

Northlake Investments Ltd Private Plan Change Request



Baxter Design Group Ltd

Landscape and Urban Design Assessment

October 2017

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1.0 BACKGROUND

- 1.1 Since 2011 Baxter Design Group have worked closely with Northlake Investments Ltd (NIL) and their consultant team, providing master-planning and landscape architecture input to the project as it has developed and evolved.
- 1.2 The land subject to this report sits within the Northlake Special Zone (NSZ), and is located within the eastern portion of existing Activity Area B3, E1 and part of Activity Area C2 adjoining the north-western arm of Outlet Road.
- 1.4 This report addresses specifically the landscape and urban design effects arising from amending the Structure Plan within a portion of the existing NZS. The Plan Change Request seeks to amend the existing Activity Areas (referred to as AA's in this report from hereon) D1, B3, E1 and C2 from the original Structure Plan. Other smaller amendments include adjusting the boundaries between Activity Areas B2/ B3 and C1, and also between B2 and E1. This will result in an increase in size of AA-D1 from 18.1 ha to 22.3 ha, a reduction in B3 by 2.4512 ha, a reduction in size of the AA-C2 on the south side of Outlet Road from 5.5 ha to 3.08 ha, and a reduction of AA-E1 by 0.1323 ha.
- 1.5 Since the NSZ was confirmed, the development has progressed apace with a significant portion of the NIL land consented and developed (or is in development). Development has occurred in AA's D1, B4 and part of C2 and has to date included the establishment of roading, reserve development, and residential and commercial lots. Additionally, Outlet Road and its margins has been upgraded.
- 1.6 The NSZ provides for residential development across the Activity Areas B, C and D at a range of densities (4.5 to 15 dwellings per hectare).
- 1.7 Works are also consented with construction of buildings imminent in the central village area in AA-D1, developing commercial and community facilities including a medical centre, a restaurant / bar complex and childcare centre, with associated playground, tennis court, car parking and landscaping. It is understood that other commercial facilities are being considered. These are located directly west of the principal entry to the development from Outlet Road accessing Northlake Drive.

2.0 PLAN CHANGE LANDFORM - DESCRIPTION

- 2.1 As described above, considerable development has been undertaken within the Northlake Special Zone (NSZ) land over the last 3 years and development continues. Substantially, that development has occurred in AA's B4 and D1, and part of C2. To date, that consented development will result in construction of over 250 residential lots. Outlet Road has been upgraded to a sealed road, extending from the intersection of Outlet Road with Aubrey Road, north and around to the intersection with Mt. Burke Street from the Northlake subdivision.
- 2.2 The resultant change to the landscape character, arising from residential development, was anticipated in the NSZ and has substantially changed that character, from a pastoral landscape toward a fully developed residential landscape. The first dwellings within Northlake are constructed, and over time, as more dwellings are developed on these lots, the character will mature into a full urban landscape.



Figure 1: Drone photograph westwards over Outlet Road 2017 showing ongoing construction March 2017

- 2.3 The portion of AA-D1, relevant to this report, extends from a long 'valley' running west east, within which NSZ is located, northwards to Outlet Road (the subject land is shown indicatively on the photograph above). The landform rises from the Northlake Drive valley up to a high point, approximately 30 metres above Northlake Drive then falls over a similar elevation to the north, over rolling land, down towards Outlet Road. At the south side of Outlet Road, the land is relatively flat, varying in width from 50-80 metres, and forming a visible flat base to the ridge that runs along the south side of Outlet Road.
- 2.4 That rising landform extends northwest, rising gradually on rolling land towards the north-western extremities of the Northlake Zone. The existing AA-C2 area extends along the visibly flat land that borders the south side of Outlet Road, with a typical depth of 45m. That same C2 area extends a further 800m to the north, adjacent to Outlet Road as it continues towards the camping ground by the Clutha River.
- 2.5 Within the existing Structure Plan, the residential density decreases as the land rises above and behind the ridge to the west, culminating in AA-E1, an area that was established to protect the steeper, more visible landscapes of the ridge that fronts Outlet Road and the land that adjoins Sticky Forest at the northwest corner of the NSZ.
- 2.6 A mature Pinus Radiata shelterbelt flanks the western edge of AA-D1 (at the eastern end of AA-E1). That shelterbelt will be removed during development as the land is reshaped for the purpose of developing residential lots. The inevitable process of earthworks in the existing D1, C2 and B3 AA's will result in a change to the existing landform that will modify the form but still retain the northern sloping land of the

existing landform, towards Outlet Road. That landform is still substantially grassland, with some earthworks having been undertaken as part of the wider development process to date.

- 2.7 The process of developing that land for the purpose of establishing roading, infrastructure and residential sites will more than likely result in benched terracing dropping towards Outlet Road, in some form or another. The existing landform will change substantially.

