BEFORE THE ENVIRONMENT COURT

AT AUCKLAND

I TE KŌTI TAIAO O AOTEAROA

KI TĀMAKI MAKAURAU

IN THE of appeals under Clause 14 of

MATTER Schedule 1 of the Resource

Management Act 1991

BETWEEN BOONHAM

(ENV-2021-AKL-000061)

MANGAWHAI MATTERS

INCORPORATED & OTHERS

(ENV-2021-AKL-000062)

Appellants

AND KAIPARA DISTRICT COUNCIL

Respondent

STATEMENT OF EVIDENCE OF IAN COLIN MUNRO ON BEHALF OF MANGAWHAI CENTRAL LIMITED

(URBAN DESIGN)

17 December 2021



TABLE OF CONTENTS

1.	Introduction	1
2.	Scope of evidence	3
3.	Summary of evidence	3
4.	Site analysis	6
5.	Built form character context of Mangawhai	11
6.	Analysis of PC78	15
7.	Assessment of built form character effects	20
8.	Conclusions	26
Attac	chment 1 – CV of Ian Munro	28
Attac	chment 2 – PC78 Site	30
Attac	chment 3 – Operative Estuary Estates zone	35
Attac	chment 4 – Operative Estuary Estates master plan	36
Attac	chment 5 – Summary of consents granted to date	37
Attachment 6 – Site analysis		38
Attac	chment 7 – Summary plan: consented supermarket	39
Attac	chment 8 – Summary plan: consented sub-zone 7	40
Attac	chment 9 – Summary plan: consented Bunnings	41
Attac	chment 10 – Summary plan: Mobil service station	42
Attac	chment 11 – Summary plan: Old Waipu Road	43
Attac	chment 12 – Recent development north of PC78	44
Attac	chment 13 – Recent development south of PC78	45
Attachment 14 – Summary map of Mangawhai		46
Attac	chment 15 – Statistical areas of Mangawhai and Heads	47
Attac	chment 16 – PC78 Concept master plan	48

1. INTRODUCTION

- 1.1 My full name is Ian Colin Munro. I am an urban planner / urban designer and I am self-employed. I have 22-years of experience.
- 1.2 I hold the qualifications of a Bachelor of Planning (Hons); a Master of Planning (Hons); a Master of Architecture [Urban Design] (Hons); a Master of Environmental Legal Studies (Hons); and a Master of Engineering Studies [Transportation] (Hons). I am a Full Member of the New Zealand Planning Institute. I have worked on numerous urban re-zoning proposals across the country of a scale, complexity, and potential effects comparable to those of proposed Plan Change 78.
- 1.3 I have attached a standard CV as **Attachment 1**.
- 1.4 I have read the Code of Conduct for Expert Witnesses in the Environment Court Practice Note 2014. I have complied with the Code of Conduct in preparing this statement of evidence and confirm that I will do so in presenting my evidence to the Court. Unless I state otherwise, this evidence is within my sphere of expertise and I have not omitted to consider material facts known to me that might alter or detract from the opinions I express.
- 1.5 I have visited the Site over 15 times since my initial engagement by Mangawhai Central Ltd ("MCL") in 2016, most recently in November 2020. Because of the consequences of COVID-19 I have not been able to complete a site visit directly associated with the preparation of this evidence. I substituted one as follows:
 - (a) Project engineer Mr. Evan Peters has visited the Site on my behalf, following my instructions to occupy five vantage points on and around the Site, giving me a 'virtual eye' by way of real-time video calling, and taking photographs of the Site at locations I requested.
 - (b) I compared the photographs Mr. Peters took with previous photographs I had taken from earlier site visits so as to confirm their orientation.

- (c) I am satisfied on the basis of this approach, which does rely heavily on my existing knowledge of the Site and approved resource consents to date, that I understand the current characteristics of the Site and environment and can give this evidence.
- 1.6 If COVID-19 conditions permit, I will complete a physical site visit prior to the commencement of the Hearing.

2. SCOPE OF EVIDENCE

- 2.1 I have been asked by MCL to provide evidence on the built form character effects of PC78, which includes providing my analysis of Mangawhai's built form character.
- 2.2 My evidence will address the following topics:
 - (a) Site analysis;
 - (b) Built form character context of Mangawhai;
 - (c) Analysis of PC78;
 - (d) Assessment of built form character effects; and
 - (e) Conclusions.

3. SUMMARY OF EVIDENCE

- 3.1 In my opinion, PC78 will have compatible and acceptable built form character effects in the context of "Mangawhai" – the term I use in this evidence to describe the amalgam of the existing "Mangawhai Village" and "Mangawhai Heads" urban areas, and the Site.
- 3.2 Mangawhai is a three-node (poly-nodal) settlement. By "node" I mean a discernible land use concentration usually based around a commercial activity cluster. One node is at Mangawhai Village, one is at Mangawhai Heads, and one is enabled in the existing (operative) District Plan framework at the Estuary Estates zone (the PC78 "Site").

- 3.3 In terms of the Site, and because of its size and varied sensitivities to the effects of development, the built form character effects of PC78 will depend on what part of the Site a development is proposed to locate on. I have identified four distinguishable parts of the Site that each present different opportunities and sensitivities for development. They are identified in **Attachment 6** and are what I have named the 'bowl', the 'flank', the 'saddle' and the 'slope' areas.
- 3.4 There are three spatial scales of built form character relevant to PC78 and its effects, being:
 - (a) The settlement as a whole;
 - (b) The layout of streets and blocks and neighbourhoods; and
 - (c) The visual and design characteristics of individual buildings and developments.
- 3.5 In my opinion PC78 will be compatible with all three of these spatial scales of built form character, although as I understand the concerns of the Appellants, they are principally concerned with spatial scales (a) and (b) above.
- 3.6 My principal reasons for this conclusion are:
 - (a) PC78 will maintain the operative Estuary Estate zone's (planned) urban structure of a single node with a focal point at the commercial centre (Molesworth Drive), and that protects key natural and environmental features. Density is proposed to radiate outwards and downwards away from that node.
 - (b) The operative Estuary Estates zone provides for a maximum total of 500 dwellings before a non-complying activity consent requirement is triggered. PC78 would increase this zoned potential to approximately 1,000 dwellings (total).
 - (c) Up to approximately 256 of those additional 500 dwellings could occur outside of the existing urban zoned parts of the operative Estuary Estates zone. Of those 256 additional dwellings, up to approximately 110 of them could occur on

the lower and unobtrusive southern 'flank' part of the Site, and up to approximately 146 of them could occur on the elevated 'saddle' and 'slope' parts of the Site.

- (d) It is only the additional 146 dwellings (and a total of approximately 235 dwellings including the 89 dwellings already enabled within the operative Estuary Estates provisions) on the 'slope' and 'saddle' parts of the Site that would be visible in the wider environment and that in my opinion could have the potential to create adverse built form character effects of concern.
- (e) The minimum site sizes enabled by PC78 for the saddle and slope sections of the Site (sub-zones 3B and 3D respectively) are 500m2 and 1,000m2. These are in line with the size of sections visible in Mangawhai Village and Mangawhai Heads and are in my opinion compatible in that respect.
- (f) The additional 146 potential dwellings on the Site's saddle and slope sections will not appear adverse or 'alien' in the wider Mangawhai environment, noting in particular the zoned or existing development that could also be seen or experienced by the viewer as they travelled through Mangawhai, and which can be seen spreading up and over numerous similar hills, slopes and flats, from numerous vantage points. All but one public vantage point of the Site¹ can only be accessed through or from within existing urban areas noting that an observable trend apparent since at least 1996 has been the urban areas of Mangawhai Village and Mangawhai Heads expanding towards one another (generally 'landing' at the Site). Urban or semi-urban development can now be seen adjacent to the Site along each of the Molesworth Drive approaches. In my opinion this would give context to the viewer when observing urban development on the Site.

5

¹ Cove Road / Atkin Road to the west, at least 300m from the Site.

