

IN THE MATTER of the Resource
Management Act 1991

AND

IN THE MATTER of an application to
**HAMILTON CITY
COUNCIL** for private plan
change 7 ("**PC7**") to the
operative Hamilton City
District Plan by **GREEN
SEED CONSULTANTS
LIMITED**

STATEMENT OF EVIDENCE OF IAN COLIN MUNRO

1. INTRODUCTION

1.1 My full name is Ian Colin Munro. I am a self-employed urban designer and urban planner.

Qualifications and experience

1.2 I hold the following qualifications, all from the University of Auckland:

- (a) Bachelor of Planning (Hons) (2002);
- (b) Master of Planning (Hons) (2003);
- (c) Master of Architecture [Urban Design] (Hons)(2005);
- (d) Master of Environmental Legal Studies (Hons) (2010); and
- (e) Master of Engineering Studies [Transportation] (Hons)(2013).

1.3 I am a Full Member of the New Zealand Planning Institute.

1.4 I have 20 years' experience in the planning and development industry. I have included my standard CV as **Attachment 1**.

Involvement in the Rotokauri North Plan Change Project

1.5 I was engaged by Green Seed Consultants Limited ("**GSCL**") in late 2016 as its urban design lead. I have been involved in the project from that time, including facilitating

two three-day design workshops in Hamilton that included Hamilton City Council (“HCC” or “Council”) staff and consultants. Involving and obtaining substantive input from Council staff from the outset of the project was something I encouraged and recommended. The collaboration that resulted has been a key feature of the process and in my opinion, the project has benefitted significantly from that input.

- 1.6 I prepared an urban design report (“**UDR**”) that accompanied the plan change request, dated December 2018.
- 1.7 Since lodgement of the request, GSCL has consulted with submitters and the Council, and resolution of key roading provisions and stormwater matters in particular have been achieved. This has resulted in a number of changes to the notified structure plan concept being made. I am familiar with these. I confirm that I have read the public submissions made on PC7, the Council’s s.42A report by Mr. Sharman, and in particular the urban design review prepared by Mr. Hattingh. I also confirm that Mr. Hattingh and I have frequently discussed PC7 since the first design workshop held in Hamilton in December 2017.

Purpose and scope of evidence

- 1.8 The purpose of my evidence is to respond to issues raised in submissions and/or the Council s.42A report relevant to urban design, but without unnecessarily repeating my earlier UDR.
- 1.9 My evidence will address the following matters:
 - (a) The rationale for urban design / masterplanning for the plan change area by reference to the Rotokauri Structure Plan (Section 3).
 - (b) Identification of the key urban design issues raised by the submissions and/or s.42A report (Section 4).
 - (c) Summarise the changes that have been made to the structure plan and/or proposed Plan provisions since lodgment (Section 5).
 - (d) Assessment and/or comments on the key issues to be addressed in light of sections 4 and 5 above, being:
 - (i) A proposed acceptable solution duplex (Section 6).
 - (ii) Indicative open space locations on the structure plan (Section 7).
 - (iii) Off-road pedestrian / cycle network on the structure plan (Section 8).
 - (e) Outline my conclusions (Section 9).

1.10 A summary of my evidence is set out in Section 2 below.

Expert Witness Code of Conduct

1.11 I have been provided with a copy of the Code of Conduct for Expert Witnesses contained in the Environment Court's 2014 Practice Note. I have read and agree to comply with that Code. This evidence is within my area of expertise, except where I state that I am relying upon the specified evidence of another person. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.

2. SUMMARY OF EVIDENCE

2.1 The Rotokauri North Structure Plan was already in place, following all relevant statutory processes and having been adopted by the Council, before the PC7 team embarked upon its master planning and associated analysis of the plan change area. The key focus in developing the masterplan for what has become the PC7 area was therefore to implement one part of the wider Structure Plan.

2.2 A key conclusion in my 2018 Urban Design report was that:

"(a) The PPC has been prepared following best-practice urban design principles and has benefited from a master plan-based design process. The master plan, although proposed to remain non-statutory, has demonstrated that the land can be subdivided logically and in a way that will support a high-quality neighbourhood, and also remain compatible with the Council's Rotokauri Structure Plan."

2.3 That conclusion, and my view that the built-form elements of the proposed plan change reflect sound urban design and resource management practice, have not changed as a result of the public submissions or the Council's s.42A report. It appears to me that the Council's s.42A authors are largely supportive of PC7 in urban design terms.

2.4 Over the course of the processing of the application, various changes were made to the PC7 structure plan (**Attachment 2**) and its accompanying concept master plan (**Attachment 3**) as a result of ongoing transportation and stormwater work. These changes have, in my opinion, retained the key spatial principles that underpinned the package that was lodged and on which my UDR was based. In my opinion, the currently proposed structure plan remains capable of delivering the spatial qualities that PC7, the District Plan more generally, and the Council's Rotokauri Structure Plan, all seek.

2.5 In terms of key issues raised by submitters, I agree with the manner in which Mr. Sharman has characterised these. In terms of urban design issues, I do not consider that the submissions raise any specific matters that require additional commentary from me.

- 2.6 In terms of the s.42A report, and as discussed by Mr. Tollemache / Ms. Fraser-Smith, many of the Council's preferences as possible have been adopted by the Applicant. Areas of residual disagreement are relatively limited. In summary, those areas of disagreement relevant to urban design areas are as follows.

Duplex housing solution

- 2.7 The specific duplex housing solution that is sought to be enabled at proposed rule 4.14 has been arrived at by myself and Mr. Tollemache working through the various design issues of this form of housing since 2014 in Auranga (the Drury 1 Precinct), south Auckland. It is not experimental or untested; the duplexes in question have been built and are occupied (over 30 are complete, and 100 are consented). It is, in my opinion, the optimal duplex design solution where front-loaded vehicle access is used.
- 2.8 Specifically, the concept of other people's car parking space(s) being located in front of another person's dwelling is very common in many forms of medium density housing and in the case of the proposed duplex typology I am aware that purchasers of these units in the Drury 1 precinct have reported no nuisances or objections to date.
- 2.9 Overall, I suggest that the Council's officer's assumptions about what future occupants might prefer are misplaced.

Location, shape, size and design of public reserves

- 2.10 The final location, shape, size and design of public reserves is a matter that would be finalised at the time of subdivision, but in any event, I would agree that it would be appropriate to expect a quantity and spatial distribution of recreation reserves in line with the Council's open space policy requirements (as a function of its LGA obligations). Provided that any public reserve location(s) specified on the PC7 Structure Plan remain indicative (referring to the evidence of the Council's landscape architect, Mr. Mansergh¹), I have no firm view on where they might or might not be drawn on the PC7 structure plan.
- 2.11 It is important that in the design of open spaces, their real-world integration with adjacent built form be of overriding significance. That, rather than theoretical or metaphysical preferences, is what will ensure they are as easy to access as possible, as attractive and desirable for locals to use as possible, contribute the most to local amenity and character values, and are as safe and well-surveilled as possible. These are, in my opinion, more important than whether an open space is notionally slightly closer or further away from other parks when viewed on a map.

¹ Figure 6, Project Memorandum, 30 August 2021.

Proposed specification of off-road pedestrian / cycle linkages on the structure plan

- 2.12 The Council's transport engineers Mr. Black and Mr. Grey² have recommended the specification of off-road pedestrian / cycle linkages on the PC7 structure plan. This recommendation has been adopted by Mr. Sharman.
- 2.13 I am concerned about, and recommend against, this recommendation for the following reasons:
- (a) The optimal pedestrian and cycle solution in all urban environments is provision of good-quality streets. These have lighting for night-time use; are as easy and direct as possible for third parties to provide assistance if required (such as if a cyclist has a fall); and generally allow much greater passive surveillance of users from nearby buildings and passing vehicles.
 - (b) Off-road pedestrian and cycle facilities make sense where a street is not possible or justifiable, or in more scenic / sensitive settings where a street would be overly intrusive. In my opinion, it is likely that streets would be positioned along many edges of the green spine feature (such as has been shown on the latest concept master plan). These would duplicate at least some of the links proposed by Mr. Black and Mr. Grey (**Attachment 4**). It makes no sense to me to duplicate a (superior) facility already provided nearby on a street just for its own sake. While I would support good-quality pedestrian and cycle facilities to complement the street network, I do not see that it can be determined at this time as it is dependent on the street and block network also being confirmed. More to the point, I expect that the key value that off-road links will have in the overall transport network will be to provide crossings through the green spine (connecting to streets either side), than running along it.
 - (c) PC7 is based on a series of rules that support the development of urban blocks and local road networks. The Structure Plan illustrates the collector and minor arterial roads; however, this does not mean that local or park edge roads would not be developed within the subdivision. It is the local road network that will primarily provide the connectivity sought, not pedestrian-only spaces through or within urban blocks or along the green spine / storm water facility.
 - (d) The underlying assumption being made seems to be that the land on and around the off-road route alignments in the green spine feature would be in public ownership. While it may be "expected" that these areas would all be vested, the Council has to my knowledge given no clear commitment that it seeks or would

² Figure 14, Updated Transportation Review, 6 September 2021.

accept all or any particular part of the identified storm water management area(s) as public space and/or residual areas not necessarily needed for storm water management, but which may fall within the 100-year flood plain.

