

BEFORE THE SELWYN DISTRICT COUNCIL

IN THE MATTER OF The Resource Management Act 1991

AND

IN THE MATTER OF The Selwyn District Plan

AND

IN THE MATTER OF Application RC 216016- to establish a
supermarket and associated facilities on
the corner of Levi and Lincoln Rolleston
Roads, Rolleston

EVIDENCE OF GABI WOLFER

ON BEHALF OF SELWYN DISTRICT COUNCIL

28/06/22

1. INTRODUCTION

- 1.1. My full name is Gabriele Tanja Wolfer. I have been working for Selwyn District Council as their Urban Designer/Town Planner for the past 10 years. I am a senior member of the Policy and Strategy team. I hold a master's degree in Urban and Spatial Planning from the Technical University Kaiserslautern, Germany. I am an Associate member of the New Zealand Planning Institute (NZPI) and a member of the Architectural Institute Rhineland-Palatinate, Germany.
- 1.2. Although this is a Council hearing, I confirm that I have read the Code of Conduct for Expert Witnesses contained in the Environment Court Practice Note and that I agree to comply with it. My qualifications as an expert are set out above. I confirm that I have considered all the material facts that I am aware of that might alter or detract from the opinions that I express, and that this evidence is within my area of expertise, except where I state that I am relying on the evidence of another person.
- 1.3. My evidence focuses on demonstrating that the proposed resource consent request is practical and appropriate within an Urban Design/Town planning context.
- 1.4. I have reviewed the request and the submissions and have addressed them as part of my assessment where they relate to my area of expertise.

2. PROPOSAL

- 2.1. The proposal seeks to establish and operate a Pak'n'Save supermarket on the corner of Levi and Lincoln Rolleston Road in Rolleston. The application includes landscaping and car parking, as well as other associated activities.
- 2.2. The proposed activity is in the Living Z zone of the Selwyn District Plan (the Plan).

3. SUBMISSIONS

- 3.1. Council received 49 submissions, 27 in opposition of the application. The key submission points raised regarding Urban Design relate to effects from the location, visual and aesthetic effects from built form including shading, colour and signage, adverse effects on the character and amenity values of the receiving environment including light spill and safety issues.

4. EXECUTIVE SUMMARY

4.1. OVERVIEW

My evidence focuses on a response on the findings of the Urban Design (UD) assessment provided by Mr Burns of McIndoe Urban and the Urban Design matters identified within the submissions received during the notification process. I largely agree with the findings by Mr Burns in his

assessment of the proposal, however where I am of a different opinion to him, I have stated this in my assessment and have made subsequent recommendations.

It is acknowledged that within Urban Design there is overlap with other disciplines, in particular in the matters of transport, landscaping and architecture. Where relevant I have referred to the transport assessment (Abley), the architectural design statement (McCoy Wixon Architects) and the landscape/urban design assessment (RMM).

Overall, I have reviewed the proposal and the submissions received on the proposal and have assessed them against a) Urban Design Best Practise principles (see Appendix 1), Site context and c) against the operative Selwyn District Plan's Business 1 zones provisions.

4.2. KEY FINDINGS

The findings of my review concludes that in a town-wide context, the site is suited to providing the township with the essential services of a supermarket at strategic road corridors leading into the Rolleston Township.

I agree with the applicant that the site's configuration is suited to accommodate a supermarket of the proposed scale. I have included a discussion on alternative locations in my assessment, an issue raised by submitters, both in opposition and support of the proposal. I have reviewed alternative locations and consider that the proposed site contributes to a compact, consolidated urban form within a location that is accessible for all modes of transport.

Whilst I agree with the general location for the proposed activity, I am of a different opinion on the applicant's findings of the consented Pak'n'Save (RC185061) in Core Precinct 1 and the provision of active frontage and location of car parking in this application. I consider the placement of the consented Pak'n'Save on the road boundary with Rolleston Drive and the frontage treatment along this public route is achieving activation and passive surveillance along public space that is superior to the current proposal.

I acknowledge that there are fundamental differences between the two proposals. The commercial activity of the supermarket that is applied for will occur in isolation, with no other commercial activities on site or in the immediate vicinity. This fact is crucial to avoid an enlargement or fragmentation of the town centre, a potential issue identified by several submitters. The proposed supermarket is an addition to the existing two supermarkets. The existing supermarkets currently operate as an anchor to the existing , smaller retailers and ancillary businesses operating within the town centre

Due to the proposal's site's location and context, I agree in principle with the proposed two main mitigation measures applied, setbacks and landscaping, as well as other measures identified in my recommendations in Section Five.

Mr Burns states the characteristics of the site as visually prominent, strategically placed and significant as a town-wide landmark, which I agree with. I do however consider that placement of the building is being secondary to the car park, which is the dominating feature when viewed from the public space of Levi and Lincoln Rolleston Roads.

I agree with the assessment's findings and the approach that the supermarket proposal has used substantial setbacks and comprehensive landscaping as mitigation measures to adjacent residential activities to visually reduce bulk and height of the supermarket building and associated signage in a high amenity neighbourhood.

Measures such as façade treatment and cladding, as well as a limited use of corporate colour are complementary components of the proposal. I have suggested additional measures in Section Five and have made recommendations for boundary treatments to meet the vision of the Rolleston Structure Plan (RSP) and District Plan (DP) provisions.

I consider that placing the building closer to the eastern edge has shifted the impact of the bulk of the building (height and width) along this either commercial/rural or commercial/residential interface, depending on the outcome of Private Plan Change 71 (PC71).