- (g) Under PC78, the design of subdivisions, streets and blocks would be subject to the Mangawhai Design Guidelines, which sets out relevant built form matters to be achieved (although engineering requirements such as when kerb-and-channel road edges are required sit outside the District Plan in the hands of the Council as the asset owner and Road Controlling Authority). The guideline is at Appendix 25A within the District Plan and all relevant resource consent applications made under PC78 would be required to respond to it.
- (h) There are no predominant building designs or styles in Mangawhai that development under PC78 could be said to be at-odds with or otherwise need to replicate. That Mangawhai exhibits no individual building style or vernacular that should be protected or replicated was one of the few matters agreed between the urban design witnesses that appeared before the Council's Commissioners. From what I took from the public hearing this was not the key characterrelated built form effect of concern to submitters.

4. SITE ANALYSIS

The Site

- 4.1 The PC78 Site is subject to a combination of urban, semi-urban, and open-space zones (Estuary Estates, Chapter 16 of the District Plan). This differentiates it from typical greenfield / rural re-zoning exercises. Referring to **Attachment 2**, the site is approximately 130ha, and it has a very irregular shape.
- 4.2 Referring to **Attachments 3 and 4**, the site has the following Operative land use zones and sub-zones:
 - (a) Sub-zone 1. This (from 16.6.1.1 and Appendix E Map 4 of the District Plan) is 7.5ha and its purpose is to be a "business centre" serving both the Estuary Estates zone and also the wider area. It is envisaged as comprising 4 relatively equally sized blocks. Precinct 1 applies to the land at the northern and southern blocks of the sub-zone

that adjoin the ring road; this is intended for larger-format uses with car parking and open spaces facing outwards to the ring road. Precinct 2 applies to the middle two blocks and is intended to accommodate finer-grained commercial activity.

- (b) Sub-zone 2. This (from 16.6.2.1 and Appendix E Map 5 of the District Plan) sits immediately north-west and 'behind' sub-zone 1. It is 5ha and its purpose is to accommodate community focussed activities around a central village green (1.15ha).
- (c) Sub-zone 3. This (from 16.6.3.1 and Appendix E Maps 6 and 7 of the District Plan) sits immediately north-west and 'behind' sub-zone 2. It is 12ha and its purpose is to accommodate "medium density" residential development. It has two areas, enabling higher density closer to sub-zone 2.
- (d) Sub-zone 4. This (from 16.6.4.1 and Appendix E Map 8 of the District Plan) is 12ha and its purpose is to accommodate larger residential dwellings in a "park-like setting".
- (e) Sub-zone 5. This (from 16.6.5.1 and Appendix E Maps 9

 12 of the District Plan) is 59ha and its purpose is to provide rural cluster housing (at a rural residential density), in groups of typically 5-15 units surrounded by open space.
- (f) Sub-zone 6. This (from 16.6.6.1 and Appendix E Maps 13
 15 of the District Plan) is 27ha and its purpose is to provide lower-density, semi-rural living (countryside living).
- (g) Sub-zone 7. This (from 16.6.7.1 and Appendix E Map 16 of the District Plan) is 7.5ha and its purpose is to accommodate local service business activities that are not suited to the more pedestrian-focused sub-zone 1.

- 4.3 MCL has obtained a number of resource consents for the Site under the operative Estuary Estates provisions. It is in the process of implementing these. As a result, the Site is currently in a very modified state, with earth-moving and formation of new streets, blocks, and modifications to Molesworth Drive evident. For completeness, many of these works were well-underway at the time of the PC78 Council hearing. I refer to Attachment 5, which overlays all relevant approved resource consents to date.
- 4.4 The Site is in what I would term a 'transitional' state. The bulk earthworks and modifications being undertaken have substantially changed the Site's natural and visual characteristics, including in particular its 'ruralness' derived from previously being predominantly in rolling grass pasture and shelter-belt tree lines. It now has visual characteristics closer to what would normally be associated with an underconstruction greenfield urban subdivision.
- 4.5 The urban form outcomes consented to to-date represent a 'hybrid' that combine several elements of the existing Estuary Estates policy framework, and several from MCL's preferred spatial vision as set out in the PC78 structure plan. This is most directly evident at Molesworth Drive in terms of its revised cross section, two large roundabouts, and the configuration of the town centre's main street and supermarket. They are all quite different to what was spatially indicated in the Estuary Estates plans and maps.
- 4.6 Referring to **Attachment 6**, and due in part to its size, the Site can be understood in four spatial areas or parts:
 - (a) The low 'bowl' of flat land adjoining Molesworth Drive that contains the existing 'urban' Estuary Estates sub-zones' (sub-zones 1-4 and 7, described below). In terms of relevant resource consents, the Council has consented:

- (i) A new retail main street and buildings, a supermarket, and reconfiguration of Molesworth Drive (Attachment 7)².
- (ii) A new subdivision to form part of the 'ring road' circuit within the bowl, and a business service subdivision (and associated ecological enhancement planting) within sub-zone 7 (Attachment 8)³. This included balance lots associated with future residential development, west of and behind the town centre.
- (iii) A 'Bunnings' homeware depot on one of the subzone 7 subdivision lots (**Attachment 9**)⁴.
- (iv) A 'Mobil' service station on one of the sub-zone 7 subdivision lots (**Attachment 10**)⁵.
- (b) The southern 'flank', which connects the low bowl with Old Waipu Road to the south-west. This part of the site is a relatively narrow strip that contains a stream which has formed a wetland. It contains the existing sub-zones 5 and 6. Included in this part of the site are Lot 1 DP 314200 and LOT 4 DP 314200 Old Waipu Road. In terms of relevant resource consents, the Council has consented:
 - (i) A residential subdivision of 15 residential lots (Attachment 11)⁶.
- (c) The 'saddle' rising above and west of the low bowl. This contains two ridges and a steeper semi-escarpment face presented towards Molesworth Drive. The top of the saddle is a gently undulating table that is for the most part relatively inconspicuous. It contains the existing sub-zone 5.

² Council ref. RM190129 (Molesworth Drive) granted 25/11/2019, and RM190282 (Supermarket and main street) granted 28/5/2020.

³ Council ref. RM190283 and RM190283-A granted 14/5/2020.

⁴ Council ref. RM200102, granted 18/3/2021.

⁵ Council ref. RM200156, granted 13/11/2020.

⁶ Council ref. RM210143, granted 13/8/2021.

- (d) The western 'slope' is a gentle and relatively consistently sloping bank that faces West and is visible from a number of existing dwellings and Cove Road / Atkin Road. This slope contains the existing sub-zones 5 and 6.
- 4.7 The site has its principal interface with the locality via its Molesworth Drive frontage. This is approximately 430m long and south-eastern facing.
- 4.8 The site has a secondary access to Old Waipu Road, and (for pedestrians and cyclists) access to the track along the site's northern boundary (with Tara Creek). Old Waipu Road is not in an urban condition (meaning Molesworth Drive will be the key access into and out of the site for the foreseeable future).
- 4.9 The site contains wetlands, streams, and bush areas, as described in the evidence of Dr. Neale, Dr. Kelly and Mr. Montgomerie. The principal bush is north of the bowl and adjoins the Tara Creek. The wetlands close to Old Waipu Road⁷ are understood to not be in a well-maintained state of health, although the larger, northernmost one (Wetland 3) is of higher quality and a more 'natural' (i.e., less modified) state.

Surrounding environment

- 4.10 A small cluster of residential properties adjoin and are otherwise adjacent to the site at Sunlea and Hills View Lanes. From these properties, views into the site, notably the bowl and flank sectors, are possible. As part of the approved sub-zone 7 subdivision consent, a landscaped bund was required, and this has been implemented (although vegetation will take some years to reach mature height).
- 4.11 Six houses are located along the south-eastern side of Molesworth Drive, although are orientated away from the site to take advantage of estuary views and are also separated from the Site by the width of Molesworth Drive. These properties are

10

 $^{^{7}}$ Refer Wetlands 1, 2A and 2B and the wetland associated with Watercourse D in Annexure A of Dr Neale's evidence.

not visually exposed to the site courtesy of a vegetative screen along Molesworth Drive and additional screening vegetation within lots.

