



Appendix K

Urban Design Assessment

PAK'n SAVE, Rolleston

Proposed Supermarket

for

Foodstuffs South Island

URBAN DESIGN ASSESSMENT

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A handwritten signature in black ink, appearing to read 'AB', followed by a horizontal line and a period.

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Executive Summary

1.1 Overview

This report provides an urban design assessment of the Foodstuffs South Island Properties (Foodstuffs SI) proposal for a new build PAK'nSAVE supermarket (Proposal) on the Levi Road / Lincoln Rolleston Road site (Site) in Rolleston.

The Site is in a residential zone and therefore the provisions relating to that zone are of little value as an assessment tool. The urban design assessment is structured around: a) urban design good practice, b) site-specific matters, c) the Business 1 zone Matters of Discretion, d) the commercial design guidelines, and e) all relevant Objectives and Policies of the Plan. These include consideration of the compatibility of the Proposal within its residential setting.

The report considers seven urban design assessment topics. The findings of these assessments indicate a high level of consistency with the urban design framework and the identified SDP provisions.

The SDP anticipates appropriate contextual compatibility of the Proposal with its residential setting. In response the proposed supermarket has been carefully positioned on the Site to mitigate bulk / dominance, privacy and shading effects on neighbours. A quality landscape edge has been developed to create an appropriate interface with adjoining streets and housing.

The scale, form and layout of the Proposal is acceptable in its 'urban connector' road context, enhancing 'place' based outcomes for existing and planned housing. Locally accessible essential retail services are provided that support growing neighbourhood catchments. In so doing I am mindful of the planned Rolleston Structure Plan and intended provision of services and facilities that have not been implemented.

For the reasons set out in this report, I consider that the application can be supported from an urban design perspective. This includes recognition of standard supermarket practice in façade design and functional / layout requirements but acknowledges SDP design intentions for commercial buildings that I consider to be a useful guidance for this application.

1.2 Key Findings

Town-wide Urban Structure

- Town-wide urban growth focused to the south creates an imbalance with respect to town centre amenities and planned local centres have not emerged. The Supermarket proposal redresses this pattern and offers improved access for neighbourhoods to essential services.
- The use of the Site for a PAK'nSAVE supermarket will generate superior urban design outcomes for the Town Centre than were the extant PAK'nSAVE consent to be constructed. This allows the existing New World to be upgraded providing improved integration and vibrancy for the Town Centre that the extant consent would fail to achieve.
- The Proposal does not compromise residential development occurring on the balance of the ODP Area 4 land, south of the supermarket, subject to adequate planting and pedestrian links.

Site Planning, Character and Urban Form

- The strategic site location is visually prominent and significant as a town-wide landmark. The corner location justifies variation in local patterns, creation of a focal point and memorable outcomes different to the surrounding suburban context.
- The placement of the supermarket building promotes contextual integration, reducing bulk and dominance. Locating active frontages away from streets in preference for attractive landscaped Site edges is more appropriate to the amenity values of surrounding housing.
- To the Northwest, a more balanced landscape approach would be desirable allowing intermittent views onto the building for legibility.
- To the Southwest, Lincoln Rolleston Road will have an attractive planted edge and the supermarket is intended to be 'in view'. Further cladding treatment to the main façade creating smaller visual modules would promote relational qualities with the residential context. Consideration could also be given to further integration of the facade signage into the overall composition.
- Primary north-south and east-west accessways across the Site are differentiated from adjoining car parking aisles creating legible, higher amenity outcomes.
- A network of pedestrian routes link with surrounding streets, connecting local housing to the supermarket. The important Northwest corner presents a quality invitational space.

Amenity Effects on Residential Neighbours

- Properties considered to be potentially affected by the Proposal have been assessed in terms of overlooking /privacy, bulk /visual dominance and sunlight shading. All privacy effects are Less than Minor. Bulk /visual dominance effects on Levi Road properties are Less than Minor. Effects on Lincoln Rolleston Road properties are assessed as Minor reduced to Less than Minor with some cladding refinement to the Southwest façade. Rural zoned property to the northeast will experience Less than Minor effects. Shading effects are assessed to be Less than Minor overall for all affected neighbours.

Architectural Concept and Design

- Large supermarkets do not easily conform to traditional urban design outcomes. The merits of the Proposal include creating a point difference within the suburban context on a prominent corner, using high quality landscapes to create attractive street interfaces and utilising setback to moderate impacts.
- The proposed façade addressing Lincoln Rolleston Road is well setback (80-120m) but required to be visible from the street. While articulation and fenestration are proposed, greater architectural modulation and roofline variation is recommended.
- The Levi Road façade is setback 50m and is 100m long but will be generally screened from view by proposed 5.5m tall pleached hedging. A more balanced approach is recommended allowing intermittent views of the supermarket for legibility in combination with greater architectural modulation and roofline variation.

Streets and Spaces

- The Proposal will enhance the 'place' role of Lincoln Rolleston Road and Levi Road, improving local pedestrian amenity for existing and planned housing. A planned signalled intersection at this corner will augment the place function.
- Three primary access points are provided into the Site complimented by seven pedestrian access points, resulting in a high level of public realm integration.

- Attractive open landscaped spaces are provided. A 3,000sq.m north western space forms a landmark at the nexus of the streets creating a high-quality pedestrian entry.
- Public invitation and any perceived privatisation is avoided by the presence of inviting and consistent landscape edges interspersed with 10 clear and legible access points.

Safety

- The Proposal generally establishes conditions that will deliver safer public streets as well as safe and secure on-site movement.
- A high degree legibility is provided by the two main street entrances. Seven pedestrian access points are proposed that will need to be designed as open, inviting and well-lit spaces.
- The Northwest frontage offers limited surveillance of Levi Road or the car park and will rely on CCTV, managed planting to ensure sight lines, and overlooking from the housing along the opposite side of this street.

Signage

- Consideration could be given to further integration of the facade signage into the overall composition of the Southwest elevation.
- 10m tall Pylon signage has the potential to create out-of-scale elements in the streetscape which could be mitigated by reducing overall pylon height.

2 Introduction

2.1 Overview

This report is prepared by McIndoe Urban Limited on behalf of Foodstuffs SI and provides an urban design assessment of the proposed new build PAK'nSAVE supermarket (Proposal). The Site is located at 157 Levi Road, Rolleston. It is a corner site with dual frontages onto Levi Road and Lincoln Rolleston Road and has a gross site area of 7.2 hectares.

The Proposal occupies the northern part of the Site and includes a new build supermarket with associated car parking. Access to the supermarket and car parking is provided off both Levi Road and Lincoln Rolleston Road. A landscape plan establishes new hardscape and planting for the Site that integrates with stormwater management requirements.

The application has been made by Foodstuffs SI and this report has been written to assist the assessment of the application. To that end it has been tailored to relate to the relevant planning matters within the operative Selwyn District Plan (SDP). Of particular relevance are the matters of discretion for commercial buildings in the Business 1 zone that can provide a useful framework for assessing the effects of the supermarket activity in a residential zone, including effects on neighbouring residential properties.



Figure 1: The proposed PAK'nSAVE supermarket

2.2 Scope and Involvement

McIndoe Urban have been involved with the project since its early inception in July 2021. This includes input into the first concept plan with advice on building placement, orientation and site layout. McIndoe Urban have worked with the wider Foodstuffs SI team to develop a response that integrates urban design issues. This has led to support for several key decisions that informed the current proposal, namely:

- the general layout and placement of the supermarket building on the Site, particularly issues relating to the orientation of the proposed building facades with its dual-street context and setback to mitigate effects of bulk and dominance on residential neighbours;

- the location of pedestrian connections across the Site and connecting building with Levi Road and Lincoln Rolleston Road.
- the orientation of the primary entry and main (south west) façade towards Lincoln Rolleston Road recognising the bulk of residential growth occurring south towards Selwyn Road;
- the approach to landscape design across the Site, particularly the creation of a reasonable level of on-site amenity for this type of development, emphasising a movement hierarchy and establishing generous planting along the Site's edges and including planting at the building interface and across car parking areas;

McIndoe Urban were involved in formative discussions on alternative supermarket placement options. One of these options (Appendix A) tested locating the supermarket towards the northwest corner of the Site near the intersection with Levi Road and Lincoln Rolleston Road. This scenario results in the customer parking areas positioned to the eastern portion of the Site that in turn require main building entry to face east onto the car park. As a result, the rear service yard / loading area is positioned against Lincoln Rolleston Road. From an urban design perspective this was not supported given the orientation of primary frontages away from the Lincoln Rolleston Road / Levi Road corner. The negative effects of service areas and associated blank facades onto these streets would have created very poor / unsupportable urban design outcomes. Our advice was to re-orient the supermarket building such that its main frontage faced towards Lincoln Rolleston Road allowing more positive expression of facades and street engagement. This advice contributed to the current proposed layout.

The process followed to undertake this assessment included: an accompanied site visit with members of the consultancy and Foodstuffs SI team to understand the characteristics of the Site and its wider Rolleston context; a review of the Applicant's lodged application documents and plans; a number of design meetings with the Foodstuffs SI team; and, the preparation of this report.

The plans relied on for this assessment were prepared by McCoy Wixon Architects dated 15-16.12.2021. Landscape plans were provided by RMM Landscape Architects dated 01.12.2021. Illustrative views of the Proposal were provided by McCoy Wixon, dated 15.12.2021. The landscape and visual effects assessment from RMM dated 15.12.2021 was also considered.

2.3 Parallel Assessments Relevant to Urban Design

MU are part of a wider multi-disciplinary team that includes McCoy Wixon Architects, Aurecon (planning), RMM Landscape Architects (landscape and visual assessment), Abley (traffic and transportation), Powell Fenwick (civil engineering), Marshall Day (wind) and Insight Economics (economics).

The key assessments that have informed this assessment are:

Planning

An AEE has been prepared by Aurecon. That report identifies the aspects of the Proposal that trigger the need for resource consent under the Selwyn District Plan, the actual and potential effects of the Proposal, and an analysis of the policy frameworks of relevant statutory planning documents.