3.0 THE EXISTING ZONING FROM AN URBAN DESIGN AND LANDSCAPE PERSPECTIVE

AA-C2

- 3.1 AA-C2 extends parallel to Outlet Road at a depth of 45m, for a total distance of 925m. Development within this 5.5-hectare block can occur at an average density of 4.5 dwellings per hectare (+ or – 15%); resulting in a maximum of 28 dwellings. The NSZ does not contain a minimum lot size but rather a more flexible ‘target density’ with further flexibility to extend that range by 15%.
- 3.2 The target density applies over the whole of the activity area, so it is feasible for variable densities to occur within an activity area; to accumulate a higher density in one part of an activity area, while maintaining a lower density elsewhere. That has already occurred in the southern part of AA-C2 (an area of 7,884m²), where 8 lots have already been developed at an average of 655m² per lot, which equates to a density within that part of the Activity Area at 12 dwellings per hectare.
- 3.3 The net effect is that the balance of the C2 area, which comprises 4.71 hectares, can be developed to provide a further 20 dwellings (including the 15% target density float). Those 20 dwellings could be located anywhere within the C2 area. The dwellings could be accumulated within the area subject to this plan change, although it is more likely to assume that a land owner would more likely disperse at least some of those lots over the residual C2 land further to the north. Based on that reasonable expectation, it remains feasible that up to 15 dwellings could be located within the area proposed to be rezoned from C2 to D1. In that case the environment would include buildings up to 8m high, with a treed roadside edge. Over time, views from Outlet Road through the C2 area would be constrained, and views of the B3 and C2 areas - through the D1 area would not be possible.
- 3.4 Development controls in AA-C2 include building coverage of 40%, with buildings located 4.5m from Outlet Road up to a height of 8m. A consistent landscape approach along Outlet Road is required, including planting trees within the first 3.5m. The ODP Assessment Matters include consideration of the number of direct vehicle accesses on to Outlet Road from AA-C2.

AA-D1

- 3.5 AA-D1 provides for medium density residential activity, with buildings anticipated up to 10m high, covering up to 65% of the site. Buildings can be located up to 3m from road boundaries and 1.5m from other internal boundaries. No recession planes apply.
- 3.6 The Council granted approval for an Outline Development Plan (RM160152) for a total of 421 lots within AA’s B4, D1 and part of C2; of which 105 residential lots are located in the northern part of AA-D1 (being that part of AA-D1 adjoining the land subject to this plan change, intended to contain part of a proposed retirement village).

- 3.7 The effect of implementing the approved development will be to completely screen any views from Outlet Road of any of the land located to the west of D1 – such as areas B3 and C1.

AA-B2 and B3

- 3.8 AA-B2 and B3 are located further inland to the west of D1, and are equivalent to the Low Density Residential zone in the Operative District Plan. The AA-B Activity Areas provide for a density of 10 dwellings per hectare (+ or - 15%), building coverage of 40%, with buildings located 4.5m from roads and 4.5m and 2.0m from other internal boundaries. Building heights of up to 7 to 8m are anticipated depending upon ground slope. Lots sizes in earlier subdivisions of AA-B4 have typically resulted in section sizes of 400 – 700m².

AA-C1

- 3.9 AA-C1 contains 13.1 hectares of land and comprises the lower slopes adjoining AA-B2 and B3 along their northern and western boundaries respectively, and edges to the base of the more elevated AA-E1. Development within AA-C1 is managed by similar rules to AA-C2 described above.
- 3.10 Development within this area is anticipated at the density of 4.5 dwellings per hectare. Building heights are limited in this area to 5.5m, over 40% of the site. Typically, this neighbourhood will be developed with larger sections of land with a minimum site size of 700m²
- 3.11 The plan change proposes to change two small lower parts of AA-C1 into B2 and B3 and one small part of AA B3 into AA C1.

AA-E1

- 3.12 AA-E1 applies to the upper slopes of the NSZ land, and is generally the more visible open land that was identified as being unsuitable for development given its potential visibility from wider views outside the zone. Buildings are non-complying activities within this activity area. The south eastern 'tongue' of AA-E1 located between AA- C2, AA-B3 and AA –C2 is not visible from wider views, however it does provide for good green space and generally restricts dwellings from establishing on land that may have occupied visible skyline sites along the top of the escarpment.
- 3.13 The proposed change has identified one small pocket of AA E1 that is appropriate for inclusion within the urban area of the NSZ.
- 3.14 The boundary of the western edge of AA-B2 is proposed to be amended so that the boundary better aligns with the underlying landform. This part of the zone adjoins a physical and visual buffer; adjacent to the lower slopes of Sticky Forest. The minor adjustment along this western boundary will have no effect upon the landscape values of this area, nor upon visibility from outside of the zone.
- 3.15 A small area of E1 (1,323m²) is located at the south-east end of that E1 buffer that extends to the west of and parallel to Outlet Road. This larger feature is an elevated terrace that provides physical and visual separation of much of the AA-B3 and AA-C1 land from Outlet Road level. This feature is linear and at a reasonably constant height of approximately 7 – 9 metres above the level of Outlet Road. As this feature terminates to the south – it progressively drops in height. It is proposed that the southern-most end of this feature will be re-classified as AA-D1. This minor amendment to E1 will have a negligible effect on the landscape outcome intended for E1.