- 4.12 Low-density countryside living development at Cove Road / Atkin Road is also visible to and from the Site's north-western slope and top of the saddle sectors.
- 4.13 On the south-western side of Old Waipu Road a limited number of dwellings and visitor accommodation activities are perched on the steep, bush-clad hill, and many of these would enjoy views down into the Site as well as across it to the Estuary and coast.
- 4.14 To the north-east and across the Estuary, a limited number of dwellings along the western side of Thelma Road South and the Mangawhai Museum would have views to the Site although existing Esplanade Reserve vegetation around the northern fringe of the Site and the bush / wetland features would provide substantial visual buffering of the Site.

5. BUILT FORM CHARACTER CONTEXT OF MANGAWHAI

Spatial extent and form

- 5.1 Mangawhai has three nodes based on two existing and spatially separated areas (Mangawhai Village and Mangawhai Heads), and a third area between and that would effectively link them: the Operative Estuary Estates / PC78 Site. Given that key resource consents have been granted in Sub-Zones 1 and 7 of the existing Estuary Estates zone for commercial development, and that these are in the process of being implemented, I have treated the consented development as part of the existing environment insofar as it relates to the establishing third node.
- 5.2 I surmise that at the original time the Estuary Estates zone was prepared (early-mid 2000s) it would have been envisaged as spatially separated from both Mangawhai Village and Mangawhai Heads. In the intervening years, each of those existing nodes has expanded towards the Site:

- (a) To the north, development along Estuary Drive and Thelma Road South, and Molesworth Drive (Attachment 12); and
- (b) To the south, development north of Moir Street and West of Old Waipu Road (**Attachment 13**).
- 5.3 Non-contiguous settlement areas which may or may not 'absorb' into each other over time are uncommon in New Zealand but are not unknown (usually but not exclusively in response to a natural feature or topography). Examples that come to mind other than Mangawhai are:
 - (a) Albert Town as a neighbourhood of Wanaka.
 - (b) Wainuiomata as a suburb of Lower Hutt.
 - (c) Lower Shotover (including Quail Rise, Lake Hayes Estate and Shotover Country) as a neighbourhood of Queenstown / Frankton.
 - (d) Rangitahi Peninsula, as an extension to Raglan.
- 5.4 At a high-level, each of Mangawhai's three nodes have distinguishable urban form characteristics (**Attachment 14**):
 - (a) Mangawhai Village has a flatter rectilinear grid-like pattern (noting though that many roads do not connect with one another)⁸. More recent development is starting to push up into the hills around the basin in a more obviously curvilinear pattern of short cul-de-sacs⁹. According to Statistics New Zealand, at the 2018 Census there were 549 total dwellings (and 24 under construction) in Mangawhai¹⁰ (statistical area as per **Attachment 15**). Mangawhai Village has an axial, and linear quality to its

⁹ Such as Kahu Drive (principal cul-de-sac from Old Waipu Road), and its secondary cul-de-sacs Kaukas Crescent, Daphne Place, Ngaio Close, and Manuka Close.

⁸ Such as Moir Street, Dune View Road, and Pearson Street, parallel to one another but connected only via Molesworth Drive, which they align perpendicular to.

www.statsnz.govt.nz/tools/2018-census-place-summaries/. Statistics NZ uses the label "Mangawhai" to describe what I have described as "Mangawhai Village" in my evidence.

layout, and although stretched along its principal road axes, conveys an overall character of development clustered around a flat.

- (b) Estuary Estates (the existing zone) enables a large-scale commercial centre, and residential development on its western side that graduates downwards in density outwards and away from that, in a way that promotes urban clustering (or 'pockets') around and in between large landscape areas.
- (c) Mangawhai Heads has a more characteristically 'dunal' quality of housing with a de-formed or 'organic' grid network shaped by and that spreads up and across the hills, valleys and ridges following the undulating coastal landform¹¹. It has a more obviously (north-south) linear, rather than rounder concentric, urban form. I would describe this as 'beach residential' and it can be compared compatibly with, for example, Raumati Beach in the Kapiti Coast District. According to Statistics New Zealand, at the 2018 Census there were 1,926 total dwellings (and 33 under constriction) in Mangawhai Heads¹² (statistical area as per **Attachment 15**). As one travels along the streets a wide variety of vistas and development styles can be seen, and in particular one cannot escape the impression of dwellings rising across, up and over the hills, slopes and valleys. As has been the case in Mangawhai Village, more recent development has tended to produce a less-connected curvilinear cul-de-sac road pattern¹³.
- 5.5 Collectively there is no consistent built form theme or pattern to the extent, spread, or layout of the overall settlement, or in the design of subdivisions. At face value, I would describe the

¹¹ Such as the series of terraces formed by Lincoln Street, Cheviot Street, and Devon Street / Moir Point Road (connected by Suffolk Street), which very clearly follow the landform and coastal orientation / views.

¹² www.statsnz.govt.nz/tools/2018-census-place-summaries/

¹³ Such as Marram Place and its cul-de-sacs Northcoast Place, Breakwater Place, Anchorage Road, Beachcomber Road, and Spinifex Road.

historic extent of development in Mangawhai Village and Mangawhai Heads as being closer to an ad-hoc or market-led outcome than one based on a common or shared spatial plan.

- 5.6 In terms of existing built character, Mangawhai Village and Mangawhai Heads exhibit many shared characteristics common in small coastal settlements across New Zealand. These include:
 - (a) A quite disconnected series of development pockets nestled into the folds of the coastal landform. This leads to a distinctive and landform-dominant urban pattern, but also a number of social and economic inefficiencies and severances.
 - (b) Many roads rely on open drains and swales at the sides, and these often have an inconsistent provision of footpaths. These also tend to be the older roads; new streets in recent subdivisions more consistently exhibit a formed kerb and channel layout and formed footpaths on both sides of the street.
 - (c) Almost all of the coastal edge has been privatised i.e., it has private lots backing onto it rather than public roads predominantly along it.
 - (d) Densities have remained generally uniform in the 600m2

 1,000m2 (or larger) range. There are a number of bespoke developments amongst this generality, including the higher-density Citrus Place (adjacent to Mangawhai Tavern), and its 300m2 350m2 lots, and the distinctive 'bush residential' slopes featuring houses perched on steeper slopes and surrounded by trees such as Surf Road, near Mangawhai Heads Beach.

- (e) Historic infill in conjunction with a poorly connected street network has resulted in a large minority of lots that are rear lots¹⁴.
- (f) In terms of built form, a combination of older and smaller (and geometrically simpler) 'bach' type buildings, and more contemporary and larger 'new' builds exist. A wide variety of building sizes, materials, colours and architectural forms are evident. Overall, residential buildings are for the most part spaciously detached, and one-to-two storeys in height.

6. ANALYSIS OF PC78

- 6.1 My original design brief in 2016 was to help implement the operative structure plan layout for the Site "as is". My design investigations, along with those of other consultants, identified that the operative structure plan and its requirements were not workable.
- 6.2 This included in relation to the layout and organisation of the commercial centre; the extent of commercial activity actually likely to be sustainable by the local community and how to cluster this together as one obvious and high-amenity focal point (rather than a series of spread-out developments based on serving different Molesworth Drive access points); gaining and forming access from Molesworth Drive; the configuration of many residential blocks in terms of significant ambiguity regarding landscape design elements that mixed public access on private property; and the extent of land that was actually required to help meet stormwater conveyance management purposes. There appeared no scenario whereby affordable housing would be possible within the zone because of the sheer extent of landscape improvement and open space retention required.

15

 $^{^{14}}$ Such as the blocks formed between Estuary Drive, Norfolk Drive, and Seabreeze Road in Mangawhai Heads.

