

**BEFORE HEARING COMMISSIONERS
FOR SELWYN DISTRICT COUNCIL**

UNDER

the Resource Management
Act 1991

AND

IN THE MATTER

Private Plan Change Request
73 (PC73)

**STATEMENT OF EVIDENCE OF HUGH ANTHONY NICHOLSON
ON BEHALF OF SELWYN DISTRICT COUNCIL**

URBAN DESIGN AND LANDSCAPE

September 2021

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1. INTRODUCTION

- 1.1 My full name is Hugh Anthony Nicholson. I am a Director at UrbanShift which is an independent consultancy that provides urban design and landscape architecture advice to local authorities and private clients.
- 1.2 I hold a Post-Graduate Diploma of Landscape Architecture from Lincoln University and a Post-Graduate Certificate in Urban Design from the University of Sydney. I have more than twenty years' experience in both the public and private sectors. I am a registered member of the New Zealand Institute of Landscape Architects (NZILA).
- 1.3 Prior to my current role, I worked as the Design Lead for the *Ōtākaro Avon River Regeneration Plan* for Regenerate Christchurch for two years, and as a Principal Urban Designer for Christchurch City Council for ten years. Before this I worked as an Urban Designer for the Wellington City Council for seven years.
- 1.4 I am a chair / member of the Nelson City / Tasman District Urban Design Panel and the Akaroa Design Review Panel. I was a member of the advisory panel for the development of the National Guidelines for Crime Prevention through Environmental Design (CPTED) for the Ministry of Justice, and a member of the Technical Advisory Group for the Wellington Waterfront.
- 1.5 My experience includes:
- (a) Project leader for the establishment of the Christchurch Urban Design Panel which reviews significant resource consent applications and significant Council public space projects (2008);
 - (b) Project leader for *Public Space Public Life Studies* in Wellington (2004) and Christchurch (2009) in association with Gehl Architects which surveyed how people used different public spaces around the city centre, and how the quality of these public spaces could be improved;

- (c) Steering group and design lead for *Share an Idea* and the Draft *Christchurch Central Recovery Plan* including associated draft district plan amendments to the central city zones which were subsequently reviewed and incorporated into the *Christchurch Central Recovery Plan*;
- (d) Expert urban design witness for Christchurch City Council to the Independent Hearings Panel for the Christchurch Replacement District Plan on the Strategic Directions and Central City chapters;
- (e) Design reviewer for more than fifty resource consent applications for major central city rebuilds for the Christchurch City Council including the Justice & Emergency Precinct, the Central Library, the Bus Interchange and the Christchurch Hospital Outpatients and Acute Services Buildings.

2. CODE OF CONDUCT

- 2.1 I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note 2014 and that I agree to comply with it. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person.

3. SCOPE

- 3.1 I have been asked by the Selwyn District Council to carry out a peer review of the Urban Design Statement by Inovo Projects and DCM Urban, and the Landscape and Visual impact Assessment report by DCM Urban. Where necessary I have provided additional comments on urban design effects in relation to the urban form of Rolleston, and commented on matters raised in submissions that relate to urban design or landscape architecture.

- 3.2 My assessment is focused on the urban design effects in relation to the urban form of Rolleston and does consider the urban form implications for Greater Christchurch which are addressed in Ms. White's evidence.
- 3.3 In my assessment I have reviewed the following documents:
- (a) Attachment 4: Proposed (Amended) Outline Development Plan 39 – Holmes Block, Rolleston
 - (b) Attachment 5: Proposed (Amended) Outline Development Plan 40 – Skellerup Block, Rolleston
 - (c) Attachment 6: Section 32 Evaluation prepared by Novo Group
 - (d) Appendix E : Landscape and Urban Design Assessment prepared by Inovo Projects and DCM Urban
 - (e) Submissions addressing urban design and landscape architecture matters from the following parties:
 - (i) PC73-0004 (Mitchell)
 - (ii) PC73-0008 (Green)
 - (iii) PC73-0009 (Green)
 - (iv) PC73-0012 (Bentley)
 - (v) PC73-0014 (Lancaster)
 - (vi) PC73-0015 (Smith, Boyd, Blanchard)
 - (vii) PC73-0048 (Ministry of Education)
 - (f) Draft transport evidence prepared for Selwyn District Council by Flow Transportation Specialists.

4. PROPOSAL

- 4.1 PC73 seeks to rezone two areas as Living Z (with two smaller areas of Business 1 (Local Centre) zoning) as an extension of Rolleston to the west. The areas, which cover approximately 160 hectares in two blocks, are currently zoned Living 3 under the Selwyn District Plan (SDP). The proposal seeks to replace the current Outline Development Plan (ODP) for each of the two blocks. If approved the Plan Change would allow for approximately 2,100 new homes.

5. STRATEGIC DIRECTIONS

- 5.1 In my peer review and in providing evidence I have drawn strategic direction on good urban form from three sources, the National Policy Statement on Urban Development (**NPSUD**), the Canterbury Regional Policy Statement (**CRPS**) and the Operative Selwyn District Plan (**SDP**), all of which provide overarching guidance.
- 5.2 The **NPSUD** seeks to provide “*well-functioning urban environments*”¹ that enable more people to live near a centre or employment opportunities, and which are well serviced by public transport².
- 5.3 In particular the **NPSUD** promotes urban environments that provide good accessibility between housing, jobs, community services, and natural and open spaces, support reductions in greenhouse gas emissions, and are resilient to the likely effects of climate change³.
- 5.4 The **CRPS** seeks to manage the urban form and settlement pattern of Christchurch through the consolidation and intensification of urban areas.
- 5.5 The objectives of the **CRPS** direct that residential development should be of a high quality and incorporate “good urban design”⁴.
- 5.6 The **CRPS** also seeks housing developments that give effect to the listed principles of good urban design, and to those in the NZ Urban Design Protocol 2005. These principles refer to the need for well-integrated places that have high-quality connections including walking, cycling and public transport, and that are environmentally sustainable⁵.
- 5.7 The objectives of **SDP** seek that “*growth of existing townships has a compact urban form*”⁶, and that a “*high level of connectivity is provided both within the development and with adjoining land areas*”⁷.

