

**BEFORE THE HEARINGS PANEL**

**IN THE MATTER** of the Proposed  
Private Plan  
Change 84 to the  
Kapiti Coast  
District Plan

**AND** Submissions by  
**Coastlands Shoppingtown Limited,**  
**Sheffield Properties Limited,**  
**Ngahina Development Limited,**  
**Mr Richard Mansell; and**  
**Alpha Corporation Limited**

**Submitter: Nos PC84-1 to PC84-5 and**  
**Further Submitter: Nos FS 1 to FS 5**

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**BRIEF OF EVIDENCE OF JAMES LUNDAY**  
**(URBAN DESIGN)**  
**ON BEHALF OF COASTLANDS SHOPPINGTOWN LIMITED, SHEFFIELD**  
**PROPERTIES LIMITED, NGAHINA DEVELOPMENTS LIMITED,**  
**MR RICHARD MANSELL AND ALPHA CORPORATION LIMITED**  
**(SUBMITTERS PC84-1 TO PC84-5)**  
**ON THE PROPOSED PRIVATE PLAN CHANGE 84 TO THE**  
**KAPITI COAST DISTRICT PLAN**

**Dated: 3 February 2017**

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**BRIEF OF EVIDENCE OF JAMES LUNDAY ON BEHALF OF  
COASTLANDS SHOPPINGTOWN LIMITED, SHEFFIELD PROPERTIES  
LIMITED, NGAHINA DEVELOPMENTS LIMITED,  
MR RICHARD MANSELL AND ALPHA CORPORATION LIMITED  
(SUBMITTERS PC84-1 TO PC84-5)**

**1. QUALIFICATIONS**

- 1.1 My full name is James Dickson Lunday. I am the General Manager Strategy and Regeneration Planning of Regenerate Christchurch and director of the urban design firm James Lunday Urban Design Limited.
- 1.2 I am a Planner and Urban Designer with over 37 years' experience, 24 of them in New Zealand.
- 1.3 I hold a Diploma of Architecture, a Bachelor of Arts (First Class Honours), a Bachelor of Planning (First Class Honours), a Diploma of Urban Design, and a Masters of Urban Design (Distinction) both of the latter from Oxford Brookes University.
- 1.4 In 2015, I completed the Foundation Course of the Ministry for the Environment "Making Good Decisions Programme" that focuses on helping elected and non-elected decision-makers make better RMA 1991 decisions.
- 1.5 I am registered on the Ministry of the Environment website as a Planning Commissioner.

**2. EXPERIENCE**

- 2.1 I have 37 years' experience in architecture, strategic planning, heritage planning, urban regeneration and urban design. I have worked in Government, academic and private sector roles.
- 2.2 My work history includes:

- Architect for the City of Glasgow Corporation;
- Urban Designer/Landscape Planner for the State Government of Victoria, Australia;
- Director of Urban Regeneration for the Civic Trust, United Kingdom;
- Executive Director of the Auckland Heritage Trust;
- Senior Lecturer at University of Auckland;
- Principal of Common Ground Studio;
- Self Employed Urban Design Consultant;
- Urban Design Principal of 4Sight Consulting Limited; and
- General Manager, Strategy and Regeneration, Regenerate Christchurch.

2.3 I have been a practicing Urban Designer since 1982, when I was appointed to the position of Urban Designer and Landscape Planner for the Ministry for Planning and Environment, Victoria, Australia. In this role, I was involved in the restructuring of Melbourne with a focus on infrastructure / land-use led economic recovery with aim of making Melbourne the most Livable city in Australia. Additionally, I had involvement in the regeneration of the CBD as the Centre of retail and culture for Victoria (initiating such projects as the Lanes, and Southbank). Separately, I also I worked for Townscape Advisory Services where we assisted failing provincial Town Centres to improve their competitiveness in attracting and retaining retail.

2.4 In 1985, I returned to Europe to take up the position of Project Director of Regeneration for the Civic Trust, London. In that role, I was in charge of Urban Renewal Projects. Civic Trust's major focus was the urban

regeneration of failing towns and communities. While I was in this position the Civic Trust became a founder of the Urban Villages Forum, established to develop new settlements to absorb growth in the United Kingdom.

- 2.5 In 1989, I left Europe and was appointed to the position of Executive Director of the Auckland Heritage Trust. I also accepted an academic position at the University of Auckland.
- 2.6 I was a senior lecturer in the School of Architecture, Property and Planning at the University of Auckland between 1989 and 2002. I lectured in landscape planning, urban design, economic development and heritage planning.
- 2.7 I have published extensively in my field, particularly with respect to achieving sustainable urban development. In 2000, I co-authored a book titled *Manual for Sustainable Neighbourhood Development*.<sup>1</sup>
- 2.8 I am a past member of the Auckland City Council and the Manuka City and Queenstown Urban Design Panels.
- 2.9 I was the principal and founder of Common Ground Urban Design and Architecture Ltd (now known as Common Ground Studio Ltd). I acted as the Foundation urban designer establishing a new Urban Design and Landscape Team at 4Sight Consulting Limited.
- 2.10 During the last five years of consultancy I have been heavily involved in the Christchurch Rebuild, particularly the development of a Key Activity Centre.
- 2.11 I now work as the General Manager of Strategy and Regeneration Planning for Regenerate Christchurch, a new Government organization set up to lead the regeneration of Christchurch. My role focusses on

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<sup>1</sup> du Plessis, C, Lundy, J and Swanepoel, P *Manual for Sustainable Neighbourhood Development* (2000) (Department of Environmental Affairs and Tourism, Pretoria) (ISBN 0-621-29983-9).

the regeneration of the Central City and New Brighton.

2.12 In New Zealand, I have completed a number of large-scale strategic planning exercises resulting in master-planned or urban design-led plan changes, variations and design projects. Major projects that I have been involved in include:

- Pegasus Town in north Canterbury,
- Homestead Bay, Queenstown;
- Jack's Point, Lake Wakatipu, Queenstown;
- Albany City, Auckland;
- Waikanae North;
- Ngarara Farm, Waikanae;
- Taupo Eastern Urban Lands;
- New Lynn's Transit-Orientated Development (TOD);
- Tamaki's TOD;
- Glen Eden's TOD;
- The Quad development, Leonard Issit Drive – the heart of Auckland Airport's business district;
- Queenstown and Darwin Airports - retail expansion;
- Halswell Exemplar Neighbourhood (Christchurch); and
- Halswell Outline Development Plan, Design Guidelines and Key Activity Centre Design (Town Centre and TOD of 60,000m<sup>2</sup> retail and other uses).

2.13 I have also been involved in consulting work on major town developments, growth strategies, and waterfront redevelopment in Australia, China, Sri Lanka, South Africa, Oman and Kuwait.