4.0 RE-CONTOURING AND EARTHWORKS

- 4.1 The efficient delivery of affordable residential land that enables future owners to commence building with as few unforeseen costs as possible requires that almost all of the necessary earthworks are completed by the developer. This also ensures that the most efficient and appropriate roading alignments are developed at that same time, and other infrastructure and reserve areas are all developed together.
- 4.2 In Northlake the original pastoral landform provided a shallow valley that extended westwards from Outlet Road, with a series of terraces on either side. That overall landform has been maintained, with modifications as described above made to enable logical residential land development.
- 4.3 The land that is the subject of this plan change will be modified along the same principles of working with the existing levels, aspect and outlook that is provided by the original ground surface. In this case the land will be modified to provide a series of three terraces (each terrace approximately 100m deep) that step up from Outlet Road, and then drop back down to Northlake Drive.
- 4.4 These terraces will result in a new western edge to the proposed D1 area that will provide a reasonably obvious vertical transition to the B3 land that will be more elevated (6-10 metres above the D1 area). The new terrace face will be developed as a re-vegetated face.
- 4.5 The operative Structure Plan indicates the approximate position of a series of walkways and cycleways that extend throughout the zone. These routes are supported at an objective and policy level in the operative plan. This plan change request will retain that general route (indicated in yellow in Figure 2 below).

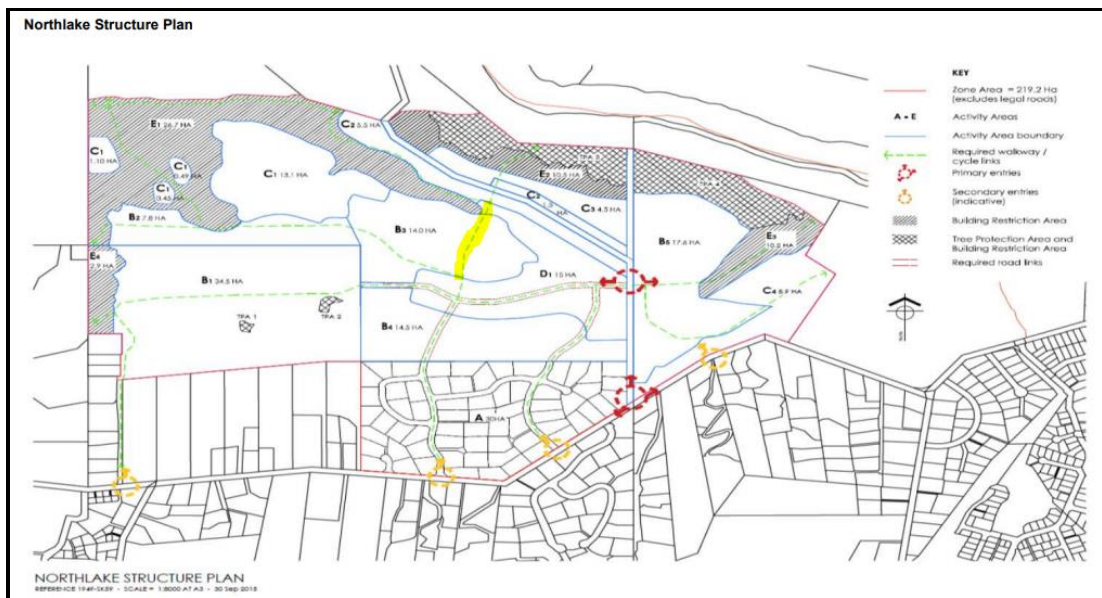


Figure 2: Operative Structure Plan – Walkway Linkages

5.0 ASSESSMENT OF EFFECTS

5.1 The key public space in respect of assessing this plan change request is Outlet Road, and so that has been the focus of this assessment and the relative change to the urban amenity outcome otherwise enabled by the operative Structure Plan and associated density rules.

AA-C2 to AA-D1

5.2 The change from AA-C2 to AA-D1 occurs over an area of 1.558 hectares. As noted above, the C2 zoning allows this Activity Area to be used for up to 20 additional residential units constructed up to 8m high, provided they are located 4.5m from Outlet Road. The re-zoning to AA-D1 would enable a potentially higher density of housing density to occur, with slightly higher buildings (up to 10m), closer to Outlet Road (3.0m). The amenity outcome will be slightly more intensified, but given the anticipated change in the wider neighbourhood context; such a change will not be adverse.