¹ National Policy Statement on Urban Development 2020, Objective 1, p.10

² Ibid, Objective 3, p.10

³ Ibid, Policy 1, p.10-11

⁴ Ibid, Objective 6.2.3 Sustainability

⁵ Ibid, Policy 6.3.2 Development form and urban design

⁶ Operative Selwyn District Plan (Townships Volume), Objective B3.4.4

⁷ Ibid, Objective B3.4.5

- 5.8 The policies in the **SDP** direct that zoning patterns should not *“leave land zoned Rural surrounded on three or more boundaries with land zoned Living or Business”*⁸, and that townships should be encouraged to grow in a compact shape where practical⁹.
- 5.9 Policy 4.2.10 in the **SDP** goes on to direct that new residential blocks should be *“small in scale, easily navigable and convenient to public transport services and community infrastructure such as schools, shops, sports fields and medical facilities, particularly for pedestrians and cyclists”*¹⁰.
- 5.10 Policy B4.3.77 for Rolleston requires development within Outline Development Plan (ODP) areas to address the specific matters in the relevant ODP. The explanation indicates that a Structure Plan has been prepared to facilitate the integrated growth of Rolleston, and that due the large amount of greenfield land within the urban limit it has been broken into a number of ODP areas which when taken together achieve the overall strategic outcomes sought for the township.
- 5.11 Drawing on the strategic directions outlined above I have reviewed the urban form proposed in PC73 in terms of consolidation or the extent to which it creates a compact urban form for Rolleston, and in terms of connectivity or the extent to which it supports accessibility to a range of services in and around Rolleston using a range of travel modes including walking, cycling and public transport.

6. ROLLESTON

- 6.1 Rolleston is the third largest town in Canterbury and situated 21 kilometres south of Christchurch. It has expanded rapidly since the Canterbury Earthquakes and a new library, health hub and high street will be completed in 2021. In my view the centre of Rolleston is located on Tennyson Street outside the new library, however, the key facilities in the town centre are spread throughout the central 400 metre ring shown in Figure 1.

⁸ Ibid, Policy B4.3.3

⁹ Ibid, Policy B4.3.6

¹⁰ Ibid, Policy B4.2.10

- 6.2 Figure 1 shows 400, 800, 1,200 and 1,600 metre radius rings around the centre of Rolleston (approximately 1,200 metres to the edge of the town centre), and 400 and 800 metre radius rings around the smaller neighbourhood centres. These give an indication of walkable distances, although actual walking distances will be longer depending on the local network of roads and paths.
- 6.3 The walkable catchments provide an approximate measure of how compact the urban form is and to what extent the urban form enables walking, cycling and public transport as realistic alternatives to the use of private vehicles. I consider them to be one measure to assess the proposed plan change against Policy 4.2.10 of the SDP (as well as the various directions relating to consolidation and compactness).

7. CANTERBURY REGIONAL POLICY STATEMENT & OUR SPACE

- 7.1 The Greater Christchurch Partnership (including Christchurch City Council, Environment Canterbury, Selwyn District Council, Waimakariri District Council, Te Rūnanga o Ngāi Tahu, NZ Transport Agency and Canterbury District Health Board) adopted Our Space 2018-1048 as a strategy to guide land use decisions in a way that integrates with the transport and infrastructure plans of the partners. In particular the strategy:
- Makes provision for an additional 150,000 people by 2048;
 - Identifies locations for residential growth;
 - Promotes a compact urban form that takes account of transport investments, climate change and sea level rise.
- 7.2 The updated CRPS identifies new urban housing development areas in Rolleston, Rangiora and Kaiapoi consistent with the future development areas in Our Space 2018-2048 together with associated policy provisions to guide Selwyn and Waimakariri District Councils (see Figure 2).
- 7.3 The PC73 area sits outside the future development areas and is inconsistent with both Our Space 2018-2048 and the CRPS.

8. ROLLESTON STRUCTURE PLAN

- 8.1 The Rolleston Structure Plan 2009 was prepared in response to the Greater Christchurch Urban Development Strategy 2008 which identified Rolleston as a south-western growth centre. The Plan was intended to facilitate the integrated growth of Rolleston Township and to accommodate an additional 5,375 households.
- 8.2 The Rolleston Structure Plan informed the development of a series of associated Outline Development Plans (ODPs) in the SDP, aimed at providing a integrated and strategic approach to residential growth in Rolleston. The PC73 plan change area sits outside the future development areas identified in the Rolleston Structure Plan and the SDP.
- 8.3 Subject to discussion about the suitability of the land for residential growth, I consider that the approval of PC73 would be out-of-sequence with residential growth envisaged in the SDP and the Rolleston Structure Plan. In the following sections I have considered whether this out-of-sequence development could result in adverse effects for Rolleston.