### **3. EXECUTIVE SUMMARY**

3.1 The special environment of Kapiti Coast requires correct decisions to be made now regarding retail uses to ensure local and Town Centres are vibrant, diverse, mixed use and transit oriented and that Paraparaumu remains the major Centre for the Kapiti Coast communities. Allowing 'Out of Town Retail Centres' to apply for resource consent to have anchor stores such as Department Stores, or further supermarkets:

- signals the ability for Kapiti Landing to become a Retail Node not anticipated in previous strategies and counter to both long term public and private investment in and around existing Centres;
- will weaken and damage the viability of existing Town Centres;
- significantly damage the viability Paraparaumu Town Centre which requires commercial demand and has more than sufficient capacity to absorb more retail, commercial and residential apartments driven by location, community services and the transport hub;
- degrade the existing Centres;
- will result in loss of revitalisation opportunities for Paraparaumu Town Centre that exists now;
- B.Hillier Space Syntax Theory indicates that commercial use will relocate alongside the expressway interchange thus undermining the purpose of the Expressway and strategy of enhancing the old State Highway as a local Arterial and "Main Street"; and

- Will hinder and compromise Paraparaumu Town Centre's ability to function and succeed as a vibrant Town Centre.

#### **4. KAPITI SPECIFIC EXPERIENCE**

- 4.1 I have had a long history, professionally, with the Kapiti Coast that directly relates to the issues surrounding the structure plan, objectives, policies and rules in the PDP for Kapiti.
- 4.2 During 2008/2009, I was appointed the joint project director of the redesign of the Western Link Road (WLR) for Kapiti (McKays Crossing to Peka Peka). I lead a design team composed of Common Ground Studio, Opus International and Kapiti Coast District Council. The Kapiti Coast District Council (KCDC) and NZTA were the clients for this project, I subsequently undertook work on the change of designation from the Western Link Road to the Expressway.
- 4.3 In addition, I've lead major plan changes in Waikanae, as well as being involved in community workshops in Raumati, proposals for Otaki and Peka Peka and design issues relating to the location of the Paraparaumu swimming pool. I therefore have a good understanding of the Kapiti Coast, its community, environment, economy and its land-use/infrastructure issues.
- 4.4 I subsequently appeared as a witness for Coastlands Shoppingtown Limited ("Coastlands") in support of Council's PC72A in challenge to an appeal by St Heliers Capital Limited which sought to take advantage of the expressway to relocate retail away from the existing Town Centre of Paraparaumu. Plan Change 72A was upheld the Court agreed that retail should not be allowed to disperse around the Expressway.
- 4.5 Last year I appeared as a witness for Coastlands with regard to retail dispersal, the Paraparaumu Structure Plan and Urban Design Guidelines of the Proposed Kapiti District Plan.

## **5. CODE OF CONDUCT**

- 5.1 Although not necessary in respect of council hearings, I confirm I have read the Expert Witness Code of Conduct set out in the Environment Court's Practice Note 2014. I have complied with the Code of Conduct in preparing this evidence and I agree to comply with it while giving oral evidence before the hearing committee. Except where I state that I am relying on the evidence of another person, this written evidence is within my area of expertise. I have not omitted to consider material facts known to me that might alter or detract from the opinions expressed in this evidence.

## **6. INTRODUCTION**

- 6.1 The Kapiti Coast is a special environment. However poor planning, infrastructure and development decisions, including the Sandhills Highway designation that has caused planning blight, has left a legacy of a poorly connected movement network, degraded tertiary dune environment and a compromised State Highway corridor. Yet despite this the Kapiti Coast has retained cohesive and loyal communities with their own distinct Centres. The villages of Paekakariki, Raumati, Paraparaumu Beach, Waikanae Beach, and Otaki have all developed their local Neighbourhood Centres. Waikanae and Paraparaumu have developed as more substantial Town Centres focused on Rail and Highway interface. The concept of supporting these existing Centres has a long planning history in Kapiti and has formed certainty over investment decisions by the Private and Public sectors.
- 6.2 The decision to free the State Highway from local traffic on the coast by way of a major Public investment in the building of the Expressway by the Government will change the dynamics of the movement patterns in the Kapiti Coast. The aim is to remove local traffic from the National Network by changing the status and design of the existing State Highway to a local arterial road, thus encouraging through traffic,



particularly freight, to use the Expressway. During the design, consultation and hearings process there was an emphasis on protecting and enhancing the status of the major Centres of Paraparaumu and Waikanae.

- 6.3 There has also been significant council investment in art centres, libraries, swimming pool and many other community facilities in the existing Centres. Whilst the community functions and transit centre functions of a Town Centre are embedded in Paraparaumu the success of Paraparaumu as the major Centre is dependent on a strong retail base (this is also true for Waikanae). Any move that facilitates the creation of a new major out of Centre Retail environment adjacent to a grade separated intersection on the Expressway would undermine the continued success and improvement of Paraparaumu and Waikanae Centres, as well as encouraging local traffic to use the Expressway as a local road thus undermining the Town Centres Strategy (*Town Centres and Connectors Transformation Project*) and the Traffic strategy behind the Roads of National Significance.
- 6.4 Department Stores and Supermarkets are known as anchor tenants when considering retail development. To maintain Paraparaumu Town Centre as the focal point for both the local community and the district as a whole, anchor tenants need to remain classified as prohibited activities at the Airport. From an urban design perspective, retaining the prohibited activity status for these activities would help ensure the focus for retail development occurs within the existing Town Centre, protecting its viability, vibrancy, use and connection to public transport.
- 6.5 The expressway and interchanges have the potential to encourage a second activity hub at Kapiti Landing if land uses are relaxed. This would encourage locals to arrive at Paraparaumu from most of the coast via the expressway. This would be to the detriment of Paraparaumu and Waikanae Town. I note that both economists agree

that Paraparaumu has enough capacity to absorb growth of retail without another Centre.

- 6.6 The current ODP provisions provide for any development up to 102,900m<sup>2</sup> of gross floor space as a controlled activity within the Airport Mixed Zone. This is a significant retail provision within the Paraparaumu region outside of the Town Centre. The current provisions already enable the creation of an out of center retail hub without the provision of a Department Store and large supermarket. The historic Town Centre is based on the State Highway and the Railway Station. Civic life has settled here along with substantial retail and commercial offer. Any relaxing of retail controls (deletion of the prohibited status of department stores and supermarkets) and also the relaxation of controls on fine grain specialty shops at the Airport will fundamentally undermine the viability of Paraparaumu Town Centre, undermine the purpose of the Expressway and in turn the viability of the districts town Centres.