- 6.3 There were also several characteristics of the operative zone that I agreed with, including the intent to provide local employment; retention of key environmental features; a concentration of activity around a commercial focal point (as a design principle); and a high-quality, pedestrian-friendly environment.
- 6.4 I oversaw a series of design iterations, each one a 'step further' from the operative zone plans, until one that was felt by all consultants as deliverable and appropriate was arrived at. That is Plan Change 78.
- In the context of all of the above, PC78 builds on but follows the underlying concepts of the operative Estuary Estates of a prominent commercial centre close to Molesworth Drive (subzone 1) with residential density planned to then radiate outwards from that. It includes a number of residential subzones to mandate that density gradation in relation to the distance of land from the centre and the visual sensitivity of the land. In summary, the 'bowl' (sub-sone 3A) has the greatest ability to accommodate urban development, followed by the 'flank' (sub zones 3B and 3C), then the 'saddle' (sub-zone 3B), and finally the 'slope' (sub-zone 3D). In my opinion this approach is appropriate and effects-based.
- 6.6 Provision has been made for local service activities (akin to a light-industrial area) in sub-zone 7, very similar to the existing Estuary Estates zone. These activities were located where they are because of the ability to achieve high accessibility but very low visibility.
- 6.7 All of the key environmental features identified within the operative Estuary Estates zone will continue to be protected and, for the most part, enhanced, as a result of PC78 (sub-zone 8). Those parts of the zone proposed to enable development are clear of identified coastal and other hazards, and also significant habitat or landscape features.
- 6.8 The PC78 commercial centre (sub-zone 1) is proposed to be substantially downsized compared to that enabled by the

operative Estuary Estates Zone. A village main street as a focal point, which is in my opinion unfortunately absent from the operative zone provisions, has been designed to integrate with connection points at Molesworth Drive. This will help cement a new and high-quality sense of character and place for the neighbourhood.

- 6.9 PC78 would enable up to approximately 1,000 dwellings in total, which is approximately 500 more than the operative Estuary Estates zone. This yield was identified as follows:
 - (a) Site analysis by myself and several other consultants to identify where development would be acceptable (in our view), and in what configurations or densities. This was the genesis of the 3A, 3B, 3C and 3D sub-zones proposed.
 - (b) Development of subdivision and development standards that would reflect the above (notably minimum lot sizes).
 - (c) Preparation of a concept master plan, which I produced with the assistance of and input from numerous consultants, which sought to put the above 'onto the ground' in an indicative (i.e., not guided by any input from MCL as to what it might prefer for a future proposal) but technically informed manner. This was an analytical exercise to understand the Site's real-world capacity.
 - (d) Analysis and refinement of the concept master plan including with the assistance of site visits around the Site to consider potential effects and other issues that arose (for example, this included such things as whether a road link from Molesworth Drive to Cove Road should be required).
- 6.10 The concept master plan that was produced (Attachment 16) was developed to present as much of a 'worst case / maximum development' scenario as reasonably possible and in that respect, I consider that if anything it over-states the extent of actual development likely on the Site. But at any rate it can be

fairly said to represent something that is very close to the most that the proposed PC78 rules could lead to. The concept master plan contained 796 dwellings and allowance for up to 150 retirement village units – or 946 dwellings in total. This was rounded-up to be conservative to 1,000 dwellings for purposes of my and other experts' assessments. The balance 54 dwellings estimated provided for niche dwellings above shops in the commercial centre – which I regard as quite unlikely, and circumstances where on a block-by-block basis one or two more units than estimated on the concept master plan might prove possible.

- 6.11 Based on the PC78 planning framework, including the Mangawhai Design Guidelines, I expect that the subdivision layout in the 'bowl' would be based on a connected rectilinear grid and 'urban' (i.e., formed kerb and channel) streets, in part because of the higher traffic and access demands of these streets. I expect the 'flank' and 'saddle' to resemble a deformed or organic but connected grid where the natural characteristics of the land begin to determine road alignments. Because of the 500m2 – 750m2 lot sizes that PC78 would enable in these parts of the Site I would also expect streets to have an urban / kerb and channel form. Lastly, in the 'slope' section, I would expect a less axial / linear and more meandering road pattern following the folds and creases of the land, and (subject to Council engineering approval) an 'informal' open channel drain / swale design for streets would be my preference. Footpaths here would also be able to meander alongside the vehicular carriageway rather than be in a fixed parallel 'urban' alignment, or in some very limited instances might not be required.
- 6.12 A key part of the Mangawhai Design Guidelines (Appendix 25A) and on which my above opinions are based is Part 4: Creating Neighbourhoods Sustainable subdivision. This addresses such matters as:
 - (a) Ensuring that the natural drainage patterns of the land are respected and integrated into development, including capability for any necessary storage or attenuation in a

- way that avoids visually engineered solutions (4.1.2 4.1.4 of the Guidelines);
- (b) The layout of roads to follow the landform and not be artificially rectilinear (4.1.5 of the Guidelines);
- (c) Seeking to develop with the landform and integrate slopes rather than visually artificial and obvious retaining walls (see 4.1.5 of the Guidelines and also 4.2.3 of the Guidelines);
- (d) Designing subdivisions and building platforms to visually limit visual exposure or visual effects generally (see 4.1.6 of the Guidelines); and
- (e) Integrating roads and blocks with natural features and open spaces based on a flat grid on flat land, and an informal grid for sloped land (see 4.2.1 and 4.2.2 of the Guidelines).
- 6.13 The additional approximately 500 dwelling units¹⁵ to be enabled will, to a considerable extent (approximately 244 of the additional 500), be located on the flat 'bowl' of the Site and be largely out of sight from any external view point.
- 6.14 An additional approximately 110 dwelling units¹⁶ could locate on the Site's flank, which would also be largely out of view from any public or private place other than a very small number of existing dwellings on Old Waipu Road. The remaining approximately 146 maximum additional units could locate on the elevated saddle and slope of the Site and these would be visible from parts of Mangawhai in the broader landscape.
- 6.15 In my opinion it is only the additional approximately 146 (maximum) dwellings on the saddle and slope parts of the Site, over and above the 89 units on these areas currently enabled by Estuary Estates, that could contribute to any materially

19

¹⁵ This has been identified by comparing the operative Estuary Estate planning maps with the PC78 concept master plan.

¹⁶ In addition to the 40 enabled by the operative Estuary Estates zone.

'changed' built form character to the Operative zone in the wider environment. I agree that the change from 89 to a maximum of 235 units¹⁷ is of itself more than a doubling of development capacity.

- 6.16 In terms of the open space that the operative Estuary Estates zone seeks on the flank, saddle and slope parts of the Site, I do not consider that open space to form part of any existing or important open space, view corridor or natural feature in the wider environment that would become suddenly disrupted or lost as a result of PC78 proceeding. Much of that open space was dependent on modification and revegetation as part of development to achieve the landscape qualities sought by the operative Estuary Estates zone framework.
- 6.17 Lastly, the PC78 provisions promote a wide variety of architectural and design freedom. This in in line with the range of residential buildings that can be seen across Mangawhai Village and Mangawhai Heads.

7. ASSESSMENT OF BUILT FORM CHARACTER EFFECTS

- 7.1 I have assessed PC78's built form character effects, including versus the existing Estuary Estates zone.
- 7.2 Mangawhai has a very mixed built form character, with more recent large-lot / semi-rural living around the town's edge having no relevant connection with the original coastal baches or holiday homes, or the more suburban areas of housing that have developed across the flats of Mangawhai and, in particular, slopes of Mangawhai Heads. Although there is a clear lack of housing denser than approximately 1:500m² I disagree that the concept of housing at higher densities than has been the norm is of itself incompatible with that broad character starting point. In my experience the key built form character issue raised by the act of densification relates to building heights and when 1-2 storey development. In that

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¹⁷ 89 zoned units (operative) plus 146 additional units (PC78).