9. CONSOLIDATION / COMPACT URBAN FORM

- 9.1 The Holmes and Skellerup Blocks are both 'peninsula' urban forms (see Figures 3 and 4). They are rectangular blocks with a single side facing the existing or future Rolleston settlement across Dunns Crossing Road. The other three sides address either adjacent rural land, infrastructure or the state highway. By its nature this type of urban form with only a single connected edge is less compact and well connected, although future urban expansion into surrounding areas could mitigate this.
- 9.2 In assessing the level of connectivity for the two blocks I have considered the nature of the proposed edges and connections to adjacent areas including future connections should adjacent land be rezoned in the future. This provides one measure to assess the proposed plan change against

Objective B3.4.5 of the SDP (as well as the various directions relating to accessibility and connectivity).

9.3 The Ministry for the Environment's urban design guide *People, Places and Spaces* suggests that as a principle higher density development should be promoted close to centres in order to support local communities, businesses and public transport.¹¹

9.4 I have compared the distance from each of the current plan change areas to the Rolleston town centre in order to provide an indication of their relative proximity. The measurements were made from the ODP primary road exit onto the existing street network that is closest to the town centre. Measurements were made along the existing road network to an indicative centre point on Tennyson Street outside the new library.

9.5 Table of distances:

Plan change area to town centre	Distance (kms)
PC70	2.9
PC75	2.9
PC64 SW	3.1
PC64 SE	3.1
PC76	3.2
PC73 Holmes Block	3.3
PC78	3.5
PC73 Skellerup Block	4.2

9.6 While I do not regard the difference in distances as a conclusive guide to the most appropriate sequencing, it is one of a number of factors that is relevant. The Skellerup Block is an outlier being 22% further away from the town centre than the next plan change area.

¹¹ People, Places and Spaces: A design guide for urban New Zealand, Ministry for the Environment, 2002, p.32

- 9.7 All of the plan change areas are outside the 1.0km average walk length, and within or close to the 4.0km average cycle distance identified in the New Zealand Household Travel Survey (NZHTS).¹² Bearing in mind that only 12% of the total number of travel legs in the survey were pedestrian and 1.3% were cyclists then the percentage of the total number of trips legs that involved walking more than 1.0km and cycling more than 4.0km was closer to 6% and 0.65% respectively.
- 9.8 Based on the NZHTS less than 10% of people in the PC73 plan change area could be expected to walk or cycle to the Rolleston Town Centre regularly. The Holmes Block would be partially serviced by the existing Stonebrook Shopping Centre, however, both Blocks have proposed small Business 1 (Local Centre) zones.

10. HOLMES BLOCK

- 10.1 The northern boundary of the Holmes Block faces State Highway 1 and the western boundary faces the Rolleston Wastewater Treatment Plant treated effluent irrigation areas. I support Mr Collin's recommendation that a connection should be added to the ODP which provides for a connection to the proposed Burnham Rolleston cycleway which will be constructed parallel to State Highway 1 in the future. No further connectivity is possible in either of these directions (see Figure 3).
- 10.2 Burnham School Road along the south boundary and Dunns Crossing Road along the eastern boundary are identified as future arterial roads. The ODP indicates that residential properties along the edge of Burnham School Road would not be able to access the road directly.
- 10.3 The edge treatment along Burnham School Road is proposed to include a bund, planting and timber fences (see Figure 5) Housing on the Holmes Block would not be visible from the road and there would be no passive

¹² New Zealand Household Travel Survey, Ministry of Transport, 2015-2018, <https://www.transport.govt.nz/statistics-and-insights/household-travel/>

surveillance or direct access leading to community severance and limited connectivity with land to the south.

- 10.4 Mr Collins advises that it is likely that residential properties along Dunns Crossing Road would be able to access the road directly mirroring the existing development on the eastern side of the road.
- 10.5 There is a risk that these residential properties on the eastern edge of the plan change area will also 'turn their backs' on the arterial road, favouring the sunnier northern and western aspects. This together with higher traffic volumes would create community severance and reduce the level of connectivity across the road.
- 10.6 Signalised crossings are proposed at the intersections of Dunns Crossing Road with Granite Drive and Burnham Crossing Road. I recommend that pedestrian priority crossing points be provided at these intersections.
- 10.7 Two priority controlled intersections are proposed on Burnham School Road together with a connection to a cycle / pedestrian route. No pedestrian priority crossings or other pedestrian facilities are proposed, and the land on the southern side of Burnham School Road is undeveloped rural land with no public access.
- 10.8 A pedestrian / cycle routes is not proposed in the ODP along the western side of Dunns Crossing Road. In my opinion if PC73 is approved this should be included on the ODP in order to provide better connectivity for residents.
- 10.9 I note that the Holmes Block is currently zoned Living 3 and subject to ODP 39 in the SDP. ODP 39 requires a wide setback from both Burnham School Road and Dunns Crossing Road to be managed as 'countryside areas' to maintain an element of the existing rural character.
- 10.10 A maximum of ninety seven houses is permitted on Holmes Block under the operative rules whereas PC73 would permit up to 1,150 houses. I note that the difference in housing numbers is an order of magnitude greater for PC73

and consider that the potential number of people who might be adversely affected is correspondingly larger also. This is because in general the people who are most affected by lower levels of connectivity are the people who live in the less connected areas and have fewer opportunities and higher costs.