Architecture

McCoy Wixon Architects has prepared a design statement addressing the design concept and planning / layout matters.

Landscape Design and Visual Assessment

RMM Landscape Architects has prepared a report assessing the landscape and visual effects of the Proposal.

Economic Assessment

An economic assessment has been prepared by Insight Economics.

Traffic and Transport

Abley have provided traffic design direction and a report on the design of movement systems across the Site.

2.4 Approach to Assessment

Activity Status

As set out in the AEE, the Proposal is to be assessed as a Discretionary activity within the Living Z zone under the operative Selwyn District Plan (SDP) and therefore unlimited discretion can be applied to any assessment of the application. Accordingly, I have considered all potential urban design effects in this assessment.

Zoning

The Site is located within the Living Z zone of the SDP. It is adjoined by Living Z zone areas to the north, west and south and by Living 1/1B to the north. To the east a rural zoning exists that allows for subdivision into 4 Hectare blocks.

The Site is also subject to Outline Development Plan Area 4 overlay that anticipates a residential outcome and simple loop road system for the Site.



Figure 2: The Site is located within the Living Z zone and subject to ODP Area 4.

In addition to residential activity, the Living Z zone provides for non-residential activity as a Permitted Activity subject to scale standards (10.8.1). A breach of those standards (size, occupation) results in that activity being assessed as a Discretionary Activity. Foodstuffs SI planning advisor Aurecon have confirmed that a Supermarket would be assessed as a Discretionary Activity.

Identifying a relevant assessment framework for the Proposal

As already noted, the Site is within the Living Z zone and the proposal is for a new build supermarket assessed as full discretionary. The residential zone provisions, as a tool to assess the Proposal, are of little relevance (given the large scale and type of activity) and do not offer a useful framework for urban design assessment. I have therefore adopted an approach that considers: a) urban design good practice and site-specific

matters; and, b) those aspects of the Business 1 Zone for Large Scale Commercial Development (16.10) that I consider more relevant to the Site and Proposal, including the Commercial Design Guide.

Urban design good practice

Urban design good practice would recommend the specific conditions of the Site and its context inform any robust urban design assessment. Of relevance are:

- The strategic location of the Site in relation to Rolleston's residential growth patterns and centres distribution within the Rolleston Structure Plan;
- The position of the Site relative to the Town Centre and implications of the extant consent for a PAK'nSAVE on Town Centre vibrancy, connections and walkability;
- The triangle geometry and corner condition of the Site with dual street frontages and high level of visual exposure suggest a site that delivers a point of difference from suburban housing;
- The potential landmark role / accent of the north west Levi / Lincoln Rolleston Road intersection;
- One Network Framework 'urban connector' streets that adjoin the Site and local streets informing local access, pedestrian paths and crossings.
- The local residential neighbourhoods around the Site, future ODP Area 4 growth and eastern side boundary adjoining rural zoned land. Planned housing intensification (Proposed District Plan) includes semi-detached and terraced housing around the Site in a 'General Residential' zone.

Universal qualities or principles of urban design that are acknowledged as contributing to successful places are described in both international and NZ literature¹ and include:

- Consolidation and dispersal (higher intensity around nodes)
- Connections and integration (ease of access, links with surroundings)
- Choice and diversity (a mix of activities, public realm quality)
- Legibility (easily understood, wayfinding)
- Identity (memorable, character, place)
- Environmentally responsive (natural features, water, landscape, waste)

SDP Provisions

Objectives and Policies have also been considered relating to:

- The effects of the Proposal on the Town Centre (KAC) and the qualitative aspects of town centre and township design such as compactness, walkability, vibrancy, integration (Objectives B3.4.4, B3.4.5, Policies B3.4.24(a), B4.3.6, B3.4.19 (b), (c) and regarding ODP Area 4 Policies B4.3.10 and B3.4.77).
- the effects of the Proposal on residential neighbours, including: Objectives B3.4.1, B3.4.2, B3.4.3; Policies B3.4.3, B3.4.10, B3.4.11, B3.4.12, B3.4.14,

¹ By Design, DETR/CABE, 2000; The Councillor's Guide to Urban Design, CABE, 2003, Urban Design Compendium, 2000; Urban Design Protocol, MfE, 2005, People +Places+Spaces, MfE, 2002.

B3.4.15, B3.4.16, B3.4.18, B3.4.19(a) B3.4.20, B3.4.25, B3.4.26, B3.4.27, B4.1.2 and Policy B4.1.6.

- Safe and easy access to services (B3.4.3) and B3.4.19(a) appropriately designed car parking facilities to mitigate adverse effects on streets, pedestrian experience (B3.4.24 (a)).
- Effects compatible with the character and amenity values of the zone (B3.4.2), appropriate setback to maintain character of the area (B3.4.26), building setting, size and bulk compatible with residential amenity values (B3.4.27).
- maintaining open space provision to maintain a "Spacious" feel (Policy B4.1.10). Note ODP Area 4 provides for a reserve that might be considered as re-provided in the Proposal's landscaped NW corner).
- Signs in Living zones (Policy B3.4.21, B3.4.22) to be of a size, design and number which maintains the quality of the environment and amenity values of the zone and avoid dominance of the skyline.

Relevant Matters of Discretion (Rule 16.10.2) for the Business 1 zone include:

16.10.2.1 The extent to which the development:

- (a) contributes to visual variety, including in relation to the architectural modulation and detailing proposed, and*
- (b) visually integrates or disguises roof mounted servicing equipment.*

16.10.2.2 The extent to which the design and layout of the site provides and addresses (for instance through active frontage) attractive pedestrian areas; either public streets or spaces with an equivalent amenity to public streets, where practicable.

16.10.2.3 The extent to which the site layout provides direct, logical and attractive pedestrian routes of sufficient width within and through the site as part of a comprehensive walking network for the wider area.

16.10.2.4 The extent to which the development maintains and/or provides continuous building lines, active frontage and verandahs along street boundaries and main pedestrian routes where practicable.

16.10.2.5 Whether car parking areas contribute to the provision of high quality public space, and are not located between buildings and a road where practicable

16.10.2.6 The extent to which the design and location of landscaping will contribute to a high quality pedestrian experience by mitigating any adverse visual effects of development and defining the edges of streets and other space accessible to the public.

16.10.2.7 The degree to which the reflectivities proposed for the exterior of buildings, including rooves, will contribute to pleasant and attractive streets and public areas.

Of further relevance is the Council's Commercial Design Guide (March 2011). This provides principles and good practice design solutions and includes the following key assessment matters relevant to the Proposal:

Design Principles (4)

- *Fit with surroundings (4.1):*

- Scale and size relational qualities – break up large buildings into smaller modules / changes in height / step in plan, variation in materials and colour.
- Form and configuration – Longer facades broken into modules of 5-10m; Generally continue existing building lines.
- Design – characteristic styles of commercial premises should be maintained; Respect roof lines and continue patterns; Use locally distinctive materials.
- Colour – should not be overly dominant, reflect local roof and wall, Strong colours confined to street façade and restricted to <25% of that façade.
- *Activate the edges (4.2):*
 - Provide view into or from the commercial building. Active frontages facing streets should take precedence over fronting car parks.
 - Present an appealing entrance for pedestrians. Entrances onto the street or directly visible, easily accessible, ideally within 5m of street edge.
 - Buildings on corners - design is especially important. Windows wrap around the corner, activate both streets.
 - Blank frontages should be landscaped with tall plantings or enlivened with murals.
- *Space for public life (4.3).* These guidelines are targeted at centre locations where open space forms a focal point for a variety of shops and are of limited relevance to a large format retail (supermarket) store.
- *Favour the pedestrian (4.4):* As above these guidelines are targeted at town centre environments addressing movement between different commercial premises. Generally, of limited relevance to the scale and nature of the Proposal apart from:
 - Pedestrian routes should link development to adjacent streets and residential development and transport infrastructure.
 - Footpaths of sufficient width (at least 3m wide with a clear path of 1.8m). Create space for landscape, seating and other street furniture.
 - Paths through car parks should be at least 1.8m and protected from cars.
- *Car parking (4.5):*
 - On-site car parks – efficient, attractive and safe. Located at the rear or side, not at the front of a development. Not located between the building and the street.
 - Street frontage and enclosure must take precedence over addressing the car park.
 - Safety and ease of crossing for pedestrians.
 - Pedestrian routes provided at every other parking isle.
 - Disabled parking and for families close to building entrances.
 - Access isles run at right angles to shop frontages.

- *Landscaping (4.6):* Landscape and visual assessment matters are primarily addressed in the report by RMM Landscape Architects and are only addressed later in this report to the extent that they relate to urban design outcomes.
 - Landscape is important to create a pleasant ambience and can mitigate adverse visual effects (e.g. car parking). Integral component of a development.
 - Landscape car parking to break up expanse of asphalt, disguise cars, frame the street scene in the absence of buildings.
 - Substantial perimeter planting along streets to provide separation and disguise car parking areas.
 - Car parking – low level planting and taller trees, changes in colour and texture of hardscape / street surfaces. Planting between car parks and pedestrian areas.
 - Blank elevations landscaped with both low level and tall planting to disguise the wall.
- *Servicing (4.7):*
 - Segregate service areas from pedestrian / customer areas.
 - Incorporate service areas into the building or locate to be visually unobtrusive / not clearly visible from the street.
 - Be compatible with residential neighbours (noise, vibration, dust, nuisance).
 - Visually and acoustically screened from adjoining residential properties.
- *Signage (4.8)*
 - Signs attached to buildings should complement the design of the building / not obscure features and be in proportion to the size of the building. Max 25% of any building elevation.
 - Confine signs to the building frontage below 1st floor and not project above roofline.
- *Design to prevent crime (4.9):*
 - General CPTED principles would apply. In addition, the guide invites consideration of well-located bus stops, toilets and ATM's in visible places, staff car park safety after hours, building maintenance to avoid neglect, robust street furniture, good lighting.
- *Respectful of neighbours (4.10):*
 - Minimise nuisance to nearby residents. Consider privacy, light pollution, visual impact, noise and tidiness. Of these visual impact calls for avoidance of brightly coloured / reflective walls and recommends planted buffer strips and fences at common boundaries.