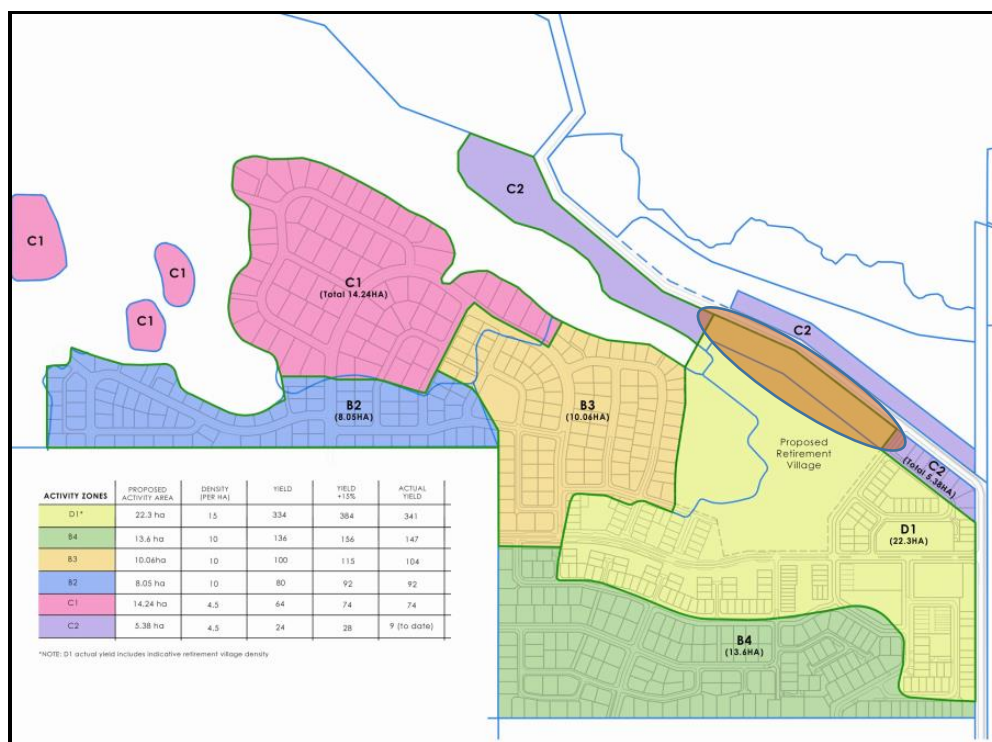


Figure3: C2 to D1

5.3 The key effect relates to the effect that development will have upon:

- Members of the public passing along Outlet Road; and
- Owners of land on the northern side of Outlet Road that is also included within the NSZ.

5.4 Outlet Road, north of Mount Burke Street, is currently unsealed and provides access to the Outlet Motor Park and for recreational users to gain access Lake Wanaka (boat launching ramp) and the Clutha River track. The NSZ confirms that urbanising this land is an appropriate outcome, and best serves the future needs of Wanaka. The key landscape issue in the NSZ is the protection of the upper slopes (AA-E1) from inappropriate development. The lower level land does not hold the same landscape qualities.

- 5.5 In respect of AA-C2, the primary design consideration is establishing a consistent edge treatment to Outlet Road, through Assessment Matter which encourages street intersections with Outlet Road in favour of individual street crossings. This also minimises the number of vehicle crossings, maintaining a consistent urban form, providing a planted edge and minimising the potential for a series of individual garages to be developed up to the Outlet Road boundary. These design considerations remain unchanged.
- 5.6 In terms of the impacts on people's experiences as they pass along Outlet Road, the change will be relatively minor. The change will result in some variety of building shape and density near Outlet Road, but will not materially affect the way in which people experience or enjoy their surroundings as that experience will be substantially changed by the scale and proximity of the approved NSZ.
- 5.7 Provided the edge controls are maintained within that strip of land, the effect of adopting AA-D1 for this area upon people moving along Outlet Road is relatively minor. Those controls include a consistent planted amenity 3 metres deep and an absence of driveway entries.
- 5.8 The land on the northern side of Outlet Road, opposite the land within this proposed plan change, is zoned AA-C2. That 1.5-hectare strip of land also runs parallel to Outlet Road, and is owned by NIL. NIL as landowner accepts any effects arising from this plan change. Further to the north of that land is a larger block (4.5 hectares) that is owned by Callum Urquhart. This land is separated from the plan change area by over 60m. When that land is developed the dwellings are likely to be oriented towards the north. Any effect upon the Urquhart land from amending the AA-C2 area to AA-D1 will be negligible, and will have no impact upon the way in which that land is developed or enjoyed in the future.
- 5.9 The existing 8 residential site development, already consented and built on the eastern end of the C2 area, complements the adjoining D1 neighbourhood to the south and west, albeit with larger lots than those in the adjacent D1 area, providing an appropriate scale of density in this urban context.
- 5.10 In retrospect, the 4.5 ha density of the C2 area is not a necessary method or treatment for the eastern and central areas of the C2 area. The southern portion of Outlet Road, between the Northlake development and the Hikuwai Development, is largely flanked on both sides by D1 density (15 dwellings / hectare). A continuation of that density, or similar, is appropriate for some way along the C2 area. The western half of the C2 area is flanked to the south by the visible escarpment (E1 land - Building Restriction Area) and Outlet Road, and a lower dwelling density is appropriate at that end of the C2 land.
- 5.11 The setbacks proposed in the central area of the C2 land, that area being proposed to change to D1, along with the continuous planting and other proposed controls, will promote an appropriate edge and will not compromise the wider experience of Outlet Road, being one of a decreased dwelling density at the western end of Outlet Road.
- 5.12 The key differences between AA-C2 and AA-D1 are density, additional building height (a difference of 2m), and reduced boundary setbacks. Proposed methods to mitigate these effects include:
- a. Limiting buildings to 2 levels within the first 40m from Outlet Road
 - b. Preventing any direct access on to Outlet Road from individual properties
 - c. A building setback distance of 7.0m from Outlet Road.
 - d. Establishing and maintaining a consistent planted corridor along the first 3m of the setback from Outlet Road (and any fencing of that boundary to also provide a consistent edge).
 - e. Retaining a restrictive palette of colours and exterior buildings materials within 20m of Outlet Road