## **7. IMPORTANCE OF TIMING**

- 7.1 KCAHL have sought to advance PPC84, which will attract retailing from the Paraparaumu Town Centre at a crucial time for the Paraparaumu Town Centre Development. In the next 18 months (the approximate remaining lifetime of the operative plan (pending resolution of any appeals) has before the PDP becomes effective) the Expressway will open and revocation of the State Highway to a local road will occur providing a catalyst to stimulate change throughout the Paraparaumu Town Centre and local Centres, which will revitalise the Kapiti Coast. The Planning Case argued through the various expressway hearings hinged on the fact that the expressway would enhance the existing Centres and that land use controls would prohibit relocation or drift from these Centres towards the grade separated intersection at Paraparaumu. Council has recognized this opportunity, having planned for a more attractive Paraparaumu Town Centre with a Main Street

focus, across various initiatives over the last 15 years, which have accumulated in the Paraparaumu Town Centre Transformation Project. I understand Council has allocated significant funds to create better amenity, vitality and urban design outcomes for Paraparaumu working in partnership with private developers. I fail to see any Urban Design merit in the case for dispersing anchor retail to the airport land and undermining the transformation of the existing Centre. I am very surprised that neither the applicant nor the Council in their assessment of PPC84 have sought specialist expert urban design advice given the implications and significant effects on existing Town and Transit Centre development as a result of PPC84.

## **8. SIGNIFICANT ADVERSE URBAN DESIGN EFFECTS**

- 8.1 If anchor stores are removed from the prohibited activity list, it signals the ability for Kapiti Landing to become a Retail Node and a 'Centre'. At present, Kapiti Landing has been allowed to develop destination retail, not leisure (i.e. Placemakers, Mitre 10, Kitchen Things, Repco Liquor King, Burger King, Service Station, New World and Holden). The inclusion of further supermarkets or a Department Store will change the dynamics of this retail stimulating a more holistic retail offer, weakening the viability and vitality of Paraparaumu Town Centre.
- 8.2 From an Urban Design perspective a dispersed retail offer, provides a worse outcome for the community and environment. It does not sufficiently concentrate the activities to "place-make". If activities are too widely spaced, you cannot create the intensity, and vibrancy that develops as a result of concentrating multiple layers of activities in one area. This is a necessary ingredient for developing the public environment that is associated with successful Town Centres. Dispersal of retail instead of consolidation around a transit node will undermine the shift from car use and reinforce multiple car journeys thus compromising the already compromised road network.

- 8.3 As an Urban Designer I would caution about allowing or encouraging over zoning of retail land. The district already has an excess of retail zoned land to satisfy demand and future growth. There are also ample sites within the Paraparaumu Town Centre for supermarkets and department stores to locate and sufficient sites within the local Centres for smaller scale supermarkets. An oversupply of land can lead to a situation of reduced rates of returns for developers and property owners, which leads to a lack of incentive to lift quality.
- 8.4 I disagree with Fraser Colegrave's<sup>2</sup> statement that the plan change and resulting Retail Node at the Airport is likely to increase the degree of district retail competition as other department store retail, such as Kmart, would not co-locate with other department store retail. This is commonplace as can be seen in many examples such as, St Lukes, Sylvia Park and Albany in Auckland. I can only comment in urban design terms, but in my professional opinion, if a Department store were consented it would result in a newly developed Retail Node for Kapiti Coast, which is not a large settlement, cannibalising the existing Paraparaumu Town Centre and nearby local Centres. It would have another competitive retail Centre not anticipated in previous strategies and counter to both long term public and private investment in and around existing Centres.

## **8.5 Impact on the vitality and character of Kapiti's villages**

- 8.5.1 Kapiti Coast is made up of villages each with an individual character and identity. Paekakariki, Raumati Beach, Paraparaumu Beach, Waikanae, Waikanae Beach, Otaki and two newly consented ones at Waikanae North and Te Moana Road. They all have Centre's that define the nature and individual identities and character of each village. They encourage walking, short local trips and a sense of place.

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<sup>2</sup> Response to Request for Further information regarding Private Plan Change Application 84, Fraser Colegrave, Insight Economics, 30 October 2016

Providing for anchor retailing at the Airport with its main connection to an expressway will not only detract from and weaken Paraparaumu Town Centre but will undermine the success and individual identity of these local “village” Centres.

## 9. KAPITI LANDING – AN ‘OUT OF TOWN RETAIL CENTRE’

- 9.1 Town Centres have a mix of activities, which ensures their vibrancy and viability; Civic buildings, government agencies, offices, medical centres, chemists, community facilities, library, post office, cinema, accommodation, banks, supermarkets, department stores, specialist retailers, hospitality, parks and playgrounds. As can be seen in many examples throughout New Zealand, allowing ‘Out of Town Retail Centres’ based on a wide accessible catchment would weaken Paraparaumu and Waikanae Town Centres (a classic example is Hamilton) This may lead to a deterioration of the quality and diversity of retail provided, public realm, safety, amenity, vibrancy and use.
- 9.2 Kapiti Landing is not a Town Centre, it is an ‘Out of Town Retail Centre’ based on a wide catchment which seeks to utilise the expressway in a manner that was not intended (refer to **Figure 1** below). The inclusion of a department store and supermarket, and subsequent specialist retail that will follow, will not make Kapiti Landing a Town Centre; it will remain an ‘Out of Town Retail Centre’.
- 9.3 This cannibalising effect of out of town centres placed on highways or arterials has been illustrated in many examples throughout New Zealand including, but not limited to, Hamilton and Henderson, West Auckland. Observation and experience demonstrates that by allowing ‘Out of Town Retail Centre’ at the airport would not ‘kill’ Paraparaumu or Waikanae Town Centres entirely but would weaken them possibly resulting in deterioration in a significant way in terms of diversity and quality of retail provided, use and quality of the public realm, public safety and crime, amenity, vibrancy and use.