I appreciate the applicant's approach and flexibility to mitigate effects, depending on the probable future development on the adjacent site. I consider that the applicant has addressed most of the potential effects (visual amenity, outlook, shading, noise) at this interface; I do however query the timeframe on when mitigation can be achieved and have provided further discussion on this in my assessment.

Pedestrian connectivity, safety and legibility to the supermarket is essential given that the pedestrians will have to use provided pathways to walk 50 or 100 meters respectively (depending on which road they access from) through parked cars. I commend the applicant for shifting the pedestrian access furthest to the East to a more internal location, which improves visibility and thus safety for its users and meets Crime Prevention Through Environmental Design (CPTED) principles. To ensure pedestrian safety, legibility, and amenity a clear path of at least 1.5 meters along all pedestrian routes need to be free of any overhang of cars.

Mr Burns refers to the North-West corner as being important, and I agree with his assessment, although I am unsure of the extent (area could be reduced to create a roundabout) and the subsequent usability of this space. I note that the landscape plan states the area as a 'storm water basin/overland flow area,' whereas in the AEE report it gets referred to as a 'pocket park', the UD assessment refers to it as an 'invitational space'.

In any case I consider the provision of this space as visual relief for the remainder of the site, rather than meeting the intent of OPD 4 for a Neighbourhood Park and use as a passive recreational space as part of a residential development.

I agree with the proposal's UD assessment on providing views into the site as being important for safety and legibility reasons (CPTED) and support the amended design along the North-West boundary, replacing a pleated hedge with two rows of specimen trees, which will in time become part of the avenue planting, as envisaged in the Rolleston Structure Plan. This approach should also be applied to the Lincoln Rolleston Road edge, as part of urbanising this major link into the Rolleston Township.

I have reviewed Mr Burns' assessment in terms of effects on adjacent neighbours and the effects of the proposal in terms of visual amenity and shading. I have also requested the extent of the shading to be shown on the ODP Area 9 along Lincoln Rolleston Road frontage. From the findings

(see Figure 4, para 6.11) I consider that the shading will impact the current and future housing on these residential sections. Comparing the effects from potential future residential development under the new EHS Act and the MDRS, I consider there would be similar effects occurring along this road interface, should the site be developed to that standard.

Mr Burns comments in his report on the façade treatment of the building itself and the differences in the treatments within the individual elevations. The challenge being to provide attractive, activated façades that are modulated, relatable to the residential neighbourhood and fit with the internal layout of the building and its operational settings. I consider that the application has achieved this in part, and I have made recommendations in Section Five where minor amendments to the North-West and South-West elevations would make a positive difference to the overall proposal and (perceived) pedestrian safety.

I agree in principle with the applicant's mitigation method of a façade treatment to visually reduce the scale of the proposal for adjacent residential sites and support Mr Burns recommendation for further modulation to offset the larger scale overall dimensions in line with a residential context. Modifications to reduce the use of corporate yellow colour along the Southwestern Elevation within on-building signage are recommended and would be a response to submitters who have identified the use of bright colour non-complementary to the present environment.

I have reviewed Mr Burns' comments in terms of pedestrian access and inviting the public into this space and concur with his observations, in particular his comment on the applicant providing a lighting strategy as part of this consent. I note that light spill and the amenity effects on adjacent properties at night- time needs to be addressed as part of that strategy. Appropriate lighting along the main pedestrian routes to the main entrance is required for wayfinding and safety reasons and need to be incorporated as part of the overall design. I have made recommendations in Section Five to improve visibility and perceived safety along pedestrian routes within the building façade.

I concur with Mr Burns' findings in regard to the two free-standing pylon signs, where he states the 10 meters high signs to be an out of scale element in the residential neighbourhood and also out of context for signage in town centres in Selwyn. This observation is also shared by submitters. While I appreciate his amendments as part of the RFI response, recommending eight meters for each pylon sign, I consider his recommendation has not gone far enough. I consider a free-standing sign each of a maximum of six meters in height to be in keeping with both the residential surrounds and other consented supermarket signs in the district. Potential light spill from this signage needs to be addressed in this context as part of an overall lighting and signage plan.

5. URBAN DESIGN ASSESSMENT

Assessment follows the Business 1 zone objectives, policies, and rules, which provide an appropriate framework for assessing the effects of this discretionary activity in a residential zone.

In assessing the effects of the proposal on the adjacent properties I have taken into account the activities that are currently occurring or might be occurring in the reasonable future (e.g. Eastern

boundary and remainder of site), taking into account the Management (Enabling Housing Supply and Other Matters) Amendment Act 2021 (EHS Act), which enables residential zones within the Selwyn District to be developed to the Medium Density Residential Standards (MDRS).

5.1. THE SITE IN CONTEXT

The proposal seeks to establish a large format Pak'n'Save supermarket and associated car parking, landscaping, storm water management areas, service areas and signage on the corner of Levi and Lincoln Rolleston Roads in Rolleston.