AA-B3 to AA-D1

- 5.14 The plan change proposes to re-zone 2.4512 hectares of AA-B3 land to AA-D1. This area is at least 100m from Outlet Road.

- 5.15 The proposed boundary between AA-D1 and AA-B3 will be much more defined and apparent in time due to the creation and definition of the terrace edge that will extend north to south between AA-B3 and AAD1. The face of this terrace will be planted to further enhance and define the transition. From wider viewpoints, including Outlet Road and the internal roads of the NSZ, this transition will not be readily discernible, given the scale and form of residential development proposed in the Zone.

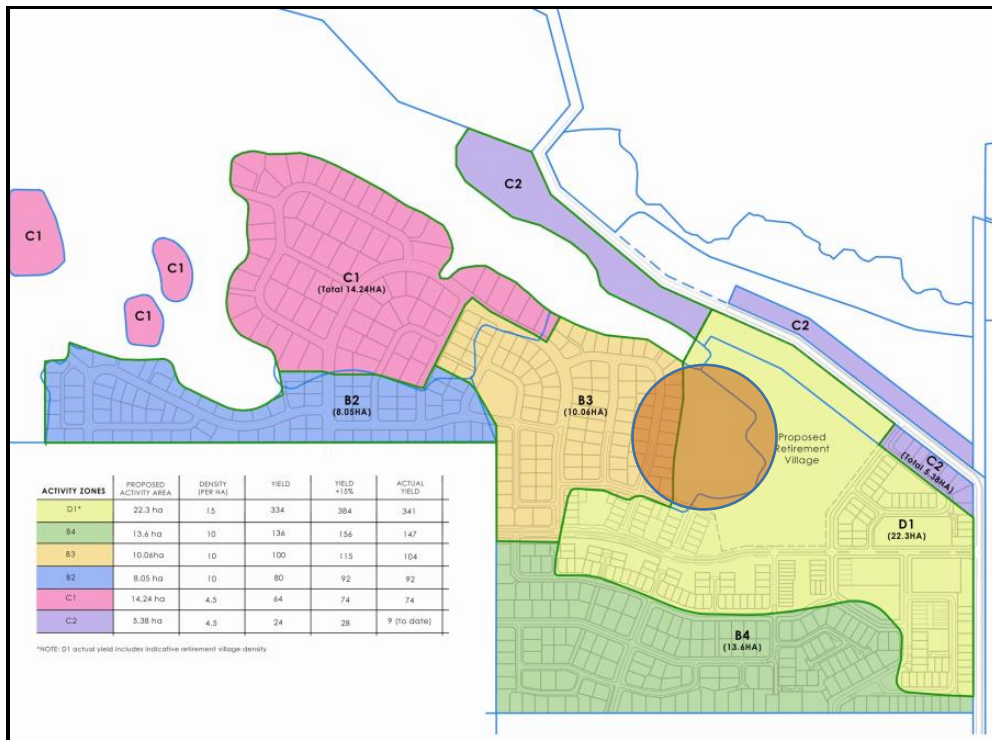


Figure 4: B3 to D1

- 5.16 Viewed from Outlet Road, the expansion of the existing AA-D1 area into the existing AA-B3 will be more logical and, as vegetation establishes, that terrace face will read as a natural boundary. The current activity area boundary line will not be discernible. From a landscape and urban design perspective the change in density that arises from changing to AA-D1 is appropriate.