- scenario, substantial built form character changes are inevitable.
- 7.3 Almost all development in the PC78 site will be 1-2 storeys (the approved supermarket and main street is 1-storey only). I would be surprised if there was a sustained market for 3-storey dwellings on the land although I could imagine it in association with a possible retirement village where apartment living may be market-acceptable.
- 7.4 I do not agree that development on the lower 'bowl' part of the Site that is already subject to urban zones via the Estuary Estates provisions will be likely to change in such a way or to such an extent that there would be a distinguishable adverse character effect or change apparent from the operative zoning to that of PC78 There is, in either scenario, an upgraded Molesworth Drive and commercial activity along much of that road frontage that will draw the eye. Development behind that would remain largely screened from view (even occasional 3storey buildings), and for the most part be between 100m -400m back from Molesworth Drive. My assessment is that the character effects on Mangawhai from densification within the bowl part of the Site will be negligible, although to visitors venturing into that area a higher density of housing than has been previously widespread in Mangawhai will be obvious.
- 7.5 The closest existing dwellings to the Site are at Hills View Lane and Sunlea Lane. Along this interface, the approved subdivision consent for local service activities (noting that a Bunnings has already been consented on one lot) will maintain an outcome very similar to what the Estuary Estates zone already provided for, and these service activities will screen any residential development further back within the Site from view (along with an already constructed and planted vegetated bund that formed part of the subdivision consent along the boundary specifically to maintain visual amenity to those residential properties).
- 7.6 The change proposed to the southern 'flank' of the Site connecting the 'bowl' to Old Waipu Road will in my opinion be very well screened from view as a result of its low and flat

topography and a proposed vegetated buffer along the Old Waipu Road frontage (to mirror an existing shelter-belt type screen). Taken in consideration with existing development around it and the adjacency of the 'bowl' area of the Site, any adverse urban form character or 'change' effects arising from this would in my opinion be spatially very confined and of very limited severity.

- 7.7 The visual changes to the elevated parts of the Site (what I have referred to as the 'saddle' and 'slope') will be more obvious, notably from Cove Road and properties west of the Site. I would describe this change as:
 - (a) Substantial, in terms of the existing environment of today versus PC78; and
 - (b) Noticeable and more urban, in terms of what the Estuary Estates zone provisions already envisage versus PC78.
- 7.8 I acknowledge that, to many, the change that would be discernible on the elevated parts of the Site could seem adverse because it is neither rural in character or limited to very low-density rural-esque housing. My experience approaching this issue, which is fairly common, is that it is first and foremost one of understanding growth and the extent to which existing preferences for built form character and amenity values might in any scenario be protected or retained.
- 7.9 In that respect I understand that the Council's latest thinking is that growth will need to be accommodated in Mangawhai. The Council's Mangawhai Spatial Plan states that by 2043 the permanent resident population could double or triple (with the summer peak period population doubling that again)¹⁸. In my opinion there is no scenario where Mangawhai could grow from a population of 5,031 (2018 census) to one of perhaps 14,500 (or 29,000 in the peak months) without necessarily experiencing substantial change. To provide a reference of comparative scale, Pukekohe in Auckland had a 2018 Census

¹⁸ Mangawhai Spatial Plan, section 3.4 and Appendix B.

- population of 23,904 persons¹⁹ and would be 1/5th smaller than Mangawhai as a whole might become at its peak.
- 7.10 I have raised this matter of context because my experience with built form character-related concerns in small New Zealand towns has been that the loss of what has been to many locals a very intimate and small 'village'-scale as growth occurs, is often as much of a character-concern as the form and appearance of that new development.
- 7.11 But based on my assessment of all of Mangawhai and my site visits around it since 2016, I consider that accommodating growth via PC78 represents the least-visually obvious, least character-changing way that an additional approximately 500 dwellings (should that be an acceptable quantum to plan for) could be accommodated.
- 7.12 My assessment of the operative Estuary Estates zone is that it enables a semi-urban outcome on the 'saddle' and 'slope' areas. These were enabled to support up to 89 dwellings in total, based on a combination of up to 19 spacious detached homes and 60 more conventional detached dwellings, clusters of housing close together, and implied terraced housing. The higher densities were enabled on the 'saddle', and the lowest densities were on the 'slope'.
- 7.13 My assessment is that these 89 dwellings and their massing would have been sufficient to create a built form character that was closer to an urban one than a rural one, including in particular where houses were to be configured closer together on smaller sites.
- 7.14 PC78 by contrast would enable up to approximately 235 total dwellings on these parts of the Site. This would unmistakeably give the land an urban built form character, and it would appear

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¹⁹ www.stats.govt.nz/tools/2018-census-place-summaries/

- very similar to what can be seen of Mangawhai Heads in particular, as dwellings roll up and across the slopes.
- 7.15 The most obvious change would be from Cove Road / Atkin Road where most of the apparent 'before and after' change would be evident.
- 7.16 But in terms of the severity of the effects of that character change, I consider they would not be significant, for four principal reasons:
 - (a) The density and intensity of development would be comparable with the existing residential areas of Mangawhai Village and Mangawhai Heads, and in terms of 1,000m2 lots on sub-zone 3D, be larger than many of the older parts of Mangawhai that were developed on a smaller 800m2 lot size requirement.
 - (b) Because the Estuary Estates zone already enables a semi-urban character on the land (when viewed from Cove Road / Atkin Road; from the north and east views to the saddle would not be significantly different because of the Estuary Estates clustering approach here and what would be net-site densities of between 1:500m2 – 1:1,000m2 in many cases), the change will not be as stark or alien as if it were a true rural-to-urban conversion assuming development in line with the operative zone were to occur.
 - (c) From Cove Road / Atkin, the environmental features of the Site (sub-zone 8) will also be obvious including riparian planting associated with streams as well as the major wetland feature. These will help to break up the visual contiguity of a large area of residential development, we well as screen parts of it.
 - (d) Viewers on Cove Road / Atkin Road would still be at least 300m from the Site, and dwellings on the saddle part of the Site would be approximately 1km away. This separation distance is reasonably substantial and would

mean the Site would be viewed as one small part of much bigger views, which do include parts of the Mangawhai Heads urban area.

7.17 In the round, I consider that:

- (a) PC78 will maintain the overall characteristics of Mangawhai as a whole, including that it has 3-nodes and includes a wide variety of housing types stretching across the area's plains and hills. PC78 continues the 'filling in' of the gap between historic Mangawhai Village and Mangawhai Heads that can be seen to have been occurring since at least 1996. Lastly, PC78 will maintain the 'ribbon' characteristic of the settlement, stretching along the key north-south links between the Village and the Heads.
- (b) PC78 will result in a pattern of subdivision (blocks and streets) that will be very compatible with what can be seen around Mangawhai, including in terms of lot sizes and the extent of spaciousness between and around dwellings, except for within the bowl part of the Site behind the town centre (viewed from Molesworth Drive). This difference in built form intensity will be out of the public eye, not be iconic or determinative of Mangawhai's character, and not detract from the many public destinations and viewpoints that visitors will come to and form memories of the place.
- (c) PC78 will provide for a variety of housing types, and more than anything else it will be the establishment of variety that will best reflect what can be seen today as one travels along existing developed residential streets.
- 7.18 On the basis of all of the above, I consider that of the additional approximately 500 dwellings that PC78 would enable over and above the Estuary Estates zone, it is only the additional approximately 146 dwellings on the elevated and more-widely-visible saddle and slope parts of the Site that present a potential for built form character effects of concern. Having assessed these in light of the existing character of Mangawhai Village and

Mangawhai Heads, and the existing provisions for development on these parts of the Site within the operative Estuary Estates zone, I consider that any adverse character-related effects would not be significant, and would be otherwise acceptable. PC78 will form a visually compatible connection with the Mangawhai Heads in particular, where as one travels along Molesworth Drive several slopes and hills with residential development across them come into and out of view.