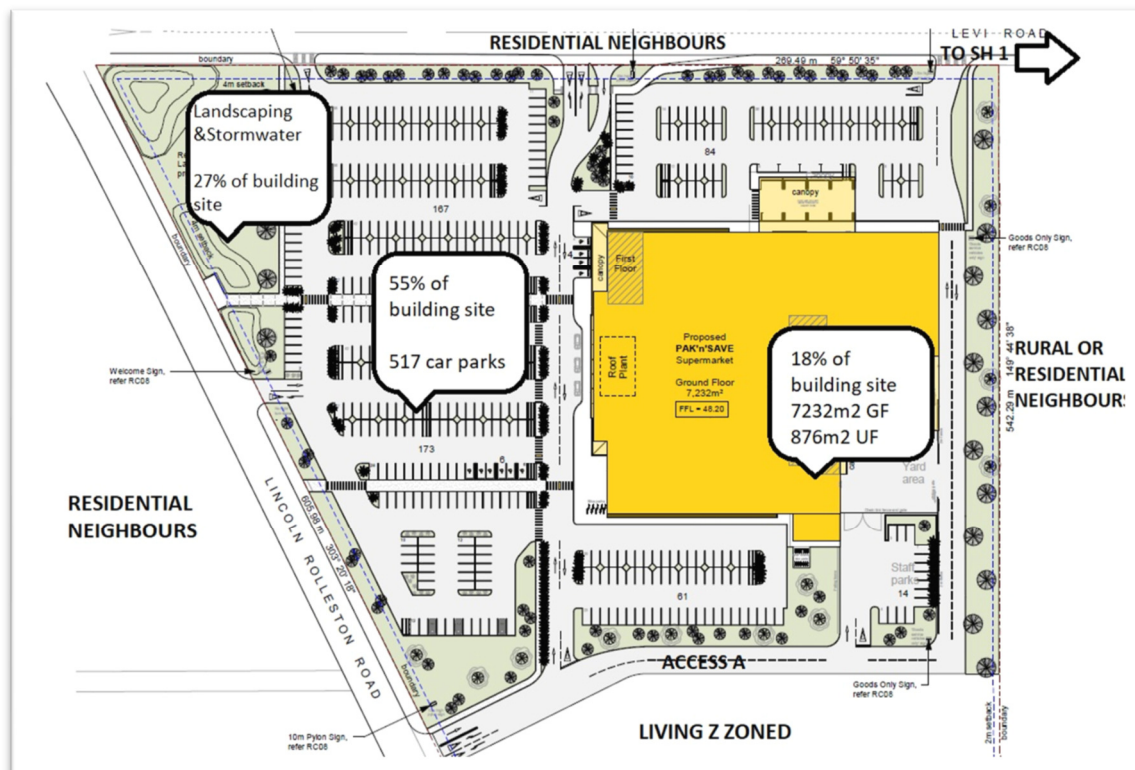


Figure 1- Building site configuration

SITE CHARACTERISTICS

- Situated at 157 Levi Road
- Corner site, strategic location, on-route to and off motorway (SH1)
- Both Levi Road and Lincoln Rolleston Road are Collector Roads
- Overall site is 7.2 hectares(ha), zoned Living Z (Residential)
- Adjacent sites to the North-West and South-West are Residential, site to the East is zoned Rural
- 4.1ha building site (57% of overall site)
- 0.72ha built form (18% of building site), 7232m² on ground floor, and 876m² within Mezzanine
- 2.2ha used for car parking (55% of building site), resulting in 517 car parks
- 1.1ha used for landscaping and storm water management (27% of building site)
- Signage, lighting, pergolas, bike shed, street furniture (part of the proposal)

5.2. TOWN WIDE URBAN STRUCTURE

ROLLESTON STRUCTURE PLAN (2009)

The intention of the Rolleston Structure Plan (RSP) was to provide a long-term strategic framework to guide the development pattern and process for the Rolleston Township until 2075.

One of the four parts of the RSP was establishing a centre strategy to determine locations and functions of the different (commercial) centres within Rolleston.

Unprecedented growth has resulted in a much faster uptake of land up to the extent of the metropolitan urban limit (MUL) as of date.

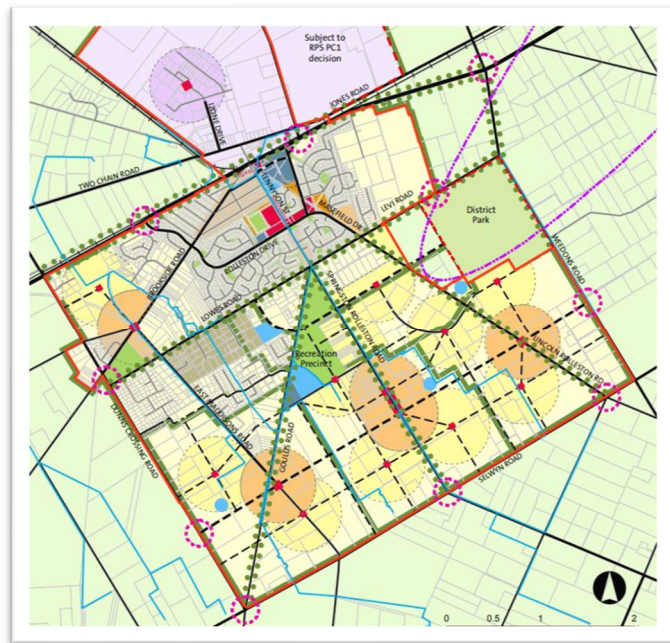


Figure 2-Rolleston Structure Plan

Two legislations, the COVID -19 Recovery (Fast-track Consenting) Act 2020 and the Enabling Housing Supply and other Matters Act 2021(EHS Act) have been adopted, affecting the speed, location and type of development occurring in Rolleston.

Several submissions raised the valid concern that the proposed location is in relative, but not direct proximity to the existing Rolleston Town Centre (RTC) (approximately 1km away) and thus could add to a fragmentation and/or enlargement of such. One submitter referred in this context to an unplanned 'satellite' retail area.

The RSP has identified a road map for where smaller local and neighbourhood centres should be positioned within the township (see Figure 2). Creating out of town centre 'nodes' that provide essential services to the immediate neighbourhood is part of this strategic planning framework document.

The implementation of locations for these 'nodes' has been somewhat fluid with to date only two local centres that have been established (within Stonebrook and Faringdon subdivision) and three more proposed (Acland Park and within Private Plan Changes 64 and 78).

