

Before the Independent Commissioner
Appointed by the Selwyn District Council

Under the Resource Management Act 1991

In the matter of a hearing on submissions to the Partially Operative Selwyn
District Plan, Variation 2: Levi Road rezoning

Foodstuffs (South Island) Properties Limited

Applicant

Statement of Evidence of Andrew Metherell

7 March 2025

Applicant's solicitors:

Alex Booker | Sarah Schulte

Anderson Lloyd

Floor 2, The Regent Building, 33 Cathedral Square, Christchurch 8011

PO Box 13831, Christchurch 8141

DX Box WX10009 Christchurch

p + 64 3 379 0037

alex.booker@al.nz | sarah.schulte@al.nz

**anderson
lloyd.**

Introduction

- 1 My full name is Andrew Alan Metherell.
- 2 I am a Chartered Professional Engineer, a Chartered Member of Engineering New Zealand, and am included on the International Professional Engineer Register. I hold a Bachelor of Engineering (Civil) with Honours degree from the University of Canterbury. I am also an Associate Member of the New Zealand Planning Institute.
- 3 I have more than twenty-five years' experience, practising as a traffic engineering and transportation planning specialist based in Christchurch. I am currently employed as the Christchurch Traffic Engineering Team Leader at Stantec New Zealand, a global multi-disciplinary engineering consultancy, and have held that position since 2018. In this role I am responsible for providing transport engineering advice, assessment, and design for a wide range of activities.
- 4 I have had extensive experience providing transportation engineering advice and assessment for land development projects in the greater Christchurch area. Relevant to this project I am regularly involved in the planning, assessment and design of the transport networks for retail, industrial, commercial and residential growth areas.
- 5 Locally, I have carried out transportation assessment and transport design including for several development areas within Rolleston, including:
 - (a) Foster Park Notice of Requirement, Designation variation and Selwyn Aquatic Centre design advice;
 - (b) Plan Change 75 residential rezoning transport assessment further south on Lincoln Rolleston Road;
 - (c) Residential subdivision transport assessments for Coles Fields, Levi Park, Falcons Landing, Acland Park, and Harrow Green;
 - (d) Industrial land rezoning assessments in the Rolleston Industrial area; and
 - (e) Supermarket consent transportation assessment for a proposal at Arbor Green.
- 6 This evidence is provided in support of Foodstuffs (South Island) Properties Limited (**Foodstuffs**) request to rezone 157 Levi Road, Rolleston (the **Site**) from Medium Density Residential Zone (**MRZ**) to Large Format Retail Zone (LFRZ), and insert a new Outline Development Plan (**ODP**) replacing DEV-RO1 – Variation 2 to the Partially Operative Selwyn District Plan (**PDP-V2**). My role has been to provide advice on the transport aspects of the proposal, including transport provisions of the ODP, and to prepare the Integrated Transportation Assessment (**ITA**) included

as Appendix K in the Variation application. I also prepared the Request for Information response to transport matters dated 15 August 2024 (Appendix C of the 19 August 2024 Applicant response).

- 7 As part of my assessment and for previous site assessments, I have visited the Site on several occasions over the last two years and am familiar with the area.
- 8 In preparing this statement of evidence I have considered:
 - (a) the planning provisions of the Variation application set out in the “Private Plan Change Request” prepared by Aurecon, dated 24 September 2024;
 - (b) The statements of evidence dated 7 March 2025 prepared by:
 - (i) Rob Hay
 - (ii) Bernard Johnston
 - (iii) Dave Compton-Moen
 - (iv) Mark Allan
 - (v) Murray Smith
 - (vi) Fraser Colegrave
 - (c) the Section 42A Report prepared by Craig Friedel dated 28 February 2025, and the Transportation evidence statement by Andy Carr (Appendix 6 of the s42A report);
 - (d) the Partially Operative Selwyn District Plan (**PODP**) provisions relevant to my area of expertise; and
 - (e) relevant submissions.

Code of Conduct for Expert Witnesses

- 9 While this is not a hearing before the Environment Court, I confirm that I have read the Code of Conduct for expert witnesses contained in the Environment Court of New Zealand Practice Note 2023 and that I have complied with it when preparing my evidence. Other than when I state I am relying on the advice of another person, this 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 that I express.

Scope of Evidence

- 10 I have prepared evidence in relation to transportation matters. This includes:

- (a) The Site and existing and anticipated future transport environments;
 - (b) The proposed rezoning and amendments to the PODP to achieve the relief sought (the **Proposal**);
 - (c) The transport effects of the Proposal;
 - (d) The statutory framework, as relevant to transport matters associated with the Proposal;
 - (e) Transport related submissions on the Proposal; and
 - (f) The s42A Report and planning framework, as relevant to the Proposal.
- 11 In preparing my evidence, I have referred to and relied on the ITA which provides a comprehensive assessment of transport matters.

Executive Summary

- 12 My evidence has investigated how the proposed rezoning of the Site can be integrated with the surrounding transport network and landuse developments from a transport perspective.
- 13 The Site is located adjacent to two arterial roads which have an important function in the Rolleston transport network. It is also located in walking distance of the town centre.
- 14 The intersection of Levi Road and Lincoln Rolleston Road is currently being upgraded from a roundabout to traffic signals. That will address existing queuing at the roundabout that has particularly occurred in the evening peak on Levi Road and on my observation extended approximately 1km to the east, and support safe movement across the arterial intersection by those walking and cycling. The upgrade to traffic signals is aligned with the timing of the PAK'nSAVE development, and will resolve the existing capacity and safety concerns at the intersection ahead of development in the proposed LFRZ.
- 15 Detailed investigation of traffic effects was carried out for the consented PAK'nSAVE supermarket on northern portion of the Site, and a range of access conditions of consent were included. Those have been transferred onto the proposed ODP for the Site.
- 16 The proposed rezoning also includes provision for a further trade retail supplies store to be developed to the south of the supermarket. Using the same detailed traffic model for Rolleston as used for the PAK'nSAVE consent application, I have investigated the ability of the road network to accommodate the traffic associated with additional high trip generating activities at this location. I have identified that

because the cumulative change in traffic generation is not high compared to the traffic volumes on the surrounding road network, changes in performance are small and will not impact the timing or form of transport infrastructure provision on the arterial road network.