Large Commercial Developments (5.2)

- Overall, these should aim to achieve a development which is integrated with existing development (4.1); provides attractive frontage to public space and streets (4.2,

4.3); caters to pedestrians / pedestrian amenity on site (4.2, 4.4); is not dominated by car parking (4.6); and, makes good use of landscape (4.7). Shops fronting parking areas are minimised. Design considerations include:

- Variation and Modulation (building and roof alignment, material and colour)
- Scale and Form (relationship to low density housing calls for setback and landscape)
- Active frontage (good interface with the street, at least half of street-facing facades are activated. On corner sites provide a generous landscape setback to one edge and glazing on the other).

Rezoning (6)

- The boundary between business and living zone should be mid-block not along the street. Residential can sleeve the back of commercial buildings.

Urban Design Assessment Framework

I have considered matters arising from urban design good practice, qualities of the Site and location and SDP provisions relevant to the type of development that is proposed. Based on my review of the above, the urban design assessment framework for the proposal includes:

1. Town-wide Urban Structure

Considering the location and future role of the Site within the growth story for Rolleston and its ring of sub-regional townships. Assessment includes consideration of the extant PAK'nSAVE consent in the Town Centre (the existing New World Rolleston location) and the ability of the Site to deliver on the balance of ODP Area housing expectations.

2. Site Planning, Character and Urban Form

An appropriate urban design response to the adjoining neighbourhood. The pattern of underlying alignments including streets are noted along with the distribution of principal activities. The broader legibility of the Site and context and its pedestrian environment. Level of compliance with relevant SDP Rules.

This includes general masterplanning good practice to achieve positive outcomes, considering the range of matters identified in the SDP provisions.

3. Amenity Effects on Residential Neighbours

This includes an assessment of overlooking and/or privacy, sunlight shading, bulk and dominance and other amenity effects on potentially affected properties including those neighbours directly adjoining or opposite the Site.

4. Architectural Concept and Design

The overarching architectural concept is primarily described in the architecture statement by McCoy Wixon, however I also consider the relevant urban design impacts of the overall design and appearance of the Proposal.

5. Streets and Spaces

The level and quality of open space across the proposed supermarket site has been primarily assessed in the report by RMM, including sustainability features relating to water management. I provide additional assessment of open space issues in so far as they relate to urban design outcomes.

6. Safety

A high-level CPTED assessment has been carried out structured around the seven qualities of well designed, safer places as set out in the *Ministry of Justice National Guidelines for Crime Prevention through Environmental Design in New Zealand, Seven Qualities of Safer Places* (2005).

7. Signage

Consideration of the visual amenity outcomes resulting from the proposed signage for the Proposal. Effects on the local residential environment are addressed.

3 Overview of the Proposal

The Proposal is fully described in the AEE, accompanying assessments and architectural and landscape drawing packages.



Figure 3: Proposed Masterplan (source: McCoy Wixon)

The Proposal will develop a new build PAK'nSAVE supermarket that includes a click 'n collect facility off Levi Road and along the northern edge of the supermarket. Open landscaped areas are proposed around all the edges of the Site with a primary landscape area at the NW corner. Car parking is provided at grade accessible off Levi Road and Lincoln Rolleston Road. Supermarket service areas are positioned to the rear (east) of the building and contained visually from general public street views and from customers.

Generally, the Proposal comprises:

Supermarket GFA:	8,108sq.m (incl. 876sq.m in two mezzanine areas)
Car parking:	517 spaces (incl. 14 staff parks, 10 accessible parks)
Cycle parks:	24 (10 public, 14 staff)
Outdoor space:	Two high amenity focused landscaped areas with integrated stormwater (Northwest area 3,000sq.m)

The proposal includes provision of an internal street system and car parking aisles running through the Site with primary links connecting with Levi Road and Lincoln Rolleston Road. Pedestrian / cycle links are also provided into the Site with a new public active mode route located along the northern side of Levi Road opposite the Site (to be constructed by the applicant).

The proposed supermarket building facades facing Lincoln Rolleston Road and Levi Road are circa 84m x 100m and with a maximum height of 12.32m. Non-compliances with SDP residential standards have been assessed by Aurecon and the follow breaches occur (relevant to this assessment):

- Building height (8m max height / 12.52m proposed max height)
- Number / area / height of signage (max 2 signs / 7 No. signs proposed; max 2m height / 10m pylon signs proposed; max area 1sq.m / 99sq.m total area proposed)
- Scale of non-residential activity (300sq.m GFA / 8,108sq.m proposed)

4 Urban Design Assessment

The assessment below has been organised around the 8 key topics previously described. Each topic is structured to provide (where relevant) an analysis of existing conditions in relation to the topic (i.e. existing environment on the Site and receiving environment) followed by an assessment of the urban design effects of the Proposal. Each topic concludes with key findings that inform the overall conclusion at section 4 of this report.

4.1 Town-Wide Urban Structure

Relevant SDP provisions: Objectives B3.4.4, B3.4.5, Policy B3.4.24(a), B4.3.6 that address compactness, walkability, vibrancy and integration. ODP Area 4 Policies B4.3.10 and B3.4.77.

Existing Context

Selwyn is one of New Zealand's fastest growing areas. Its population grew by 5.4% per annum over the last 10 years, nearly 3.5 times the national average growth rate of 1.6% per annum². To accommodate this growth the council has set out an Urban Growth Overlay in the Proposed Selwyn District Plan (PSDP) that indicates substantial expansion to the south of Rolleston (Figure 4).

One key implication of this growth pattern is an increasingly unbalanced distribution of residential development in relation to the Town Centre, with new residential neighbourhoods being increasingly distanced from the centre. Whilst the Rolleston Structure Plan, September 2009 (Figure 5) sought to service this population with a network of new centres, it would appear that only two of the fifteen planned centres have been built, with many of the centre locations given over to housing, including a centre closest to the Site at the end of Branthwaite Drive. In principle, the council's intentions for residential areas serviced by centre retail is positive, but it is clear that how and where these retail centres are located calls for further consideration. It is widely accepted that for local centres to thrive they must be 'online' to key traffic routes and be designed to provide attractive local accessibility. In this regard the Site offers a

² Economic Assessment of Proposed New PAK'nSAVE Store in Rolleston, Insight Economics

logical and better alternative to the Branthwaite Road centre, being positioned along key urban connector routes and in a highly visible corner location with dual street frontages.