The RSP indicates a local centre within Helpet Park, on a council owned site that has to date remained undeveloped and which is located approximately 800 meters from the proposed site.

The proposed supermarket site itself is however is not within one of the identified locations for a Neighbourhood or a Local Centre.

5.3. EFFECTS ON ROLLESTON KEY ACTIVITY CENTRE (KAC)

Policy B3.4.24 (a) *“recognises that there is a demand for Large Format Retail (LFR) that is appropriately located in the B1 zone and that “LFR can be an important contribution to the economic and social vitality of a town centre.”*

I appreciate the application of a supermarket of this size and bulk at the eastern entrance to Rolleston would provide a convenient shopping opportunity for commuter traffic between Christchurch and Rolleston. I am also aware of the potential risk to the vitality and vibrancy of the town centre.

To reiterate above, the RSP does not specifically identify the proposed location of the Pak’n’ Save supermarket as a neighbourhood centre or for commercial activities.

Supermarkets are identified as major retail anchors that provide essential services. In many cases they provide the platform for attracting people into an area, creating the activity and numbers those smaller retailers and businesses heavily rely on to be in business.

Placing a supermarket away from the currently developing and expanding town centre is a risk that subsequent commercial development will follow, which could result in re-locating activity and spending power. Another subsequential effect is that by attracting a significant number of residents on a regular basis this could possibly be reducing ‘by chance’ interactions on other parts of the town centre.

For the many benefits of supermarkets as anchors in town centres I consider retaining the New World (and Countdown) supermarkets essential to keep pedestrian activity and vitality in the Rolleston Key Activity Centre (KAC). Since the proposal will not be replacing but adding to the current supermarkets in Rolleston, smaller ancillary businesses can remain to rely on their role as retail anchors.

While I generally agree with the benefits mentioned, I am mindful of the potential effects should the Pak’n’Save supermarket be extended with additional commercial development on the remainder of the site and subsequent effects on the function of other Neighbourhood Centres in general and Rolleston Town Centre in particular.

The proposal is located approximately 1km away from the town centre and as it stands does not compete with these types of offerings, nor will it be the same shopping experience.

To confirm above I have relied on the findings provided by Insight economics and their experts opinion which concludes that the proposed development will not significantly alter the role and function of the Rolleston Town Centre, nor create an alternative centre, as it only provides for one store type only.

Overall, I agree with the placement of the proposed supermarket in its proposed location on the corner of Levi and Lincoln Rolleston Roads, given that the supermarket remains the single retail activity on site, thus not creating an alternative centre or local centre node that could compete with existing or planned centres.

5.4. ALTERNATIVE LOCATIONS

The appropriateness of the location has been queried by several submitters, both in opposition and support of the application.

Submitters have voiced that they do not consider the site at 157 Levi Road to be an appropriate location for a large supermarket and have identified alternative locations within Rolleston, which indicates that there is support for the activity, but not in the proposed location.

Submitters suggested that IZONE or the area north of SH1 near NPD to be a much more suited location.

I have reviewed the submitters suggestions and note that IZone in the current configuration is an industrial area that is physically segregated from the residential parts of Rolleston by State Highway 1 and the Midland Railway Line. Waka Kotahi's flyover project, scheduled to be finished by 2027, however will improve connectivity between either side of the State Highway, including provisions for pedestrian and cycling connections. I also note that Council has received another supermarket application for this area.

Sites closer to Faringdon or within new subdivisions were also mentioned as possible locations that would be better suited to the commercial activity of a supermarket, as one could be planned from the on-set as part of an overall masterplan, rather than added to an existing residential environment.

The benefit from this approach lies in that future residents can be made aware of a supermarket in the vicinity prior to purchase of a section.

Regarding the argument raised by a submitter that a supermarket is proposed in an established residential environment I would like to point to my discussion on the potential impending changes by the government to increase site density via the EHS Act (para 6.6), which will apply to established residential neighbourhoods (via infill and intensification) and the PC71 greenfield development via an overall higher density.

The impending change in the neighbourhood could be a wider form of typologies and larger bulk and scale of these, which may see changes that could affect the current outlook and the character and feel of the existing environment.

I consider that most of the visual and amenity effects associated with supermarkets remain the same regardless of being placed within the proposed location or within a new subdivision and need to be assessed and addressed regardless.

One submitter suggested PC73 as an ideal place for commercial development including a supermarket to act as a buffer to the wastewater plant.

Private Plan Change 73, at the time of writing in the appeal process, is a location that is surrounded on three sides by rural land and bound by SH1 to the North. I do not consider development in this location to be in keeping with achieving a compact, consolidated urban form.

Locating the supermarket in the proposed location takes advantage of the sites shape (similar length and width), which supports the Plan's intent to achieve a compact town shape and consolidated urban form of Selwyn's townships.

Due to the site being surrounded on potentially all sides by housing, the proposed supermarket will be very accessible from surrounding sites, which might encourage people to walk or bike. The extent of these benefits might be small-scaled due to the nature of modern large-scale supermarket and the much wider catchment of customers being beyond the township.

I have reviewed alternative locations and consider that the proposed site contributes to a compact, consolidated urban form within a location that is accessible for all modes of transport.

5.5. SITE PLANNING, URBAN FORM AND CHARACTER

The proposal uses setbacks and landscaping as the two main mitigation measures to reduce the bulk and dominance of the built form in contrast to existing low-density residential housing stock in the immediate vicinity.