AA-C1 to AA-B3

- 5.17 It is proposed to change the zoning of 7,571m² of the lower slopes of AA-C1 to AA-B3. This part of the land is located at the same elevation as the adjacent B3 land.
- 5.18 The AA-C1 land wraps around the AA-B3 land in the north-east corner, and so acts to create an AA-C1 buffer along part of that boundary nearest Outlet Road. In addition, the adjoining E1 area provides a continuous 50m wide (average) buffer strip along the northern side of AA-B3. This area is to be retained as open space, and ensures that there is no effect when viewed from Outlet Road.
- 5.19 This adjustment arises from more detailed site planning that has been undertaken by NIL over the previous 18 months. Such planning has involved designing an efficient roading and infrastructure network that correlates with the underlying landform as much as possible. In this case, any effects of altering from C1 to B3 will be fully internal to the NIL land and will promote improved urban design outcomes.

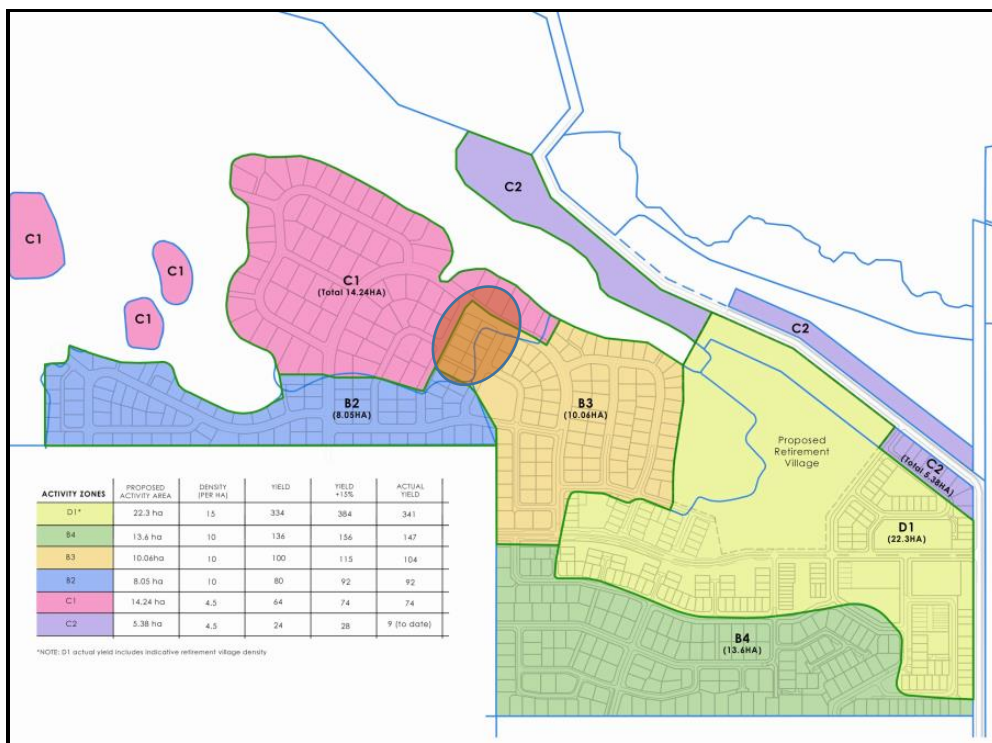


Figure 5: C1 to B3

AA-C1 to AA-B2

5.20 Two small pockets of AA-C1 land (1,456m² and 1,004m²) are proposed to be re-zoned as AA-B2 and AA-B3 respectively, and one small area is proposed to be rezoned from AA-B2 to AA-C1. This is to better align with the proposed overall street layout plan. These changes will not have any adverse landscape or urban design effects on any other land owner.