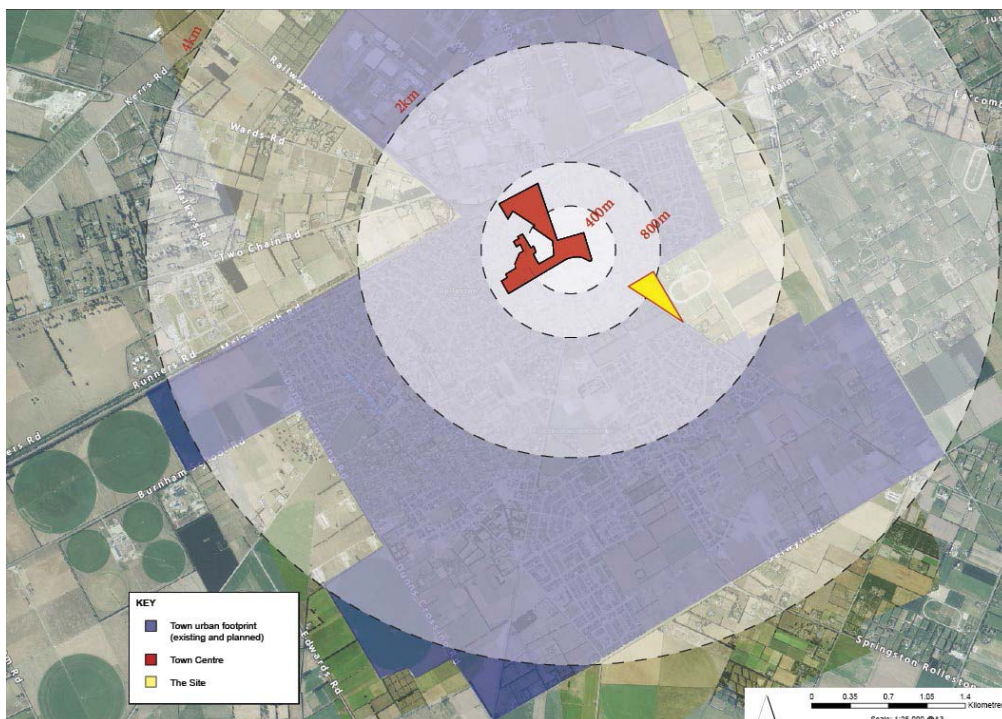


Figure 4: Existing and planned residential growth in relation to the Town Centre

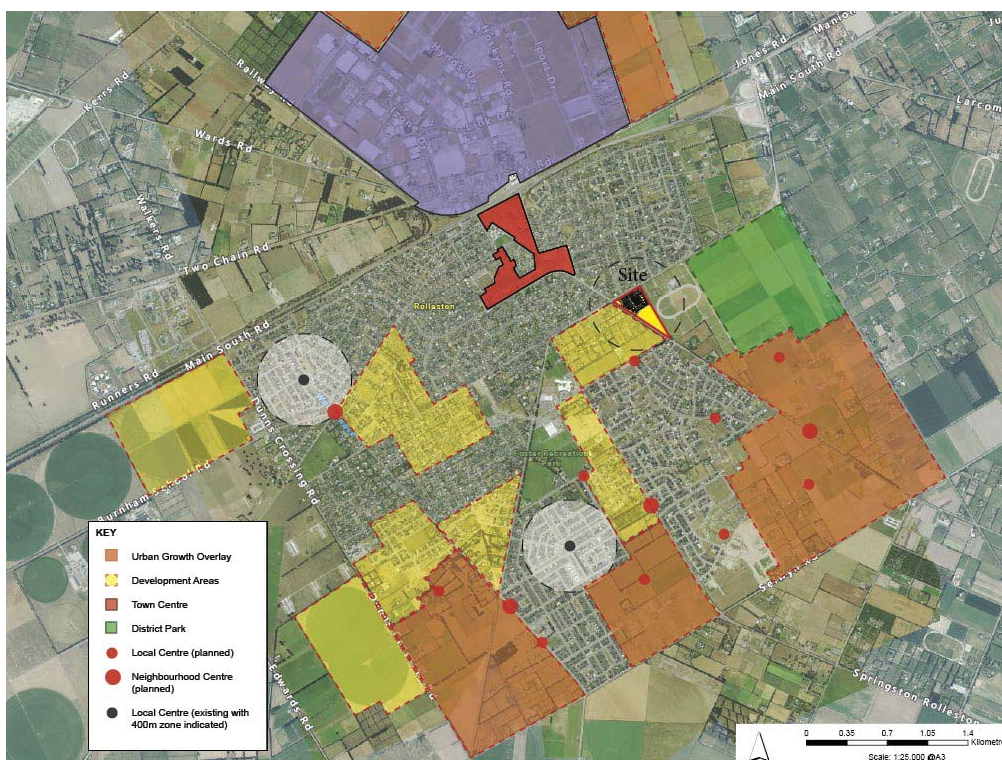


Figure 5: Rolleston Structure Plan overlay

Of relevance is an extant consent for a new PAK'nSAVE supermarket within the Town Centre that would replace the existing New World supermarket. This consent indicates a

layout that presents either a blank wall onto Rolleston Drive or open car parking. Neither of these conditions support the SDP outcomes sought for the Town Centre.

Disconnection between the consented PAK'nSAVE and the nearby shopping Mall would also occur, disrupting links with the wider centre and failing to achieve integration or walkability. I understand it is the intention of the applicant to surrender this consent should the Proposal be granted. In turn, this would allow for expansion and upgrading of the existing New World supermarket in the Town Centre and I have confirmed this intention with the applicant.

The Proposal

The proposed PAK'nSAVE supermarket is to be located along Lincoln Rolleston Road and Levi Road on the southern approach into the Town Centre. At its closest point the Site is some 500m from the edge of the town centre. Figure 6 describes the surrounding townships that are served by the centre. Also highlighted is the primary route network connecting these smaller towns to Rolleston and the location of the Site relative to this movement.



Figure 6: Rolleston and sub-regional township patterns

It is clear that the majority of these sub-regional towns, particularly those to the E and SE would connect via Lincoln Rolleston Road and Levi Road to access the town. I refer to the economic assessment by Insight Economics who notes (section 8.3) the proposed location of the supermarket would be well-placed to serve current and future residents.

I have considered the Proposal in relation to the extant PAK'nSAVE consent in the Town Centre (Figure 7). I am mindful of the type of environment likely to be created by the extant consent and the limited benefits this would bring in terms of creating vibrancy and integration.

The extant consent would replace the existing New World supermarket that currently connects directly with an existing retail shopping centre that in turn links eastwards to the rest of the town centre. The extant consent would reduce integration and walkability as sought under Policy B3.4.24 and create a surface carpark between the supermarket and the shopping mall. Further, the New World active frontage that currently faces

Rolleston Drive would be replaced with a combination of a blank PAK'nSAVE side wall and an open car park. I therefore consider the urban design outcome for the Town Centre under the extant consent to be negative and would not support an inviting and walkable centre. This is confirmed in the economics report by Insight Economics (section 7.3). Conversely, the retention and upgrading of the existing New World, well connected into the adjacent shopping mall and activating Rolleston Drive would be a preferable outcome. The proposed Levi Road location of the PAK'nSAVE would therefore allow the latter to occur and from this perspective supports the relevant SDP Objectives and Policies for the town centre.



Figure 7: Extant PAK'nSAVE consent and existing New World (top right image)

The proposed location of the PAK'nSAVE does not align with the activities anticipated for ODP Area 4 or with the Rolleston Structure Plan, and the Levi Road site is not identified as a neighbourhood or local centre. However, I consider the Proposal to be acceptable for the following reasons:

- The Site is preferable to that of the extant consent as it will support improved outcomes for the town centre (KAC).
- The southern expansion of Rolleston indicates that locating a supermarket south of the town centre would improve shopping access for a large portion of the town's planned growth.
- The establishment of a supermarket will support its surrounding neighbourhood catchment.
- The location of the Site along Lincoln Rolleston Road and Levi Road is superior to locations within the Industrial zone north of the railway that would require convoluted journey patterns and are a non-complying activity.

A further consideration is the council's expectation for the Site under SDP ODP Area 4. This identifies the Site as Living Z with specific matters relating to local road access and active mode connections through the Site to the west, a reserve area, housing density and stormwater management. Policy B4.3.10 requires that, if partial development of an ODP occurs, then the proposal will not compromise the balance of the ODP area. I have considered

the implications of the proposed PAK'nSAVE on the undeveloped southern portion of the Site. The location of the proposed site access off Lincoln Rolleston Road effectively bisects the ODP area and provides a mechanism to address reverse sensitivity effects between any future housing to the south and the proposed supermarket to the north. The Proposal allows for a 5m-6m deep planted buffer (Figure 8) along the northern side of the access road and a deeper landscaped area at the junction. The landscape plan indicates low hedging in this area that will help to screen vehicles. Pedestrian connections with future housing to the south across the accessway could be anticipated at the point of connection between the N-S and E-W accessways tying in with the footpath shown in Figure 8 (also see Figure 11). I would anticipate any future crossing would be provided as part of future housing rather than as part of the Proposal.



Figure 8: Southern edge of the Proposal addressing the southern ODP area

Conclusions: Town-wide Urban Structure

- Town-wide urban growth focused to the south creates an imbalance with respect to town centre amenities and planned local centres have not emerged. The Supermarket proposal redresses this pattern and offers improved access for neighbourhoods to essential services.
- Locating the supermarket to the north of the town within the Business 2 zone would result in dislocation from residential catchments, generate convoluted journey patterns and is a non-complying activity.
- The location of the proposed supermarket is convenient and well-placed to service the wider sub-regional ring of townships around Rolleston.
- The extant PAK'nSAVE consent for the Town Centre creates poor integration and vibrancy outcomes that are corrected by relocating the Proposed PAK'nSAVE onto the proposed Site. Upgrading of the existing New World in the Town Centre would create superior urban design outcomes for the Town Centre.
- The Proposal would not compromise residential development occurring on the balance of the ODP Area 4 land, south of the supermarket, subject to adequate planting and pedestrian links.

4.2 Site Planning, Character and Urban Form

Relevant SDP provisions: Objectives B3.4.2 (character and amenity), B3.4.5 (a high level of connectivity); Policies B3.4.26 (setback and character), B3.4.27 (compatible size and bulk), B4.1.10 (a spacious feel); Matters of Discretion 16.10.2.3, 16.10.2.4, 16.10.2.5, 16.10.2.6; Design Guide Principles 4.1, 4.2, 4.4, 4.5, 4.6, 4.7, 5.2.

Existing Context

The Site is a 'right triangle' in shape and forms the intersection between two main roads (urban connectors). These connect strategically into the town centre and link to Rolleston's growth areas and the surrounding townships. As such this corner site is of both visual prominence and significance as a town-wide landmark and accessible, legible node.

The local area is primarily residential in character, comprising 1 or 2 storey detached conventional suburban style dwellings. Roof forms are hips / gables and there is often reasonable modulation in the plan form. Dwellings generally sit close to their front (street) boundaries. Lots sizes typically range from 600-800sq.m with 20m frontage widths. Front doors and vehicle access / parking create a regular pattern along the street. Pockets of land to the west of the Site include lower density lifestyle lots set back from the street edge and dominated by a landscape interface. These areas are zoned Living Z and anticipated to intensify / infill over time to semi-detached and terraced housing. To the east of the Site a rural zoning applies (Inner Plains) that allows for subdivision into 4 Hectare blocks. These large blocks would ensure that any future housing to the east would have ample opportunity for setback from the Site and landscape buffer planting. To the south, the balance of the ODP Area 4 land is zoned Living Z where housing is anticipated.



Figure 9: Suburban housing to the west and north of the Site

The Proposal

The Proposal is for a supermarket located within a residential context. The 'parent' character for the area can be described as fine grain, residential scale, generally low in height, modulated individualised forms and of a good though often unremarkable level of amenity and quality. This character contrasts with the large-scale commercial nature of the Proposal. While this is an inevitable outcome of such a development in a residential neighbourhood, it is not uncommon and many examples of residential activities located close to supermarkets exist across the City and New Zealand.

I have considered the strategic corner location of the Site and would note that from an urban design perspective corner sites justify; a) an opportunity for variation in local patterns; b) a focal point; and c) memorable outcomes different to the immediate context. In this regard the Proposal creates a point of difference in an otherwise repetitive and unremarkable residential setting and delivers a high-quality landscape

edge with native planting and generous open space at the principal corner. Policy B4.1.10 seeks mitigation for loss of open space as sites are developed. In my opinion the provision of the large open landscaped space at the Northwest corner fulfils this policy. I consider the Proposal to present an acceptable outcome on a strategic corner offering improved legibility for the surrounding neighbourhoods.