- (e) In this regard, I also note that the low-ground level and resultant likely wide sheet-flows may in places create a moderate on-going maintenance requirement (mowing / weed-control etc.). It is not in my opinion good practice to promote public access on private land without having a very specific understanding of the fine details of access, management, and liability. None of these can be understood at this time but it is in any event an inferior option to the establishment of local and park edge roads as required by PC7.
- (f) Unless it was deemed acceptable to sit within a periodically flooded area (the purpose of the green spine and noting that parts of the linkages drawn by Mr. Black and Mr. Grey traverse through the centre of what would be pond basins), any pedestrian / cycle link would also need to be designed so as to be elevated or clear of that; this would likely push them much closer to private property boundaries than is depicted on the proposed plan (i.e., towards the perimeter and where any park-edge road(s) would be).
- (g) The Council also, or in the alternative, might not wish to accept such assets depending on their scale and maintenance needs (such as if the facilities included many raised boardwalks and frequent bridges).
- (h) I am supportive of a well-integrated and multi-modal transport network eventuating in the PC7 network and to that end recommend that the existing HCDP Subdivision Design Guide in 1.4.1.3 (and specifically design element 3 matter b) are sufficient to ensure that this can be achieved.

2.14 Overall, I consider that the version of PC7 that is attached to the evidence of Mr. Tollemache / Ms. Fraser-Smith reflects a successful and collaborative planning process and will enable a successful neighbourhood in Rotokauri North. In urban design terms, I regard it as the most appropriate outcome.

3. **URBAN DESIGN / MASTERPLANNING FOR THE PLAN CHANGE AREA – THE ROTOKAURI NORTH STRUCTURE PLAN**

3.1 The Rotokauri North Structure Plan was already in place, following all relevant statutory processes and having been adopted by the Council, before the PC7 team embarked upon its master planning and associated analysis of the plan change area. The key focus in developing the masterplan for what has become the PC7 area was therefore to implement one part of the wider Structure Plan.

3.2 A key conclusion of my 2018 UDR was that:

"(a) The PPC has been prepared following best-practice urban design principles and has benefited from a master plan-based design process. The master plan, although proposed to remain non-statutory, has demonstrated that the land can be subdivided logically and in a way that will support a high-quality neighbourhood, and also remain compatible with the Council's Rotokauri Structure Plan."

3.3 That conclusion, and my view that the built-form elements of the proposed plan change reflect sound urban design and resource management practice, have not changed as a result of the public submissions or the Council's s.42A report. It appears to me that the Council's s.42A authors are largely supportive of PC7 in urban design terms.

Key elements of PC7

3.4 For present purposes, the key elements of PC7 can be summarised as follows:

- (a) The PPC will provide for approximately 1,700 – 2,000 houses on sites typically ranging between 150m² up to 400m².
- (b) To support the needs of this neighbourhood, the PPC provides for a neighbourhood centre (B6Z) to help meet daily convenience needs in a way that will respect the wider centres hierarchy and support existing centres.
- (c) The opportunity for a new primary school has also been identified, although the Ministry of Education ("MoE") would follow a separate process to make any decisions in that regard and it is not proposed to zone or 'lock in' a future school through the PPC.
- (d) Provision has also been made for recreation reserves and the protection of an existing area of notable bush.
- (e) Provision has also been made to meet the needs of Waka Kotahi (formerly NZTA), and creation of a logical transport network that satisfies the Council's strategic network imperatives for arterial and collector roads.
- (f) The PPC has been based on the provision of affordable housing and a variety of housing typologies and to this end the Council's existing MDRZ development controls have been reviewed and augmented so as to maximise the efficiency at which high-quality housing can be provided. This includes provision for an 'acceptable solution' approach to duplex housing. This model is considered to be industry-leading and is particularly supported.
- (g) Changes proposed to the 'standard' MDRZ zone rules seek to require higher standard of urban design quality, and well-laid out subdivisions that are

walkable and safe. This includes attempts to minimise cul-de-sac roads and rear lots, and govern the maximum dimensions of urban blocks so as to not undermine pedestrian convenience and legibility.

4. KEY ISSUES RAISED IN SUBMISSIONS AND/OR COUNCIL SECTION 42A REPORT

4.1 Having read the submissions and Council's s.42A report, I do not consider that there are any specific urban design-related matters in the submissions that require further urban design evidence.

4.2 In terms of the s.42A report, I have identified the following matters that I consider require a response and that I can offer an expert opinion on:

- (a) A proposed acceptable solution duplex;
- (b) Indicative open space locations on the structure plan; and
- (c) Off-road pedestrian / cycle network on the structure plan.

4.3 I note that many amendments have been recommended by the Council and accepted by the Applicant. These have been explained in the evidence of Mr. Tollemache / Ms. Fraser-Smith. I record that I am comfortable with the changes that have been accepted. A key change that I am supportive of, for example, is the 'cleaning up' of boundary fence requirements for boundaries adjoining open space areas identified in the Technical Planning report of Mr. Ryan and adopted in the recommended provisions by Mr. Sharman.

4.4 Mr. Hattingh, at his paragraph 29, has also expressed concern about whether or not sufficient space for service space and waste bins has been provided for. Recognising his concern, this is not a matter that I can offer an expert opinion on as I have no expertise in waste generation or the types of bins and collection arrangements favoured by the Council. What I can offer, however, is the observation that my experience with medium density housing such as proposed in PC7 is that household sizes, and hence total household service needs and waste generation, tend to be much smaller than occurs in the large family houses (which can also include family flats / minor units) typically envisaged in 'conventional' suburban areas. For PC7, it has been intended that most service needs can be accommodated within the side yard or a garage (where provided).

4.5 In the following sections of my evidence I will address each of the above matters in turn, but I will first briefly outline the changes that have been made to the proposed PC7 structure plan map since lodgement.

5. **CHANGES MADE TO STRUCTURE PLAN**

5.1 Since the lodgement of PC7, ongoing refinement of transport and stormwater matters have resulted in changes to the proposed structure plan and its accompanying concept master plan. These are included in my evidence as **Attachments 2 and 3**, respectively.

5.2 In summary, the key changes that have been made to the structure plan are:

- (a) Removing one of the proposed north/south collector roads within PC7 and therefore the intersection of this road with SH39;
- (b) Inserting the Te Otamanui Stream, and extending the Green zone for both this stream and the Ohote Stream to reflect updated stormwater management concepts; and
- (c) Correcting a small number of inconsistencies and adding some points of clarification to the Structure Plan.

5.3 In my opinion, the most recent concept master plan does not need to be specifically compared and contrasted to the lodged version as this is a non-statutory analytical aid rather than an indicative or proposed subdivision for the land. Its purpose is to help test and otherwise substantiate the assumption that the pattern enabled by the structure plan is capable of efficient and good-quality outcomes. Following the principles of the original concept master plan, I have maintained an updated concept alongside the evolving structure plan, which has given me confidence that it remains appropriate.

5.4 I confirm that in my opinion, the changes made to the structure plan over time have not compromised or otherwise precluded the principles and outcomes that informed the lodged version. I am comfortable that it remains appropriate and as capable of delivering a successful built form outcome as the lodged version.

6. **PROPOSED AFFORDABLE HOUSING DUPLEX**

6.1 Mr. Hattingh (at his paragraphs 23-27) has expressed a lack of support for the proposed acceptable housing duplex³, on the basis of conflict at the front between the 'back' unit, and the car parking space for the 'front' unit that sits in front of the 'back' unit. In the s.42A report, Mr. Sharman (paragraph 4.62) has gone as far as to say that the Council might fundamentally oppose this form of duplex in the future. In my opinion, these concerns are misplaced, although I cannot speak to what the Council may or may not seek to do in the future.

6.2 There is one particular configuration of duplex housing that has, in my opinion and through experience, proven superior to other forms of duplex housing, in the

³ Contained in Rule 4.14 – Rotokauri North Acceptable Solutions Code (for duplex dwellings).

circumstance where vehicular access from the street front is necessary and where many duplexes on many sites are possible adjacent to one another.

- 6.3 The acceptable solution duplex proposed arose from Mr. Tollemache's and my own experiences with affordable housing in the Drury 1 Precinct, South Auckland. Rotokauri is a quite different area than Drury but the underlying social pressures for more affordable and accessible housing, and demographic shifts in favour of smaller-sized households, are comparable. In this respect, I note that Mr. Sharman at his paragraph 4.68 recognises the general legitimacy of duplexes as one of the ways that additional housing supply might be achieved in Hamilton.
- 6.4 In the early days of the Drury 1 Precinct, which was a Special Housing Area under the Housing Accords and Special Housing Areas Act 2013, a requirement for a minimum of 10% of all houses to be affordable (as defined under that legislation) applied. I was tasked with identifying the optimal means of providing this and the result of my investigation with a number of architects, developers and builders was a duplex, based on specific parameters. The 'Generation 1', or 'set back', duplex design was what I would describe as the conventional or default approach. It is as shown by Mr. Hattingh at his paragraph 26 and as I have included as **Attachment 5**. This was a simple title division through the middle of an allotment, with a building sitting atop that and also divided in two. Each unit had a car parking space in front of the unit, using a shared double-width driveway. Each unit was set back uniformly behind the parking pad. It also created two very inefficient thin 'strips' of front yard either side of the central parking pad. The construction of car ports or garages in front of the units was not to be permitted, which has resulted in consent notices / conditions of consent being imposed to that effect.
- 6.5 The urban design shortcoming with this duplex configuration, despite how 'easy' it may be in engineering and titling terms, is that both units are forced to withdraw from and be set back away from the street boundary. The driveway becomes the single largest and visually dominant element of the front yard (especially if hard / paved footpaths adjoin it either side). It is overall not, in my opinion, very successful and it was put forward only on the basis that:
- (a) It would only account for a very small portion (I estimated at most half) of the 10% of the houses required for affordability purposes, or 5% of the total allotments within the subdivision; and
 - (b) Care went into selecting the duplex lots within the subdivision so that they were dispersed and likely to have their urban design shortcomings 'covered over' by better-quality street frontages on sites either side and along the balance of streetscapes.