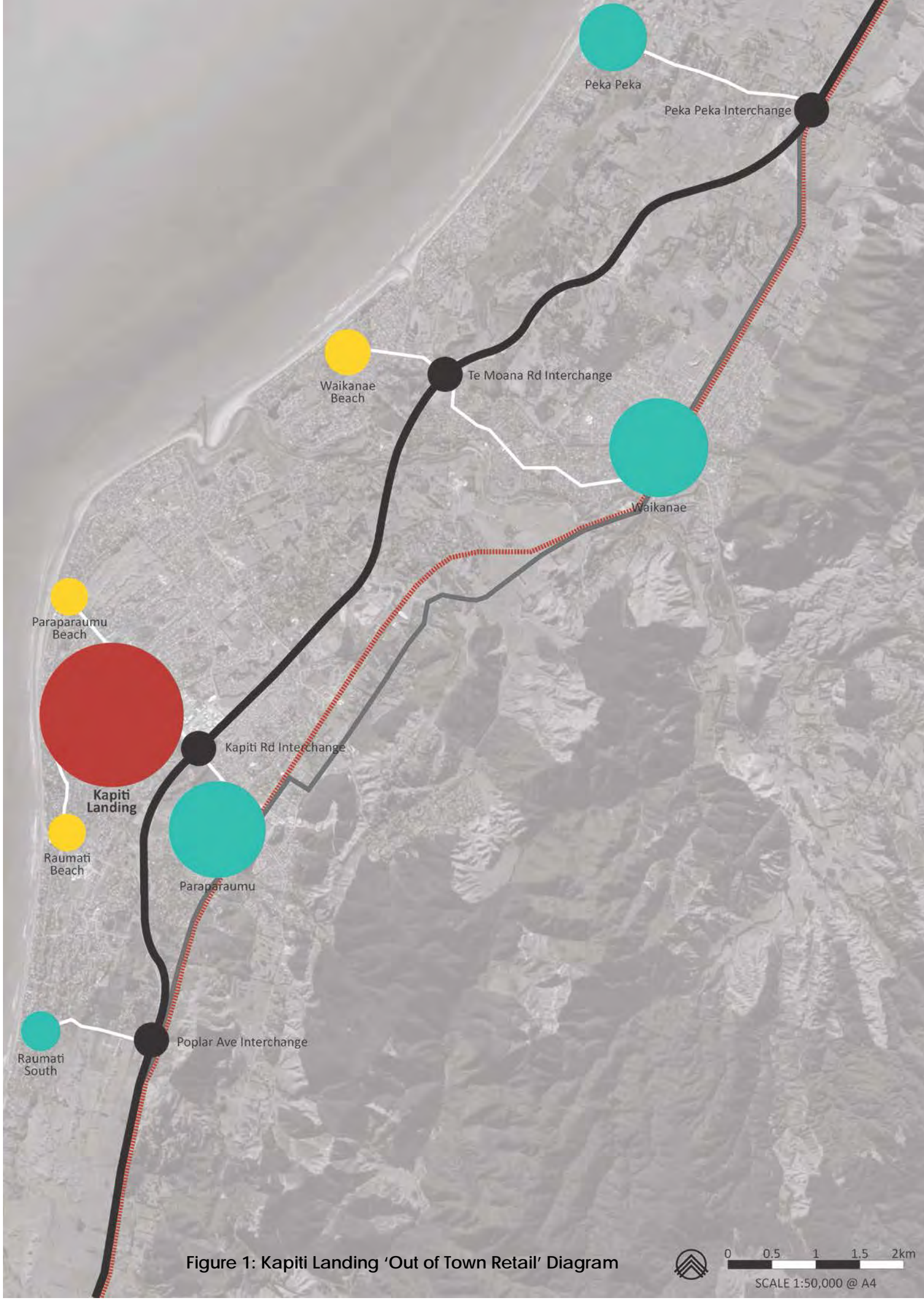
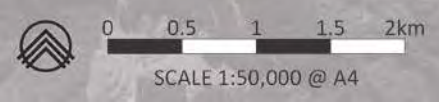


Figure 1: Kapiti Landing 'Out of Town Retail' Diagram



## 10. PUBLIC INVESTMENT

- 10.1 Significant money is being spent on the new expressway having been designed for through, not local, traffic, downgrading of State Highway one, PC72A, Paraparaumu Town Centre transformation project and the preparation of the vision and objectives for Kapiti Coast's Town Centres.
- 10.2 There has been significant public investment in rail and civic buildings in Paraparaumu Town Centre in the last decade with the policy drive to protect and enhance this Centre within Kapiti Coast.
- 10.3 Removing the prohibited activity status for department stores and supermarkets will significantly adversely affect the amenity and vitality of the nearby Paraparaumu Town Centre. These adverse effects could lead to the role and function of the town being undermined. The relevant Airport Zones objective and policy state:

*"Objective 2.0*

*To protect the amenities of areas surrounding the airport from adverse environmental effects from airport use and development.*

*Policy 2: Commercial Activity*

*It is desirable that specifically identified retail and commercial activities are permitted, subject to specified threshold standards, so that the nature and scale of such activities does not undermine the role and function of the Paraparaumu Town Centre and is linked to development within the Airport Mixed Use Precinct."*

- 10.4 If department stores and supermarkets are consented within the Airport precinct, in my opinion, it will undermine the viability of and deteriorate the appreciated amenity of the existing Centres of Paraparaumu, Waikanae and Otaki. The Airport land has been identified as a suitable location to accommodate larger format, vehicle orientated retail

activities, as well as wholesale activity. These big box activities do not include department stores – which are activities more suitable to Town Centres. Allowing PPC84 will hinder the ability to meet these objectives and policies which seek to protect the amenity of existing Centres such as Paraparaumu, Waikanae and Otaki. PPC84 will, if allowed, undermine the sustainability of Paraparaumu Town Centre by attracting specialist retail away from the existing Centres towards the Expressway.

- 10.5 There is sufficient commercial and residential space available within the Paraparaumu Town Centre for future growth.(population increase for District estimated at 6,300 people and 3,900 households, 12%, by 2033<sup>3</sup>).Further expansion of the airport land to include a department store or another supermarket only creates a competing car based Centre focused on the Expressway will attract retail that could have been located in existing Centre and if successful in this may go on to cannibalise Paraparaumu Town Centre attracting relocation of retail. If Plan Change 84 is allowed, the role and function of Paraparaumu Town Centre will be undermined alongside public transport use, car movement patterns will change and local traffic will be pushed onto the Expressway.

## **11. WHAT WILL HAPPEN – ROGUE OUT OF TOWN RETAIL CENTRE PROCESS**

- 11.1 There are many International and National examples of the adverse effects of allowing the development and expansion of Out of Town Retail Centres with anchor stores on existing Town Centres. These include Bay Central Shopping Centre, which undermined Tauranga; Waitakere Mega Centre, which undermined Henderson and The Base and Chartwell that has devastated Hamilton City Centre. I have spent a large part of my career working on revitalisation of existing centres that have been economically damaged by out of centre retail.