I have considered issues of character, bulk and scale compatibility with the local residential environment. From a compatibility perspective (e.g. 16.10.2.1 and design guide principle 4.1) the Proposal presents facades of 84m-100m long that are significantly larger than local building types. In assessing bulk and scale I have considered the following:

- Deep setbacks are created along both street edges bounding the Site. Against Lincoln Rolleston Road a setback of 80-120m occurs while Levi Road displays a 50m setback. This approach significantly reduces the amount of building in view within the street scene (Figures 10a, b, c) and contributes to reducing bulk and dominance effects relative to the surrounding residential context.
- The deep setback along Lincoln Rolleston Road provides for more landscape planting to be in view and, combined with the large open space area on the Northwest corner, will create a substantial green edge to the site (Figure 10a).
- Along Levi Road the setback is shallower (50m) and to compensate the landscape approach is to create a tall pleached hedge underplanted with low growing (1.2m) native grasses (Figure 10b). This will establish a green northern edge to the Site that significantly interrupts views towards the supermarket from nearby housing and screens the commercial bulk and scale of the Northwest elevation. I note this provides a similar outcome to the existing environment (tall *Macrocarpa* hedge) and is likely to mitigate adverse effects for neighbours.
- The placement of the supermarket building has been arranged to contain the service areas towards the back (east) of the Site with a 10m deep "biodiversity strip" that includes tall trees along the eastern boundary. This arrangement allows the main Southwest supermarket frontage to be oriented towards Lincoln Rolleston Road with entry and articulation through glazing, canopy and detailing.
- Whilst the overall form of the building is a simple structure, the Southwest façade subdivides into three groups helping to reduce the overall bulk. I also note that Lincoln Rolleston Road will have an attractive planted edge as a foreground to the supermarket. Further cladding treatment to the main façade, creating smaller visual modules would further promote relational qualities with the residential context.





Figures 10a, b, c: Views of the Proposal from adjoining streets: a) from the Levi /Rolleston Road corner; b) from Levi Road; and c) from Lincoln Rolleston Road

The frontage along Levi Road provides a click 'n collect facility. This frontage is a side elevation with no glazing at ground level and consequently little or no activation from internal-external visual connection. This façade displays an angled roof with some articulation provided by a canopy, vertical fins and high-level glazing. Planting is interspersed along the western third of this façade and softens the interface between building and ground. The 50m setback, tall pleached perimeter planting and car park planting significantly reduces the bulk and dominance of views onto the building from Levi Road, such that the building will be largely screened from view. Whilst I have previously noted this to mitigate adverse visual effects for neighbours (and is acceptable in this regard), the screening of a building in an urban setting is not an ideal urban design outcome and I would prefer to see a more balanced approach. Intermittent Planting that permits intermittent views towards the building might be considered.

Activation of Lincoln Rolleston Road is limited largely due to the deep 80-120m setback while the Levi Road frontage presents a blank wall at ground level. The Proposal's approach to this issue has been described above and includes a generous, high quality landscape edgedesign that will create an attractive interface between the Site and adjoining streets. I consider this to be a superior and more acceptable outcome for the local residential context than a scenario where large commercial buildings are close to the street edge offering busy activated edges. Policy B3.4.18 ensures non-residential activities in Living zones generate movement compatible with the residential environment and in my opinion the internalisation of commercial activity /movement away from residential interfaces is a more preferable urban design outcome than promoting a busier high street type setting.

Pedestrian Environment, Active Modes, connectivity beyond the Site

Policies 3.4.24(a), B3.4.19(b), (c) are especially relevant and Policy B3.4.19(c) calls for consideration of public transport, cycling and walking provision.

A site-wide movement structure is proposed for the supermarket with connections into the surrounding street network (Figure 11). This includes primary north-south and east-west access routes that are clearly differentiated from the car parking access aisles using street

tree structure and change in surface material (refer to RMM landscape plan and assessment). Collectively these routes set up a legible system for the Site.



Figure 11: The proposed movement layout

Levi Road includes a footpath, kerb and channel along its northern side that is to be upgraded to a shared path and similarly, Lincoln-Rolleston Road provides a shared path along its western side. New pedestrian paths are to be provided by Foodstuffs SI along the eastern side of Lincoln Rolleston Road (on the Site) and also along the south side of Levi Road (Figure 11). In addition, Lowes Road / Levi Road / Lincoln Rolleston Road / Masfield Drive intersection is scheduled for upgrade to signals in 2025/26. All these changes will dramatically enhance the street-based pedestrian environment around the Site and will facilitate good levels of active mode connection between the Site and the Town Centre. Equally, existing and future housing areas around the Site will benefit from improved pedestrian and cycle paths, including new drop kerb pedestrian crossings with centre refuge as indicated on Figure 11 above (also refer to traffic assessment by Abley).

Pedestrian routes across the development are proposed (Figure 11) that connect the supermarket into the new street edge footpaths and thence into adjoining housing areas. An important link is provided at the primary Northwest site corner reinforcing and integrating Masfield Drive and Lowes Road with the supermarket. This Northwest pedestrian arrival point is associated with a generous open space and planted area creating an inviting pedestrian experience that, in my experience, is unusual for supermarket developments. East-west pedestrian routes are provided along alternate car parking aisles offering safe connections that avoid conflict with moving or reversing vehicles. These routes link into a primary north-south pathway connecting with supermarket entries.

The click 'n collect zone includes a parking layby and timed drive-up collection system where pedestrian paths are less relevant. However, a safe, direct and landscaped path is provided along the northern edge of the building for customers wishing to use the main store after completing their click 'n' collect activity.

Design of the pedestrian routes is described in the landscape plans and assessment. I understand these show paths as raised surfaces (refer to RMM drawings), some with arbor structures to enhance legibility and amenity. This approach will provide safe paths that protect pedestrians from moving vehicles and prevent cars from parking on or overhanging the pathways. I understand a lighting strategy will be provided as part of the consent and I would anticipate this to include low level bollard lighting and feature lighting as well as illumination for vehicles.

Car Parking

Policy B3.4.19 (b) and assessment matter 16.10.2.5 invites proposals to consider whether car parking contributes to high quality public space and that is not located between buildings and streets (where practicable).

Parking provision for supermarkets and particularly for a regional food warehouse is an important functional requirement where customers undertake a 'full shop'. Parking however often generates conflict with urban design outcomes that seek quality open space, activation and built edges to streets.

In assessing the Proposal, I have considered an alternate scenario where the supermarket building is located close to the primary Northwest corner of the site (rather than setback). Such a scenario would increase built form presence and street enclosure. However, parking would locate to the rear (East) and then require a principal supermarket entry oriented towards that parking. This would generate blank facades towards the street edges creating adverse streetscape effects. Further, locating the building close to the street would increase bulk and dominance impacts on surrounding housing and reduce opportunities for generous landscape planting as an attractive interface for residents, enhancing the street scene. Therefore, I consider the Proposal to offer superior amenity and streetscape outcomes for surrounding areas and streets and support the location of parking between the building and the street.

The parking areas have been designed with a good level of quality landscape (hardscape and planting) that mitigates the effects of tarmac areas and car visibility. The report by RMM further describes this mitigation. I concur with their assessment that states "*The internal landscaping will assist with legibility and wayfinding, while also softening the expanse of carparking*" and "*A feature of the landscape design is the pocket park in the northwest corner of the site, which will provide a high level of amenity... the park will be prominent as it is located opposite a main intersection.*"

Conformance with SDP Standards

Key bulk and location standards relevant to the Site (Living Z zone) under the operative SDP anticipate a residential outcome. Therefore, compliance with these standards will be problematic for a large format supermarket building. The following breaches occur:

- Building height (SDP 8m max height / 12.32m proposed height)
- Scale of non-residential activity (SDP 300sq.m GFA / 8,105sq.m proposed)
- Number / area / height of signage (SDP max 2 signs / 7 No. signs proposed; SDP 2m height / 10m pylon signs proposed; SDP max area 1sq.m / 99sq.m total area proposed)

Proposed supermarket height is some 4m taller than a residential form that complies with the 8m height standard. Combined with the large floorplate, the result is a building that is significantly larger than that anticipated for the Site. To mitigate this outcome, the supermarket is set back 80-120m from Lincoln Rolleston Road and 50m from Levi Road with edge planting. In comparison, an 8m tall residential development would most likely be built close to the street edges (similar to existing local housing patterns) with a fenced boundary and frequent vehicle crossings. The Proposal will create a reduced impression of built form at the street edge compared to a residential outcome (due to setback from the street) with a stronger vegetated street interface. However, as noted earlier, further scale reduction might be considered through cladding treatment generating greater architectural modulation of the Southwest façade and integration of façade signage (see section 4.7). This would enable the building to convey a finer grain and offset the larger scale overall dimensions.

At 8,105sq.m the scale of the supermarket is significantly larger than the 300sq.m (max) standard for non-residential activities. This standard relates to the activity rather than built form outcomes and therefore I refer to the economic assessment by Insight Economics to address this non-compliance.

Signage for the Proposal exceeds the permitted number of signs, the height of signs and maximum area per sign. Of these non-compliances, the height of the two pylon signs (10m) and the size of the main building front sign are the most significant. I discuss signage matters later at section 3.7.

Conclusions: Site Planning, Character and Urban Form

- The Site is a right triangle with visual prominence and significance as a town-wide landmark and accessible node.
- The strategic corner location of the Site justifies variation in local patterns, creation of a focal point and memorable outcomes different to the immediate context
- The Proposal adopts several design strategies to address character, bulk and scale compatibility with the residential context. Levi Road will present as a heavily screened planted edge similar to the existing environment, mitigating adverse effects on neighbours. A more balanced approach however would be desirable allowing intermittent views onto the building. Lincoln Rolleston Road will have an attractive planted edge though further cladding treatment / subdivision of the main Southwest façade into smaller modules or visible groups would assist scale relationship with the context.
- Edge conditions include generous, high quality landscape design that will create an attractive interface between the Site and adjoining streets. I consider this to be a superior and more acceptable outcome for the local residential context than a scenario where large commercial buildings are positioned close to the street edge.
- Primary north-south and east-west accessways are proposed, differentiated from adjoining car parking aisles, that create a legible and higher amenity outcome than undifferentiated tarmac roading.
- A network of pedestrian routes create seven points of connection with surrounding streets, connecting local housing to the supermarket. The important Northwest corner associates pedestrian access with quality landscaped space, mediating between the supermarket site and local housing.
- Different car parking locations and building placement have been considered relative to the effects they would create on street edge conditions and bulk /dominance

impacts. I consider the Proposal to offer superior amenity and streetscape outcomes for surrounding areas and streets and support the location of parking between the building and the street.