- 6.6 What nobody expected in the case of Drury 1 Precinct was how extraordinarily popular the duplex arrangement would prove in light of Auckland's housing pressures and the overall range of products being delivered at lower prices. It turns out that only having one shared wall makes them far more market-attractive and private-feeling than rows of terraced housing. Having a front yard, side yard and rear yard also gives them a spaciousness and additional area that apartments cannot provide. In summary, they allow an effective doubling of housing density in a way that still provides the majority of qualities of a standard detached house.
- 6.7 To illustrate, in the Drury 1 Precinct the provision of duplexes has gone from my originally estimated 5%, to approximately 40% of sites subdivided to date (i.e., an 8-fold increase).
- 6.8 When first presented with a client-request that the number of duplexes in Drury 1 Precinct substantially increase, both Mr. Tollemache and I opposed the suggestion on the basis that the duplex solution that we had worked-up would not create sufficiently high quality streetscapes if repeated in large volumes (i.e., many of them side by side). We were challenged with identifying a way forward, the obvious one being the use of rear service lanes to manage parking away from the street. This was always and remains the superior option for narrow-frontage housing.
- 6.9 But for many reasons a rear service lane is not always possible or desirable and front-accessed housing can be appropriate. In the case of Drury 1 Precinct, demand for duplexes outstripped the supply of allotments that could utilise a rear lane. Mr. Tollemache and I worked through the urban design outcomes that the Drury 1 Precinct enabled for standard dwellings with a double-width garage (i.e., a side-by-side car parking arrangement, the key for a duplex). We identified that for a standard large family house, it was the ability to position the garage to one side of the site (ideally less than half of the width of the lot), and then have habitable rooms on the balance area and sitting forwards of the garage line, which was the key to how one could ensure garages and car parking did not visually dominate the street.
- 6.10 It took us approximately six months to work through what we called the 'off set', 'Generation 2' duplex in terms of practical design, planning, and engineering / titling issues. Auckland Council's engineering and subdivision experts were also very involved in this exercise. I have included plans of an example in **Attachment 6**.
- 6.11 The entire premise was that if we could identify a duplex outcome that had effectively indiscernible urban design effects to a large, detached family house, then in theory an unlimited number of lots could be used to accommodate a duplex without fear of any net-loss of potential urban design quality occurring. In my opinion the result has been very successful and is far superior by any urban design measure than the original Generation 1 / 'set back' duplex.

- 6.12 The key benefits of the 'off set' duplex design compared to the 'set back' version are:
- (a) Car parking and driveways do not visually dominate the street frontage.
 - (b) The driveway is visually smaller than the larger contiguous area of front yard landscaping to the side.
 - (c) Having a unit projecting forwards towards the street makes that what viewers at the street focus on, rather than a deep open space and parked vehicles. This promotes visual amenity and containment of the street, enhanced opportunities for passive surveillance, and a greater likelihood of social interaction.
 - (d) Instead of each of the units being identical, the 'rear' unit is more private and is able to be sold at a cheaper price. The 'front' unit is closer to the street (less privacy), but has a much larger outdoor living space than is otherwise achievable in Auckland's affordable housing market that I am aware of (approximately 40m² – 50m²). These units are able to be sold at a slightly higher price. The ability to provide two different price points also helps provide for a more varied mix of purchasers and owners.
- 6.13 I have included as **Attachment 7** a selection of photographs I have taken from around Auranga showing the two types of duplex. In my opinion, they clearly demonstrate the superior visual quality and general connection that is possible with the street that the 'off set' solution provides, and that the 'set back' option cannot replicate.
- 6.14 Approximately 130 'off set' duplexes have been consented in Drury 1 Precinct to date and a number were delivered under the Government's Kiwibuild initiative. They have been very popular. Although it may not seem as simple as a 'straight line' division down the middle of a site, the built examples show that the offset duplex is workable and can be readily achieved including in terms of titling and ownership, although does require provision of maintenance easements and a slightly more complicated titling arrangement. But it is a proven, and is not a theoretical or experimental, idea. In my opinion, it is an example of the principle that the best solution is not always the simplest one.
- 6.15 Because of the affiliation between the PC7 applicant and its parent entity Ma Development Enterprises Ltd (MADE), and development of the Auranga development, I was able to request that it approach a purchaser of one of the actual built 'rear' duplex units of concern to Mr. Hattingh and seek a view on its adequacy from the perspective of the occupant. I have received a letter from Mr. Gerschen van Niekerk, owner and occupant of 13A Kahui Parade, Auranga. I have included this as **Attachment 8**. What I have taken from Mr. van Niekerk's letter is that the qualities of concern to Mr. Hattingh are not only not of concern to Mr. van Niekerk; he seems to have been looking for, and

sees as positive, the opportunity to frequently interact and socialise with his neighbour that this duplex design has provided him with.

- 6.16 While I acknowledge Mr. Hattingh's fear that living behind another unit's single car park might not deliver the level of on-site amenity he might personally prefer, I am comfortable that it is a workable housing solution that has proven appealing to at least some in the community. On this basis I could not agree that Mr. Hattingh's presumption of what future occupants might prefer can be regarded as authoritative.
- 6.17 GSCL's own market research identified, and I was advised, that it felt a similar market reception for duplexes that was seen in Auranga was likely in Rotokauri North. Based on the lessons learned and work completed to that point, Mr. Tollemache and I quickly agreed that the optimal planning response would be to promote the best-possible duplex solution, which is what PC7 does. This is why it has been proposed as part of the PC7 package.
- 6.18 It is common in many configurations of medium density housing to have the car parking for one unit in front of another unit. I have included a selection of such plans from recent small-scale projects that I have been involved in, as **Attachment 9**. It is also common for on-site footpaths to run along the front of many units, allowing passersby to be close to habitable rooms within individual units. These and many other characteristics form a part of the specific 'bundle' of amenity values that more intensive housing configurations provide, and that is different to what can be expected of conventional suburban housing. In my opinion each type of housing (if imagined on a spectrum from very low density semi-rural living to the highest density CBD-apartments) will present amenity values that will detract from what some in the community seek, and improve what others seek; the amenity values proposed for the acceptable solution duplex are in my opinion and experience in accordance with what is typical for medium density housing.
- 6.19 Lastly, and in the event that the Commissioners share Mr. Hattingh's on-site amenity concerns, I would return to first principles to observe that urban design has and remains primarily focused on maximising the quality of public spaces by way of how development interfaces with it (which is consistent with Mr. Hattingh's approach at his paragraph 5). In my opinion, purely on-site amenity preferences are a secondary (and in many instances not at all a valid urban design) concern.
- 6.20 If the Commissioners find themselves faced with a choice between promoting one duplex that presents superior public space outcomes (the proposed acceptable solution / 'off set' model), and one that instead presents superior on-site amenity (Mr. Hattingh's preferred 'set back' model), I propose that the correct urban design prioritisation would still lead to the proposed acceptable solution duplex being preferred.

6.21 Overall, I consider that the 'off set' duplex is the superior and in fact the only way to provide a potentially very high-frequency of front-loaded duplex houses while also maintaining a high visual quality along urban streets. I therefore cannot agree with the Council staff that there is any defect or issue of concern with the proposed acceptable solution approach at all. It would be unfortunate if conservatism or concern with something locally unfamiliar led to a lower quality of urban street-scapes in Rotokauri North than has, in my opinion, been proven to be feasible and achievable.

7. **INDICATIVE PUBLIC RESERVE LOCATIONS**

7.1 There is no disagreement that new public reserves will be required by development of PC7 based on its scale. There is also no disagreement (as I understand it) that the Council has the freedom to use its powers under the Local Government Act 2002 to set policy requirements and levels of service related to the requirement for new reserves generally. I support achievement of a distribution, type and quality of open space reserves within PC7 in accordance with the Council's requirements.

7.2 In his landscape assessment (pages 15-16), Mr. Mansergh has identified a different configuration of public open space reserves on the Structure Plan to what was notified.

7.3 In my experience, which I understand is also the case in Hamilton, the final location, shape, size and qualities of new public reserves is finalised at the time and as part of the subdivision process. Because there are almost always many potential solutions that are possible (especially on a large site such as PC7 presents), potential future recreation reserves can be distinguished from spatially fixed open spaces such as existing reserves or Significant Ecological Areas (which can be specified on planning maps).

7.4 Any future public recreation reserves shown on the PC7 Structure Plan should, in my opinion, be indicative only. It is important that in the design of open spaces their real-world integration with adjacent built form be of overriding significance. That, rather than theoretical or metaphysical preferences, is what will ensure they are as easy to access as possible, as attractive and desirable for locals to use as possible, contribute the most to local amenity and character values, and are as safe and well-surveilled as possible. These are, in my opinion, more important than whether an open space is notionally closer or further away from other parks when viewed on a map.

7.5 On the basis that any future public recreation reserves shown on the PC7 structure plan would be indicative only, I am neutral on where they might be drawn. I do not oppose the areas identified by Mr. Mansergh, but at the same time could not express the view in evidence that they are necessarily the optimal or only acceptable configuration that might prove possible, especially once integration with the wider storm water management area (if it becomes public space), and actual streets and blocks are also considered.