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<sup>3</sup> Kapiti Coast Airport Plan Change 84, Economic Overview, Property Economics, December 2016





**Figure 2: Photograph showing Hamilton's Main Street Vacancies**

- 11.2 Any support from the Council to allow or facilitate a major retail expansion in the Airport Zone with the provision for a department store or further supermarket would, in my opinion, due to their close proximity to the expressway, be to the detriment of the existing Town Centres of Paraparaumu, and local Centres at Paraparaumu Village and Waikanae. It is imperative for the plan to prohibit these activities in order to enable the successful development and revitalisation of the existing Centres to occur and become well established. Kapiti after several decades of uncertainty as to the location of the Expressway and Western Link Road finally has the conditions in place to get on with revitalising the Town Centre and Local Centres. Once the existing State Highway is replaced by the expressway and reverts to a local road, the historic restriction on the growth of the existing Centres, will be removed, providing the opportunity for revitalisation and redevelopment to occur. Weakening this by dispersing retailing or allowing competing Centres to develop will detract from these efforts. This view was upheld in the Environment Court by Judge Dwyer *St Heliers Capital Ltd v Kapiti Coast District Council* (Decision No. 20140 NZ EnvC 162).

### The Base, Te Rapa vs Hamilton City Town Centre

11.3 In Hamilton the existing Centre has been compromised due to rezoning and development of new retail Centres to the north adjacent to improved Highway connectors. The development of full retail Centres, The Base in Te Rapa<sup>4</sup> (development area shown **Figure 3** below) and Westfield in Chartwell, has stripped the existing City Centre of quality retail. The first stores at The Base opened in 2005, with signs of pressure and deterioration of Hamilton City Centre evident by 2006. By 2012 Council had borrowed \$11.9 million<sup>5</sup> to plan the revitalization the city Centre on top of existing and Long Term Plan funding. Total costs of this work, projects undertaken to date and inclusion of Central City Transformation Plan into the district plan are significant. The Main Street of Hamilton, (despite major investment in the public realm, underground car parks by the Council, hotel and casino), the civic Garden Place area outside the main public library and Council Offices is shabby, and unsafe,<sup>6</sup> and starting to look derelict with long term vacancies and empty retail shops outnumbering those that are occupied. Despite a Council strategy for encouraging residential in the CBD and unprecedented growth in Hamilton's population in the last decade<sup>7</sup> the run down nature of the environment has discouraged the private sector from investing in new development. *"In 2003, The Base and Te Rapa's share of the city's retail spend was 5 per cent; by 2013, it was 27 per cent. In that time the CBD's share of retail spending declined from 52 per cent to 31 per cent".*<sup>8</sup>

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<sup>4</sup> Construction work began in August 2004, after appeals to the Environment Court and High Court challenging Hamilton City Councils approval.

<sup>5</sup> [http://www.nzherald.co.nz/hamilton-news/news/article.cfm?c\\_id=1503366&objectid=11063671](http://www.nzherald.co.nz/hamilton-news/news/article.cfm?c_id=1503366&objectid=11063671)

<sup>6</sup> [http://www.hamilton.govt.nz/our-council/council-publications/monitoringandstatistics/Documents/2011%20Quarter%201%20\(January-March\)%20Residents%20Survey%20Verbatim%20Comment%20report.PDF](http://www.hamilton.govt.nz/our-council/council-publications/monitoringandstatistics/Documents/2011%20Quarter%201%20(January-March)%20Residents%20Survey%20Verbatim%20Comment%20report.PDF)  
<http://www.stuff.co.nz/waikato-times/news/9326002/Gang-of-teens-bash-men-in-Garden-Place>  
<http://www.stuff.co.nz/waikato-times/opinion/9327163/The-problem-with-Garden-Place>  
<https://e2nz.org/2015/01/13/hamiltons-crime-problem-14-year-old-boy-doused-in-petrol-knife-fight-in-garden-place-meth-lab-in-boot/>

<sup>7</sup> Hamilton Central City Transformation Plan



Figure 3: Showing The Base (yellow) vs Kapiti Landing Area (mixed use in red)

### Urban Design Issues

- 11.4 There is sufficient land in Paraparaumu Town Centre to allow any further stores and specialist retail that has a market niche in the Kapiti coast to locate there.
- 11.5 From an urban design land use perspective (Hilliers Space Syntax Theory), retail development will, given the challenging existing connectivity, follow the expressway and locate at Kapiti Landing near the Grade separated intersection, unless the land use and district plan provides a mechanism that prevents this. It is surprising that the Airport have not offered up any Urban Design evidence to inform the hearing.
- 11.6 It is useful to compare the amount of land zoned for retail, residential and commercial purposes at the Airport with a successful vibrant Centre in West Sydney. Figure 4 shows Rouse Hill Centre in blue compared with the Airport land (Phase 1 discussed further in Appendix A), which is a successful Australian new privately built Town Centre. When the footprint is imposed on the Kapiti Landing area it gives an idea of comparative size. Rouse Hill has 160,000m<sup>2</sup> of retail (compared with Kapiti Landings mixed use precinct where up to 102,900m<sup>2</sup> of land that can be developed as a controlled activity) and takes up a fraction of the Kapiti Landing area. It has won retail and Urban Design awards and has a network of pedestrian streets, anchor stores, cinemas, entertainment, specialist retail, office, community buildings and residential apartments. Whilst new and largely private it demonstrates an intensity of use and small footprint that is needed to create an attractive Centre.

- 11.7 This emphasizes the car based nature of Kapiti Landings development compared to the transit and walkable nature of Rouse Hill. The economics of restricted land in Rouse Hill has discouraged at grade parking and encouraged mixed use development. Increasing the amount of commercial land is counter to best practice Urban Design for mixed use walkable, transit oriented Centres and counter to long term plans for Paraparaumu.
- 11.8 Figures 3, 4 and 5 indicate the compactness of Rouse Hill being a transit walkable Centre; the scale of equivalent car based retail Centre at The Base; and the vast area that is on offer in Paraparaumu Town Centre that has sufficient capacity to absorb four Rouse Hill development equivalents.