- 17 I consider the Site is well serviced by existing public transport. Opportunities exist for enhanced access to public transport services as development occurs, and bus service providers adjust service location and frequency to respond to demand. The precise consideration of integration with bus stops that may be provided adjacent to the Site can be addressed in consenting stages.
- 18 I consider that the Site is well located in the Rolleston urban form and south of SH1 to support shortening of trips for the additional trade retail supplies that will be enabled. Currently, the most comparable trade retail store is located in Hornby, requiring a long distance trip.
- 19 I have considered the ODP requirements, and can support the provisions for access and connectivity proposed. The Site development will be subject to consideration against District Plan transport rules that address access position and design. I have not identified any issues that could not be considered through the standard consent process.
- 20 I also expect the subsequent development of a trade retail supplies store on the Site will be subject to High Trip Generating Activity rule (TRAN-R8). The traffic generating characteristics are expected to trigger a Full Integrated Transport Assessment that specifies a range of assessment matters (TRAN-MAT9). Those matters require assessment of Site and access layout, provision for mode choice, and potential traffic effects. In that respect I am confident that the combined ODP and Transport chapter provisions will enable good transport outcomes for the Site and surrounding transport network to be achieved.
- 21 My review of District Plan Strategic Directions and Transport Objectives identifies a high level of consistency from a transport perspective. Similarly, I consider the Site development can contribute to the relevant objectives in the National Policy Statement Urban Development 2020.
- 22 I consider the matters raised through submissions have been suitably considered through the Transport Assessment and proposed Provisions of the Variation. The additional trade retail supplies store to the south of the consented PAK'nSAVE that will be enabled by the proposed rezoning will result in some changes to Site access and traffic generation compared to residential development permitted by the current zoning. The proposed rezoning also supports shortened trips for Rolleston residents visiting a trade retail store. That has network wide safety and efficiency benefits. I consider that the transportation assessment demonstrates the changes

in the safety, performance and connectivity of the transport network are small and acceptable.

- 23 The Council officer report has recommended that a connection from the residential development to the east be provided through the Site. I understand that is not practical from either a site operations perspective (refer to Ms Parish and Mr Smith), due to health and safety related layout considerations, or from a noise effects perspective (as described by Mr Hay). My evidence demonstrates that suitable connectivity can still be achieved in the wider area.
- 24 The Council report also adopts recommendations from Mr Carr that specific matters need to be addressed in a future ITA. I consider my assessment demonstrates that the ODP provides a suitable framework to deliver an effective transport outcome through future consent processes. In my opinion Council retains discretion on the matters of concern to Mr Carr and Mr Friedel through existing transport provisions of the District Plan, and there is no need for the suggested additional provisions.
- 25 For the reasons I have set out, I consider that the requested rezoning can be supported from a transportation perspective.

The Site and existing environment

- 26 The Site is located on the north-eastern side of Lincoln Rolleston Road and south-east of the Levi Road. Both Levi Road and Lincoln Rolleston Road are classified as “Arterial” roads, and form part of the “Strategic Transport Network” referenced by the PODP. These roads have increasingly been taking on the defined arterial road function to support access to and from Rolleston, as the township has expanded.
- 27 Lincoln Rolleston Road connects to Selwyn Road at its southern end providing an alternative route between Rolleston and Christchurch. The road is progressively being developed alongside adjacent urban development to change it from its historical rural formation to an urban road standard. Most of that development to date has been on the western side of Lincoln Rolleston Road, which includes a shared cycle/footpath.
- 28 Levi Road has predominantly been developed as an urban road on its northern side, and provides an important arterial function connecting Rolleston to the Christchurch Southern Motorway (via Weedons Road).
- 29 Traffic counts carried out by Selwyn District Council (**SDC**) in 2022 indicate that traffic volumes have been between approximately 9,000-10,000vpd on Levi Road, and 4,000vpd – 5,000vpd on Lincoln Rolleston Road. These volumes are

indicative of the arterial function, and will be increasing as planned development occurs.

- 30 The Levi Road / Lincoln Rolleston Road intersection has until recently been roundabout controlled and generated queuing at peak times, particularly in the evening peak hour on the Levi Road east approach. The road safety history shows that there has been a concentration of crashes at the Levi Road / Lincoln Rolleston Road intersection, including as a result of loss-of control and failing to give way. Two crashes involved cyclists being hit by cars.
- 31 The existing roundabout-controlled intersection is currently being upgraded to a traffic signalised intersection, which will support safety and efficiency at the intersection commensurate with its increasing arterial function. The design has been developed with a layout that is intended to accommodate long term traffic volumes and active mode users in this part of Rolleston. The design and timing is also co-ordinated to be complete and integrated with the PAK'nSAVE development on the Site.
- 32 A public bus service, route 5 Rolleston-New Brighton, passes through the north and west approaches to the Levi Road / Lincoln Rolleston Road intersection. The route operates with approximately twice an hour frequency through the day, with more frequent and express services towards Christchurch during the morning commuter peak time and towards Rolleston during the evening commuter peak time.

