creation of amenity for residents as will a network of walking and cycling trails, convenience retail, community facilities and employment areas.
- 7.6 The Ohinewai Structure Plan includes a minimum 15m wide buffer strip around the full perimeter of the development site to further reduce the perception of density when viewed from the peripheral public road network.

*Bruce Holmes (owns lot within re-zoning area)*

- 7.7 Bruce Holmes lives at 52 Lumsden Road, a property which is included in the rezoning application. He has submitted in opposition on the basis of noise, traffic, loss of rural aspect and amenities.
- 7.8 The proposal, if successful, will see a change to the underlying zoning of the property at 52 Lumsden Road to an industrial zone. While Mr Holmes may not wish to develop his property, the nature of the surrounds will change with the rural land being converted to an industrial land use. Please refer to the evidence of Michael Graham for landscape mitigation measures.

*Daniel and Rebekah Holmes (own lot within re-zoning area)*

- 7.9 Daniel and Rebekah Holmes live at 56 Lumsden Road, a property which is included in the rezoning application. They have submitted in opposition on the basis of loss of rural lifestyle and amenities, traffic and operational noise.
- 7.10 The proposal, if successful, will see a change to the underlying zoning of the property at 56 Lumsden Road to an industrial zone. While Daniel and Rebekah Holmes may not wish to develop their property, the nature of the surrounds will change with the rural land being converted to an industrial land use. Please refer to the evidence of Michael Graham for landscape mitigation measures.

*Iain and Luressa MacDonald (own lot within re-zoning area)*

- 7.11 Iain and Luressa MacDonald live at 58 Lumsden Road, a property which is included in the rezoning application. They have submitted in support of the proposal provided that they are included in the rezoning as light industrial.
- 7.12 The proposal, if successful will see the property at 58 Lumsden Road rezoned as industrial.

*Richard and Shanette Marsh (own lot within re-zoning area)*

- 7.13 Richard and Shanette Marsh live at 75 Lumsden Road which is directly across the road from the proposed factory site. They are opposed to the proposal because of concerns around noise, traffic, sewage and concerns of whether their rates will rise.
- 7.14 While their comments do not relate to urban design considerations specifically, there is a rule proposed which requires a 15m landscape buffer strip to help screen new buildings and a restrictive building recession plane to control the height of buildings adjoining Lumsden Road. This will help to mitigate the visual prominence of any future industrial buildings. This is discussed in further detail in the landscape evidence of Michael Graham.

*Suzanne Clara Stow*

- 7.15 Suzanne Stow lives at 81 Lumsden Road which is directly across the road from the proposed factory site. She opposes the proposal because of loss of rural outlook, traffic, noise and concerns that her rates may rise.
- 7.16 There is a rule proposed which requires a 15m buffer strip to help screen new buildings and a restrictive building recession plane to control the height of buildings adjoining Lumsden Road. This will help to mitigate the visual prominence of any future industrial buildings. This is discussed in further detail in the landscape evidence of Michael Graham

*Ohinewai Area Committee*

- 7.17 The Ohinewai Area Committee has lodged a submission with a neutral position on whether it supports or opposes the proposal. It notes the potential benefits from the investment in the community but has concerns around the viability of a "work-live" type development in this location as well as the proposed density. It notes concerns that if the employment side of the proposal is not sustainable then there will be a vacuum and a potential "no-go" area left behind. The submission also questions whether people

would want to live and work in the same place as the Committee is of the opinion that people prefer a separation from work to home. It does however acknowledge the laudable nature of the intent behind TCG wanting to offer affordable housing for its employees.

7.18 While the Committee's comments are valid in that there will be significant change in the area, any development of this scale would result in substantial change to an existing area. In terms of whether it is an appropriate form of development, this is discussed in detail elsewhere in this body of evidence and by other experts on the applicant's team. I am of the opinion that people will want to live close to where they work and that the proposed mix of land uses is a more sustainable approach rather than just employment or just residential land uses being proposed. This mix of land uses is more likely to encourage people to walk and cycle to work, to be engaged in community activities with workmates and friends and more likely to foster a sense of pride in their town than if they work in a distant employment area far from home. In terms of the viability of industry here, I make the point that it is not solely the TCG factory which will provide the employment base but rather a diverse collection of industrial users and commercial/retail offerings. This provides more resilience than towns which were built around a single industry such as logging towns, or steel mill towns of yester-year.