- 10.11 I note also that the West Rolleston Primary School is sited at the intersection of Dunns Crossing Road and Burnham School Road. Schools provide a focal point for the community and give rise to a significant number of travel movements. I believe that the school will become more accessible with the signalisation of the two intersections on Dunns Crossing Road. Schools are one important component of urban form, however, I do not consider that the location of the West Melton Primary School mitigates the adverse effects arising from an additional 1,050 houses on the Holmes Block through PC73.
- 10.12 In my opinion the Holmes Block would not be well connected to the existing Rolleston Township or to future urban development in adjacent areas. In effect the Holmes Block would be an island / peninsula isolated by the Pines Wastewater Treatment Plant to the west, State Highway 1 to the north and arterial roads to the south and east, with no direct property access along the southern boundary.
- 10.13 Two signalised intersections on Dunns Crossing Road could provide pedestrian priority crossing points to the east, however, I do not consider that the benefits of these crossing points outweighs the community severance created by the traffic volumes on the arterial roads to the south and east, and the adjacent residential properties 'turning their backs' to Burnham School Road.

11. SKELLERUP BLOCK

- 11.1 The Skellerup Block is surrounded by rural land. The frontage along Dunns Crossing Road is currently rural, although the northern half is zoned Living Z. The southern half is opposite the proposed PC70 plan change area. There is no access to land to the north, west and south which has existing

rural land uses, however, these could potentially be considered for rezoning to a residential land use if required in the future (see Figure 4).

- 11.2 Potentially if PC73 is approved and developed in the short term and PC70 is not approved it is possible that new residential housing on the Skellerup Block could be largely surrounded by rural land uses. In the best case scenario (whereby PC70 is approved) the PC73 plan change area will be a peninsula with one edge connecting to new residential development across Dunns Crossing Road in the existing Living Z zoned land and the approved PC70 plan change area.
- 11.3 Dunns Crossing Road adjacent to the Skellerup Block is identified as a future collector road. Residential sections along the Dunns Road frontage will be able to access the road directly and are more likely to address the street.
- 11.4 Three primary and one secondary intersection with Dunns Crossing Road are identified on the ODP. The southernmost intersection with a primary road is recommended to be a roundabout, while the other three intersections would be priority controlled T-intersections. No pedestrian priority crossing points are proposed at these intersections.
- 11.5 Mr Collins notes that pedestrians from the Skellerup Block will be reliant on the footpath on the eastern side of Dunns Crossing Road given the majority of land uses on the western side will remain rural, and recommends that the Skellerup ODP should identify a connection between the footpath along the site frontage with the footpath on the eastern side of Dunns Crossing Road.
- 11.6 The type of connection between the footpaths on the eastern and western sides of Dunns Crossing Road and whether it would be pedestrian priority is not specified. One pedestrian priority crossing point on a 1.2 kilometre road frontage does not constitute a high level of connectivity for pedestrians or cyclists. If PC73 is approved I would recommend that a minimum of two pedestrian priority crossing points on Dunns Crossing Road are included on the ODP for the Skellerup Block.

- 11.7 I note that the Skellerup Block is currently zoned Living 3 and subject to ODP 40 in the SDP. ODP 40 requires a wide setback from Dunns Crossing Road to be maintained as a 'countryside area' in order to retain part of the existing rural character.
- 11.8 A maximum of fifty one houses are permitted on Skellerup Block under the operative rules whereas PC73 would permit up to 950 houses. I note that the difference in housing numbers is an order of magnitude greater for PC73 and consider that the potential number of people who might be adversely affected is correspondingly larger also. This is because in general the people who are most affected by lower levels of connectivity are the people who live in the less connected areas and have fewer opportunities and higher costs.
- 11.9 If PC73 is approved in the best case (whereby PC 70 is approved also) I consider that the Skellerup Block would have a low level of connectivity with Rolleston and would not contribute to a compact urban form. Surrounded on three sides by land zoned for rural land uses, with a single frontage addressing Dunns Crossing Road, it would form a 'peninsula' with no pedestrian priority connections.
- 11.10 If PC70 is not approved while PC73 is approved I consider that the Skellerup Block would have a lower level of connectivity with Rolleston and would not contribute to a compact urban form. Largely surrounded by rural land uses it would form an isolated residential development with only half of the Dunns Crossing frontage on the eastern side having a residential land use.
- 11.11 I do not consider that the ODP for the Skellerup Block provides a high level of connectivity for pedestrians and cyclists as currently proposed. If PC73 is approved I support Mr Collin's recommendations that the ODP for the Skellerup Block should include a pedestrian / cycle route along the western side of Dunns Crossing Road adjacent to the plan change area. In addition I recommend that two pedestrian crossing points, preferably with pedestrian priority, are provided over Dunns Crossing Road adjacent to the Skellerup Block as part of the ODP.

- 11.12 Rolleston's future residential growth is constrained to the north by State Highway 1 and the north-east by the airport noise contours. Although I consider that consideration of the Skellerup Block through PC73 at this time is out of sequence and could potentially have adverse effects on the urban form and connectivity of Rolleston, I recognise that once the eastern side of Dunns Crossing Road is fully developed further residential capacity may still be required for Rolleston and the residential development of the Skellerup Block and adjacent land is one of a number of alternative growth options.
- 11.13 With this in mind I have reviewed the proposed ODP and recommend that if it is approved additional connections are included on the ODP to ensure that the Skellerup Block could be satisfactorily integrated with future urban development on adjacent rural land. These additional connection are shown on Figure 4. I also support Mr Collin's recommendation that a primary road connection in the Skellerup Block should align with the proposed east/west primary road in PC70 to provide for improved connectivity.
- 11.14 In my opinion if additional residential or business capacity is required in Rolleston a more comprehensive and strategic approach would allow the costs and benefits of alternative growth options to be assessed and discussed with the wider community. A 'first-come-first-served' approach through private plan changes does not allow alternative options for growth to be assessed and compared in a comprehensive manner.