8. CONCLUSIONS

- 8.1 PC78 would approximately double the potential development yield of the existing Estuary Estates zone from 500 dwellings, to approximately 1,000 dwellings. Of the additional 500 dwellings, up to approximately 146 of them would be on elevated parts of the Site that would be visible within the wider environment, specifically from the west (Cove Road/ Atkin Road), north and north-east. Mr Pryor has assessed landscape and visual impact effects in those wider-field vistas, and I rely on Mr Pryor's assessments.
- 8.2 Those approximately 146 (maximum) additional dwellings, or approximately 235 in total when including the 89 dwellings enabled on that part of the Site within the Estuary Estates zone, will result in an obvious and discernible change to that part of the environment and it would change from a semi-urban (under the operative Estuary Estates zone) to an urban built form character.
- 8.3 The key conclusions of my assessment are that:
 - (a) The change will not be significant to Mangawhai's overall existing character;
 - (b) The change will not be significant compared to the outcomes that are enabled for that land within the operative Estuary Estates zone;
 - (c) The change will be compatible in terms of design, form, appearance and density to what can be seen across Mangawhai.

- 8.4 On the basis of the above I consider PC78 to be compatible with the built form character of Mangawhai and on that basis will have acceptable character effects.
- 8.5 I support PC78 on urban design grounds.

Ian Colin Munro

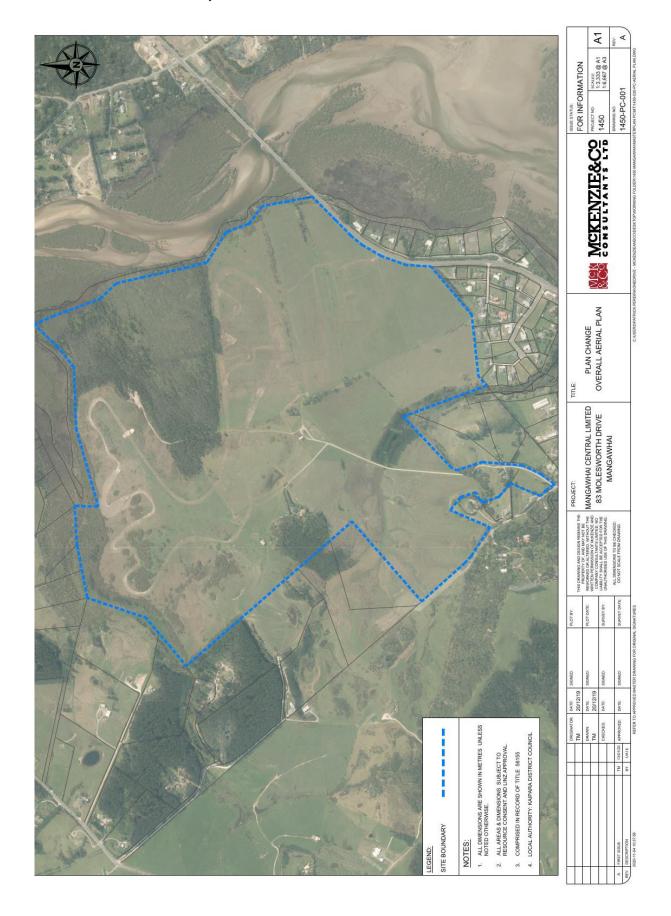
17 December 2021

ATTACHMENT 1 - CV OF IAN MUNRO

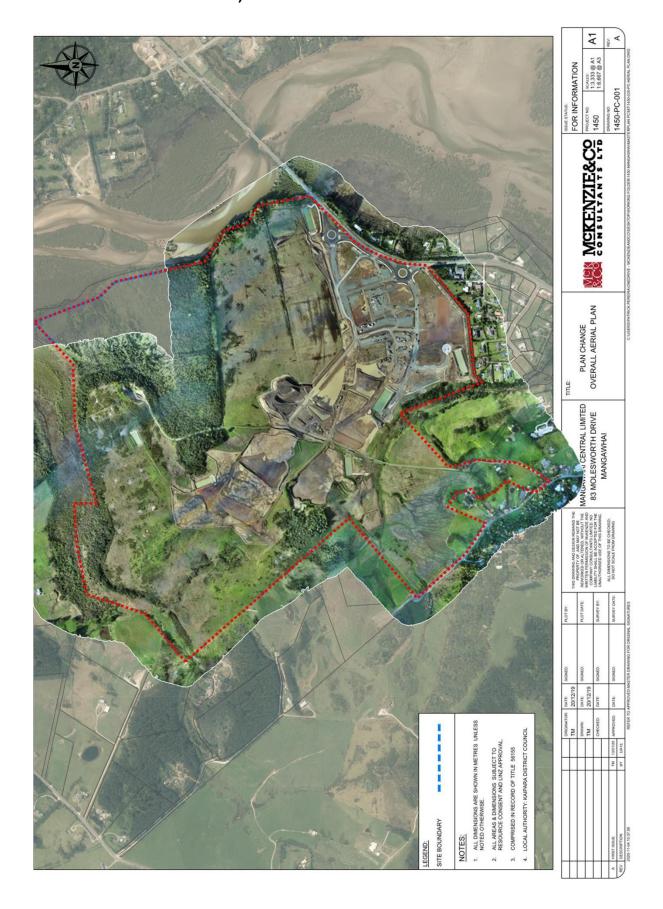
- ► Full Member, New Zealand Planning Institute; Member, Urban Design Forum.
- ▶ Member of Auckland Council's Urban Design Panel, and currently one of its Chairs.
- ▶ Professional Teaching Fellow (periodic), University of Auckland School of Architecture and Planning in urban design, urban planning, and local government topics.
- ▶ 2001 present: Extensive experience in the preparation and/or assessment of over two thousand resource consent applications and/or urban design reviews including for subdivision; residential; rural; mixed use / town centre; industrial; designation / infrastructure; & comprehensive structure plan matters in Rodney District, North Shore City, Waitakere City, Auckland City, Thames Coromandel District, Kapiti Coast District and Queenstown Lakes District.
- ▶ 2013: Urban Design Witness, Kapiti Coast District Council, Plan Change 72A, Paraparaumu Town Centre zone.
- ▶ 2014 2018: Expert witness, Auckland Council PAUP, Business zones and urban design provisions including Environment Court appeals to transport provisions.
- ▶ 2014 2018: Expert witness, Brecon Street Partnership Ltd, Plan Change 50, Queenstown centre.
- ▶ 2014 2015: External facilitator, Richmond Residential Density Project.
- ▶ 2014 2015: Advisor, Dunedin City Council 2GP review (urban provisions).
- ▶ 2014 2016: Advisor, Nelson City Council Nelson Plan Review (RPS and District Plan CBD / centre provisions).
- ▶ 2016 2018: Advisor, Kapiti Coast District Council appeals to Commercial and Town Centre zones, District Plan review.
- ▶ 2012 2013: Urban Design Advisor, Kapiti Coast District Council Paraparaumu Centre Structure Plan finalisation.
- ▶ 2014 present: Urban Designer, Flat Bush Stage 3 Special Housing Area, for Murphys Development Ltd.

- ▶ 2014 present: Design Leader and Urban Designer, Auranga development, for Ma Development Enterprises Ltd.
- ▶ 2016 present: Design Leader and Urban Designer, Rotokauri North Special Housing Area, Hamilton, Ma Development Enterprises Ltd.
- ▶ 2017 Design leader, Wainuiomata North Development Framework, Hutt City Council.