Planned Land Use and Transport Network Changes

- 33 The consented PAK'nSAVE is currently being constructed on the southeast corner of the Levi Road / Lincoln Rolleston Road intersection. The consented supermarket will include access to both frontage roads, and will also include urbanisation of the road frontage adjacent to the Site. The access has been considered through a resource consent process and includes some restrictions on movement on the Levi Road frontage.
- 34 The southeast area of Rolleston has been experiencing significant residential development growth, and the District Plan Review resulted in many new Outline Development Plans being included in Part 3-Development Areas-RO-Rolleston to guide residential development¹. This includes development plans adjacent to the Site including:

¹ <https://eplan.selwyn.govt.nz/review/rules/0/463/0/0/214>

- (a) DEV-RO1 - Rolleston 1 Development Area, covering the Site itself as residential development.
 - (b) DEV-RO2 - Rolleston 2 Development Area, the development area to the western side of Lincoln Rolleston Road opposite the Site.
 - (c) DEV-RO12 - Rolleston 12 Development Area, covering land to the east of the Site.
- 35 NZTA is currently designing a major upgrade of access to Rolleston². This will include changing the Rolleston Drive traffic signals at SH1 to an overbridge with some supporting slip roads. Levi Road will likely become an increasingly important route for access between Rolleston and the motorway to the east.
- 36 SDC has included for 2033/34 an eastwards extension of Broadlands Drive from Nicolau Drive to Lincoln Rolleston Road in its Transport Activity Management Plan³. Broadlands Drive will connect to Lincoln Rolleston Road near the south end of the Site, and is expected to be master planned to accommodate housing development and an emergency services hub. Based on the Rolleston Structure Plan, I understand SDC's intention is to extend this road further east to ultimately connect with a future district park near the corner of Levi and Weedons Roads.

Proposed Rezoning

- 37 The Private Plan Change request seeks to rezone the 7.3ha Site from MRZ to LFRZ, with specific Precinct (PREC 13) provisions.
- 38 The rezoning of the Site provides for a specific mix of large format retail activities, being a supermarket and a trade retail supply store. It is intended to reflect the consented PAK'nSAVE and facilitate Mitre 10 to develop a trade retail and trade supplier on the balance of the Site. As described by Ms Parish and Mr Smith, previous experience co-locating of these two large format retail activities on adjacent sites supports complementary trip making by customers.
- 39 The proposed ODP includes the key external and internal Site access and connections. The connections for the PAK'nSAVE reflect the consented development currently being constructed. The directionality of movement as required by consent conditions is shown on the ODP. The remainder of the Site access and connectivity is based off a concept plan for a Mitre 10 store, including a building, covered canopy areas, yard and car parking areas.

² <https://www.nzta.govt.nz/projects/sh1-rolleston/>

³ Transport Capex Full List https://www.selwyn.govt.nz/_data/assets/pdf_file/0018/2143224/Transport-Capex-Full-List.pdf

- 40 The new or modified Site access, in addition to the consented PAK'nSAVE access is as follows:
- (a) Modify the principal access on Lincoln Rolleston Road to be a shared access between the two activities, with arrows demonstrating the shared access nature of access;
 - (b) Two additional new two-way accesses approximately 100m and 160m further south to enable efficient access to anticipated car parking, drive-thru, and covered yard facilities;
 - (c) A yard exit access near the south end of the Site.
- 41 Pedestrian connectivity from Lincoln Rolleston Road is shown to the trade retail building, as well as connectivity to the PAK'nSAVE.
- 42 Importantly, the "Future Primary Road" is shown cutting across the south corner of the Site, supporting access between Broadlands Drive extension and the DEV-RO12 site and SDC's future district park beyond.
- 43 The ODP does not show the pedestrian or cycle network on the frontage roads. As I described in the ITA and RFI responses I consider these are determined through later land development design and resource consent processes. The Site will be subject to assessment under the District Plan High Trip Generator Rule which has specific assessment matters relating to how the Site supports active mode users.
- 44 External infrastructure provision would be addressed through any subsequent resource consent process as part of the standard ITA process.

Trip Generation and Traffic Effects

- 45 The proposed Provisions provide a high degree of certainty of the type of activity that will occupy the site. The ITA included an assessment of trip generation for the Site based on the supermarket and trade retail supplies store. It also set out the expected performance of the accesses and road network with full development. The peak periods of the supermarket and trade retail activities are not expected to coincide on a weekday, as trade retail activity has a peak during the middle of the day, whereas the supermarket peaks later in the day. The weekday trip generation assessed is summarised below:

Table 1: Site Traffic Generation

Peak	PAK'nSAVE (consented)	Trade Retail (enabled by Plan Change)	Total
Weekday Lunchtime	550	350	900
Weekday PM commuter peak	1,000	250	1250

- 46 On a weekend and compared with the weekday, a higher level of traffic generation will occur at the trade retail store during the middle of the day. The weekend supermarket traffic generation is typically only slightly higher than its weekday peak, and the weekend peak is again later in the day. In my experience weekend traffic volumes and patterns on the road network result in better performance compared with weekday, even around high trip generators. This is because the peak traffic generation does not coincide with the busiest period of the adjacent road network, and traffic patterns on the road network are more balanced in each direction than during weekday peak periods.
- 47 Whilst a weekend peak assessment of a trade retail development can have some slightly different performance outcomes compared with the weekday peak, I consider that primarily relates to on-site circulation. I consider for the Plan Change process the assessment of the peak weekday periods is suitable for considering the expected level of change in performance of the road network with the change in land use. This is consistent with my experience of development assessments in Rolleston where the weekday evening peak is the focus of network effects assessment.
- 48 As I set out in the ITA (section 8.2), the additional trade retail supplies store will result in approximately 20 deliveries per day (generating 40 vehicle movements per day) associated with servicing the Site. This will be an approximately 50% increase in medium and heavy vehicle movements across the Site on top of the consented PAK'nSAVE activity. These vehicles will use a different heavy vehicle access route through the Site. Compared with the overall peak traffic generation of the Site, heavy vehicle movement will be low, and the quantum will not affect the performance of the transport network.