12. LANDSCAPE AND VISUAL IMPACT ASSESSMENT

- 12.1 I have reviewed the landscape and visual impact assessment in Appendix E of the application prepared by Mr Compton-Moen dated November 2020.
- 12.2 I agree with Mr Compton-Moen's description of the landscape character and values in paragraph 3.1 of his report.

- 12.3 I have used a seven point scale drawn from the NZILA's *Aotearoa New Zealand Landscape Assessment Guidelines*¹³ to assess the scale of effects of the Plan Change on the landscape character and the visual impact:

very low	low	mod-low	moderate	mod-high	high	very high
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- 12.4 In my opinion the effects of the proposed plan change on the landscape character from an open rural character to a residential subdivision would have a *moderate-high* impact reflecting the change from an open rural landscape with long views and a small number of built elements, to a suburban landscape with shorter views, enclosed spaces and a greater number of built elements. In forming this opinion I note that under the current zoning a low density residential development would be possible albeit with a generous setback to be managed as a 'countryside area'.
- 12.5 I have reviewed Mr Compton-Moen's visual impact analysis and broadly agree with his description of the visual context as well as his selection of viewpoints and description of the views.
- 12.6 Bearing in mind that the visual impact of the proposal is a subset of the attributes that contribute to change in landscape character, in my opinion the visual impact from the viewpoints on Dunns Crossing Road and Burnham School Road would be *moderate*. In forming this opinion I note that under the current zoning a low density residential development would be possible albeit with a generous setback to be managed as a 'countryside area'. I note that Mr Compton-Moen considers that the visual impact of the plan change from these viewpoints would be low.
- 12.7 While the mitigation measures proposed by Mr Compton-Moen may be positive features of the proposal, I do not consider that MM 1, 2, 3 and 5 are mitigation measures for the landscape or visual impact. MM4 provides some mitigation for the lack of direct access for residential properties to Burnham

¹³ *Te Tangi A Te Manu: Aotearoa New Zealand Landscape Assessment Guidelines*, (Final Draft), New Zealand Institute of Landscape Architects, May 2021, pp. 63-65

School Road but fails to address the community severance or lack of passive surveillance over the road. MM6 would be a desirable outcome but it is not proposed to be implemented through the Plan Change and cannot be relied upon.

- 12.8 In my opinion the landscape character and visual impacts of the proposed plan change would not be changed by the proposed mitigation measures and would remain *moderate-high* and *moderate* respectively.

13. SUBMISSIONS

- 13.1 Submission PC73-0012 (Bentley) is concerned that rezoning the land will take the suburban area of Rolleston too far west, pushing the rural residential properties on the periphery even further west and blurring the boundaries of Rolleston and Burnham.
- 13.2 I have reviewed the plans at a larger scale and I do not believe that PC73 is likely to blur the boundaries of Burnham and Rolleston, however, I do consider that the submission raises a valid concern regarding how far Rolleston should extend to the west. This is probably beyond the scope of this plan change to resolve but it is an important issue which would be better considered as part of a comprehensive study of alternative urban growth options for Rolleston. A more comprehensive and strategic approach would allow the costs and benefits of alternative growth options to be assessed and discussed with the wider community.
- 13.3 Submission PC73-0048 (Ministry of Education) is concerned that the proposed Business 1 (Local Centre) zone in the Holmes Block may potentially affect the amenity of the neighbouring West Rolleston Primary School. They raise potential adverse effects relating to visual impact, bulk and location and noise and traffic and note that the plan change does not address the effects associated with the interface in detail. The submission seeks mitigation measures to be included in PC73 to reduce potential effects on the school.

- 13.4 I support this part of their submission and consider that the location of a Business 1 (Local Centre) adjacent to a school could cause adverse amenity effects, create safety issues for children accessing the school and the location of tenants such as fast food outlets and alcohol stores could contribute to social and health issues.
- 13.5 I recommend that if the Holmes Block is approved that appropriate setbacks and other mitigation measures are included to protect the school from adverse noise, odour and visual effects, and to ensure that safe access for children is provided in front of and around the Business Zone.
- 13.6 New Zealand research indicates that fast food outlets are 5.5 times more likely to be found close to schools and may be associated with increased obesity in young New Zealanders.¹⁴ The location of alcohol outlets close to schools has also been a major issue for some affected communities.¹⁵ These issues are probably beyond the scope of matters that might be addressed as part of PC73.
- 13.7 Submission PC73-0015 (Smith, Boyd, Blanchard) note that while there are two indicative road connections to land north of the Skellerup Block there is only one indicative road connection to the land to the south, and seek an additional roading connection to the south.
- 13.8 I support this part of their submission and have recommended that if the Skellerup Block is approved then a second road connection is added to the ODP to provide future connectivity with the land to the south.
- 13.9 Submissions PC73-0004 (Mitchell), PC73-0008 (Green), PC73-0009 (Green), PC73-0012 (Bentley) and PC73-0014 (Lancaster) all raise concerns about the loss of rural outlooks and rural character for houses on Dunns Crossing Road.

¹⁴ P. Day, J. Pearce, Obesity-Promoting Food Environments and the Spatial Clustering of Food Outlets Around Schools, *American Journal of Preventative Medicine* 40(2): pp.113-121, February 2011

¹⁵ *Protesters angry liquor outlet allowed opposite school*, TVNZ 1 News, <https://www.tvnz.co.nz/one-news/new-zealand/protesters-angry-liquor-outlet-allowed-opposite-school-6009038>

13.10 NZILA's *Aotearoa New Zealand Landscape Assessment Guidelines* promotes landscape assessments which takes account of:

- (a) Natural and physical environment
- (b) Perceptual senses and interpretation, and
- (c) Associative and cultural aspects¹⁶

The residents' perceptions of the rural landscape and the value that they attach to their outlook are covered in clause (b).