I do note in this context that the site itself and larger sites on Lincoln Rolleston Road could be subdivided/infilled under the recent Enabling Housing Supply and Other Matters Amendment Act 2021(EHS Act) and subsequent Medium Density Residential Standards (MDRS) could lead to a higher density of housing with typologies that are multi-storey and attached, resulting in longer façade lines, and built form of a higher density/scale than currently experienced in this neighbourhood. The MDRS could also be applied to surrounding smaller residential sections and see them intensified with up to three units per site of up to three storeys in height.

Submissions on the proposal raised the issue that there would be adverse effects on the character and amenity values of the surrounding environment, being residential, the supermarket being an incompatible land use and that the current semi-rural feel will be changed by the proposal. I have responded on these issues in the following paragraphs of my assessment.

One submission identified that the vistas to the Port Hills and the Alps will be impacted by the proposal. There are currently limited views of the Port Hills from Levi Road, due to foreground hedges and vegetation. Under the MDRS scenario this is not expected to change. Some filtered views might be available from Levi Road over the car park area. The primary existing viewshaft affording 'views and vista' however to a section of the Port Hills will be preserved down the Lincoln-Rolleston Road corridor.

5.6. EFFECTS ON NEIGHBOURS

The proposed supermarket is located in a residential zoned area bound on two sides by collector roads that feed into the town centre. Existing residential neighbours are adjacent to the site both on Levi and Lincoln Rolleston Roads. The remainder of the overall site is also zoned for residential housing. The adjacent site to the East is zoned rural but is undergoing a Private Plan Change (PC71), asking for this land to be rezoned residential. In this case the proposal would have a commercial- residential interface on all boundaries.

Council's policies and design guidelines seek outcomes where any new built form contributes to a high-quality public space, where the architecture of a building takes priority and where car parking is

situated to the side and or the back. Developments that address the street and integrate with adjoining development can create high quality pedestrian environments that encourage walking and allow for chance encounters.

While I consider these outcomes desirable for all built form, their application requires to be assessed in context and in general is targeted to businesses, such as offices and retail in a town centre context. To reiterate, if this proposal would have been within a town centre, my recommendation on placement of the built form on such a prominent corner would have been different.

In this particular case the commercial activity of the supermarket that is applied for will occur in isolation, with no other commercial activities on site or in the immediate vicinity- integration with other commercial built form is therefore not required.

Due to this setting the main response and mitigation efforts need to be towards the sensitive nature of adjoining existing and future residential sites and the public space surrounding them.

Due to the proposal's site's location and hence different context, I agree in principle with the proposed two main mitigation measures, setbacks, and landscaping, to address the effects on adjacent residential and non- residential neighbours.

5.7. EFFECTS AT THE LEVI ROAD INTERFACE (NORTH-WEST BOUNDARY)

I agree with Mr Burns recommendations for a 'balanced approach' in his RFI response to change the initial pleated hedge planting to specimen tree plantings, which will provide in years to come a balance between partly screening and thus mitigating the visually dominant bulk of the supermarket and allowing views into the site at human eye level.

Both aspects are considered positive outcomes from an urban design perspective in terms of retaining some pleasant outlook for adjacent residential neighbours, while creating an attractive and safe pedestrian environment at the public/private interface.

Rolleston lacks mature tree plantings, which is why in time the vertical form of the closely planted specimen trees will support creating the high amenity avenue effect envisaged in the Rolleston Structure Plan.

I also confirm that having tree plantings will create visual variety during the seasons and will provide some transparency into the site along pedestrian and cycle routes, which is important to meet perceived safety aspects as per national CPTED principles.

I agree with the assessment of Mr Burns that the 50 meters set back along this boundary as one appropriate measure to reduce the visual impact of the bulk and height of the building along this boundary. Sections opposite have their front yard, garage and access off Levi Road and private outdoor living space at the back behind dwellings, which means their main outlook would not be compromised by this proposal.

Overall, I consider that the effects on pedestrian amenity and the residential character of the neighbourhood have been correctly identified and addressed along this interface.

5.8. EFFECTS AT THE EASTERN BOUNDARY (RESIDENTIAL OR RURAL INTERFACE)

Although addressed by Mr Burns as less than minor, I consider due to the placement (closest elevation to boundary) and function (back of house, delivery, and storage) of this part of the proposal a comprehensive response to mitigate potential effects along this interface as appropriate.

I consider that in the case of the adjacent site to remain rural, the provided landscaping treatment is sufficient to mitigate effects from the proposal. In a rural environment sheds, barns and other buildings that are setback 30 meters from any boundary are permitted up to a height of 12 meters, grain silos up to 25 meters in height. In my opinion the proposed 18.5 meters setback, proposed landscaping in combination with fencing is an appropriate response should the interface along this boundary remain rural.

This response needs to be adjusted in the case of a possible residential interface. As of the time when writing this evidence an interim recommendation was released to approve in part PC 71 on the boundary for residential development. This indicates that the proposed treatment along the boundaries would have to achieve a level of residential amenity that future residents within PC71 might reasonably expect.

Objective B4.1.2 of the SDC directs that *“new residential areas should be ‘pleasant places to live’ and ‘add to the character amenity values of townships.’”*

The goods and service drive through delivery yard adjoins this boundary. Effects on amenity from manoeuvring and unloading of heavy vehicles (light spill, reversing signals and noise) would not be conducive to creating ‘a pleasant place to live’ or to the reasonable expectation of residential amenity for people that might be living next door.

I note that the proposal relies heavily on the performance of the adjacent proposed landscaping and tree planting buffer, as architectural detailing along this façade is limited, which is reflective of the back of house function.

While I consider that proposed fencing will provide relief for some of above effects, the visual relief that is to come from the trees and landscaping becomes particularly relevant should PC71 be granted, and the adjacent site being used for residential activities.