ATTACHMENT 2 - PC78 SITE, NO SCALE (2019, FOR REFERENCE)



PC78 SITE, NO SCALE (2021 DRONE DATA, OVERLAID ON REFERENCE AERIAL, AND SITE PHOTOS AS AT DECEMBER 2021)







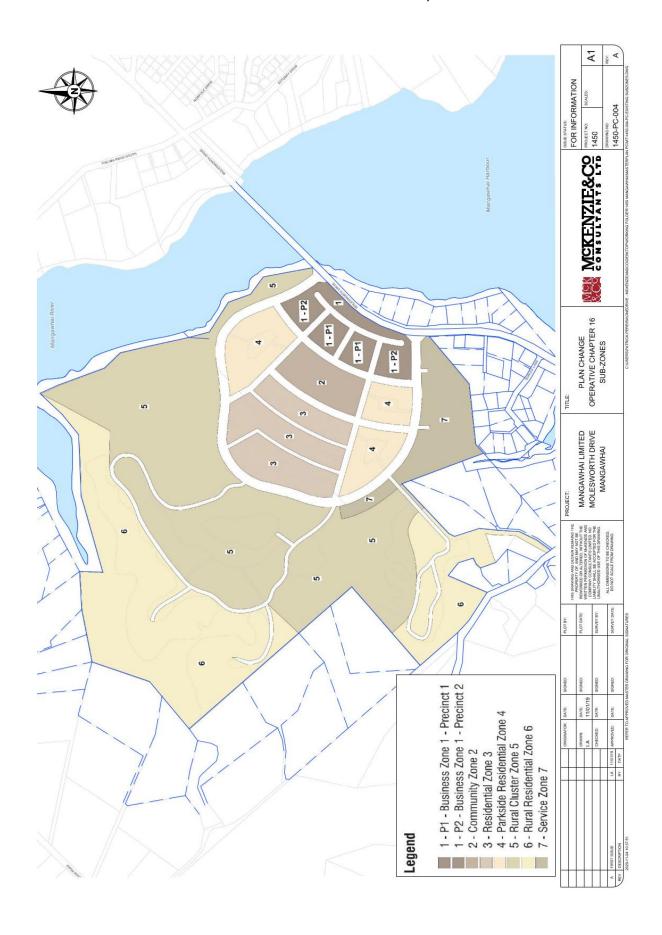








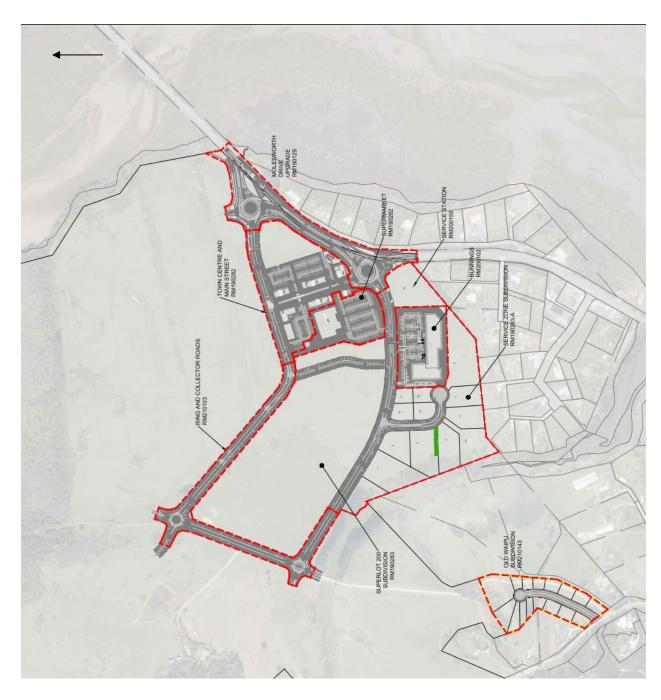
ATTACHMENT 3 – EXISTING ESTUARY ESTATES ZONE, NO SCALE. SOURCE: MCKENZIE & CO LTD, 2020



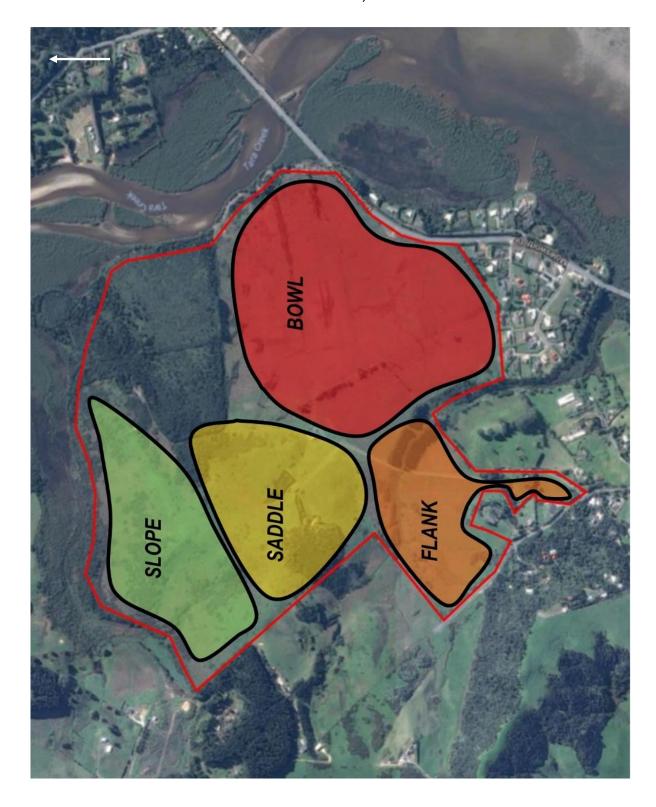
ATTACHMENT 4 – EXISTING ESTUARY ESTATES MASTER PLAN, NO SCALE. SOURCE: KAPIARA DISTRICT PLAN, APPENDIX E MAP 1



ATTACHMENT 5 - SUMMARY MAP SHOWING ALL CONSENTS GRANTED FOR SUBDIVISION AND DEVELOPMENT WIHTIN ESTUARY ESTATES ZONE, DECEMBER 2021., ASPIRE LTD., NO SCALE (EXCLUDES BULK EARTHWORKS CONSENTS)



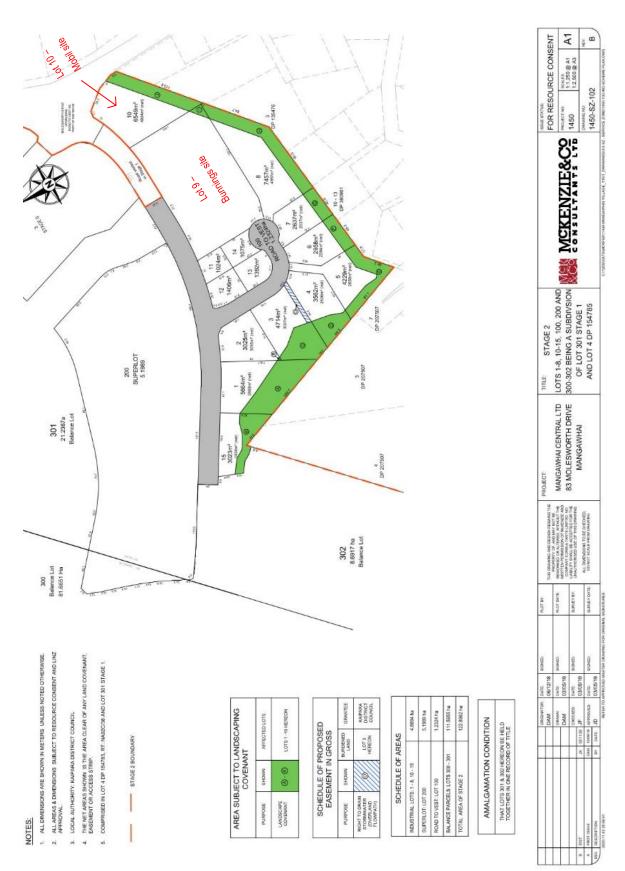
ATTACHMENT 6 – SITE ANALYSIS, NO SCALE.