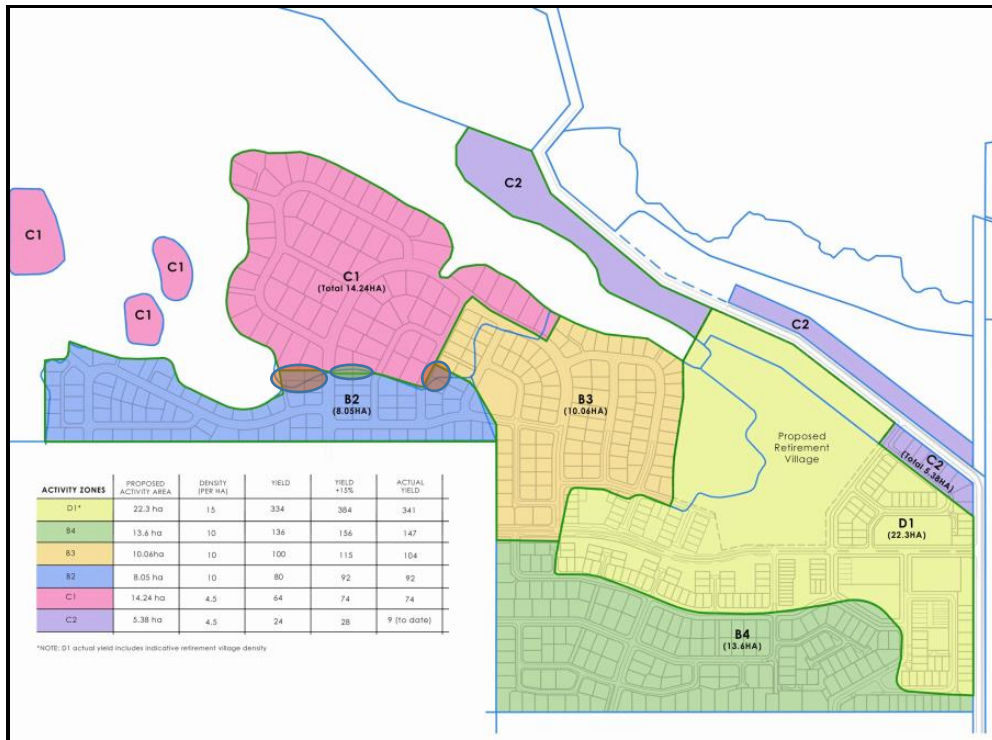


Figure 6: C1 to B2

E1 to D1 and E1 to B2

5.21 The expansion of AA-D1 into AA-E1 is a relatively minor adjustment. It involves an area of 1,323m² of E1 land at the south-east and lowest end of a ridge which rises towards the north-west. This area of land does not contain any Kanuka or any other features of natural or landscape significance. This land is currently slightly elevated above the existing D1 land to the south, however it would be modified to be congruous with the adjoining D1 area. The remainder of the tongue of E1 that lies between AA-C2 and AA-B3/ C1 will be retained as an unbuilt area of open space (refer Figure 3). The effect of this change is minimal and any adverse effects arising from that change will be less than minor and not discernible in the wider context of the Northlake development.

5.22 There are also several minor adjustments to the Activity Area boundaries at the western edge of AA-B2 to also better align with regular lot layouts. These adjustments are almost indiscernible and of no landscape or urban design effect.