8. OFF-ROAD PEDESTRIAN / CYCLE LINKAGES

- 8.1 In their traffic assessment (at section 3.6.2), Mr. Black and Mr. Grey have identified a network of off-road pedestrian and cycle linkages to complement the high-level road network. I am supportive of a well-integrated and multi-modal transport network in the PC7 area and to that end I support the existing HCDP Subdivision Design Guide in 1.4.1.3 (and specifically design element 3 matter b)). This will allow the transport network and connections, and pedestrian / cycle linkages as part of that, to be thoroughly tested.
- 8.2 I am not supportive of, and must recommend against, the proposed changes to the structure plan recommended by Mr. Black and Mr. Grey. My reasons are:
- (a) The optimal pedestrian and cycle solution is, in all urban environments, good-quality streets. These have lighting for night-time use; are as easy and direct as possible for third parties to provide assistance if required (such as if a cyclist has a fall); and generally allow much greater passive surveillance of users from nearby buildings and passing vehicles.
 - (b) Off-road pedestrian and cycle facilities make sense where a street is not possible or justifiable, or in more scenic / sensitive settings where a street would be overly intrusive. In this instance the green spine feature will be a combination of streams and associated storm water facilities and, potentially, adjoining recreation reserves.
 - (c) In my opinion, it is likely that streets would be positioned along many edges of the green spine feature (such as is shown on the latest concept master plan). These would appear to duplicate at least some, and potentially all, of the linkages identified by Mr. Black and Mr. Grey (**Attachment 4**). It makes no sense to me to duplicate a (superior) facility already provided nearby on a street just for its own sake. While I would support good-quality pedestrian and cycle facilities to complement the street network, I do not see that it can be determined at this time as it is dependent on the street and block network also being confirmed. More to the point, I expect that the key value that off-road links will have in the overall transport network will be to provide crossings through the green spine (connecting to streets either side), than running along it.
 - (d) While it is expected that these stormwater management areas will be vested, there is not at this time 100% certainty that all of the stormwater management area will be accepted by the Council as public land and (at least parts of it) may be retained in private ownership. This is not unusual, and is usually worked through at the time of subdivision. I consider it inadvisable to promote (or

require) public access on private land, unless there is agreement and the fine detail of route, access, pavement surface, maintenance, and liability are all understood. This is not possible at this time.

- (e) PC7 is based on a series of rules that support the development of urban blocks and local road networks. The Structure Plan illustrates the collector and minor arterial roads; however, this does not mean that there would not be local or park edge roads developed within the subdivision. It is the local road network that will primarily provide the connectivity sought, not pedestrian-only spaces through or within urban blocks or along the green spine / storm water facility.
- (f) Parts of the proposed route are within identified stormwater management areas and may be subject to periodic flooding (some of the links drawn by Mr. Black and Mr. Grey traverse through the middle of likely pond basins). It is not clear to me that the Council will accept a public pedestrian / cycle facility within a flood area or in very close proximity to a stream. Typically, more costly structures are required to elevate such paths to be clear of the maximum flood level (including boardwalks or bridges), or the paths must be located much closer to higher ground at the public space boundary (i.e., at the perimeter of the space, where any park-edge roads would be). It is not clear to me that the Council would necessarily be willing to accept ownership of any future path facilities depending on their complexity and maintenance costs.

8.3 It is in my overall opinion not appropriate to specify an off-road network for PC7 without fully understanding:

- (a) The on-road network available, and in turn the placement of streets and blocks;
- (b) The nature of the land that the proposed off-road facility will locate on (including ownership and storm water functionality); and
- (c) The nature of the proposed facility in terms of its cost, complexity and ongoing operational needs.

8.4 At this time, none of the three matters identified above can be confirmed and it follows that anything imposed via the PC7 structure plan map will be likely to prove problematic. I regard this as a matter best and most appropriately addressed at the time of subdivision. But to reiterate, I am supportive of a high-quality transport network being achieved in Rotokauri North including, where appropriate, off-road facilities for pedestrians and cyclists.

9. **CONCLUSIONS**

- 9.1 I have worked on PC7 since its inception and have participated in what I regard as a successful example of collaboration with the Council and many submitters.
- 9.2 I have read the submissions and the Council's s.42A report. The submissions do not raise what I would consider to be specific urban design concerns, and, overall, I consider the s.42A report is generally quite supportive of PC7 in urban design terms.
- 9.3 Specific issues raised by the s.42A officers have been considered and in summary:
- (a) For the most part, amendments proposed have been accepted by the Applicant and raise no urban design concerns.
 - (b) I have no opinion on what the 'right' requirement for on-site service spaces and rubbish bin storage should be.
 - (c) The proposed acceptable solution duplex reflects the optimal urban design solution for this form of development and, in particular, where it might be likely to occur on many adjacent sites together. In my opinion, the concerns expressed by the Council s.42A reporting officers are, with respect, overstated and misplaced; it is a typology that has been consented, developed, and is lived in without occupant objection, in Auckland. That the Council has expressed opposition to something without in my opinion fully acknowledging its workability and urban design benefits has if anything highlighted why it makes sense to expressly provide for it within PC7 now.
 - (d) I am neutral on where indicative public reserves might be shown on the PC7 Structure Plan provided that they are 'indicative' in any event.
 - (e) I support a well-integrated and multi-modal transport network eventuating in the PC7 area but consider it is not advisable to try to specify an off-road pedestrian and cycle network now in the absence of knowledge of the final road network, and final configuration of public-owned land that will eventuate.
- 9.4 In my opinion and for the reasons outlined in my UDR as well as in this statement of evidence, PC7:
- (a) Reflects urban design best practice and includes a structure plan that has been thoroughly tested and refined over time including by way of several concept master plans;
 - (b) Is consistent with and will 'plug into' the Council's wider Rotokauri Structure Plan;

- (c) Will enable a high-amenity and high-quality neighbourhood premised on promoting the visual quality and pedestrian amenity of streets, and which is in line with the type of living environments generally sought by the Council; and
- (d) Includes a sufficient suite of rules and assessment methods to manage the range of potential urban design effects that might arise at the time of subdivision and land use consents.

9.5 Having read the latest version of PC7 that is attached to the planning evidence of Mr. Tollemache / Ms. Fraser-Smith, I consider it presents the most appropriate solution for the land in urban design terms.

Ian Colin Munro
24 September 2021

ATTACHMENT 1 – CV OF IAN MUNRO



ianmunro

- › **strategic planning**
- › **urban development & growth frameworks**
- › **urban design advice and training**
- › **land use - transport integration**
- › **resource management & statutory policy making**
- › **consultation, facilitation, and public engagement**
- › **independent commissioner**

CAREER SUMMARY

Ian is a senior urban planner and urban designer who has had the opportunity to work across New Zealand including in all of the major centres and many of the provincial centres. Ian's background includes extensive resource management and an emphasis on basing solutions on the opportunities and realities of the circumstance.

- › 2000-2001: Auckland City Council: planner
- › 2001-2005: North Shore City Council: planner / senior planner
- › 2005-2014: Urbanimplus Ltd: urban designer / senior associate
- › 2014-present: Self-employed urban designer and planner

KEY FACTS

- › Guest lecturer / tutor / professional teaching fellow, University of Auckland courses in planning and urban design annually since 2001.
- › Presenter / co-presenter, NZPI® annual urban design CPD courses since 2010, and direct training sessions with individual Councils.
- › Co-author, urban design chapter in *Planning Practice in New Zealand*, LexisNexis, 2017.
- › Contributor to numerous professional articles and conference presentations including NZPI® Planning Quarterly, Urban, NZJEL and IPENZ. Most recently co-presented an NZPI® e-seminar, 'In a Post-Covid 19 New Zealand, can we return to the local', April 2020.
- › Involved in over 2,000 planning proposals and has extensive experience with the resource management process across New Zealand.
- › As a hearings commissioner, has made or contributed to over 500 decisions on consent and plan change applications since 2007 for Auckland Council, Thames Coromandel District Council, Waikato District Council, Hutt City Council, Porirua City Council, and Queenstown Lakes District Council.
- › Member of Auckland Council Urban Design Panel since 2012.
- › Contributor to NZPI® award-winning projects: *Greater Christchurch Urban Development Strategy* (2008); Auckland City Council's *Liveable Arterials* (2009); Marlborough District Council's *Growing Marlborough* (2011); Christchurch City Council's *Sydenham and Lyttleton's master plans* (2012).
- › Lead author, RMLA award-winning *Best Practice Guideline for Urban Subdivision*, Kapiti Coast District Council, 2007.

QUALIFICATIONS AND TRAINING

2013 - University of Auckland
Master of Transport Engineering Studies (Hons).

2010 - University of Auckland
Master of Environmental Legal Studies (Hons) (Fowlds Memorial Prize*).

2005 - University of Auckland
Master of Architecture [Urban Design] (Hons).

2003 - University of Auckland
Master of Planning (Hons).

2002 - University of Auckland
Bachelor of Planning (Hons) (Senior Scholar in Planning**).