Transport Network Performance

- 49 I led a detailed traffic modelling exercise for the assessment of the fully developed Site, together with a future traffic growth scenario for Rolleston. This modelling enabled changes in transport network performance to be considered, as set out in Section 9 of the ITA.
- 50 The modelling enables consideration of different types of trips to be assessed. A supermarket and trade retail generate a lot of their access movements from traffic already passing the Site, or being diverted from existing trips elsewhere in the road network. The new or “primary” trips are expected to only make up approximately 33% of the Site trip generation during the weekday evening peak hour. This means that even though the Site will generate high volumes of movements at accesses, the changes in traffic patterns can be quite localised to Site access and adjacent intersections.
- 51 In addition, I note that a level of conservatism has been included in my analysis of trip generation and traffic distribution. No discount has been made to traffic generation rates for likely internal complementary trips between the supermarket and trade retail supplier.
- 52 Also, all of the primary trips to the trade retail supplier activity are assessed in the model as new trips, and no allowance has been made to remove trips that may otherwise be considered a primary trip to a trade retail store in the Rolleston Industrial Area, Hornby or the City. Whilst I have not quantified that potential reduction in network travel distance, the overall reduction in travel is of significance, with the proposed Site being at least 0.5km closer to southwestern parts of Rolleston than the Rolleston Industrial Area, and 13km closer than a primary trip to the Hornby Mitre 10. For residents in the growing southeast part of Rolleston the proposed Site is approximately 2km closer than the Rolleston Industrial Area.
- 53 The performance outputs from the traffic model show that the future model scenario operates with relatively unchanged performance under the LFRZ scenario compared to the base zoning and residential development scenario. There will be good levels of service achieved at accesses and nearby intersections. I consider that specific access performance and network effects can be suitably considered through a resource consent process, and if necessary, be mitigated at a local level (such as through access design).

Site Access

- 54 Within Section 10 of the ITA, the expected access form was assessed. No changes to access on Levi Road are expected compared with the consented PAK’nSAVE accesses. On Lincoln Rolleston Road, a minor modification may be required to the consented PAK’nSAVE access to support the consolidated access for use with a

trade retail store. I consider provision for right turns into the new accesses is achievable with either continuation of a flush median treatment (as per the PAK'nSAVE consent) from the main access through to the future Broadlands Drive intersection, or with localised widening. This will enable a legible road frontage layout supporting safe access along Lincoln Rolleston Road.

- 55 Based on the assessment, I consider that suitable vehicle access is achievable, the ODP identifies suitable locations, and the design and precise location of secondary access points can be controlled by the existing Transport chapter provisions of the PODP and assessed at the subsequent resource consent stage.

Transport Network Integration

- 56 Section 11 of the ITA assessed transport network integration. Internally, integration between the PAK'nSAVE and trade retail supplier store will be required for pedestrians and vehicles. This is achieved with the shared access and pedestrian connectivity shown on the ODP.
- 57 Assessment of walking catchments shows that the Site is within walking distance of the town centre, including the bus interchange. It is also accessible to Foster Park and a wide residential catchment. The Site is accessible within a 20-minute cycling time throughout Rolleston.
- 58 Design of facilities to support walking and cycling are matters for consideration through resource consent processes as required by High Trip Generator rule requirements. In addition, urbanisation of the road frontage with walking facilities is expected to occur, as is the case with the PAK'nSAVE part of the Site. This will be further supported by cycling facilities that are being developed in the area as development of residential areas and intersections occurs.
- 59 The Site is located within 10-15 minutes walking time of existing bus stops. I anticipate that future bus services past the Site will become more feasible as the supermarket is established and east-west road connections between Springston Rolleston Road and Lincoln Rolleston Road are completed, such as Broadfield Drive. The continuation of the provision of the Broadfields Drive link in the ODP through the south end of the Site further supports opportunities for expansion of bus services into future development areas to the east.
- 60 Surrounding ODPs have been prepared on the expectation that the Site will be developed as residential activity. DEV-RO12 ODP shows indicative pedestrian and cycle connections across the western boundary into the Site. The proposed ODP for the Site does not support these connections given the consented and LFRZ-enabled development on the Site, which have specific boundary interface, functional and operational requirements. Whilst this reduces local walkability

slightly, I consider this has minimal effect on walking to and from key destinations for future households in DEV-RO12.

- 61 I have prepared Figure 1 to provide an indication of walk distances that would have been anticipated with the Site as residential development, compared to the proposal that will not support pedestrian access from DEV-RO12 through the Site. I have anticipated that changes would be made within DEV-RO12 to support pedestrian access to Levi Road and the new Primary Road at the south of the Site.