I agree in principle with the applicant’s approach but consider that 10 years as the earliest for when mitigation occurs, (as advised by RMM as part of the RFI), is not an appropriate timeframe, as the effects from the proposal will be instant and very much visible.

To reduce the proposal’s bulk, height and substantial continuous façade length (85 meters), either the proposed landscape buffer needs to be effective in a shorter time frame or additional measures need to be taken to mitigate the visual effects from the proposal (deeper setbacks, further articulation to break up façade length and bulk).

The shading model provided by the applicant shows adjacent sites get shaded by the proposal in winter at 9am and 5pm. Mitigation effects could include deeper sections on adjacent site, retaining the shelterbelt hedging in the meantime until planting reaches maturity and maintaining the landscape buffer closest to the boundary at a height that is appropriate to the residential context.

I consider that the effects from the proposal on amenity and the potential residential character along this boundary and potential future residential activities can only be partly mitigated by the proposed landscaping/tree planting buffer. To limit shading for adjacent sites a maximum planting height needs to be determined and maintained.

5.9. EFFECTS AT THE SOUTHERN/INTERNAL BOUNDARY (RESIDENTIAL INTERFACE, REMAINDER OF SITE)

I note that the remainder of the site, also zoned Living Z, is in the ownership of the applicant and Affected Party Approval has been provided.

Any future residential activities would have to respond to the outcomes of the shading model provided, which confirms that there are shading effects from the proposed built form of the supermarket on future residential land.

Future sites would benefit from deeper sections and softening treatment along the approximately 170 meters long interface with access A, the access road for deliveries and goods.

5.10. EFFECTS AT THE LINCOLN- ROLLESTON ROAD INTERFACE (SOUTH-WEST BOUNDARY)

SHADING

I have reviewed Mr Burns assessment in terms of effects of adjacent neighbours and the effects of the proposal in terms of visual amenity and shading. I have also requested the extent of the shading to be shown (see Figure 4 below) on the Lincoln Rolleston Road frontage and the residential sites to the West. This area sits within ODP area 9 and consists of larger Living Z zoned sections.

As shown in Figure 4 there will be shading effects on adjacent residential properties at certain times of the year and for a period of time due to the height and bulk of the proposal.

A comparison model of the effects from possible future residential development under the new Enabling Housing Supply and Other Matters Act (EHS Act), which could be developed within the underlying Living Z zone, as opposed to the proposed supermarket building, would have been helpful to determine the extent and difference in shading on adjacent sites along Lincoln Rolleston Road and the area beyond.

The MDRS allowing for up to 11 meters of height and three units per site could translate into apartment buildings and terrace housing, both housing typologies having a bigger scale (being multi-story, attached, within longer façade length) to what is currently present. The MDRS also permits much narrower internal setbacks to increase density- on the ground this translates to housing that can be placed only 1.5 meters off the road boundary, thus increasing the probability of shading across Rolleston Lincoln Road. I note in this context that while EHS Act enables this type of development the MDRS does not stipulate minimum height or certain typologies and residential development on the site could be of a stand-alone, detached, single storey typology regardless.

Cumulative I would expect that shading from residential development if developed to MDRS would have shading effects on adjacent sites.

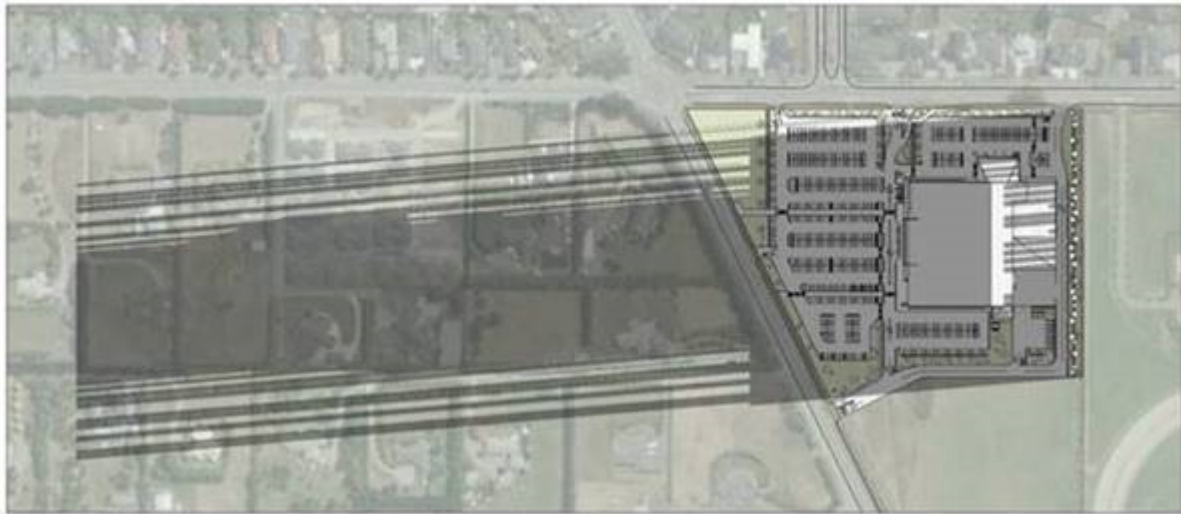


Figure 4-Shadow model (McCoy Wixon Architects)- Winter solstice 9 am

I consider that shading from the proposal will impact the current and future housing on these residential sections, which won't be able to be mitigated.

I consider that shading from the supermarket building along this boundary will impact current and future housing on residential sections along Lincoln Rolleston Road, as illustrated in above figure, which are likely not able to be mitigated due to height and bulk of the built form. I consider that similar effects could occur should the site be developed in accordance with the EHS Act and the MDRS being applied to development on site.