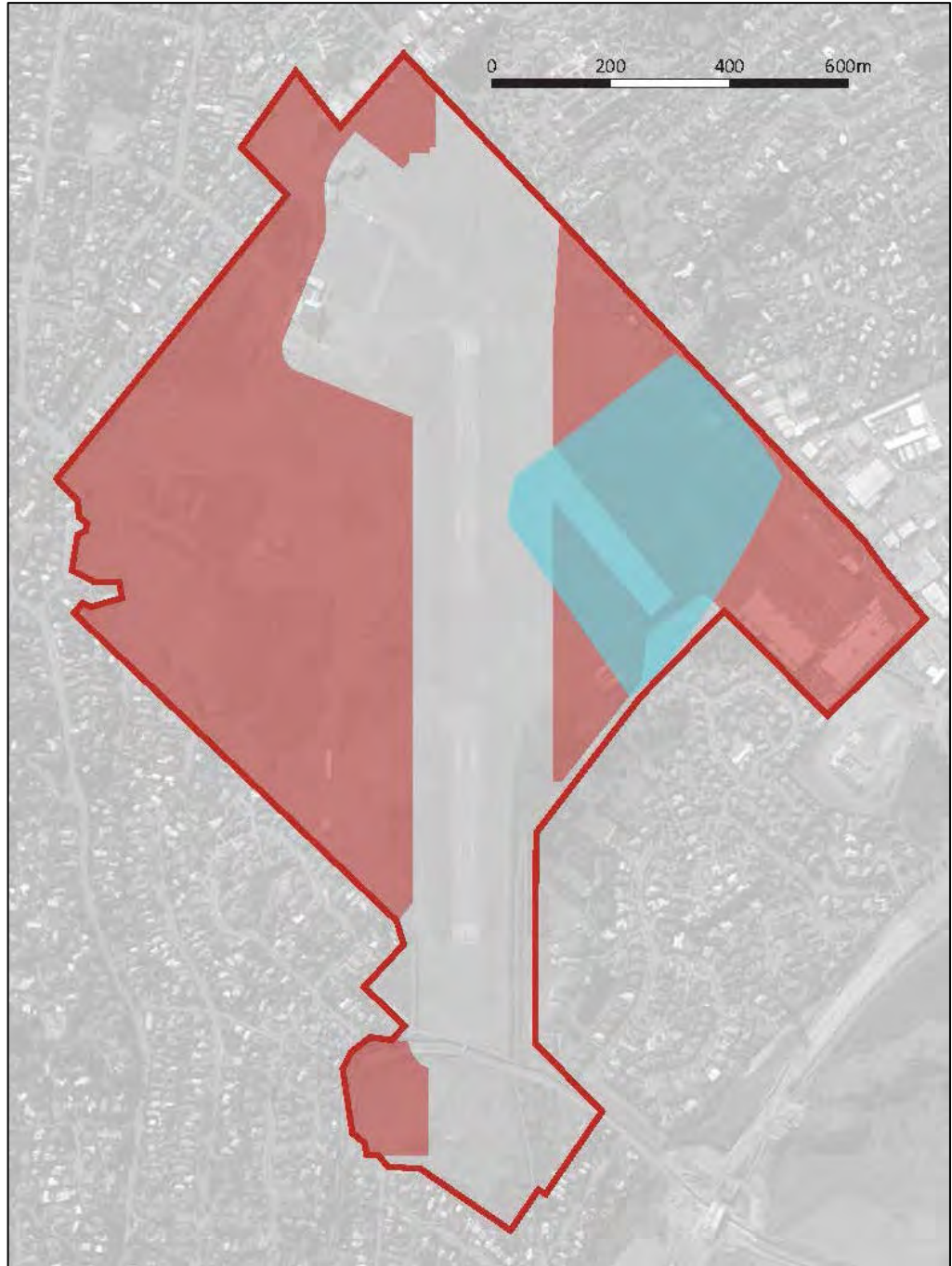


Figure 4: Showing Rouse Hill Town Centre (blue) vs Kapiti Landing Area

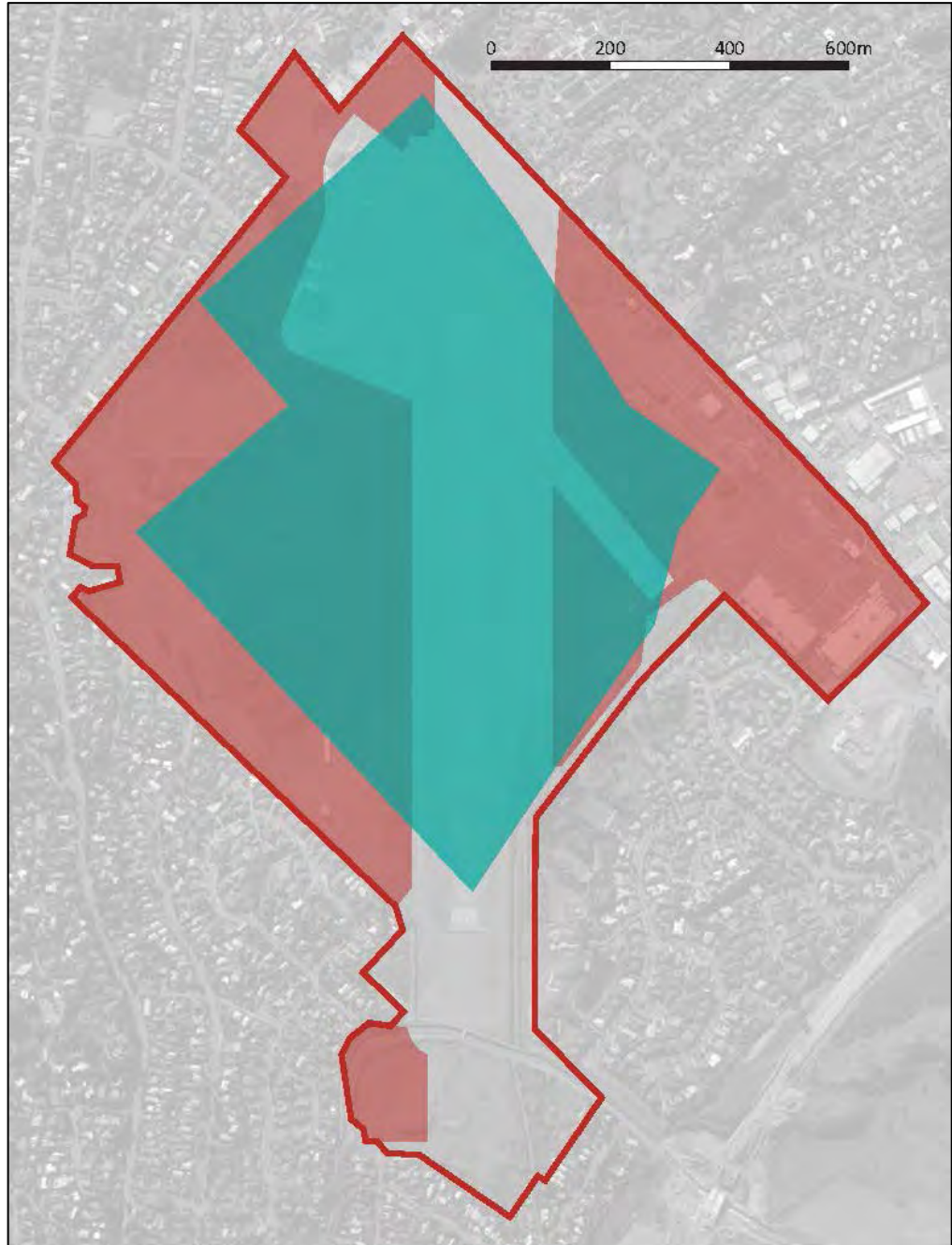


Figure 5: Showing Paraparaumu Town Centre (green) vs Kapiti Landing Area

## 12. CONCLUSION

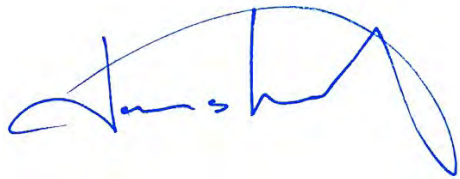
- 12.1 The Kapiti Coast is a special environment that requires the correct decisions to be made now regarding retail uses to ensure local and Town Centres are vibrant, diverse, mixed use and transit oriented and that Paraparaumu remains the major Centre for the Kapiti Coast communities. Allowing 'Out of Town Retail Centres' to apply for resource consent to have anchor stores, such as Department Stores, or further supermarkets, will weaken and damage the viability of existing Town Centres. I am not saying that Kapiti Town Centres are perfect now, but I am saying that if retail is allowed to drift to the Airport, the existing Centres will degrade and revitalisation opportunities that exist now will be lost.
- 12.2 Paraparaumu Town Centre has the ingredients to become a vibrant and well-designed hub with an established rail link and civic buildings. The Town Centre has more than sufficient capacity to absorb more retail, commercial and residential apartments driven by location, community services and the transport hub. For this to happen will require commercial demand and ensuring that the airport land does not have the ability to erode the exiting Centre with anchor stores able to seek resource consent. (Comparing Rouse Hill footprint to Paraparaumu confirms that area is sufficient for a diverse Centre).
- 12.3 The State Highway and rail line have historically been the only north south connection for Kapiti Coast with the few continuous east west routes connecting to it. The location of the major Centres of Waikanae and Paraparaumu confirm that retail traditionally aligns along the busiest longest and most connected route (B.Hillier Space Syntax Theory). The growth of a secondary retail area outside of Otaki Centre confirms this pull of business to the busiest and most connected route. The opening of the expressway changes this dramatically. Unless there are land use restrictions on the type of retail allowed at Kapiti Landing this theory result in the relocation of commercial use to the Expressway



interchange thus undermining the strategy of enhancing the old State Highway as a local Arterial and "Main Street".