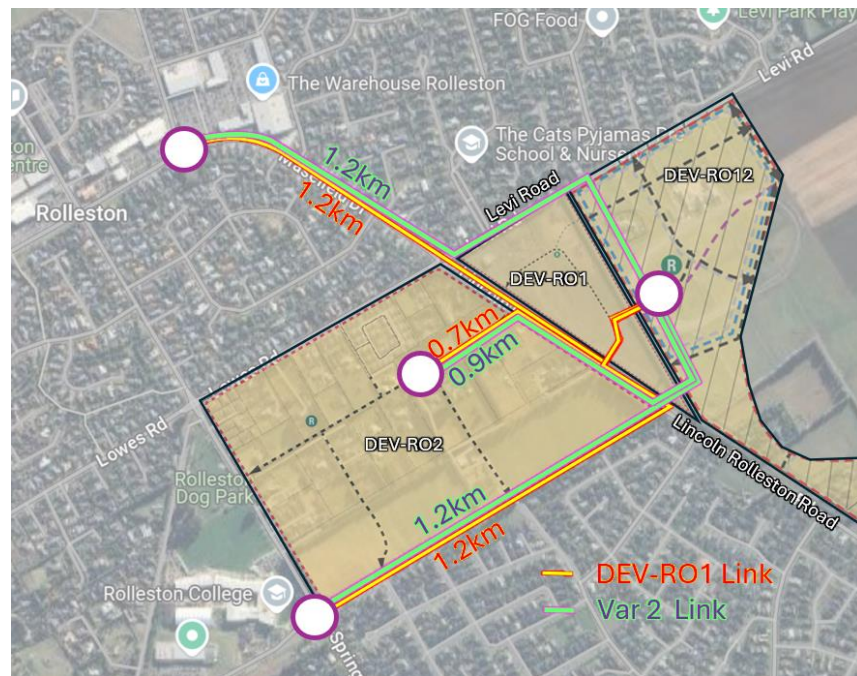


Figure 1: Change in Walk Distance

- 62 This shows no practical walk distance change for access to key destinations including the high school or Foster Park to the south west, or to the town centre. There is a change in walk distance of approximately 200-300m between DEV-RO12 and the centre (as a worst case) of DEV-RO2. This will make up a small proportion of walk trips to/from DEV-RO12.
- 63 A key matter of integration is the provision on the proposed ODP of a Primary Road connection at the southern end of the Site which supports the cross road connection on Lincoln Rolleston Road from Broadlands Drive to the west into DEV-RO12 to the east, and onwards to the west to a potential future District Park. The connection through the Site is not necessary for servicing LFRZ-enabled development, and instead provides a wider community connectivity function. I described in the ITA that the access positioning shown in the ODP can be supported with suitable separation to a roundabout located on the most logical alignment of the Broadfields Drive extension.

Transport Policy

- 64 The ITA included consideration of the proposed Variation against relevant District, Regional, and National Policy frameworks. This highlights some of the strategic level benefits of the proposed zoning at this location. I summarise key outcomes as follows, which I consider demonstrates consistency with key transport related policy:
- (a) LFRZ for the Site consolidates a compatible large format trade retail activity in a location already identified suitable for a major supermarket. This supports complementary trips that will contribute to reducing traffic movements on the road network.
 - (b) The proposed position of the Site supports shorter trips to trade retail activity for residents of Rolleston, whom otherwise will need to travel longer distance to the north side of SH1, to Hornby, or other parts of Christchurch City. The proximity to residential areas of Rolleston also supports transport mode choice.
 - (c) The Site is near a primary access route to Rolleston, enabling efficient trip linking and supporting “pass-by” and “diverted” trips. That minimises effects of new trips from an additional high trip generating activity. Some existing primary trips to trade retail activity outside of Rolleston will be removed from parts of the road network.
 - (d) Key transport infrastructure is already well planned in the area, with the adjacent Levi Road / Lincoln Rolleston Road intersection currently being upgraded to traffic signals. Provision is made on the ODP for the future intersection of Broadlands Drive and Lincoln Rolleston Road.
 - (e) The Site is suitably positioned in proximity to public transport services, and within a wider walking and cycling catchment, supporting access by sustainable travel modes.

Matters raised by submitters

- 65 I have read the submissions on the Variation, and grouped matters raised in my consideration and response as follows.

Submission Matter: The Site supports reduced travel given its location near residential landuse in Rolleston.

- 66 Submissions (Bartley, Wright, Cameron, Murray, Van der Zwet, Carneiro, Beattie Air, Shatford, Environment Canterbury) highlight that the Site location supports reduced travel for Rolleston residents to access comparable sites for Trade Retail in the Rolleston Industrial area north of SH1, and in Hornby.

- 67 As assessed in the ITA at Section 13.1, and my evidence I agree that the Site position closer to the Rolleston town centre supports reduced travel distance for residents to access trade retail. It is also in a location that is able to be accessed by sustainable travel modes.

Submission Matter: The IZone is a better location for this activity

- 68 Submitters (Roche, Hindley, Beechey, Schmidt) consider assessment is necessary of the ability to provide for the activity at IZone. Mr Colegrave addresses the constraints of developing a Mitre 10 at the LFRZ on Jones Road. My evidence has not identified reasons that the proposed rezoning should not be able to proceed from a transport perspective. As I have also just described, the proposed Site supports shorter trips for residents making a primary trip to a trade retail or supermarket, and there is good access to sustainable modes of transport.

Submission Matter: Extra traffic on surrounding roads will lead to congestion and safety concerns.

- 69 Submissions (van Haastrecht, Roche, White) raise concerns with traffic pressures on surrounding roads including residential roads. As part of my assessments, I have carried out extensive analysis of the performance of the local transport environment. In my opinion, this does not raise concerns that the surrounding roads will experience increased congestion as suggested by the submitters.
- 70 A high proportion of traffic generated by the consented supermarket, and planned trade retail activity will already be passing the Site on arterial roads or on nearby arterial roads at the peak periods of the road network. That limits changes in overall network performance. Arterial roads by definition are designed to and expected to carry higher volumes of traffic.
- 71 Changes in infrastructure are occurring on the road network, and with land use growth in Rolleston. By way of example, existing congestion on Levi Road at Lincoln Rolleston Road will be resolved by the traffic signals being implemented. As residential land is developed further south, additional network connections will support a wider distribution of traffic within Rolleston, such as to Weedons Road. That will provide alternative routes to using the roads adjacent to the Site. In my opinion, the zoning will not induce a need for traffic accessing the Site to increase the use of local residential roads.

Submission Matter: Heavy vehicles will create concerns on the surrounding transport network.

- 72 In response to the submitter (Hindley, Schmidt) concern, I note that the frontage roads of the Site are defined as Arterial Roads, and as such have a function to carry high volumes of traffic. Nevertheless, the change in use to add a trade retail

supplier will add approximately 40 heavy vehicle movements per day, whereas the frontage road is forecast to carry a total of approximately 1,300 vehicles per hour. As such, the contribution of the rezoning on heavy vehicle usage on Lincoln Rolleston Road will be very small. In my opinion this change will not impact road performance providing suitable access provision is made for the Site. The ITA includes preliminary consideration of heavy vehicle servicing for the Site. It is my opinion that safe and efficient access solutions can be provided, and will be appropriately assessed as part of the subsequent resource consent process.