* Most distinguished Masters / Honours student in the Faculty of Law

** Most distinguished Bachelors student in the School of Planning

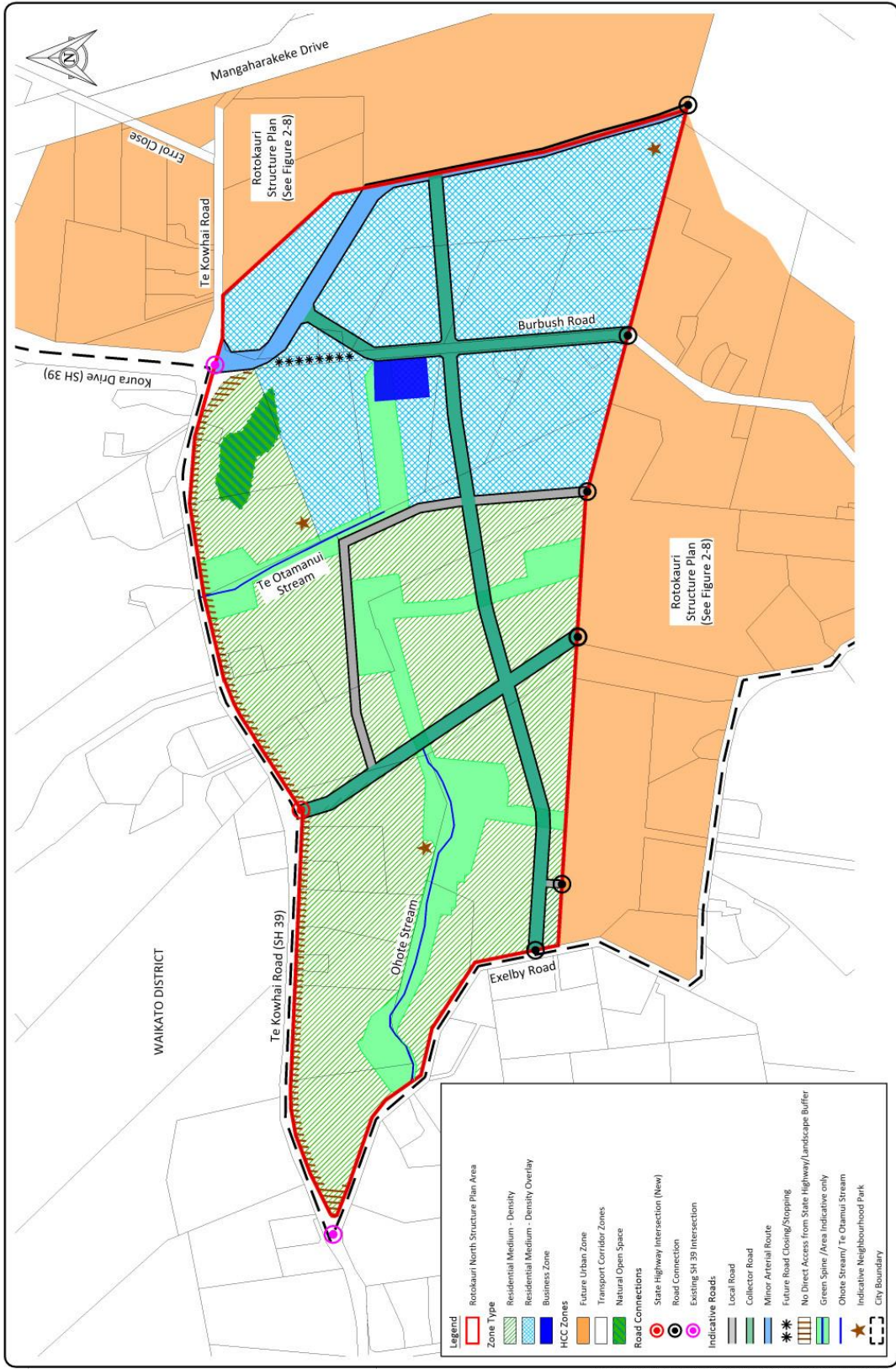
PROFESSIONAL AFFILIATIONS AND ACHIEVEMENTS

2020 - Distinguished Service Award, New Zealand Planning Institute.

2005 → Full Member New Zealand Planning Institute.

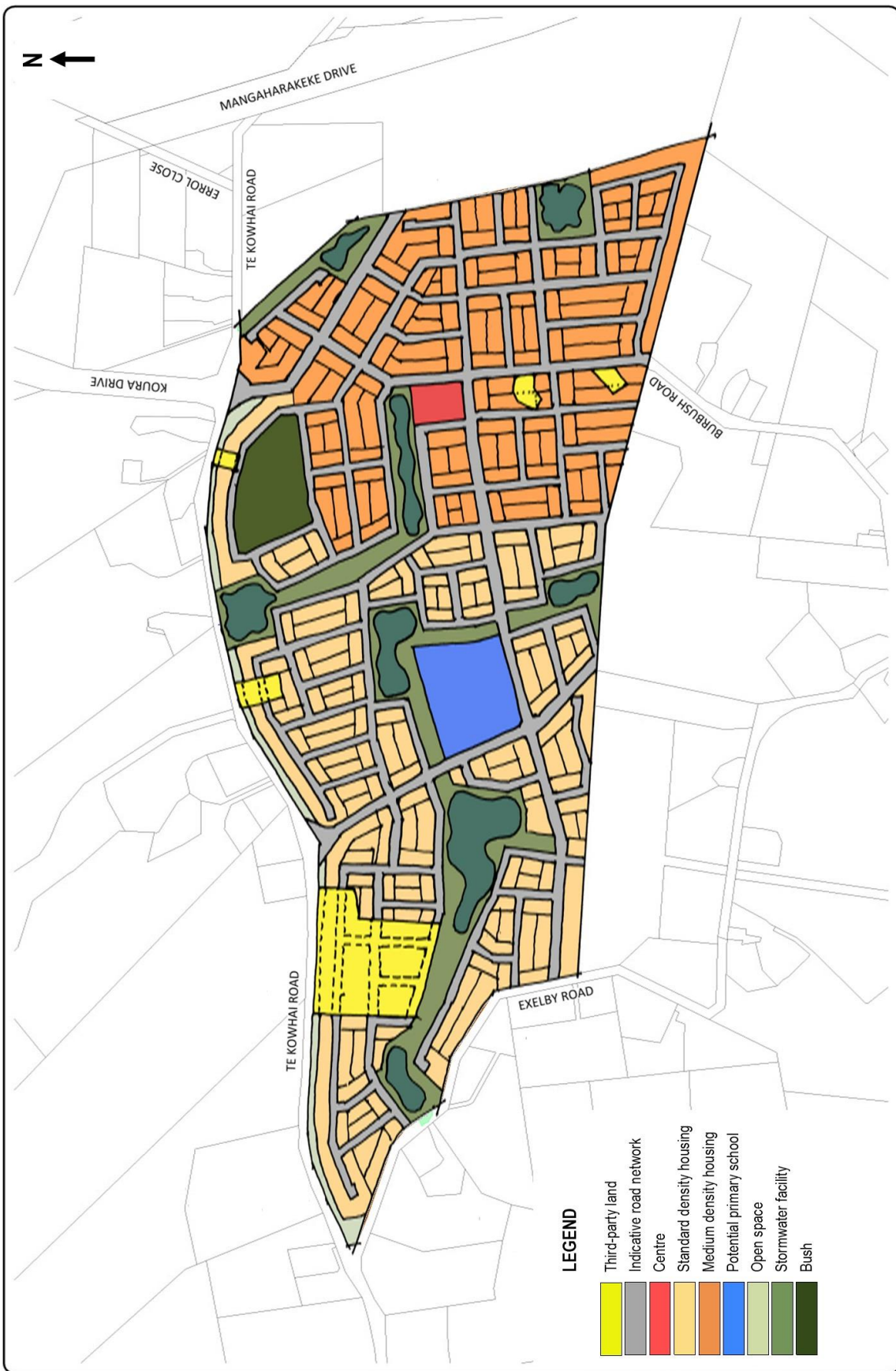
2005 → Ministry for the Environment **Making Good Decisions** RMA Certification.

ATTACHMENT 2 – CURRENT PROPOSED PC7 STRUCTURE PLAN, NO SCALE, SOURCE: BBO LTD



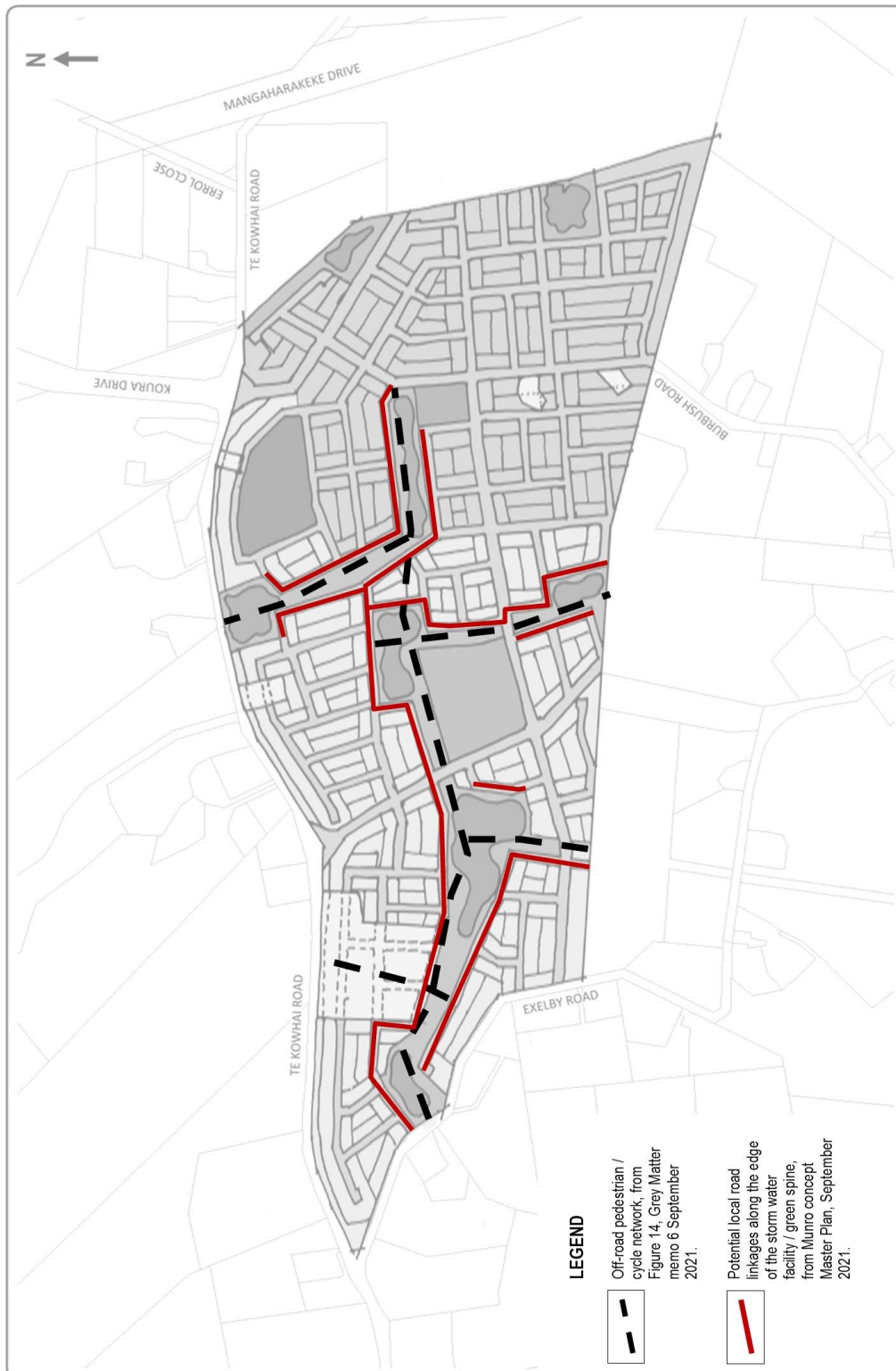
ROTOKAURI NORTH DEVELOPMENT		ROTOKAURI NORTH DEVELOPMENT	
FIGURE 2-8A ROTOKAURI NORTH STRUCTURE PLAN		FIGURE 2-8A ROTOKAURI NORTH STRUCTURE PLAN	
PRELIMINARY DATE: 24.06.2021 SCALE: 1:7500 PROJECT: 147090-00-0091 SHEET: C	PRELIMINARY DATE: 24.06.2021 SCALE: 1:7500 PROJECT: 147090-00-0091 SHEET: C	bbo BLOCKAM BURBETT & OLLIVER	Hamilton City Council Te Kaitiaki o Kaitiaki