ATTACHMENT 7 - SUMMARY PLAN OF CONSENTED SUPERMARKET AND RETAIL MAIN STREET (COUNCIL REF. RM190282), NO SCALE



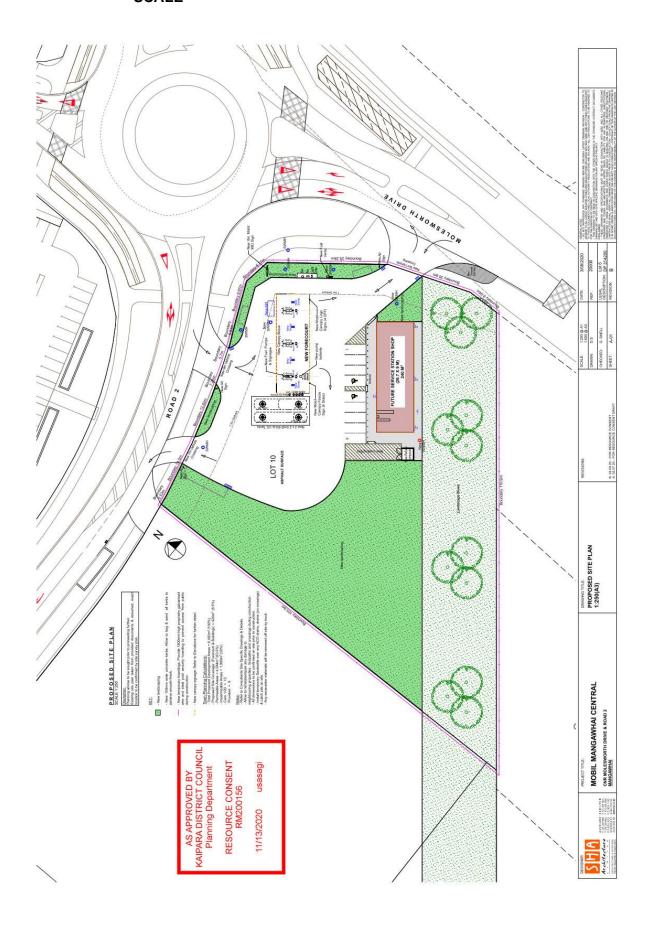
ATTACHMENT 8 – SUMMARY PLAN OF CONSENTED SUB-ZONE 7 SUBDIVISION (COUNCIL REF. RM190283-A), NO SCALE (BUNNINGS SITE ANNOTATION ADDED BY IAN MUNRO)



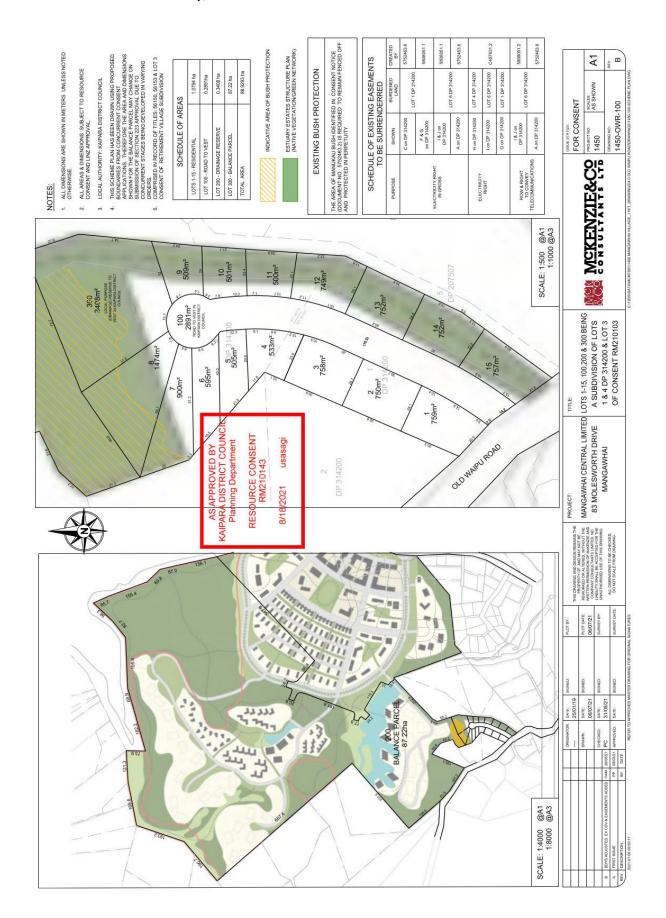
ATTACHMENT 9 - SUMMARY PLAN OF CONSENTED BUNNINGS WAREHOUSE (COUNCIL REF. RM200102), NO SCALE



ATTACHMENT 10 - SUMMARY PLAN OF CONSENTED MOBIL SERVICE STATION (COUNCIL REF. RM200156), NO SCALE



ATTACHMENT 11 - SUMMARY PLAN OF CONSENTED OLD WAIPU ROAD SUBDIVISION (COUNCIL REF. RM210143), NO SCALE



ATTACHMENT 12 - RECENT DEVELOPMENT NORTH OF PC78 SITE, BRINGING MANGAWHAI HEADS CLOSE TO THE SITE, NO SCALE

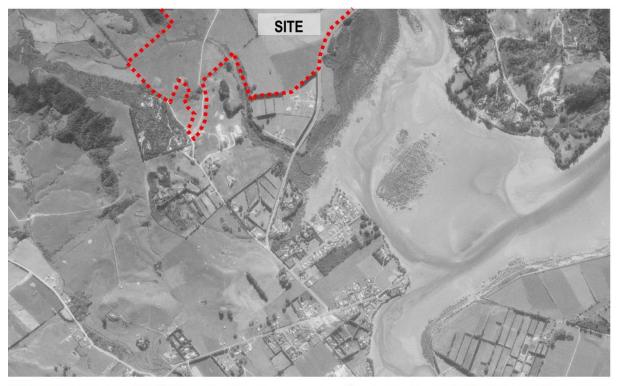
Note: Top image 1996, source: www.retrolens.co.nz;
Bottom image 2021 (image 2020), source:
www.google.com/maps.





ATTACHMENT 13 – RECENT DEVELOPMENT SOUTH OF PC78 SITE, BRINGING MANGAWHAI VILLAGE CLOSE TO THE SITE, NO SCALE

Note: Top image 1996, source: www.retrolens.co.nz; Bottom image 2021 (image 2020), source: www.google.com/maps.





ATTACHMENT 14 - CONTEXT MAP OF MANGAWHAI, SCALE: THE UNDERLYING BLUE GRID IS AT 1KM

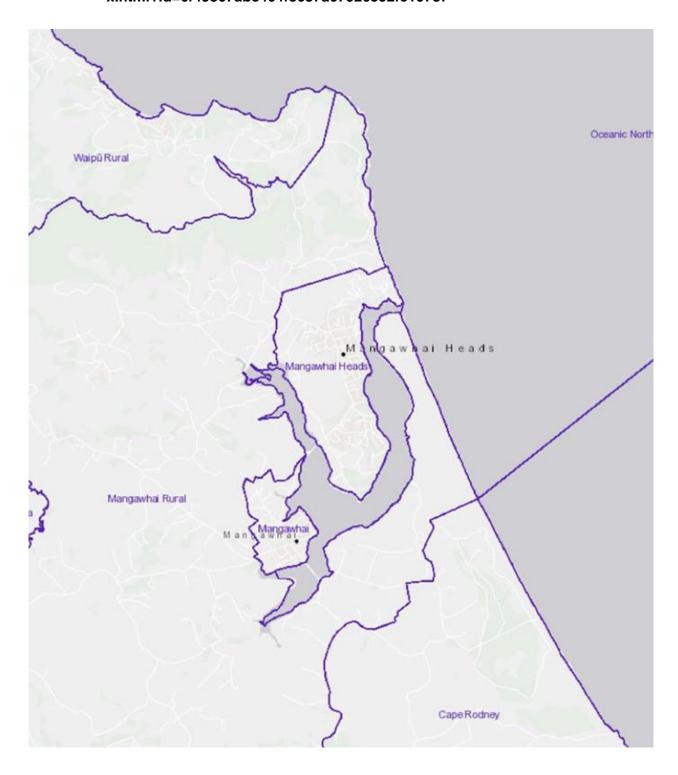
SPACINGS, SOURCE: www.topomap.co.nz



ATTACHMENT 15 - STATISTICAL AREAS FOR MANGAWHAI AND MANGWHAI HEADS, NO SCALE

Source: https://statsnz.maps.arcgis.com/apps/webappviewer/inde

x.html?id=6f49867abe464f8687ac7526552fe19787



ATTACHMENT 16 – PC78 CONCEPT MASTER PLAN, 2019, NO SCALE

Note: Contains 796 dwellings and up to 150 retirement village units (946 dwellings total), and 54 additional contingency / rounding-up allowance for the purpose of analysis of PC78.