LANDSCAPING

While I appreciate in principle the proposed planting strip and its width, I do not consider an informal approach in this location appropriate to support the objectives of the Rolleston Structure Plan (figure 7.3, page 98), which seeks a more formal type of avenue planting along Lincoln Rolleston Road. Lincoln Rolleston Road does not only provide access to individual sites but has been identified as a major link into the town centre and the wider community and has been confirmed by the applicants' experts as the primary route into town- in my opinion the road formation and design needs to reflect this function.

Avenue planting, if done correctly, creates visual interest, leads people towards destinations (the town centre), while clear tree stems allow views into the site.

Avenue planting can occur within the public realm, in this case it is considered appropriate to be done within the proposed landscape strip as part of the upgrade of this road frontage to an urban standard.

The applicant has added additional specimen tree planting to the informal tussock planting as part of the RFI response (as shown on the landscape plan provided by RMM). While this approach is appreciated, the amount, spacing and placing of these trees does not suffice to create the intended avenue effect along this frontage.

If this site would be subdivided into individual sections under the operative plan and be developed for medium density housing, each site would currently have to provide 1 specimen tree per site; should the site be developed in line with the provisions of the Business 1 rule package, then the landscaping strip requires a minimum of two trees per 10-meter road frontage.

I consider a review of this frontage in terms of the type and amount of tree plantings appropriate. Additional specimen tree plantings would also add to the streetscape, provide visual benefits (outlook) to adjacent residential neighbours and help to mitigate the effects on the residential amenity and pleasantness of the adjacent residential land.

In addition, I note that there are no proposed tree plantings along the secondary pedestrian route off this road frontage, currently without an arbour structure, which could be easily incorporated into the overall design.

Overall, I consider that some amendments to the landscaping provisions along this boundary are required to reflect the role and function of Rolleston Lincoln Road in the wider context. I consider a review of this frontage in terms of the type and amount of tree plantings appropriate. I also consider that additional tree plantings to be added to the secondary pedestrian route within the car park, coming off this road frontage.

5.11. ARCHITECTURAL TREATMENT

Rule 16.10.2.1 of the District Plan directs Council to consider *‘the extent to which the development contributes to visual variety, including in relation to the architectural modulation and detailing proposed.’* Council’s Commercial Design guide states scale and size related qualities with the intent to break up bulkier forms and longer façades into smaller modules.

The surrounding established areas are characterised by stand-alone, single storey housing with hipped or gabled roofs, on low-density sections between 1000m² and 1400m² along the Levi Road interface and larger sites (1 ha plus) on the Lincoln Rolleston Road (LRR) interface, with sections along both roads having the capacity to be subdivided further. Existing houses along LRR are setback and placed behind mature tree planting, whereas houses along Levi Road are much closer to the road with driveways and front doors irregularly spaced (between 6-17 meters) along the street frontage.

Several submissions have raised the possible dominance of the proposed built form and the building not being able to blend into the receiving landscape, but rather dominate and stand-out.

I consider that the proposal has undertaken measures to complement and soften rather than to integrate. A ‘blended’ approach being difficult due to the built form and configuration of supermarkets. Where possible the applicant has addressed this issue by using a material mix and providing detailing within the façade treatment and cladding along the street facing frontages. The use of the yellow corporate colour is limited to strategic locations.

For the majority, I am satisfied with the proposals approach to create architectural detailing, modulation and variation including roof shapes and use of arbours and pedestrian entrances to respond to the residential context.

I further agree with the applicant's mitigation method to visually reduce the scale of the proposal for adjacent residential sites. I consider that there is scope for improvement within the façade along Lincoln Rolleston Road. In this context I agree with Mr Burns' assessment in that the building is significantly larger than that anticipated for the site. The scale of a residential house would be a maximum of 300m² versus the built form of the supermarket of more than 8000m².

Façade modulation along the South-West elevation has resulted into a façade that is split into segments. Each of these three segments is between 26-30 meters in length. I agree with Mr Burns in his assessment that 'greater modulation of the South-West façade...' would enable... "to offset the larger scale overall dimensions in line with a residential context." Part of these amendments could extend to reducing the use of corporate colour along this façade and replacing it with alternative softer coloured cladding used elsewhere for the building. An improvement to the visual dominance of the building along this elevation could be to split each of the three building segments further.

I support Mr Burns' findings and support further modulation, which would visually split the 'book ends' of the building into residential scaled (15 meters) façade lengths. I recommend a five-meter reduction in the use of corporate colour along either side of the on-building signage.

5.12. EFFECTS ALONG AND WITHIN DE-FACTO PUBLIC SPACE (NORTH-WEST ELEVATION)

I appreciate the applicant's efforts to increase glass openings along this frontage and consider the RFI response of the 9x3m added glass panel incorporated at ground level within the façade of the building along this frontage, as positive.

However, this added glazing is only approximately 8% of the overall length of the building façade, with the majority of the building having a solid façade (55 meters to the east and 39 meters to the west of the glazing respectively) along a path, where public is present. I agree with the findings on page 4 of the Architectural statement that "... Levi and Lincoln Rolleston' road façades being 'the most active in terms of visual and customer interface.'"

The applicant refers in the RFI to a '35 meters wide and 4 meters high glazing band' along this frontage. I agree that this form of glazing will provide daylight and some vistas, it does however not contribute to any passive surveillance onto space occupied by the public at ground (eye) level.