12.4 If anchor stores are removed from the prohibited activity list, it signals the ability for Kapiti Landing to become a Retail Node and a 'Centre'. The inclusion of further supermarkets or a Department Store will create a Retail Node and weaken the viability and vitality of Paraparaumu Town Centre.

12.5 For Paraparaumu Town Centre to function and succeed as a vibrant Town Centre, department stores and supermarkets need to remain as prohibited activities at the airport.



**James Dickson Lunday**

**Date:** 3 February 2017

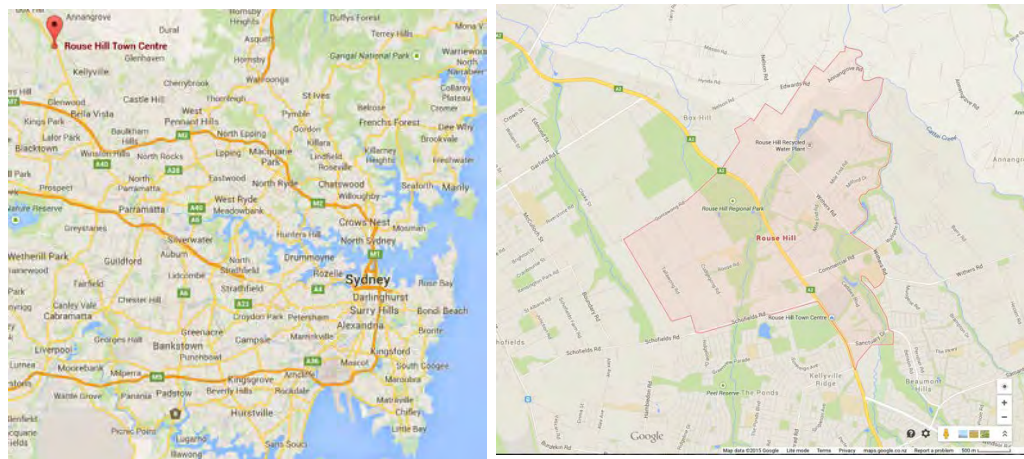
## APPENDIX A - ROUSE HILL CASE STUDY, SYDNEY, AUSTRALIA

Rouse Hill Town Centre Phase 1 (now eight years old) is comparable to Paraparaumu Town Centre. A second Phase will see a doubling of the size of this centre, and in fact construction work on this has started.

Located 39km North West of Sydney CBD Rouse Hill Town Centre has future residential catchment of some 250,000 (New South Wales Government, 2010). Rouse Hill itself has a relatively small immediate population (approximately 7,500) but sits within the Baulkham Hills Local Government Area (LGA) and is directly adjacent to the Blacktown LGA – two of the largest and fastest growing LGAs in NSW. The nearest major centres are Blacktown (11 km to the south), Parramatta (19 km to the south-west) and Castle Hill (8 km to the east).

### BACKGROUND

Rouse Hill Town Centre is following a new approach to retail development based on the concept of turning a typical shopping centre box 'inside out' to create a series of open streets. It is also Australia's first regional retail centre to demonstrate a world-class comprehensive approach to social and environmental sustainability. It has won design and property awards.



(Images from google maps)

Rouse Hill Town Centre is part of the New Rouse Hill (Lend Lease Group, 2004) – a master planned community built on an old golf course (approximately 122 hectares) located along Windsor Road in the Baulkham Hills Local Government Area. This development is delivering:

- Nearly 1,800 new houses – 4,500 residents
- Up to 12,000 permanent jobs
- Approximately 32 hectares (26%) has been devoted to open space, including parks, playgrounds, Caddies Creek and walking and cycling trails – ensuring each home is positioned within 3 minutes of a park or open space



(Location Map - <http://www.thenewrousehill.com.au>)

The project is a joint venture between Lend Lease and The GPT Group, in partnership with Landcom and the NSW Department of Planning.

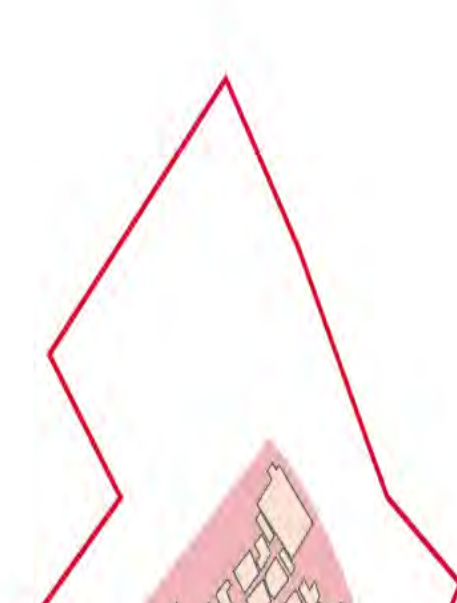
#### THE TOWN CENTRE

The Town Centre is owned and managed by GPT.