Submission Matter: Traffic Signals are not the suitable intersection control at Levi Road / Lincoln Rolleston Road.

- 73 Submissions (Hindley) raise concerns that the Levi Road / Lincoln Rolleston Road intersection should not be traffic signal controlled. This intersection layout is already being implemented, and the proposed rezoning of the Site will not change the suitability of this layout to safely and efficiently accommodate future traffic patterns. In my opinion it is the most appropriate intersection form to manage traffic movements at this arterial road versus arterial road intersection to optimise traffic efficiency in an urban environment. It also supports protected movement for pedestrians and cyclists. A major intersection upgrade is typically subject to Safe System Assessment and audit through the design and construction process, to address safety concerns. I have no concerns with the choice of intersection control that the Council has adopted in upgrading the intersection.

Submission Matter: Concerns with the safety of the Site and access to accommodate changes in traffic.

- 74 The ITA has considered the safety of Site access and internal circulation, as raised as a concern by submitters (Beechey) at a preliminary level. The PAK'nSAVE layout has already been consented with rigorous transport assessment considering the District Plan transport standards including the High Trip Generator rule. The ODP builds on the consented access requirements, considers access planned or constructed on land opposite the Site, and sets out a proposed access plan for the remainder of the Site.
- 75 Future development on the remainder of the Site will also be subject to detailed assessment of access design, with reference to District Plan rules and requirements. As part of that, frontage road upgrades would be considered to ensure safe access to, from, and past the Site for all users. Overall, I consider this is a matter for future consent, and sufficient consideration has been provided at this stage to demonstrate safe access and circulation is achievable.

Submission Matter: Staff Parking needs to be provided on-site

- 76 The submission (Roche) requests staff parking to be provided on the Site. The District Plan is no longer able to direct how much parking is provided on a site (except for mobility parking) as a result of the NPS-UD2020 directions. In my experience, a trade retail supplier will typically look to accommodate parking at a level that satisfies a “design level” of parking to ensure customers can easily access the site at most times of the year, whilst avoiding creating additional highly under-utilised spaces. At the very busiest times, parking supply on-site trade supplier retail activity can be exceeded by the demand, and that is recognised as accepted practice⁴ to ensure efficient use of resources. In my experience, there is generally limited safety related effects of on-street parking. Nevertheless, it is a matter that could be contemplated through assessment under the High Trip Generator rule.

Submission Matter: Need to provision for a future emergency services hub access to Lincoln Rolleston Road opposite the Site.

- 77 It is understood the SDC is considering developing an emergency services hub on their land opposite the Site northwest of the proposed Broadlands Drive intersection. The submission does not include a concept plan of how the emergency hub is planned to be set out.
- 78 The proposed access positions for the Site have been specifically set out as per the discussion in the ITA and the proposed ODP reflects that. The DEV-RO2 ODP opposite does not show any conflicting road access positions.
- 79 District Plan rules do not specifically require assessment of vehicle access position on the opposite Site of another vehicle access, and as such the access to the Site should not generate a specific consenting impediment to an emergency services hub. If the emergency services hub is a High Trip Generator, SDC will have further discretion to consider the relative position if it generates safety concerns. That will be a matter for SDC to address in setting out a layout for the emergency services hub in the future.

Submission Matter: Enable flexibility for traffic signals to be installed at the Lincoln Rolleston Road / Broadlands Drive intersection.

- 80 SDC seeks a change to the proposed ODP to enable flexibility for the Lincoln Rolleston Road / Broadlands Drive intersection to be either a roundabout or traffic signal. The proposed ODP only indicates that a “Future Primary Road” will be

⁴ Eg NZTA Research Report 453 anticipates a design hour to typically be represented on the 15th busiest trading day

provided across the south corner of the Site, and intersection controls will be a matter for subdivision and resource consent processes. For the purpose of assessment, I was previously informed by Mr Mazey at Selwyn District Council that the intersection will be developed as a roundabout.

- 81 I agree that the form of intersection will be subject to additional consideration at the time of site subdivision or consenting, particularly with respect to spacing of access and determination of land requirements. A traffic signal can assist with managing access for pedestrians and cyclists to the Site. In my opinion, this is a matter that can be considered through future consent processes. Site access will be manageable. As it stands, I consider the ODP provides the flexibility SDC is seeking through its submission.

Council s42A Report

- 82 I have read the report by Mr Friedel, supported by the evidence of Mr Carr.

- 83 At paragraph 4.7 Mr Carr concludes his evidence by recommending changes to the Provisions, which is also adopted by Mr Friedel. I respond to each of the recommendations as follows:

Mr Carr 4.7 a) "A non-car east-west link should be show on the ODP to connect the site to the land to the immediate east";

- 84 Firstly, I do not consider there is any justification for a cycling connection to or through the central part of the Site from the east. Levi Road and the Future Primary Road provide a suitable level of connectivity for the wider cycle network.
- 85 Secondly, I have set out earlier in my evidence that a walking connection through the middle of the Site would provide a slightly shorter walk distance between the DEV-RO12 and DEV-RO2 residential areas. However, that will make up a small proportion of walk trips and the connection would not make any material difference for walk distances between DEV-RO12 and key destinations including the high school, Foster Park, and the town centre. The walking catchment from the east that could use the connection is small, and as acknowledged in the Council Officer report at 8.16, the nature of the activity tends to involve a higher proportion of visits by vehicle. Given the constraints associated with operations of the site described by Ms Parish and Mr Smith, and the noise concerns described by Mr Hay, I am of the opinion that the connection through the middle of the site is not necessary, and instead the provision at the south end of the Site on the Future Primary Road will be acceptable.