13.11 I have reviewed my assessment of the change in landscape character that would result from PC73 in the light of these submissions and the perceptions and values expressed by the submitters, and confirm that in my opinion the change would have a *moderate-high* impact.

14. CONCLUSION

14.1 The Holmes and Skellerup Blocks sit outside the future growth areas identified in the Rolleston Structure Plan and subsequent planning documents including the CRPS, SDP and Our Space 2018-2048 and in my opinion are out of sequence. The Blocks would be 'peninsula' urban forms surrounded on three sides by state highways and arterial roads, wastewater infrastructure and rural land.

14.2 The Holmes Block is bounded by State Highway 1 to the north and the Pines Wastewater Treatment Plant to the west, and with bunds and planting along both boundaries. Two arterial roads, Dunns Crossing and Burnham School Roads, form the eastern and southern boundaries, with no direct access from residential properties onto Burnham Road or potentially onto Dunns Crossing Road. A bund and planting is proposed on the third side along Burnham School Road, with rural land beyond.

14.3 Two signalised crossings at the eastern end of the site would provide the primary connections with Rolleston for 1,150 houses. In my opinion the

¹⁶ *Te Tangi A Te Manu: Aotearoa New Zealand Landscape Assessment Guidelines*, (Final Draft), New Zealand Institute of Landscape Architects, May 2021, pp. 34-35

Holmes Block would be poorly connected with the Rolleston township and would not contribute to Objective B3.4.5 of the SDP (or the various directions relating to accessibility and connectivity).

- 14.4 Currently the Skellerup Block is surrounded by rural land uses. The land to the north, west and south is zoned Rural. The northern half of the Dunns Crossing Road frontage on the eastern side is zoned Living Z but is yet to be developed. The southern half of the Dunns Crossing Road frontage on the eastern side is part of the PC70 plan change area which seeks to rezone the land for residential use as part of the Faringdon development.
- 14.5 If PC73 is approved in the best case (whereby PC 70 is approved also) I consider that the Skellerup Block would have a low level of connectivity with Rolleston and would not contribute to a compact urban form, creating an urban 'peninsula' surrounded on three sides by land zoned for rural land uses with a single frontage addressing Dunns Crossing Road. There is a risk in approving PC73 that PC70 will not be approved resulting in an even lower level of connectivity between the Skellerup Block and Rolleston. In my opinion these outcomes would not contribute to Objective B.3.4.4 of the SDP (or various directions relating to promoting a compact urban form and a high level of connectivity).
- 14.6 In my opinion if additional residential or business capacity is required in Rolleston a more comprehensive and strategic approach would allow the costs and benefits of alternative growth options to be assessed and discussed with the wider community. A 'first-come-first-served' approach through private plan changes does not allow alternative options for growth to be assessed and compared in a comprehensive manner.
- 14.7 If PC73 is approved I recommend that the following additions are made to the ODPs:

The Holmes Block ODP:

- Includes a shared pedestrian / cycle path along the Dunns Crossing Road frontage, and

- Includes pedestrian priority phases in the phasing for the two proposed signalised intersections on Dunns Crossing Road; and
- Includes a future connection to the proposed Burnham to Rolleston cycleway that is proposed alongside State Highway 1; and
- Includes appropriate setbacks and other mitigation measures in the Business 1 (Local Centre) zone to protect the West Rolleston Primary School from adverse noise, odour and visual effects, and to ensure the safe access for children;

The Skellerup Block ODP:

- includes a shared pedestrian / cycle path along the Dunns Crossing Road frontage and makes provision for two pedestrian crossing points along the frontage preferably with pedestrian priority; and
- Includes two north-south connections running through the site, and three east-west connections to provide an appropriate level of connectivity to existing and future urban areas (see Figure 5); and
- Includes a primary road connection that aligns with the proposed east/west primary road in PC70 to provide for improved connectivity.

14.8 In my opinion the change in landscape character resulting from the proposed Plan Change would have a *moderate-high* impact reflecting the change from an open landscape with relatively long views and a smaller number of built elements set back from the road that is valued by local residents, to a suburban landscape with shorter views, enclosed spaces and a greater number of built elements.



Hugh Anthony Nicholson

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Figure 1: PC73 400m Walkable Catchments

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Existing centres 400m walkable catchments