ATTACHMENT 3 – CURRENT CONCEPT MASTER PLAN, NO SCALE, SOURCE: IAN MUNRO, SEPTEMBER 2021



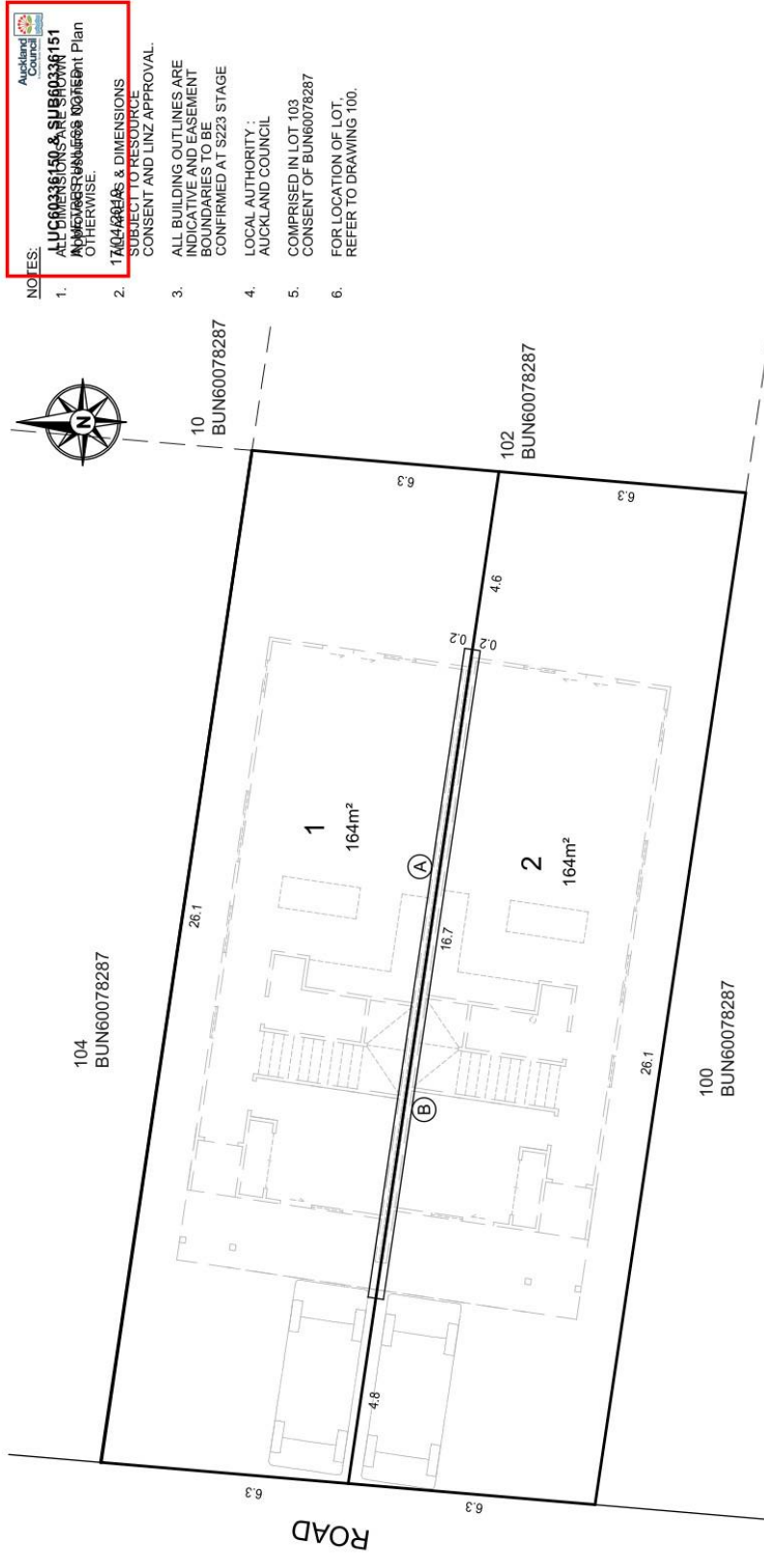
ATTACHMENT 4 – CURRENT CONCEPT MASTER PLAN WITH OFF-ROAD PEDESTRIAN AND CYCLE NETWORK PROPOSED BY GREY MATTER LTD OVERLAIN, NO SCALE

This shows the potential that exists for the off-road network identified to inefficiently duplicate (superior) street connections that will be in many instances possible, and which should be prioritised.



ATTACHMENT 5 – GENERATION 1, 'SET BACK' DUPLEX EXAMPLE, DRURY 1 PRECINCT, AUCKLAND, NO SCALE, SOURCE: MOX DESIGN LTD / MCKENZIE & CO LTD

Note: This is Lot 103 of Stage 1, built and now known as 3A and 3B Kahui Parade.



- NOTES:**
1. ALL DIMENSIONS, AREAS & SURFACE FINISHES TO BE CONFIRMED BY THE SURVEYOR'S REPORT AND OTHERWISE.
 2. 1740.42 AREAS & DIMENSIONS SUBJECT TO RESOURCE CONSENT AND LINZ APPROVAL.
 3. ALL BUILDING OUTLINES ARE INDICATIVE AND EASEMENT BOUNDARIES TO BE CONFIRMED AT 1:522.5 STAGE.
 4. LOCAL AUTHORITY: AUCKLAND COUNCIL
 5. COMPRISED IN LOT 103 CONSENT OF BUN60078287
 6. FOR LOCATION OF LOT, REFER TO DRAWING 100.

MEMORANDUM OF PROPOSED EASEMENTS			
PURPOSE	SHOWN	SERVIENT TENEMENT (BURDENED LAND)	DOMINANT TENEMENT (BENEFITED LAND)
PARTY WALL	(A) (B)	LOT 1 HEREON LOT 2 HEREON	LOT 2 HEREON LOT 1 HEREON

ORIGINATOR	DATE	SIGNED	PLAT BY
MG	11/12/18	SIGNED	
LA	13/12/18	SIGNED	
SW	13/12/18	SIGNED	
LA	13/12/18	SIGNED	
MG	10/12/18	SIGNED	

REFER TO APPROVED MASTER DRAWING FOR ORIGINAL DIMENSIONS

PROJECT:		TITLE:	
AURANGA		LOTS 1-2 BEING A SUBDIVISION OF LOT 103 CONSENT OF BUN60078287	
STAGE 1			
<p>THIS DRAWING AND DESIGN REMAINS THE PROPERTY OF MCKENZIE & CO CONSULTANTS LTD AND IS NOT TO BE REPRODUCED OR ALTERED WITHOUT THE WRITTEN PERMISSION OF MCKENZIE & CO CONSULTANTS LTD. NO LIABILITY IS ACCEPTED FOR UNAUTHORIZED USE OF THIS DRAWING. ALL DIMENSIONS TO BE CHECKED. DO NOT SCALE FROM DRAWING.</p>		<p>FOR CONSENT</p> <p>PROJECT NO: 1013</p> <p>DRAWING NO: 1013-1-134</p> <p>REV: A</p>	