Mr Carr 4.7 b): The vehicle crossings associated with Pak n' Save on the ODP should be updated to reflect that some carry one-way traffic only;

- 86 It appears that the ODP Mr Carr has referenced in his evidence does not reflect the amended (24 September 2024) ODP included as Appendix F in the Variation 2 documentation. That ODP includes the one-way direction vehicle accesses to PAK'nSAVE located on Levi Road and Lincoln Rolleston Road. I do not consider any further change is required on that matter.

Mr Carr 4.7 c): The service access to the south should be annotated on the ODP as being in an indicative location only, due to uncertainties around the location of the future Broadlands Drive roundabout.

- 87 Section 10 of the ITA described a potential positioning of the roundabout, that I consider strikes a suitable balance between road alignment and design considerations, land availability, and efficiency of use of that land. That demonstrated that a position of access over 100m from the southern point of the Site would enable a compliant separation of access from a future roundabout.

- 88 I anticipate that the precise positioning will be a matter for consideration through consent processes, and small changes may be necessary to respond to either internal design considerations, or intersection positioning considerations. In my experience, application of ODPs in Selwyn District have inherently supported some flexibility in the ultimate position for new roads (or accesses), whether the ODP says "indicative" or not. The landholding opposite is sole owned by Selwyn District Council, and I am not aware of subdivision or consented plans that define access opposite. In this circumstance, an access position would generally have even more flexibility.

Mr Carr 4.7 d): A mechanism should be put in place to ensure that those matters identified by the applicant as requiring further assessment, or which will form part of the future application, are specifically considered in a future ITA.

- 89 Mr Carr addresses a range of matters at Section 2.61 that highlight matters to be considered in further detail at the time of resource consent. This is then included in the evidence of Mr Friedel in the format of an additional provision of an ITA as per LFRZ-SCHED1 PREC13 ODP Table 1 PREC13, 3.
- 90 I agree with Mr Carr that as the activity and design is detailed and applied for through future subdivision and resource consent processes, these range of matters may be explored in more depth.
- 91 I consider the ITA and RFI responses prepared for the Variation established the likely outcomes on these transport related matters. I have not identified

any matters that appear unusual for consideration through a standard resource consent process for a trade retail supplier store, or are of a level of complexity requiring site specific rules or provisions in addition to what has been proposed on the ODP.

- 92 Further, I consider Council has existing discretion across a range of rules to assess these matters. To highlight this, I have referenced in Attachment A the comparable TRAN-MAT9 assessment matters I expect to be triggered, and those additional triggers at TRAN MAT1.1, TRAN-MAT2 that may potentially be triggered.
- 93 Whilst I do not consider the additional provisions are necessary, if the Commissioner prefers the officer report position, then my recommendation would be to modify the provisions to support a more holistic site specific ITA, with reporting criteria included as follows:
- (i) Site circulation, including to achieve integration of movement between key activities, and for supporting service vehicle movement (including for vehicles, pedestrians, and cyclists).
 - (ii) Safety and efficiency of the location and design of site access, including to support safe separation of the service access to the future Broadlands Drive roundabout.
 - (iii) The need for and proposed layout of upgrades to the site frontage onto Lincoln Rolleston Road, including provision for pedestrians, cyclists and potential future bus services.
- 94 As per my earlier evidence, I do not consider the consideration of weekend traffic needs to be included given the overlap with other matters of discretion.
- 95 I also do not consider it necessary to specifically address signal timings at Lincoln Rolleston Road / Levi Road. The point made in the ITA was that no allowance had been made in modelling to adjust signal timings. In practice a traffic signal operation automatically adjusts timings in response to traffic demand, reducing the level of change in performance.

Conclusion

- 96 Within my evidence I have described and assessed the expected transport outcomes associated with rezoning the Site to LFRZ. The nature of the provisions are well defined so that clear development outcomes are signalled.
- 97 This provides a good basis for assessing the potential development scenario from a transport perspective, which I have provided through the ITA, the RFI responses, and my evidence. Some matters will be detailed through future consent processes, and I consider the ODP combined with the other transport provisions of the District Plan enable those matters to be addressed.
- 98 In my opinion the proposed Provisions support acceptable transport outcomes for the Site and surrounding transport network.

Andrew Metherell

7 March 2025

Attachment A to Evidence of Andrew Metherell

Officer Recommended Site Specific ITA Item	Comparable TRAN-MAT9 Assessment Matters Triggered by TRAN-R8	Other Comparable Assessment Matters Potentially Triggered
Integration with the southern parts of the site with the retail activity, and avoidance of through traffic travelling between Lincoln Rolleston Road and Levi Road.	<p><u>TRAN-MAT9: 1.</u> Whether the provision of access and on-site manoeuvring areas associated with the activity, including vehicle loading and servicing deliveries, affects the safety, efficiency, accessibility (including for people whose mobility is restricted) of the site, and the land transport network (including considering the network classification of the frontage road).</p> <p><u>TRAN-MAT9: 3.</u> Having particular regard to the level of additional traffic generated by the activity and whether measures are proposed to adequately mitigate the actual or potential effects from the anticipated trip generation (for all transport modes) from the proposed activity, including consideration of cumulative effects with other activities in the vicinity, proposed infrastructure and construction work associated with the activity.</p>	
Potential consideration of traffic effects at weekends.	<p><u>TRAN-MAT9: 3.</u> Having particular regard to the level of additional traffic generated by the activity and whether measures are proposed to adequately mitigate the actual or potential effects from the anticipated trip generation (for all transport modes) from the proposed activity, including consideration of cumulative effects with other activities in the vicinity, proposed infrastructure and construction work associated with the activity.</p>	