4.3 Amenity Effects on Residential Neighbours

Relevant SDP provisions: Objectives B3.4.1, B3.4.2, B3.4.3; Policies B3.4.3, B3.4.10, B3.4.11, B3.4.12, B3.4.14, B3.4.15, B3.4.16, B3.4.18, B3.4.19(a) B3.4.20, B3.4.21, B3.4.22, B3.4.25, B3.4.26, B3.4.27, B4.1.2 and Policy B4.1.6. Design Guide Principle 4.10.

This section addresses amenity effects on residential neighbours close to the Site and other affected properties within the local area. Issues of bulk, scale and visual dominance, overlooking and/or privacy and sunlight shading are principally addressed and comments made on other amenity impacts where relevant (noise, dust, vibration, headlight glare).

The Proposal is located in a residential area zoned Living Z. The SDP calls for reverse sensitivity effects to be avoided and requires residential amenity effects to be managed through compatible movement levels, car parking visibility and generally the siting/setback, scale and intensity of non-residential development including maintaining a low-rise skyline and any signage.

I have disregarded any effects on the balance of the ODP area to the south of the supermarket. This land is owned by the applicant and Affected Party Approval has been provided. In any event, the supermarket setback from the southern access road is 48m and combined with the shorter 69m southeast elevation and proposed landscape treatment effectively addresses adverse effects that might limit use of the ODP balance area for housing.

With regard to shading effects, McCoy Wixon have confirmed that no shading occurs beyond that of permitted residential activity constructed up to the boundary.

Notwithstanding the above, I note that, from sunrise at mid-winter shade cast by the Proposal falls over properties to the west of Lincoln Rolleston Road, however this is gone by 10:10am. At mid-summer no shade cast by the Proposal falls on these properties and at the equinox (March) these properties are generally free from shade.

On rural zoned land to the east, no shade falls on the adjoining property at mid-winter. Some shade would fall on this land at 7:10pm at mid-summer and also at 6pm at the equinoxes.

Lincoln Rolleston Road properties (Southwest boundary)

Properties occur along the western side of Lincoln Rolleston Road. These include existing dwellings and areas zoned Living Z planned for housing intensification.

The Proposal locates the supermarket building towards the eastern boundary and setback 80m-120m off Lincoln Rolleston Road. The Site's street boundary includes a 5-6m deep planted buffer (Figure 12) of "mass tussock grass with occasional Cabbage or Lancewood trees" (RMM). The northern portion of this boundary additionally includes gabion walls and mounding, and an open landscaped area some 50m x 60m in size. A further open area (30m x 40m) is proposed to the southern portion of the street boundary.

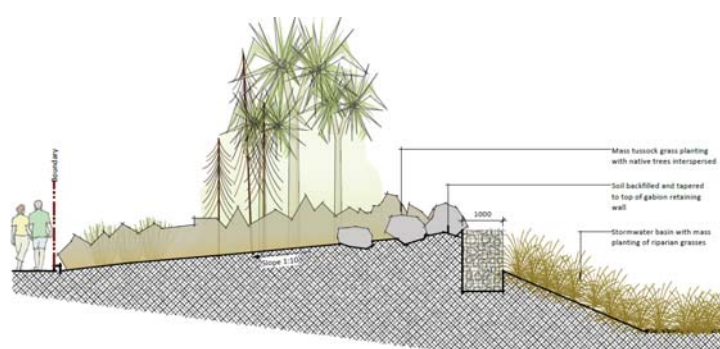


Figure 12: Planting along Lincoln Rolleston Road (RMM)

Overlooking / privacy effects

Four existing dwellings occur with frontages onto Lincoln Rolleston Road. These are set back 30m – 70m and include mature boundary planting. The combination of the deep supermarket setback and significant planting described above, coupled with the intervening Lincoln Rolleston Road corridor (20m) will effectively remove any overlooking or privacy concerns for residents along the west side of Lincoln Rolleston Road and I consider privacy effects to be **Less than Minor**.

Future planned residential intensification of this area is already occurring further south along Lincoln Rolleston Road (e.g. Reuben Ave). This tends to locate dwellings closer to the road (circa 3-4.5m) on smaller lots (600-800sq.m) with fencing and limited opportunity for front boundary planting. Nevertheless, the deep supermarket setback, generous planted edge and 20m wide Lincoln Rolleston Road corridor would create negligible (**Less than Minor**) privacy effects for any future dwellings.

Bulk and dominance effects

The view from Lincoln Rolleston Road towards the Proposal (Figure 13) provided by McCoy Wixon indicates the likely visual outcomes that will be experienced by users of this road and nearby properties. In this view, an attractive vegetated site edge enhanced by structured planting within the car park area is created. The supermarket building's 84m long Southwest elevation is visible with yellow building signage sitting above the roofline and large 'wing' forms. Car parking is partly screened though still in view. In my opinion a reasonable balance has been struck with a density and type of planting that creates a landscaped edge but permits views onto the supermarket, supporting legibility.



Figure 13: Illustrative view looking east from Lincoln Rolleston Road towards the Proposal



Figure 14: Southwest elevation (McCoy Wixon)

Overall, bulk and dominance effects from the proposed building and car park are partly mitigated by planting and setback. Further cladding treatment / architectural modulation of the Southwest façade could be considered (as previously discussed) that would reduce **Minor** bulk / visual dominance effects to **Less than Minor**.

Sunlight Shading effects

As previously noted, I have reviewed sun shading studies prepared by McCoy Wixon and confirm that no shading occurs beyond that of permitted residential activity constructed up to the boundary. Shading cast by the Proposal only occurs in the early morning at mid-winter and is gone by 10:10am. No shading occurs at mid-summer or the equinox. I consider sunlight shading effects to be **Less than Minor**.

Levi Road properties (Northwest boundary)

The land to the north of the Site is zoned Living 1 / 1B. Existing dwellings occur along Levi Road. These are detached, single storey and set back on average 6m from their street boundary. The frontages of these dwellings face south towards the Proposal and tend to display lower levels of window fenestration (their primary outlook and open spaces are to the north away from the Site). Some planting occurs to their front boundaries /yards though this is limited and hardscapes dominate due to vehicle crossings and garaging.

Along Levi Road the Proposal locates the supermarket building with a 50m setback from the street boundary. The proposed building presents a 100m long elevation towards the street with intervening car parking. At the Site's street boundary a 5-8m deep planted buffer (Figure 15) is proposed that includes tall layered pleached hedging (5.5m height / 3m width) with mixed shrub underplanting (1.2m height) (RMM).

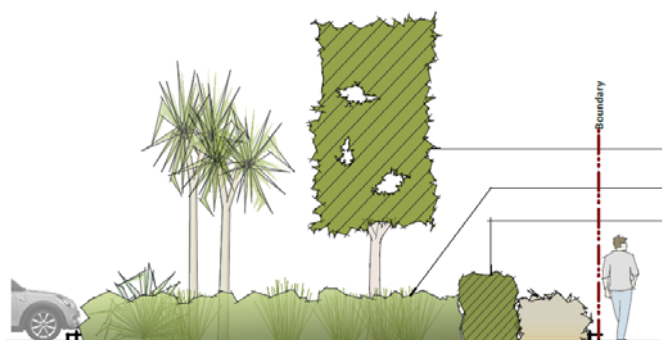


Figure 15: Planting along Levi Road (RMM)

Overlooking / privacy effects

Ten existing dwellings occur directly opposite the Site (Nos 142 – 160) with frontages onto Levi Road. As noted, these have a 6m setback with garaging and reduced fenestration due to southern orientation. The 50m supermarket setback brings the Northwest façade of the building (Figure 16) closer to the street though the elevation indicates no ground level glazing removing potential views out towards housing. Significant planting is proposed that will interrupt visual links to the Site and coupled with the intervening Levi Road corridor (22m) and northern view orientation will effectively remove any overlooking or privacy concerns for residents. I consider privacy effects to be **Less than Minor**.



Figure 16: North west elevation (McCoy Wixon)

Bulk and dominance effects

The view from Levi Road towards the Proposal (Figure 17) provided by McCoy Wixon indicates the likely visual outcomes that will be experienced by users of this road and nearby properties. Along this street the supermarket building is potentially more dominant (Figure 16) than along Lincoln Rolleston Road given the 50m setback and 100m long façade with minimal architectural modulation. However, the Site's Northwest boundary is proposed to be planted with a combination of shrubs (1.2m) and taller pleached hedging (Figures 15, 17) that will create considerable green edge screening views towards the supermarket. This planted outcome is very similar to the existing condition and therefore local residents will experience a very similar visual outcome. I consider bulk /dominance effects to be **Less than Minor**.



Figure 17: Illustrative view from Levi Road onto the Proposal (top) and existing condition (bottom)

Sunlight Shading effects

Given the position of Levi Road properties to the north of the Site, the setback and street width there will be little or no shading effects on these properties throughout the year. I consider sunlight shading effects to be **Less than Minor**.

Future properties on the balance of ODP Area 4 land (Southeast boundary)

I understand that Affected Party Approval has been provided and I have therefore excluded assessment of effects on this area.

Rural zoned land (Northeast boundary)

The land to the northeast of the Site is zoned rural (Inner Plains). That zoning allows for subdivision into 4 Hectare blocks. This is an area roughly twice the size of the supermarket site. It is therefore apparent that opportunities for any future single dwelling on this land

could easily include placement away from the supermarket proposal with significant buffer planting. An existing dwelling is already located some 60m off the common boundary (Figure 18). RMM notes that "this dwelling residence and its curtilage are surrounded by a hedge (Photinia 'Red Robin') clipped at a level above eyelevel, which will likely provide screening of the PnS Proposal from the swimming pool area in the western part of the curtilage area. There is also shelterbelt planting along the rural property's western boundary that provides screening of the site."

The Proposal locates the rear / service areas of the supermarket and truck access along the common boundary and setback 18m-47m. A 10m deep biodiversity corridor (Figure 18) that includes native trees and shrubs as a dense habitat is at the interface with the rural land.