7.19 In terms of the Committee's concerns around density, the density has been shown in the illustrative Masterplan to be internalised within the Site, which in combination with the 15m landscape setback around the full perimeter of the site has been proposed to minimise the perceived density of the development. People who want the stronger sense of community, higher level of amenity, lower maintenance requirements, improved walkability and affordability of higher density living will naturally be drawn to places such as this. There is no desire to force people to live here who do not want what living in a higher density area provides. Certainly, some people who work at Sleepyhead Estate would prefer a larger section or to live on a lifestyle block and this option is available to them within the surrounding areas.

## 8. **COMMENTS ON SECTION 42A REPORT**

8.1 I have reviewed the s42A Report prepared by Chloe Trenouth dated 13 March 2020. The s42A Report supports the establishment of the Industrial zone including the factory site but does not support the Business or Residential zoning components of the proposed rezoning.

8.2 The opposition to the Business and Residential rezoning is summarised on page 55 and 56 of the s42A Report and makes the following summary points

which are relevant to my areas of expertise. I have included my response to each relevant point in the subsequent paragraphs below.

*I do not support the Business and Residential zones or the inclusion of the Ohinewai Structure Plan sought by the APL submission because the proposal establishes a new urban area that is not adjacent to an existing urban area and does not integrate with the existing Ohinewai village.<sup>3</sup>*

- 8.3 In order to develop and deliver an integrated masterplan at this scale, a large piece of land without fragmented ownership is advantageous. The landholding which is subject to this proposal is at a scale where it offers opportunities beyond that of which smaller fragmented parcels around the existing Ohinewai settlement could offer. Further, the size and scale of the proposed TCG factory requires a large tract of land which is connected to the rail network. Further, in order to develop TCG's vision of providing employee housing on site, a large tract of land is required to provide the housing. While Sleepyhead Estate is not adjacent to the existing Ohinewai settlement it is in close proximity and connection via the existing road and a proposed shared path will create good connectivity.
- 8.4 It is common for expressway interchanges to have development on either side of the interchange. As the western side of the interchange, where the existing Ohinewai settlement is located, is constrained by the Waikato River, a development of the scale of this proposal is better suited to the eastern side of the interchange.
- 8.5 The alignment of the existing Expressway interchange - with its combination of on- and off-ramps, separate bridges over the Expressway and rail lines - makes it difficult to deliver improved pedestrian and cycle facilities. For this reason, a dedicated shared path and pedestrian/cycle bridge is proposed to the south of the interchange which would connect to the existing Ohinewai Primary School and to the existing settlement at Ohinewai. This bridge would span over the rail line and Expressway more easily and would not require multiple crossing points across the various carriageways that meet the interchange.
- 8.6 The business area is located on the western corner closest to the existing Ohinewai settlement resulting in easy access for existing residents in Ohinewai and future residents within Sleepyhead Estate.

- 8.7 There is no planned community hall in the Masterplan and the residents will help support the existing community hall at Ohinewai.

*The proposed settlement cannot be a 'self-contained' settlement, it lacks size/critical mass to be a fully functioning 'town' and as such it poses significant social and transport issues. APL proposes a population of 2,500 - 3,000 people potentially which is a large settlement in the context of the district.<sup>4</sup>*

- 8.8 The proposal is not intended as a "self-contained" settlement but rather a settlement that provides most of the daily needs of its residents with support from Huntly, Hamilton and further afield. The concept is that of a working town where there are employment opportunities, shops and amenities which cater for most of the residents needs most of the time. The intention of providing these facilities is to create a mixed-use development which encourages people to walk or cycle to work as their core needs are in close proximity.
- 8.9 The s42A Report included a Landscape, Visual and Urban Design Assessment Peer Review produced by Mathew Jones from Isthmus dated 10 March 2020. The matters raised in Mr Jones's peer review were subject to expert witness conferencing and a summary of the points of agreement and outstanding points of disagreement are contained within Section 9 below.