Officer Recommended Site Specific ITA Item	Comparable TRAN-MAT9 Assessment Matters Triggered by TRAN-R8	Other Comparable Assessment Matters Potentially Triggered
<p>Details for site access layouts and positions, including the proximity of the service access to the future Broadlands Drive roundabout.</p>	<p><u>TRAN-MAT9: 1.</u> Whether the provision of access and on-site manoeuvring areas associated with the activity, including vehicle loading and servicing deliveries, affects the safety, efficiency, accessibility (including for people whose mobility is restricted) of the site, and the land transport network (including considering the network classification of the frontage road).</p> <p><u>TRAN-MAT9: 3</u> Having particular regard to the level of additional traffic generated by the activity and whether measures are proposed to adequately mitigate the actual or potential effects from the anticipated trip generation (for all transport modes) from the proposed activity, including consideration of cumulative effects with other activities in the vicinity, proposed infrastructure and construction work associated with the activity.</p>	<p><u>TRAN-MAT2</u> (Likely triggered by TRAN-REQ3.1.b and/or TRAN-REQ4 1.a/b and/or TRAN-REQ 5.1)</p> <p>1.Any effects on the ease and safety of vehicle manoeuvring.</p> <p>2. Whether the boundaries of a site support the formation of the vehicle crossing or accessway.</p> <p>3. Whether the site can gain access from another road that is not a State Highway or Arterial Road listed in APP2 – State Highway, Arterial and Collector Road Classifications List.</p> <p>3. The design and location of the vehicle crossing or accessway.</p> <p>4. The anticipated number and type of vehicles, cycles, pedestrians or stock movements.</p> <p>5. Any visual effects on road design and amenity values from not forming the vehicle crossing or accessway to the specified standards.</p> <p><u>TRAN MAT1.1</u> – Likely triggered by TRAN-REQ5 Any effects on the visibility and safety of pedestrians, cyclists or motorists.</p>

Officer Recommended Site Specific ITA Item	Comparable TRAN-MAT9 Assessment Matters Triggered by TRAN-R8	Other Comparable Assessment Matters Potentially Triggered
Possible revisions to the traffic signal timings at the Lincoln Rolleston Road, Levi Road, Lowes Road and Masefield Drive intersection.	<u>TRAN-MAT9: 3.</u> Having particular regard to the level of additional traffic generated by the activity and whether measures are proposed to adequately mitigate the actual or potential effects from the anticipated trip generation (for all transport modes) from the proposed activity, including consideration of cumulative effects with other activities in the vicinity, proposed infrastructure and construction work associated with the activity.	
Whether pedestrian routes need to be modified, plus the provision of new pedestrian crossing points.	<p><u>TRAN-MAT9: 2.</u> Whether the design and layout of the proposed activity promotes opportunities for travel other than private cars, including by providing safe and convenient access for travel using more active modes.</p> <p><u>TRAN-MAT9: 3.</u> Having particular regard to the level of additional traffic generated by the activity and whether measures are proposed to adequately mitigate the actual or potential effects from the anticipated trip generation (for all transport modes) from the proposed activity, including consideration of cumulative effects with other activities in the vicinity, proposed infrastructure and construction work associated with the activity.</p>	

Officer Recommended Site Specific ITA Item	Comparable TRAN-MAT9 Assessment Matters Triggered by TRAN-R8	Other Comparable Assessment Matters Potentially Triggered
<p>Upgrades to the site frontage onto Lincoln Rolleston Road, including a pedestrian path or shared pedestrian and cycling path.</p>	<p><u>TRAN-MAT9: 2</u> Whether the design and layout of the proposed activity promotes opportunities for travel other than private cars, including by providing safe and convenient access for travel using more active modes.</p> <p><u>TRAN-MAT9: 3</u> Having particular regard to the level of additional traffic generated by the activity and whether measures are proposed to adequately mitigate the actual or potential effects from the anticipated trip generation (for all transport modes) from the proposed activity, including consideration of cumulative effects with other activities in the vicinity, proposed infrastructure and construction work associated with the activity.</p>	<p>TRAN-MAT2 (Likely triggered by TRAN-REQ3.1.b and/or TRAN-REQ4 1.a/b and/or TRAN-REQ 5.1)</p> <p>1.Any effects on the ease and safety of vehicle manoeuvring.</p> <p>2. Whether the boundaries of a site support the formation of the vehicle crossing or accessway.</p> <p>3. Whether the site can gain access from another road that is not a State Highway or Arterial Road listed in APP2 – State Highway, Arterial and Collector Road Classifications List.</p> <p>3. The design and location of the vehicle crossing or accessway.</p> <p>4. The anticipated number and type of vehicles, cycles, pedestrians or stock movements.</p> <p>5. Any visual effects on road design and amenity values from not forming the vehicle crossing or accessway to the specified standards.</p> <p>TRAN MAT1.1 – Likely triggered by TRAN-REQ5 Any effects on the visibility and safety of pedestrians, cyclists or motorists.</p>

Officer Recommended Site Specific ITA Item	Comparable TRAN-MAT9 Assessment Matters Triggered by TRAN-R8	Other Comparable Assessment Matters Potentially Triggered
Integration of bus stops adjacent to the Site.	<p><u>TRAN-MAT9: 2</u> Whether the design and layout of the proposed activity promotes opportunities for travel other than private cars, including by providing safe and convenient access for travel using more active modes.</p> <p><u>TRAN-MAT9: 3</u>. Having particular regard to the level of additional traffic generated by the activity and whether measures are proposed to adequately mitigate the actual or potential effects from the anticipated trip generation (for all transport modes) from the proposed activity, including consideration of cumulative effects with other activities in the vicinity, proposed infrastructure and construction work associated with the activity.</p>	
Road safety considerations in respect of service vehicles and customers using the same vehicle access.	<u>TRAN-MAT9: 1</u> Whether the provision of access and on-site manoeuvring areas associated with the activity, including vehicle loading and servicing deliveries, affects the safety, efficiency, accessibility (including for people whose mobility is restricted) of the site, and the land transport network (including considering the network classification of the frontage road).	<u>TRAN-MAT4.8</u> potentially triggered by TRAN-REQ12