D3

LOT 103A & 103B



GROUND FLOOR LOT 103A 65.6m² • 10.5m² VERANDA
 LOT 103B 65.6m² • 10.5m² VERANDA
 1:100 @ AJ



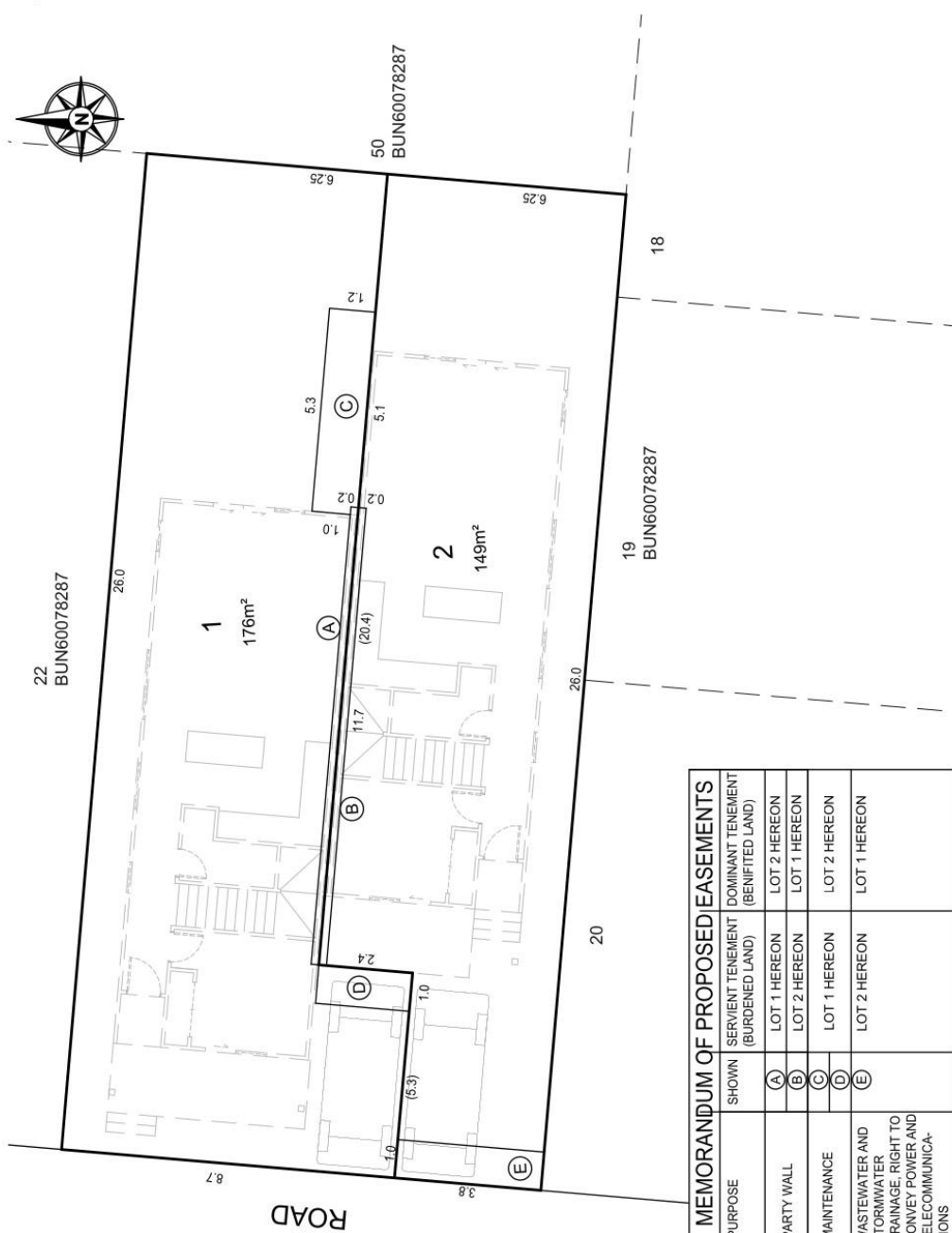
FIRST FLOOR LOT 103A 53.4m²
 LOT 103B 53.4m²
 1:100 @ AJ

ATTACHMENT 6 – GENERATION 2 'OFF SET' DUPLEX EXAMPLE, DRURY 1 PRECINT, AUCKLAND, NO SCALE, SOURCE: MOX DESIGN LTD / MCKENZIE & CO LTD

Note: This is Lot 21 of Stage 1, built and now known as 13A and 13B Kahui Parade.

NOTES:

1. ALL DIMENSIONS AND SURFACE FINISHES TO BE CONFIRMED BY THE SURVEYOR'S REPORT AND OTHERWISE.
2. 17604 AREAS & DIMENSIONS SUBJECT TO RESOURCE CONSENT AND LINZ APPROVAL.
3. ALL BUILDING OUTLINES ARE BOUNDARIES TO EASEMENT BOUNDARIES TO BE CONFIRMED AT S223 STAGE.
4. LOCAL AUTHORITY : AUCKLAND COUNCIL
5. COMPRISED IN LOT 21 CONSENT OF BUN60078287
6. FOR LOCATION OF LOT, REFER TO DRAWING 100.



MEMORANDUM OF PROPOSED EASEMENTS			
PURPOSE	SHOWN	SERVIENT TENEMENT (BURDENED LAND)	DOMINANT TENEMENT (BENEFITED LAND)
PARTY WALL	(A)	LOT 1 HEREON	LOT 2 HEREON
MAINTENANCE	(B)	LOT 2 HEREON	LOT 1 HEREON
WASTEWATER AND STORAGE	(C)	LOT 1 HEREON	LOT 2 HEREON
WASTEWATER AND STORAGE, RIGHT TO DRAINAGE, RIGHT TO CONVEY POWER AND TELECOMMUNICATIONS	(D)	LOT 2 HEREON	LOT 1 HEREON
	(E)	LOT 2 HEREON	LOT 1 HEREON

PROJECT: AURANCA STAGE 1		TITLE: LOTS 1-2 BEING A SUBDIVISION OF LOT 21 CONSENT OF BUN60078287		ISSUE STATUS: FOR CONSENT	
THIS DRAWING AND DATA REMAINS THE PROPERTY OF MCKENZIE & CO CONSULTANTS LTD. IT IS NOT TO BE REPRODUCED OR ALTERED WITHOUT THE WRITTEN PERMISSION OF MCKENZIE & CO CONSULTANTS LTD. UNAUTHORISED USE OF THIS DRAWING IS PROHIBITED. ALL DIMENSIONS TO BE CHECKED. DO NOT SCALE FROM DRAWING.		MCKENZIE & CO CONSULTANTS LTD		PROJECT NO: 1013 DRAWING NO: 1013-1-136 SCALE: 1:100 @ A3	
ORIGINATOR: MG DATE: 11/12/18 DRAWN: LA DATE: 13/12/18 CHECKED: SW DATE: 13/12/18 APPROVED: MJS DATE: 18/12/18		PLOT BY:		REV: A FIRST ISSUE REVISION DESCRIPTION: 2018.10.15 1013-1-136	
SIGNED:		SIGNED:		SIGNED:	