PC73 centres 400m walkable catchments

Proposed centres 400m walkable catchments

PC73 Plan Change Area



Figure 2 - CRPS Greenfield Priority Areas and Future Development Areas

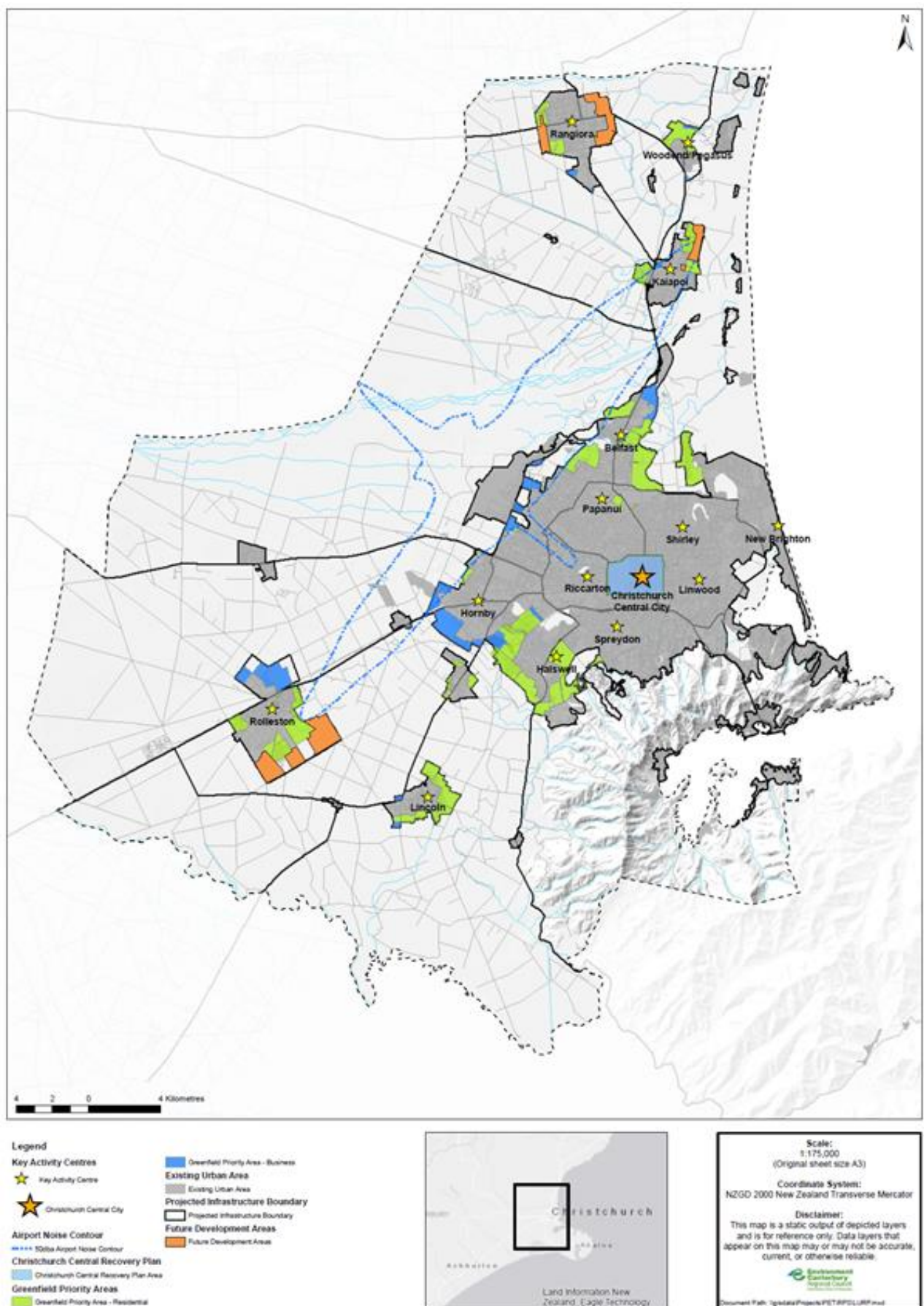