## 9. **EXPERT CONFERENCING**

- 9.1 I attended facilitated expert conferencing on Urban Design and Landscape matters on 18 June 2020 and refer to the joint witness statement signed at the conclusion of that conferencing. A number of matters were agreed with WDC's urban design expert witness, Mr Jones, as a result of that conferencing. In summary, they were as follows:
- (a) Ohinewai can urbanise because it is an existing village.
  - (b) The Masterplan street network provides a strong grid and responds well to topography.
  - (c) The alignment and mechanism of delivering the shared path connection to the existing Ohinewai settlement is appropriate.
  - (d) That site-specific design guidelines may not be required if all the relevant elements are pulled through into assessment criteria. Experts agreed that further liaison between themselves and the

4 S42A Report Page 55 Para 343.

planners is beneficial to ensure the plan provisions provide sufficient design guidance.

9.2 Mr Jones did not agree with the following at expert conferencing:

- (a) The number of vehicle connections/intersections onto Tahuna Road is appropriate.
- (b) The further urbanisation of Ohinewai is justified based on the existing patterns of development along SH1.
- (c) The proposal integrates with the existing Ohinewai settlement in relation to development patterns and connectivity.
- (d) The revised location of the neighbourhood centre is appropriate.
- (e) The density shown in the illustrative Masterplan is appropriate
- (f) The proposal suitably allows for any future development of the OLL land if it eventuates.

9.3 Paragraphs 9.2(a)-(f) are within my areas of expertise and I address these below.

**Number of vehicle connections onto Tahuna Road**

9.4 The most recent update to the Masterplan removed the most eastern residential intersection onto Tahuna Road because:

- (a) It was deemed as unnecessary from a traffic perspective and incurred a high construction cost on the project;
- (b) It added additional hindrance to traffic movement along Tahuna Road and
- (c) Finally, because the internal primary road network connectivity was improved as part of these Masterplan updates to allow for residents to make better use of the alternative intersection within the business area or the two proposed intersections onto Lumsden Road.

9.5 The bulk of people arriving at and leaving the Site will be travelling from the west either travelling to or from Huntly, the SH1 interchange or the existing settlement of Ohinewai. In light of this the removed intersection in the east would not have shortened travel times for this movement to the west. In my opinion, having one main residential connection with alternative routes being



provided through the business and industrial areas is a sufficient level of connectivity.

- 9.6 The retained eastern intersection onto Tahuna Road will be a three-pronged roundabout which offers the ability to connect a fourth prong to the south if the OLL property is urbanised in the future.

**Urbanisation of Ohinewai is justified based on the existing patterns of development along SH1**

- 9.7 The location of Sleepyhead Estate is adjacent and connected to the existing settlement of Ohinewai. Ohinewai is one of many small to medium sized settlements along the SH1 corridor between Auckland and Hamilton. These settlements are typically located at motorway off ramps or in locations which are easily accessed from SH1. These are Pokeno, Mercer, Meremere and Te Kauwhata to the north and Huntly and Taupiri to the south. These settlements are typically 5-10km apart. On this basis, the expansion of Ohinewai would be consistent with the overall character of small to medium sized settlements along SH1 between Auckland and Hamilton and consistent with the long-term growth of this corridor.

**Integration with existing Ohinewai Settlement**

- 9.8 There is a direct road connection between the proposal and the existing settlement at Ohinewai. A shared path connection including a dedicated grade separated pedestrian bridge across SH1 is proposed to connect the two areas along the most practicable alignment. The business area has been placed on the south west corner of the site which is closest and most accessible to the existing Ohinewai settlement.
- 9.9 In my opinion, considering the bounds of what this project can achieve with the limitation of working within the project site and infrastructure upgrades on public land, the proposal integrates well with the existing Ohinewai settlement.

**Neighbourhood Centre location**

- 9.10 In my opinion, the updated neighbourhood centre location and design shown in the Ohinewai Structure Plan provide an appropriately centralised commercial/community hub for the following reasons:
- (a) The neighbourhood centre has been located between the DFO, the industrial area and the residential area, and on the south side of the main central open space. It will be readily accessible from both the

residential area and employment area and will form a central community gathering place and heart to Sleepyhead Estate. It also buffers the residential area from the DFO and industrial land uses. The catchment comparison plan (attached as **Attachment E**) highlights the greater mix of residential, industrial and business areas included in both the 400m and 800m catchment areas of the proposed location compared to Mr Jones's preferred location being in the middle of the residential area. This is important to ensure both people living and working at Sleepyhead Estate (and those that do both) are able to easily access the neighbourhood centre.