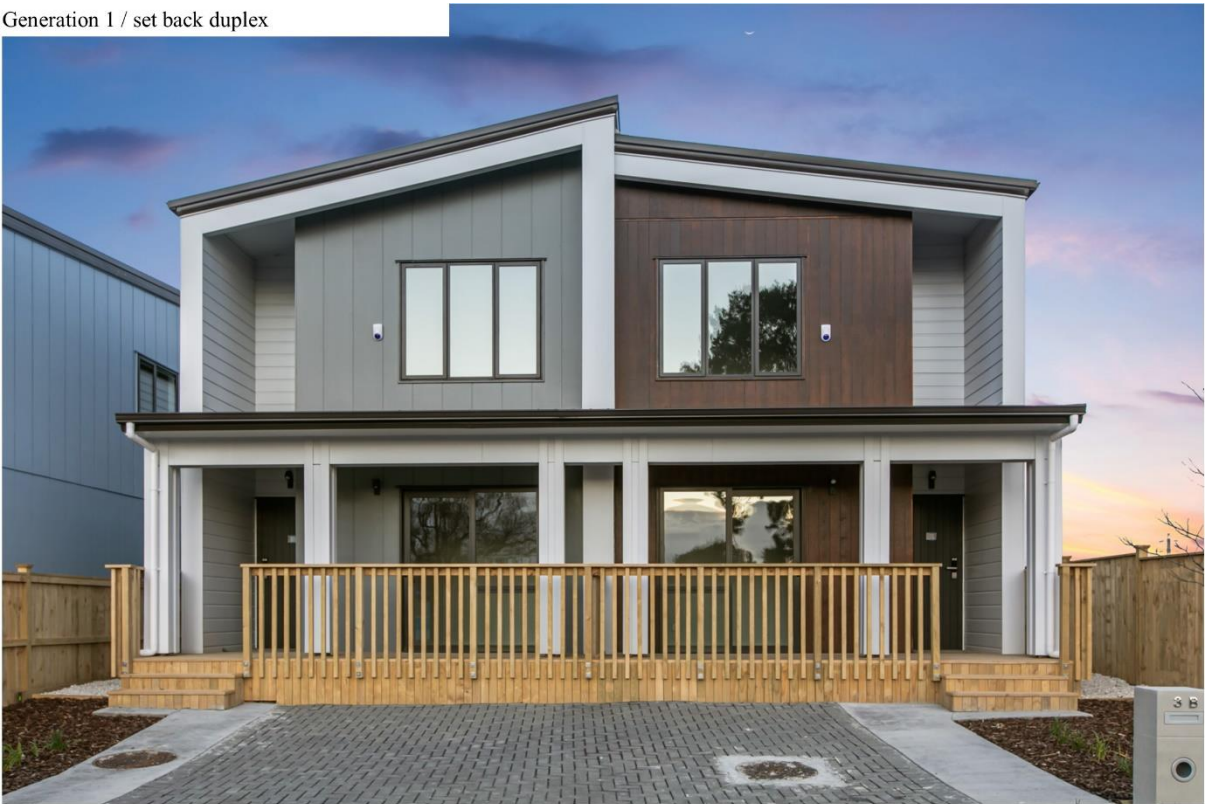
D1

LOT 21A & 21B

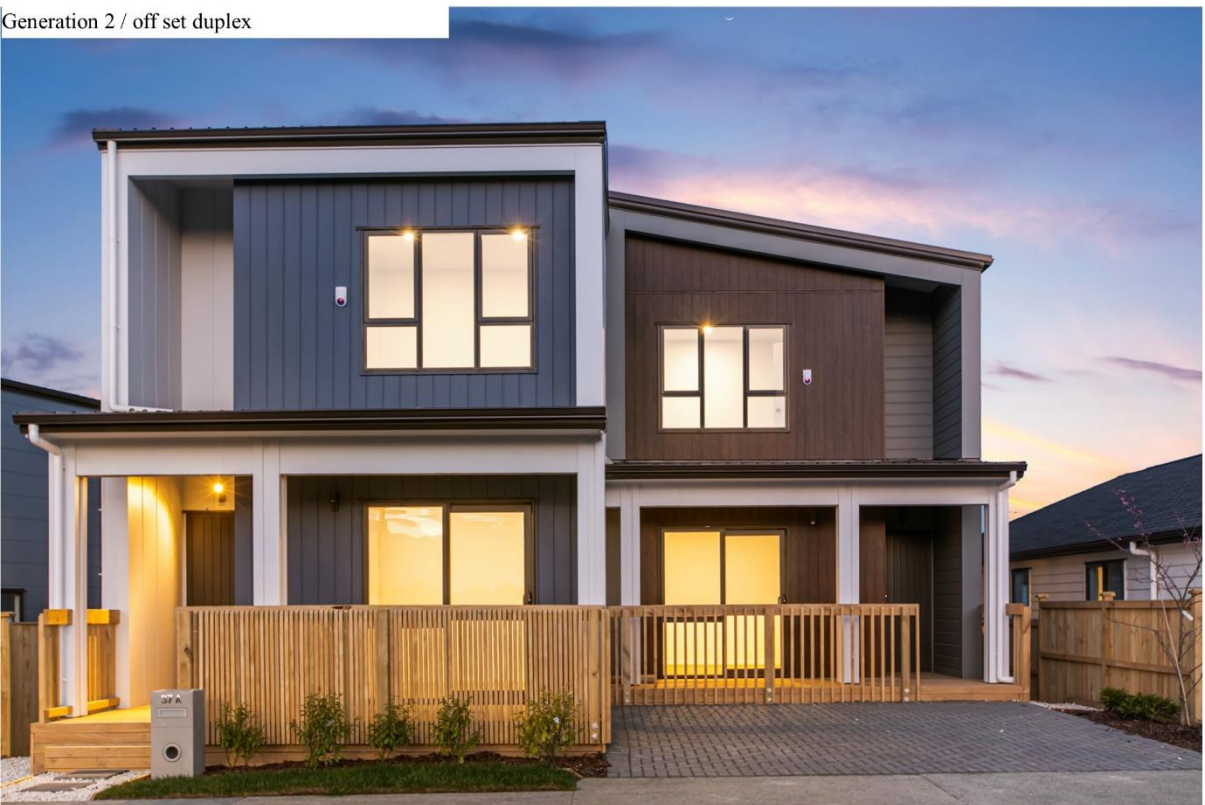


ATTACHMENT 7 – COMPARATIVE PHOTOGRAPHS COMPARING CONSTRUCTED 'SET BACK' AND 'OFF SET' DUPLEXES IN DRURY 1 PRECINCT, AUCKLAND

Generation 1 / set back duplex



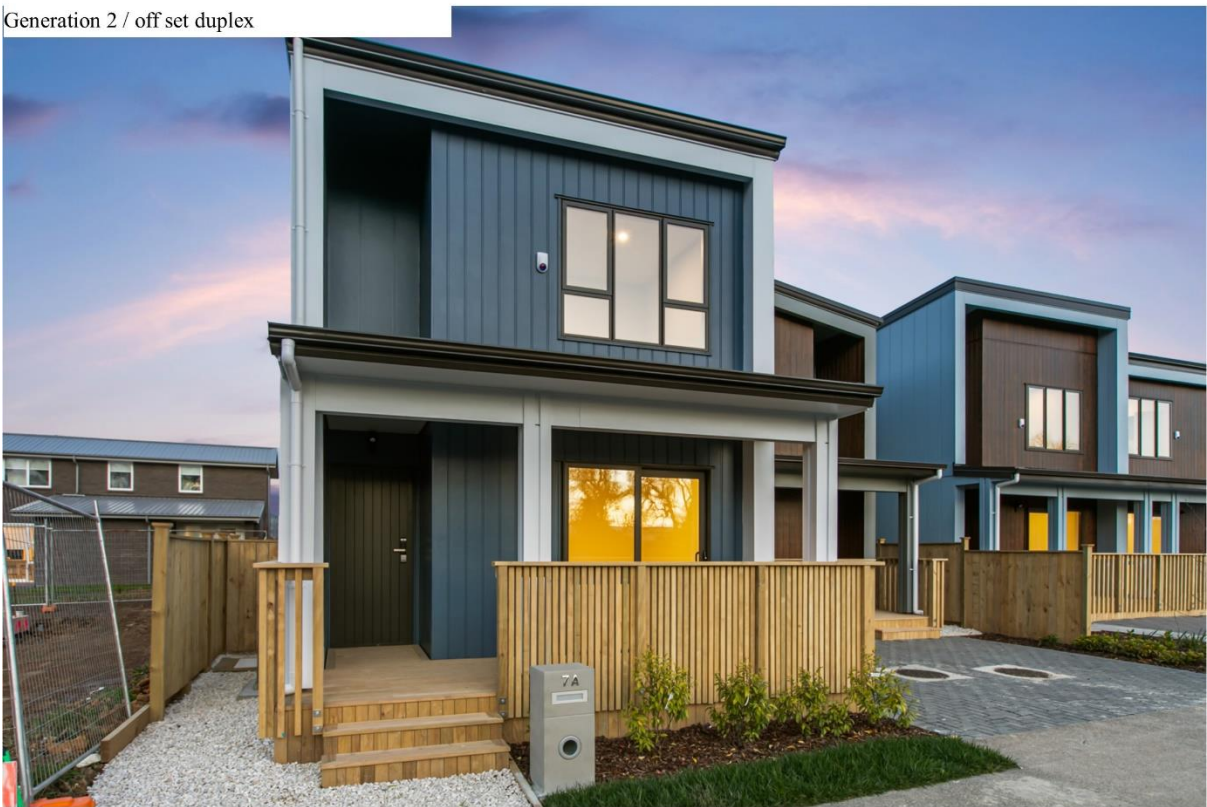
Generation 2 / off set duplex



Generation 1 / set back duplex



Generation 2 / off set duplex



ATTACHMENT 8 – LETTER FROM GERSCHEN VAN NIEKERK, OWNER AND OCCUPANT OF 13A KAHUI PARADE, DRURY 1 PRECINCT



CONTACT

Gerschen van
Niekerk
Gers1102@gmail.com
0211082011
13A Kahui Parade,
Auranga,
Papakura, 2113

RAY CHAN

LETTER OF SUPPORT | KIWIBUILD CHAMPION HOME "B" UNITS

Dear Ray Chan,

Thanks for the opportunity to share my experiences of owning and living in one of MADE's Kiwibuild Champion Home (B unit), but moreso, being part of the community of Auranga.

Context

The design of these Kiwibuild homes, in my opinion, is to bring people together. The design of these units assumes a conscious decision of ensuring a build that will connect people in such a way that strangers become neighbors, neighbors become friends, friends become part of larger family... a community.

The design

Built further back from the street, B unit's offers a decent sized carpark in front of my house This gives easy **access** to the front door of the property. The shared car space is wide enough for both my, and my neighbour's car too. Again, intentional so that when he accesses his car, relays to a point of conversation. Being further back also provides an element of **safety** from the road. This build also means we are, to a degree, **protected** from the natural elements (mainly wind, except if the westerly blows). The covered verandah provides **privacy**, but also a place to entertain and enjoy a cuppa and connect with my neighbors.

Back

The yard space, although not very large, is functional. The house came with a nice deck and grass area, and space for a toolshed. Having a young child, this area is enclosed, safe, and play friendly. Auranga itself provides sufficient green spaces, walkways, and a park if we need to go for a walk – hence why a



GERSCHEN VAN NIEKERK

larger backyard is not much of an issue. Being northeast facing provides ample of morning, to early afternoon sun.

Layout of B unit

Like all the units, the property feels spacious with high ceilings and wide passages and stairs. Multi-level living provides controlled environment for daytimes (downstairs with a toilet makes it helpful) and evenings, upstairs. Tiles at the bottom, although an issue in winter, makes it easy to keep clean and help with my hay fever. Kitchen has all the chattels needed. Open plan living spaces helps with easy transition and continuous communications.

As a family we are enjoying the space – moreso, the community we live in.

I hope you find this information sufficient.

Sincerely,
Gerschen van Niekerk

339 & 341 PANAMA ROAD



KEY:

- | | | |
|---|---|---|
| 1 VEHICLE ENTRANCE | 8 LANDSCAPED PRIVATE COURTYARD YARD | 11 SEMI TRANSPARENT FENCE |
| 2 COMMON FOOTPATH | 9 PRIVATE PEDESTRIAN ACCESS PANAMA ROAD | 12 1.8M CLOSEBOARD BOUNDARY FENCE |
| 3 PRIVATE ACCESSWAY WITH SURFACE VARIATION | 10 PERIMETER RETAINING (MAX 1M IN HEIGHT) | 13 1.6M SEMI TRANSPARENT FENCE/BEN BAY |
| 4 GARDEN BUILDOUT WITH AVENUE OF SPECIMEN TREES | 11 PRIVATE GRASS AREAS | INDICATIVE RETAINING WALL LOCATIONS |
| 5 THRESHOLD FINING | 12 LOCATION OF COMMON FLURISH BIRCHAY | LOW CURB/WALL (MAX HEIGHT 300MM IN CENTRAL COMMON AREA) |
| 6 SIGNAGE AND LETTERBOX BANK | 13 LOCATION OF COMMON BIKE STORAGE | L LETTERBOX/LETTERBOX BANK |
| 7 GROUPED TREES WITH COMMON GARDEN | | |



119 BRUCE MCLAREN DRIVE



Refer to Landscape Design by Greenwood Associates for Landscape Design Details and Landscape Calculations

5 LUMBARDA DRIVE

LANDSCAPE MASTERPLAN

KEY

1. Vehicle Access / Driveway
2. Unit Entrance
3. Private Backyard
4. Parking Spaces
5. Footpath
6. Letterbox

Site Boundary

Vehicle Access

Private Access

Letterbox

MATERIAL PALETTE

(Note: Refer to 'Material Plan' for further details)



PROJECT	5 LUMBARDA DRIVE KUMEU	DATE	05/SEP/2019	SCALE	1:200@a3	ISSUED FOR REVIEW	NOT FOR CONSTRUCTION
PROJECT	Landscapes Resource Consent						