Existing dwelling on land northeast of the Site and planting along the common boundary



Figure 18: Northeast elevation (servicing areas)

Overlooking / privacy effects

The existing dwelling to the northeast of the Site is well setback from the common boundary with the Site. Intervening landscape including the proposed biodiversity "dense habitat" will create an effective screen along the entire Northeast boundary such that the rear of the supermarket will not be in view. In any event, the rear of the supermarket is a predominantly solid façade and any windows are screened by the foreground presence of the yard canopy. Overall, I consider privacy effects to be negligible (**Less than Minor**).

Bulk and dominance effects

I am informed by RMM that the proposed Northeast boundary planting will grow to a height of 8-10m, and at that time will almost completely screen the rear of the supermarket building. In the short term the boundary will be defined by a 2m tall timber fence with emerging lower-level planting. This will result in some (short term) visibility of the supermarket building from the northeast. Due to the step in the building the amount of façade closer to the boundary is reduced to 37m + canopy building (Figure 18). Considering the large 4ha block size that provides ample opportunity for buffer planting and for the reasons provided above, I consider bulk and visual dominance effects on property to the northeast to be **Less than Minor**.

Sunlight Shading effects

Sun shading studies indicate shade extends onto the neighbouring land in the early evening (7:10pm at mid-summer / 6:10pm at the equinox). Combined with the rural zoning I consider sunlight shading effects to be **Less than Minor**.

Conclusions – Residential Amenity Effects

- All properties considered to be potentially affected by the Proposal have been assessed in terms of overlooking /privacy, bulk /visual dominance and sunlight shading.
- Privacy /overlooking effects – for all nearby and adjoining properties will be **Less than Minor**. Deep setbacks, planting and façade /window placement have been designed to achieve acceptable levels of effect.
- Bulk /visual dominance effects - on properties to the northwest (Levi Road) are assessed to be **Less than Minor**. To the Southwest (Lincoln Rolleston Road) effects are assessed as **Minor** but that can be reduced to Less than Minor with adjustments to façade modulation and roof line. Rural zoned property to the northeast will experience **Less than Minor** effects.
- Shading effects are assessed to be **Less than Minor** overall for all affected neighbours.

4.4 Architectural Concept and Design

Relevant SDP provisions: Matters of Discretion 16.10.2.1, 16.10.2.2, 16.10.2.4; design guidelines 4.1, 4.2, 5.2.

An architectural design statement has been provided by McCoy Wixon Architects. I have read that statement and agree with it. From an urban design perspective and in relation to the relevant SDP provisions, I provide further assessment below.

Large supermarket buildings present a challenge when assessed against mainstream urban design outcomes. These are typically targeted at reinforcing vibrant, intimate and streets-based centre type settings where large retail forms can be skinned with other development and /or achieving compatibility with surrounding architectural forms, styles and patterns. Urban design literature is relatively silent on best practice for stand alone large format retail typologies.

The Proposal is located within typical suburban, fine grain residential setting with housing to the Northwest and Southwest. A significant buffer between the Site and these housing contexts is provided by two busy roads – Levi Road and Lincoln Rolleston Road. It is also worth noting that the Site is at the existing township boundary adjoining rural zoned land and therefore reduces the extent of residential interface and affords opportunities for establishing a notable edge to the town.

The architectural merits of the proposal from a design perspective are:

- Providing points of difference /legible moments within conventional suburban settings that tend to be repetitive is a valid urban design 'move'. In this regard the highly visible corner location of the proposed site invites an outcome that provides a landmark within the wider suburban townscape. These landmarks might otherwise be achieved at centre locations as suggested in the Rolleston Structure Plan but have not been established. I consider the Proposal and its location to offer beneficial townscape and legibility outcomes for the area.

- Recognising the incompatibilities in scale, type and form between the supermarket and the local context, the deep setbacks proposed offer the best approach to integration with surrounding housing. This reduces the 'commerciality' of residential street environments and mitigates the larger bulk of proposed building.
- Introducing significant planted landscapes along the Site's street boundaries is a valid technique to establish quality edges. Whilst these do not provide the active commercial edges sought in the Business 1 zone, I do not consider these to be appropriate in this residential context and support the proposed landscape approach at the interface with the Site.

The Proposal interfaces with two public streets – Lincoln Rolleston Road and Levi Road. Of these, Lincoln Rolleston is deemed to be the more important route (given general growth catchment to the south and links into the town centre) and therefore the Proposal orientates its main frontage to the southwest. This frontage includes building entry, is highly glazed and displays canopy structures and signage to intuitively convey the supermarket's 'front'. Whilst the 80m-120m setback and landscape reduce visual effects, the building's 84m long southwest elevation will still need to be visible from the street. As it stands this elevation presents a long flat overall form with roofline punctuation provided only by the yellow PAK'nSAVE sign. Grouping of elements and modulation of façade forms is limited offering low levels of visual interest and reduced contextual compatibility. The commercial design guide states at 4.1 *"Scale and size relational qualities – break up large buildings into smaller modules / changes in height / step in plan, variation in materials and colour; and Form and configuration – Longer facades broken into modules of 5-10m"*. I would recommend the cladding treatment to the main Southwest façade is further refined to better support the guideline providing finer grain subdivision of the façade (a hierarchy of elements).

Typically, supermarket buildings can only support one activated front, with the remaining edges blank given the internal functional requirements (stacking, service). The emergence of online shopping and the associated click 'n collect facility that supermarkets are now deploying results in opportunities for secondary frontages. The Proposal envisages Levi Road as providing the click 'n collect facility with a dedicated access and parking layby area. This frontage is much closer to the street (50m) than the southwest condition and at 100m in length has far more building in view. As a response, the landscape proposal is commensurately greater, with tall pleached hedging up to 5.5m in height. This will significantly interrupt or even screen views towards the building to the extent that the supermarket experiences reduced visibility and legibility. Therefore, I recommend a more balanced planted edge is achieved that permits intermittent views onto the building.

Conclusions: Architectural Concept and Design

- Large supermarkets do not easily conform to traditional urban design outcomes. The merits of the Proposal include creating a point difference within the suburban context on a prominent corner, using high quality landscapes to create attractive street interfaces and utilising setback to moderate impacts.
- The proposed façade addressing Lincoln Rolleston Road is well setback (80-120m) but nevertheless is required to be visible from the street. Articulation and fenestration are proposed however refined cladding treatment leading to greater architectural modulation is recommended.
- The Levi Road façade is setback 50m and is 100m long but will be generally screened from view by proposed pleached hedging. A more balanced approach is preferred allowing intermittent views of the supermarket.

4.5 Streets and Spaces

Relevant SDP provisions: Policy B4.1.10 and Matters of Discretion 16.10.2.3, 16.10.2.5, 16.10.2.6 and guidelines 4.3, 4.4, 4.5 and 4.6.

The Landscape Plan and landscape assessment by RMM should be read as the principal assessment of open space design and quality. The following commentary is provided to supplement that assessment with a focus on urban design outcomes. I have provided a CPTED assessment that also informs the acceptability and performance of proposed streets and spaces.

I would identify Lincoln Rolleston Road and Levi Road as important urban connectors (One Network Framework) linking subregional townships and Rolleston's southern growth areas into the Town Centre. These routes are highly legible within the town's roading network but with planned housing intensification are likely to fulfil both 'movement' and, increasingly, 'place' functions. The nexus of these routes occurs at the Site with a prominent corner condition that is to be upgraded by the Council from a round-a-bout to a signalised intersection. The supermarket Proposal will reinforce the place role of these streets, providing a public destination that is reinforced by the large open landscaped space proposed for at main street corner. I support the shift towards place functions that the Proposal and planned housing will bring.

Both streets bounding the site will facilitate an increasing level of local connectivity for housing including links into the proposed supermarket. To this end, no less than seven pedestrian connections are proposed into the Site as well as the main vehicular access points. These connections are also intended to include a drop kerb and central refuge to encourage safe pedestrian crossing (refer to transport assessment by Abley). A new public pedestrian and cycle path is to be established by the applicant along the north side of Levi Road. This will enhance the level of service provided by the local pedestrian network and enable links east towards the Council's planned District Park.

Primary through-site links both north-south and east-west are proposed. These are differentiated from the general car parking access aisles through surface material change, a clear street tree structure and street furniture. The north-south link integrates a pedestrian connection for most of its length and connects the southern-most access road to Levi Road. East-west car parking pedestrian paths feed into this primary north-south connection resulting in a legible and safe pedestrian system.

Cross-site pedestrian paths (widths ranging from 1.6m to 3.5m) are proposed linking all car park areas to the supermarket store and to surrounding streets. These paths have a coordinated design language, are raised, lit and differentiated from parking aisles to ensure safe pedestrian movement and to protect from overhanging and moving cars. Planting and (in some cases) arbor structures are proposed to enhance the level of pedestrian amenity.

Public invitation into the supermarket and Site is established by several key attributes:

- Consistent and high-quality landscaped edge design including two inviting landscaped open spaces that mediate between the Site and the public street;
- Direct vehicular and pedestrian paths providing 10 points of site entry that seamlessly connect with footpaths and new crossing facilities along adjoining streets;
- The visibility of the supermarket building and in particular the Southwest main façade design; and,
- Coordinated paving and landscape design that typologically connects the Site together.

Conclusions: Streets and Spaces

- The Proposal will enhance the 'place' role of Lincoln Rolleston Road and Levi Road, improving local pedestrian amenity for existing and planned housing. A new signalled intersection at this corner is planned to be implemented by Council and will augment the place function.
- Three primary access points are provided into the Site complimented by seven pedestrian access points, resulting in a high level of public realm integration.
- A network of pedestrian paths, with coordinated design and differentiated from parking aisles are provided. These offer seven points of connection with surrounding streets.
- Attractive open landscaped spaces are provided. The larger north western space forms a landmark at the nexus of the bounding streets and creates a high quality pedestrian entry for the Proposal.
- Public invitation and any perceived privatisation is avoided by the presence of inviting and consistent landscape edges interspersed with clear and legible 10 access points.