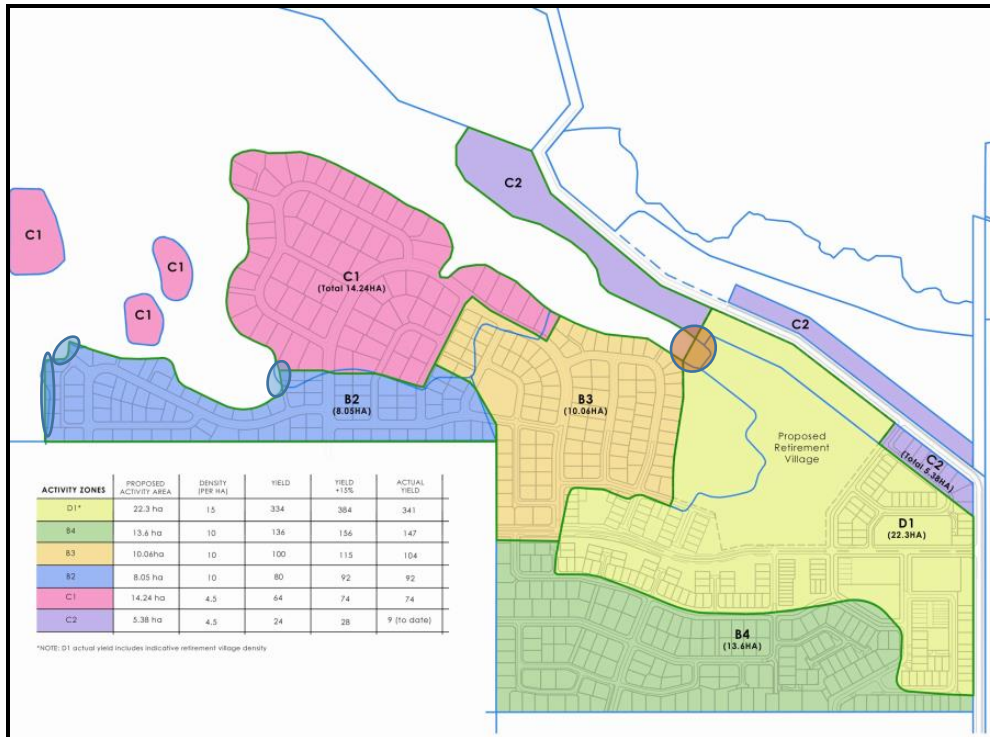


Figure 7: E1 to D1 & E1 to B2

6.0 URBAN DESIGN ASSESSMENT OF A RETIREMENT VILLAGE IN AN EXPANDED AA-D1

- 6.1 This plan change request seeks to expand the area of land classified as AA-D1, We are advised that a retirement village may be developed in this expanded D1 area. This assessment considers the urban design implications.
- 6.2 A retirement village in this location will typically be designed upon a duplex/ triplex villa layout that tends to be mostly compact (2 bedroom) single level buildings. A comprehensive design is used to plan local streets and clusters of buildings; which generally achieve a medium – high density. The building designs often follow a consistent palette of colours and materials. Detailed design matters would follow in a subsequent resource consent application which would ensure that the retirement village development complements its residential surrounds.
- 6.3 The operative rules for AA-D1 enable / anticipate the development of a retirement village. An appropriately designed retirement village is complementary to an established residential neighbourhood, and it is an appropriate land use where it is located amongst other residences with easy access to local shops, services and recreational facilities. A retirement village within this area is considered to be an appropriate use for this site for several reasons, primarily because of its location and proximity to the village centre. The village centre includes a consented Medical Centre currently under construction. This facility, and others consented and proposed within the village centre, would also be within easy walking distance from a retirement village on AA-D1.
- 6.4 In general, a retirement village in this part of AA-D1 would occupy a northern facing slope, a sunny site with good views and centrally located, compared to other locations within the NSZ. Walking links to the

village, and beyond to the Outlet area and Clutha tracks, would be easily accessible and the traditional gated community, often associated with retirement villages, would be avoided.

- 6.5 The ODP adopts the principles of the Urban Design Protocol's 'Seven C's of Urban Design'. These seven matters are included in the Residential Chapter of the ODP. Those seven matters have been included as part of this assessment below:

Context

A retirement village in this location will have a close relationship with the village centre of Northlake and is within an easy walking distance from the centre. There are 3 opportunities for connection to the existing street network, from the south and east of the retirement village centre. This avoids the more traditional single gated entry often found in retirement villages. This also ensures that residents of a retirement village are valued as an integral part of the wider community with easy access to facilities. In effect the retirement village, by way of its location, can be seen as a good neighbour and central to the wider character of the site. The surrounding residential development neighbourhood therefore provides the ideal context for a retirement village.

Character

This matter relates to the design of future buildings within the site. Whilst not relevant to this Plan Change nevertheless it is recommended that the overall design and appearance of the future structures within that part of retirement village close to Outlet Road should be subject to the residential design controls in order to maintain a consistent architectural amenity.

Choice

This mostly relates to the design of particular buildings – not applicable to this assessment

Connections

The retirement village site is well connected internally to the Northlake development by way of roading, to the village centre and wider built environment. An opportunity exists to have an internal walkway within the retirement village to the north, to Outlet Road. Connections to the wider natural environment are available through both the internal connection network within Northlake and to the north to the extensive walking and cycle trails that exist

The site has the potential for good visual connection to the north, west and east, given the slope across the site downwards towards the north. Those views will be exceptional

Creativity

This mostly relates to the design of particular buildings and, in the absence of developed design, is not applicable to this assessment. Comments made earlier in regards to character however are relevant and, given the underlying slope and landform of the site, future design has the opportunity for a well-crafted design above what may be available on a flat site.

Custodianship

This relates to the design of particular buildings and is not relevant to this assessment. It is understood that this will be dealt with through ODP/ Resource Consent process.

Collaboration

Where appropriate, the use of a multi-disciplinary design approach involving architects, landscape architects and urban planners early in the design process is recommended. This approach has been successful to date in the wider Northlake design process.

7.0 CONCLUSIONS

- 7.1 The proposed changes to the Structure Plan expand the AA-D1 (4.2 hectares) and AA-B2 and AA-B3 areas (1 hectare).
- 7.2 The expansion of AA-B2 and AA-B3 (into AA-C1) occurs well within the central part of zone, and will have no adverse landscape or urban design effects. The area of change is relatively small and will be imperceptible from any elevated viewpoints on Mt. Iron.
- 7.3 The expansion of AA-D1 occurs into the AA-C2 (to the north), and the lower hummocks of AA-B3 and AA-E1 to the west.
- 7.4 The adjusted boundary between AA-B3 and AA-D1 will become more clearly defined as a result of existing and intended earthworks. A planted terrace face will separate these activity areas, confirming their different character.
- 7.5 The C2 strip of land will be developed for residential purposes at a lower density than what is proposed. That difference in density and anticipated built form outcomes is not significantly different in an urban context.
- 7.6 The C2 strip does not contain any significant landscape values that necessitate any particular planning constraints on use or density.
- 7.7 However, from an urban design perspective, it is appropriate to ensure that the overall objectives and policies for this area that seek to encourage a consistent defined urban edge alongside Outlet Road are implemented. To that end the following controls are recommended:
 - a. Limiting buildings to 2 levels within the first 40m from Outlet Road
 - b. Preventing any direct access on to Outlet Road from individual properties
 - c. A building setback distance of 7.0m from Outlet Road.
 - d. Establishing and maintaining a consistent planted corridor along the first 3m of the setback from Outlet Road (and any fencing of that boundary to also provide a consistent edge).
 - e. Retaining a restrictive palette of colours and exterior building materials within 20m of Outlet Road
- 7.8 Expanding AA-D1 to better enable development of a retirement village in this location is appropriate from an urban design perspective.