- (b) The proposed location picks up 69% of all residential areas within a 800m catchment as well as 72% of the industrial area, 100% of the business area and just touches the eastern side of the existing settlement at Ohinewai. Tim Heath discusses the economic considerations based on the location of the neighbourhood centre further in his evidence.
- (c) A corner shop will be included in the centre of the residential area as shown on the Masterplan to provide an additional, more central meeting point and opportunity for daily convenience shopping for the residents. This location aligns with Mr Jones preferred neighbourhood centre location and in my opinion, is a more appropriately scaled commercial building for this location.
- (d) The design of the neighbourhood centre will be controlled by the requirement to be in accordance with the Business Area Structure Plan.

### **Residential density**

- 9.11 The Masterplan has been comprehensively designed including high quality open spaces, street network, mixed land use with access to employment that provide high amenity that can support higher density homes. The rezoning application is applying for a general residential zone and the density as shown in some areas of the masterplan would be subject to an additional resource consenting stage with additional assessment standards if it is to be progressed.
- 9.12 In my opinion, the proposed residential density is appropriate, for the following reasons:

- (a) The proposed maximum residential yield of 1,100 (noting a range of 900-1,100 homes is likely) at an average lot size of 300m<sup>2</sup> would result in a net density of 33 dwellings per hectare ("d/ha") as illustrated in the illustrative Masterplan. When this yield is calculated by using the 97 hectares of proposed residential zone as illustrated on the Zoning plan the gross density is approximately 11 d/ha. This density is more in line with the typical density you would expect in this area. This dislocation between net and gross densities is primarily due to the high level of open space being proposed across the project, approximately 55 hectares in total.
- (b) Residential development has been proposed on the land which is the least geotechnically constrained, and consequently the most economically viable to remediate and develop.
- (c) The balance of land, which is more geotechnically constrained, is proposed as open space for either recreational purposes, stormwater function, habitat creation or a combination of the three. This combination of higher net densities and lower gross density on the basis of a higher than 'normal' open space provision will reduce the development cost (and subsequent cost per lot), promote financially accessible housing and increase the overall amenity for both people living here and the wider community who can visit the publicly accessible open space network.
- (d) Developing at higher densities, while leaving larger areas for open space, also reduces infrastructure requirements and consequential cost. There is less length of road, less length of pipes in the ground, less hard areas, less roof area (outcome of two storey homes) resulting in less stormwater infrastructure. All of these things will help to reduce development cost and contribute to housing affordability.

9.13 The Ohinewai Structure Plan includes a minimum 15m wide buffer strip around the full perimeter of the development site to further reduce the perception of density when viewed from the peripheral public road network.

**Allowing for future development of OLL land**

9.14 The eastern most roundabout onto Tahuna Road provides an opportunity to link with the OLL property. At subdivision consent stage there may be more information available from the OLL proposal to enable a further response.

10. **CONCLUSION**

- 10.1 In conclusion, it is my opinion that the rezoning of the Site as sought will result in a positive outcome for Ohinewai and the surrounding area, including Huntly. Sleepyhead Estate will act as an industrial hub for Huntly and will provide much needed social and economic support for the district, delivering high quality, healthy and affordable homes and significant employment opportunities. Having a regionally significant employer as an anchor industrial operator will encourage investment in the area and will be a catalyst for the types of change as proposed in this application.
- 10.2 Being in the "Golden Triangle" between Auckland, Hamilton and Tauranga is a great locational advantage making Ohinewai well connected to half of New Zealand's population. It will be a community of people who are looking for an affordable, quality home, a stable job, and a strong community to be a part of. It will attract high quality industrial users and serve as an industrial hub for the Huntly district.
- 10.3 The proposal considers and responds to the needs of future commercial users as well as the people who will live here. The proposal is in line with best practice urban design practices and seeks to improve social, environmental, cultural and economic outcomes for the region.

**Jonathan Paul Broekhuysen**  
**9 July 2020**

**ATTACHMENT A**  
**MASTERPLAN DRAWING REV N**

**ATTACHMENT B**

**STRUCTURE PLAN DRAWING REV H**

**ATTACHMENT C**

**BUSINESS AREA STRUCTURE PLAN DRAWING REV C**

**ATTACHMENT D**

**ZONING PLAN REV D**



**ATTACHMENT E**

**NEIGHBOURHOOD CENTRE COMPARISON PLAN REV D**