Figure 3: Holmes Block connectivity

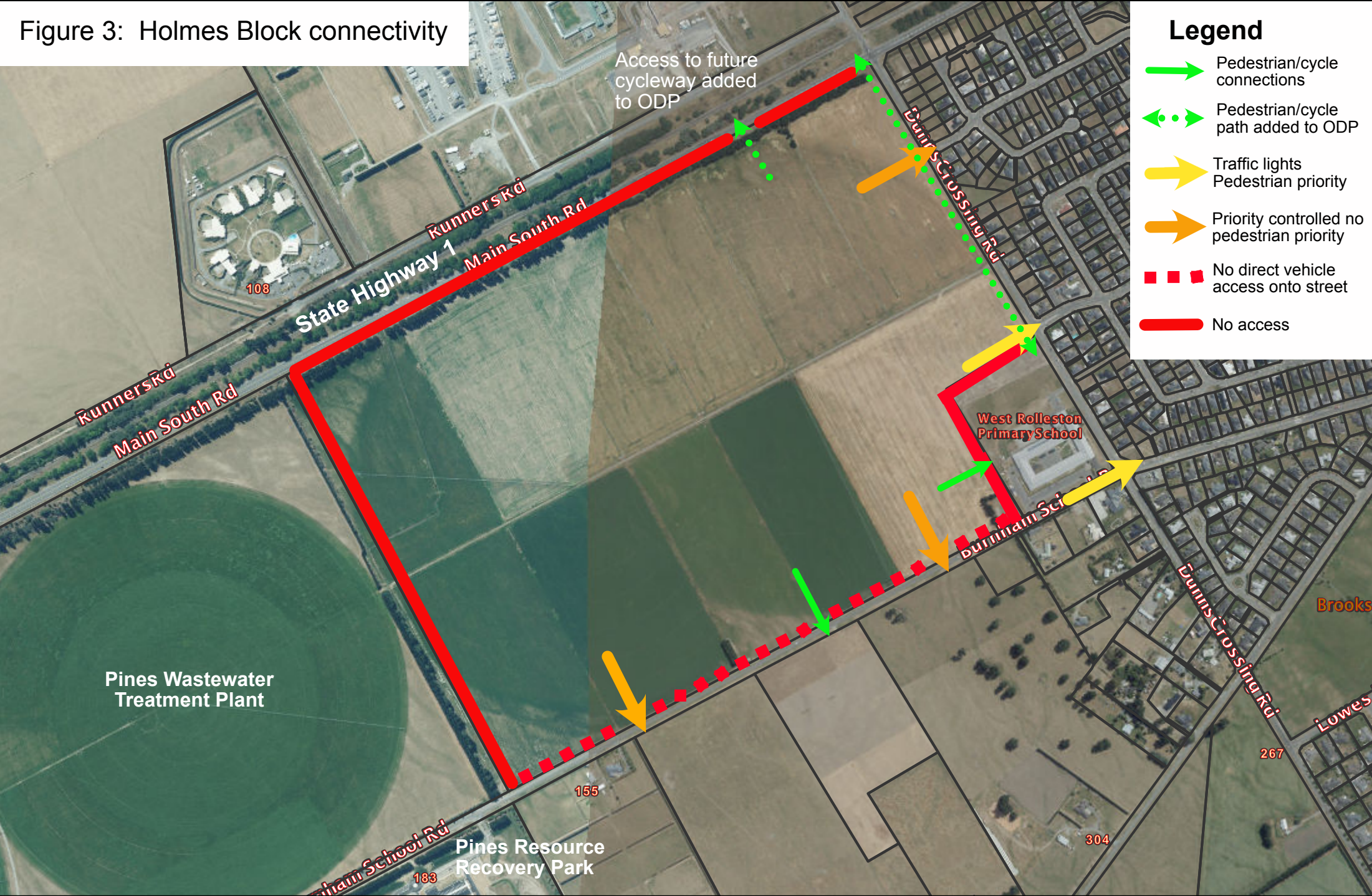


Figure 4: Skellerup Block connectivity

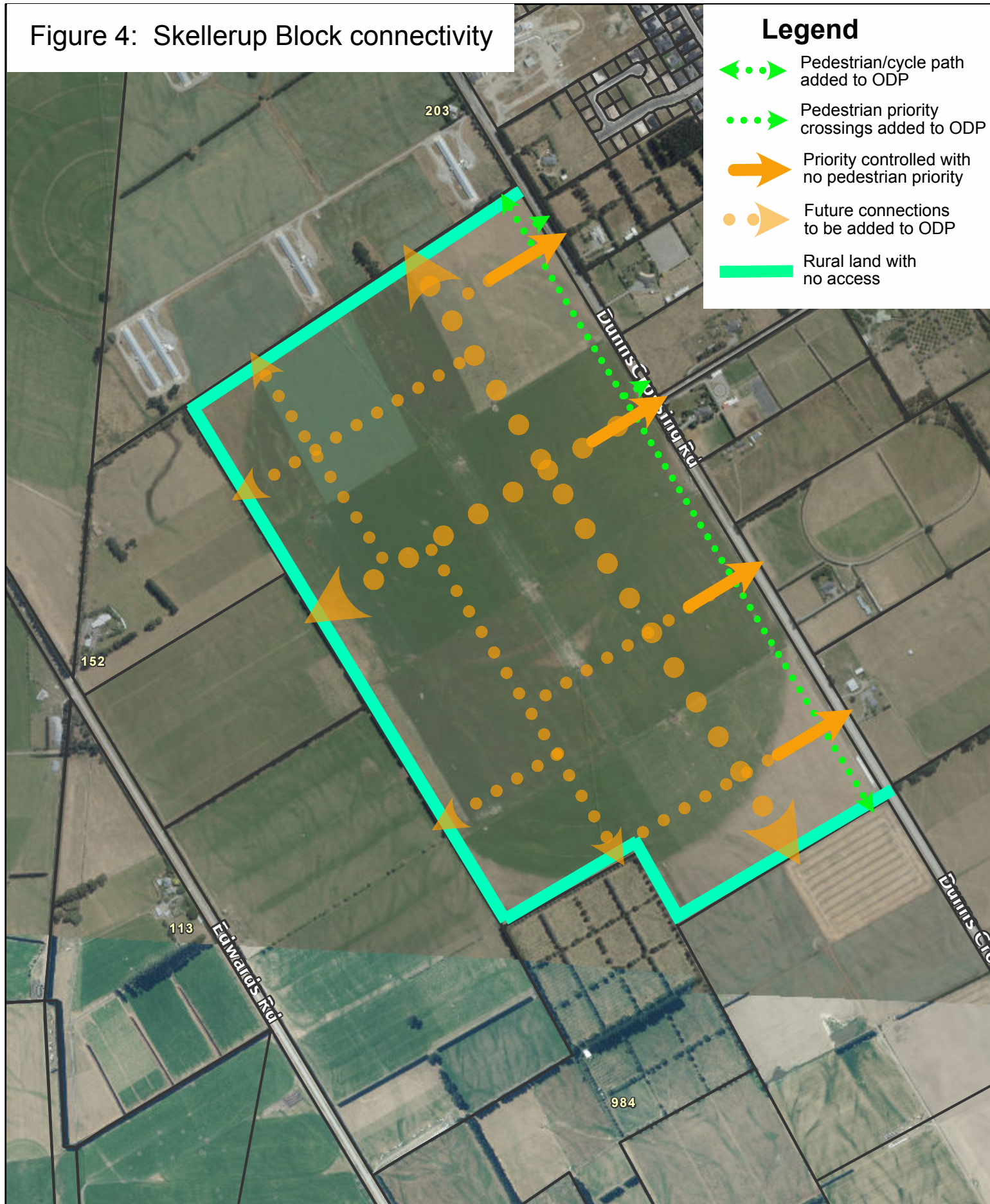


Figure 5: Burnham School Road edge treatment from Appendix E