4.6 Safety - Crime Prevention Through Environmental Design (CPTED)

Overview

The SDP refers to Safe and easy access to services (B3.4.3) and B3.4.19(a) appropriately designed car parking facilities to mitigate adverse effects on streets, pedestrian experience (B3.4.24 (a)). Design guide 4.9 calls for commercial developments to 'design to prevent crime'.

The wider national CPTED guidelines capture the SDP approach and focus on safety and security in and around the public realm and on-site streets and open spaces to which the public have or may have access. The design and management of building access control, and the safety and security of sensitive facilities within the building are excluded from this assessment.

This assessment is with reference to the Ministry of Justice National Guidelines for Crime Prevention through Environmental Design in New Zealand, Seven Qualities of Safer Places (2005). The National Guidelines define seven qualities of well designed, safer places and are used to structure the assessment.

Context

The type and nature of the setting establishes conditions with which to calibrate CPTED assessment. Relevant matters are:

- The proposed supermarket is large, providing over 8,000sq.m of retail development with 517 car parking spaces. Therefore, the Proposal will be a public destination and safety and security in the streets and spaces around it are important.
- The Proposal is in a suburban setting along urban connector routes. This is a place where pedestrian movement along the street edges can reasonably be expected at any time day or night.
- The Site itself is open to the street and therefore accessible during the day and night.
- The corner site and two street frontages create opportunity for an open and visible site condition depending on final planting and mounding design.

1 Access: Safe Movement and Connections

"Places with well-defined routes, spaces and entrances that provide for convenient and safe movement without compromising security."

- Two clear primary access routes through the Site north-south and east-west are established providing primarily for vehicular access. Footpaths along these routes are partly continuous. Seven public pedestrian entrance points from the street edges including at the main Northwest corner are provided that are legible and obvious though I recommend a condition to confirm the design of the entrance points to ensure these are open, inviting and well lit.
- Appropriate lighting to on-site accessways can be assumed to be provided by Foodstuffs SI at the next stages of design. The façade to Lincoln Rolleston Road offers the opportunity for spill lighting especially over the car park.
- Northwest corner open space - lighting to this main open space will be necessary to support safety and I recommend as a condition of the consent. Also, the mounding indicated in the landscape plan might create conditions of concealment and I would recommend a condition to confirm the detailed design of this area.
- The extent of edge activation at ground along both bounding streets is limited to residential overlooking from the opposite side, consistent with the existing wider suburban context.
- Care will be required with the design of the car park and associated edge planting to ensure visibility and safety after hours for people moving across the car park. The presence of on-site CCTV is assumed and will help address safety.

2 Context Surveillance and sightlines: See and be seen

"Places where all publicly accessible spaces are overlooked, and clear sightlines and good lighting provide maximum visibility."

- The Southwest supermarket ground floor frontage allows for a high level of overlooking of the adjacent car park. However, Lincoln Rolleston Road will have limited visual connection due to the 80-120m setback.
- The Northwest frontage offers no surveillance of Levi Road and is an area of concern especially after hours. Safety will rely on residential overlooking from the opposite side of this street, CCTV and well-maintained planting to ensure sight lines.
- It is assumed that lighting will be integrated into the design around the perimeter of buildings.
- Multiple pedestrian routes and the seven access points at the street edges will allow a choice of escape routes if required.
- Surveillance of the access way along the south of the site at the interface with the balance of ODP Area 4 is a matter to be addressed. Once this southern area is developed for residential this may introduce overlooking depending on fence heights.
- The Staff car park is not overlooked and safety for staff after hours/dark is a matter to be addressed. CCTV would promote safety and I understand Foodstuffs SI would implement a CCTV system for the Site. Once ODP Area 4 housing is established this may provide surveillance of the staff car park depending on fence heights.

3 Layout: Clear and logical orientation

"Places laid out to discourage crime enhance perception of safety and help orientation and wayfinding."

- Site-wide entrances and exits are all from adjoining streets in areas where existing or future housing is planned. The street entrances are well-signalled and are likely to be intuitively recognised. The seven entrances are pedestrian pathways and will call for landscape design, signage and lighting that promotes safety. Essentially, the path entrances should be sufficiently open and wide to allow multiple sight lines, well-lit and obviously signed to invite legitimate use.
- Internal accessways will be partly overlooked from the supermarket's Southwest frontage during opening hours. Security after hours is a matter to be addressed.
- The service areas to the supermarket are gated and I understand will have effective 24/7 supervision or CCTV control to remove safety risks, especially after hours.

4 Activity mix: Eyes on the street

"Places where the level of human activity is appropriate to the location and creates a reduced risk of crime and a sense of safety at all times by promoting a compatible mix of uses and increased use of public spaces."

- The extent of openness of the main car parking area will support safety by allowing visibility from adjacent public streets. A balance will need to be struck between the need for denser planting to mitigate bulk/dominance and openness for safety.
- The Southwest facade will support surveillance of the parking area. The Northwest parking area is not well-surveilled but CCTV will promote safety, combined with a high level of customer movement.
- The corner open space is on an open street corner though mounding and planting will need careful design to ensure safety.
- The north west street façade is blank however the housing opposite will mitigate and contribute to safety along Levi Road.
- The service areas have controlled access and are security monitored.

5 Sense of ownership: Showing a space is cared for

"Places that promote a sense of ownership, respect, territorial responsibility and community."

- The supermarket will be well managed and maintained by Foodstuffs SI with a high degree of control over on-site streets, parking and open spaces.
- The service yard is for back of house and service functions and is secured. The service yard is neither intended nor suitable for general public access. Signage 'goods only' is provided at service entry to ensure explicit definition of territorial responsibility for this space.

6 Quality environments: Well-designed, managed and maintained environments

"Places that provide a quality environment and are designed with management and maintenance in mind to discourage crime and promote community safety in the present and future."

- Good quality landscaping and maintenance of the spaces to which the public / customers have access is likely to be readily achieved by Foodstuffs SI.
- The enhancement of pedestrian amenity in vehicular-oriented spaces has been achieved through use of hardscape, surface material changes, arbor structures, lighting and tree planting.

7 Physical protection: using active security measures

"Places that include necessary, well designed security features and elements."

- The supermarket and car park will include active 24/7 security management that will support safety and security.
- No entrance gates are proposed to control public access except at the service yard.

Conclusions: Safety

The Proposal provides a suitable response to CPTED criteria. It:

- Generally establishes conditions that will deliver a suitably safe streets as well as safe and secure on-site streets and car parking. The extent of openness of the main car parking area will support safety by allowing visibility from adjacent public streets. A balance will need to be struck between the need for denser planting to mitigate bulk/dominance and openness for safety.
- Provides a high degree legibility of the two main street entrances. Design of the seven pedestrian access points will need to be designed as open, inviting and well-lit spaces.
- Creates an attractive landscaped North western corner open space as mediation between the Site and the street.
- The Northwest frontage offers limited surveillance of Levi Road or the car park and will rely on CCTV, managed planting to ensure sight lines, and overlooking from the housing along the opposite side of this street.
- The Staff car park is not overlooked and safety for staff after hours/dark will rely on CCTV or security staff accompanying staff to car parks. Once ODP Area 4 housing is established this may provide surveillance of the staff car park depending on fence heights along the front boundary.

4.7 Signage

Relevant SDP provisions: Policies B3.4.21, B3.4.22 to be of a size, design and number which maintains the quality of the environment and amenity values of the zone and avoid dominance of the skyline; and guideline 4.8.

Southwest façade and Site interface

Regarding the impact of signage, I find the building signage (Figure 14) to be inconsistent with relevant SDP provisions (B3.4.21, B3.4.22, guideline 4.8) and better integration of this sign would reduce the sign's dominance. This would include ensuring the building façade is the dominant element and the signage subservient.

The proposed pylon sign, at 10m in height, is lower than the maximum height of the proposed supermarket building (12.32m). However, given the building setback the sign will sit above the roofline of the supermarket and will be expressed on the skyline. In relation to the existing single storey housing environment, the pylon sign will be an obvious element in the streetscape being roughly twice as tall. Whilst its effect will be reduced due to the large site boundary length (240m) and orientation of dwelling living spaces away from the Site, there may still be localised effects for nearby houses where the juxtaposition creates out-of-scale outcomes. The planned housing environment in the vicinity of the pylon sign, albeit localised, will experience adverse effects on visual amenity that would be mitigated if the pylon sign height was reduced.

Northwest façade and Site interface

The Northwest façade has a recessive sign that sits within the elevation and will have minimal visual impact. However, the 10m tall pylon sign proposed at the Site's entrance will punctuate the skyline and is significantly taller than typical nearby housing. The housing environment in the

vicinity of the pylon sign will experience adverse effects on visual amenity that I consider to be **Minor** that can reduce to **Less than Minor** if the pylon height was reduced by say one-third.

Conclusions: Signage

- Consideration could be given to further integration of the facade signage into the overall composition of the Southwest elevation.
- 10m tall Pylon signage has the potential to create out-of-scale elements in the streetscape which could be mitigated by reducing overall pylon height.

5 Conclusions

5.1 Overview

A thorough urban design assessment has been made of the proposed supermarket that has been structured around urban design good practice, site-specific matters and relevant SDP provisions. The findings of these assessments indicate a high level of consistency with the identified assessment framework.

The SDP anticipates appropriate contextual compatibility of the Proposal with its residential setting. In response the proposed supermarket has been carefully positioned on the Site to mitigate bulk / dominance, privacy and shading effects on neighbours. A quality landscape edge has been developed to create an appropriate interface with adjoining streets and housing.

The scale, form and layout of the Proposal is acceptable in its 'urban connector' road context, enhancing 'place' based outcomes for existing and planned housing. Locally accessible essential retail services are provided that support growing neighbourhood catchments. In so doing I am mindful of the planned Rolleston Structure Plan and intended provision of services and facilities that have not been implemented.

For the reasons set out in this report, I consider that the application can be supported from an urban design perspective. Several minor design modifications are recommended that would improve the legibility of the Proposal along Levi Road as well as enhance relational qualities between the Proposal and its residential setting, however these do not alter my overall position that the Proposal can be supported.

Appendix A: Initial Site Layout Testing



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