Stage 1 is comparable to the higher projection for the Paraparaumu Town Centre with a site size of 12 hectares and a total GLA 70,000m<sup>2</sup>.

The first stage of was officially launched on 6 March 2008 and comprised of:

- 4 Anchors (Big W, Target, Woolworths and Coles supermarkets)
- Large food and entertainment precinct
- 230 specialty stores
- Cinema
- 290 apartments (54 units per hectare gross)
- Bus interchange
- Open Space 0.7 hectares (including Town Square)



Stage 1 Nolli with Paraparaumu Town Centre overlay.

Phase 2 covers a further 13 hectares making total of 25 hectares. At completion the Town Centre will have a total retail, commercial and associated services area of 190,000m<sup>2</sup> including:

- Retail 140,000 m<sup>2</sup>
- 11,600m<sup>2</sup> of commercial space, comprising offices, gymnasium and educational facilities
- 5,000m<sup>2</sup> of health and medical facilities
- 2,400m<sup>2</sup> for a library and a community centre
- 30,000m<sup>2</sup> office space
- Up to 800 apartments
- An interchange for buses that run between surrounding districts and join the
- Parramatta—Rouse Hill Transit way (an interchange with the future North-West Rail Link is also planned)

#### Planned Transit Links



(Image from Civitas Inc)



(Image from Civitas Inc)



The Masterplan showing the fully built Town Centre (phases 1 and 2) including future Rail connection

#### A 'SUSTAINABLE COMMUNITY' VISION

The development partners' vision for the project was the creation of a Sustainable Community. This meant bringing in far higher levels of amenity and introducing a significant residential component.

Developing a sustainable urban environment required identifying a relevant measure, which encapsulated all of the elements of sustainability into a single indicator. This indicator was called the Ecological Footprint and it was a measure of how much of the earth's productive land is required to create and operate a built asset and considers in its formulation the elements of:

- Energy
- Biodiversity
- Transport
- Materials
- Carbon footprint
- Water
- Tenant fit-out

The design of the Town Square reflected this vision by incorporating places where people can meet and a community can grow. The features are:

- A market place for community events
- The town library
- A transit centre
- Low cost office space for community groups
- A community learning centre
- A child education walk and an environmental learning trail
- An open-air free cinema

Past inhabitants' traditions, both European and Indigenous, are represented in the signage and architecture of the Town Centre. This instills a sense of history and character to not only the centre itself, but also the new community that has begun to form there.

#### 40% ENERGY REDUCTION TARGET:

Key aspects for achieving an energy reduction target of 40% (compared to an average shopping centre) include:

- Passive design with no roof over malls, providing daylight and natural ventilation to all mall areas
- Intelligent building systems for operable elements within the building to respond to prevailing external conditions
- ESD marker incorporating wind turbines and solar PV
- Use of landscape to enhance comfort conditions to mall areas
- All lighting best-in-class efficiency with motion and daylight sensing to all areas
- Extensive energy and water metering

#### 60% WATER REDUCTION TARGET:

Important aspects for achieving the water reduction target of 60% (compared to an average shopping centre) include:

- Integrated storm water treatment incorporating bio-swales to purify water before discharge to the environment
- Rainwater collection and recycling system supplying 25% of centre requirements
- Central chilled water plant with high efficiency cooling towers
- All tapware flow and time controlled with waterless urinals
- Fire test water captured and recycled
- Integrated leak detection and metering system

#### SUPPORTING BIODIVERSITY:

Biodiversity at Rouse Hill Town Centre has been enhanced via:

- Site earthworks – cut and fill minimised
- Over 130,000 plants used, with more than 80% native and endemic to the site
- Onsite worm farming
- Gross pollutant traps filter storm water before re-entering natural waterways

## WASTE REDUCTION:

Rouse Hill Town Centre waste management and recycling outcomes have included:

- Public place bins for waste and recycling
- Requirements for waste and recycling for tenants
- Liquid oil/grease waste is recycled
- Waste sorted - reused, recycled or disposed of in a responsible manner
- 39% of all construction materials had a recycled component

All tenants at Rouse Hill Town Centre have been fundamentally involved in reducing the overall environmental footprint of the development. Key aspects include:

- Green leases requiring minimum water and energy conservation measures
- GPT developed an eco-design training program for leasing agents, design managers and shop fitters
- Shop fronts and A/C control guidelines
- Building Code of Australia Section J compliance
- User pay tenant air-conditioning
- A Green Travel system adopted that facilitated more energy efficient travel to the centre for tenants and staff.

By giving the shop owners a sense of responsibility for the environment and by association the community, the developers ensure that each individual tenant starts to add to the location's sense of community. In doing so, the Town Centre moves further away from the stereotypical box shopping centre and closer to the historic town towns of the past.

## OUTCOMES

Retailers (especially anchors) were, and are, reluctant to try new models. This was the first Greenfields shopping centre in Australia to be built as a traditional town-centre instead of as a mall or Large Format Retail centre surrounded by cars. Consequently achieving the 70% pre-let threshold necessary to start development took longer than anticipated and GPT had to work hard to sell the vision initially.

Proof of success is that the occupancy now stands at 99.8%. This change acts as a clear indicator of the success of this type of approach. In its first year of operation the town centre achieved a 34% reduction in energy use as compared to the average NSW retail centre of the equivalent size. This was achieved through:

- Buildings being positioned to maximise light and airflow, reducing the need for excessive heating and cooling
- Open streets providing 100% natural ventilation
- Large, highly efficient central plant which services all tenants, including majors
- Tenant controlled air-conditioning with "user pays" operation
- Energy efficient lighting throughout
- Passive solar design using the sun to warm and light buildings and streets
- Use of trees and shading devices (operated by a sophisticated Building Management System) to increase comfort in warm, windy or wet conditions
- Maximum use of daylight in common areas, reducing artificial lighting requirements

Because the centre was planned for public transport integration at the earliest stages, the success of the centre has resulted in the North West rail link proposal being adopted and is now underway.

## SUMMARY

Even the stage 1 outcomes of Rouse Hill point to the necessity to maintain a compact and well-designed form, with public transport integrated, in order to achieve socially and commercially successful town centres.

Given that the Paraparaumu Town Centre in site area, is midway between Rouse Hill's Stage 1 and 2, and seeing the outcomes that have been achieved, it is difficult to make a compelling case for allowing any commercial or retail uses beyond the Retail Precinct proposed by Council under the PDP (Precinct A of the Structure Plan).