I note that the architectural assessment refers to a 'light filled main access stair fully glazed to the northwest,' and I agree that it would not only provide visual interest but would provide visibility around the corner. I have reviewed the original application and the latest elevation plans and renders provided as part of the RFI (RC05rev1). They do not show a fully glazed staircase to the ground floor but show precast concrete panels on the ground floor up to the corner.

A solid façade at eye level becomes an issue from a safety and CPTED perspective for pedestrians using the footpath between the main entrance and the click and collect area and the pedestrian network beyond.

Pedestrians using this pathway need to be able to see where they are going when going round the corner. Additional glazing could be provided within the staircase or the offices along this elevation.

I consider that pedestrian safety and legibility along the North-West elevation could be improved by incorporating additional glazing that wraps around the building façade. One way to achieve this would be to have a fully glazed access stair providing glazing at ground level as referred to within the architectural assessment.

5.13. EFFECTS ALONG AND WITHIN DE-FACTO PUBLIC SPACE (SOUTH-WEST ELEVATION)

This frontage does not incorporate any glazing along the footpath at eye (pedestrian) level.

An (approximately 55 meters) walk from the entrance of the building to the staff bike parking area is along a solid façade; part of this walking experience is round the corner of the building.

A solid façade at eye level becomes an issue from a CPTED perspective. Pedestrians using this path need to be able to see where they are going in particular when going round a corner.

I consider that pedestrian safety and legibility along the South-West elevation could be improved by incorporating additional glazing that wraps around the corner of the building façade.

5.14. BUILDING ENVELOPE (EAST ELEVATION)

This frontage holds the back of house activities, including the bulk store, preparation, and yard areas. The majority of the façade is along the delivery access, placed some 18 meters off the eastern boundary. Part of the yard area is uncovered and built form is stepped back at this point.

Should the adjoining site remain rural: I consider the façade treatment appropriate given the operational requirements and the publicly excluded use of this part of the site. Should the adjoining site be rezoned to residential: Please refer to my discussion under para 6.9.

5.15. STREETS AND SPACES

EFFECTS ON THE PEDESTRIAN ENVIRONMENT

Policy B3.4.24(a) of the District Plan seeks to *“ensure that B1 zoned town centres are walkable and well-integrated” by “ensuring that development supports the urban structure by providing for direct and logical pedestrian routes within and through larger sites and to entranceways along desire lines.”*

I agree with the applicant’s approach to mitigate the effects associated with a car park that could accommodate more than 500 car parking bays. For a proposal of this scale and in particular associated hard surfaces for car parking, softening measures needed to be of equal proportion. This includes soft edges along the public road space, internal provisions for specimen trees and landscaping, as well as softening measures to integrate with adjoining residential sites to the North-West and South-West and potential future residential housing on the remainder of the site and to the East.

I consider the applicant has sufficiently addressed the majority of aspects that contribute to pedestrian accessibility and safety including using appropriate car park landscaping that improves amenity aspects, while retaining the safety of the site by being able to have visibility at eye height into the carpark and vice versa.

In terms of pedestrian accessibility and to ensure pathways throughout the car park remain accessible I suggest using wheel-stops along all pedestrian routes, this will avoid overhang of cars and ensure clear pathways remain.

I note that while rows of tree plantings have been incorporated into the overall car park design a row along the second pedestrian route has been missed. Having additional tree planting would assist to lead pedestrians and provide additional tree canopy (shade, shelter, interest) in this location.

A number of customers will want to use their bike when shopping at Pak'n'Save. The site plan only shows one location for public cycle parking. I recommend adding at least one other area for cycle parking, to give easy parking abilities to cyclists coming on site off Levi Road.

5.16. SIGNAGE

FREE-STANDING SIGNAGE

I agree with Mr Burns' assessment that the initially 10-meter-high pylon signs on both Levi and Lincoln Rolleston Roads to be of a height and size that is not in keeping with the residential context. While the RFI has since amended these structures to 8 meters, this is still considered outside what can be reasonably expected in a residential environment. The proposed eight meters high free standing pylon sign along Levi Road, which is lit up at night is considered out of context in terms of height and bulk and also when compared to other supermarket signs in the district.

The consented Pak'n'Save sign in the Rolleston Town Centre is six meters in height and is 13m² overall and is considered an appropriate outcome in terms of advertising on a site surrounded by residential sites; other examples of consented signs for supermarkets (Countdown) also have a maximum height of six meters.

The proposed site and adjacent sites along Levi and Lincoln Rolleston Roads are residential and having an eight meters high signage is creating a dominating appearance in a high amenity area; this creates unduly effects that may be increased by having the signs lit.

Overall, I consider that the two 8-meter-high pylon signs not to be structures that are not reasonably expected within a residential zone, and I consider them out of context in Selwyn District. To respond to the sensitive nature of residential areas, the signs need to be reduced to a maximum of six meters in height.

Illuminating needs to be controlled and limited to times of operation to minimise light spill effects on adjacent sites.

5.17. EXISTING PAK'N'SAVE CONSENT (RC185061)

Having reviewed the site and elevation plans for the consented Pak'n' Save (see below) and it's layout I am unsure about Mr Burns assessment that there will be a blank wall along Rolleston Drive or open parking when in fact this proposal achieved not only an active frontage along public space (by providing 40% of glazing at Ground Floor level along Rolleston Drive), but has also subsequently placed car parking to the side of the building. Additional pedestrian routes were part of this consent ensuring an integration with existing shops and aligning with future routes under ODP 29C(i) as and when a connection to the new town centre could be facilitated, thus providing an opportunity to fully integrate the supermarket with the remainder of the town centre.

I consider these elements of active frontage and passive surveillance worth incorporating into the proposed design and have made recommendations to this effect in Section 6 below.

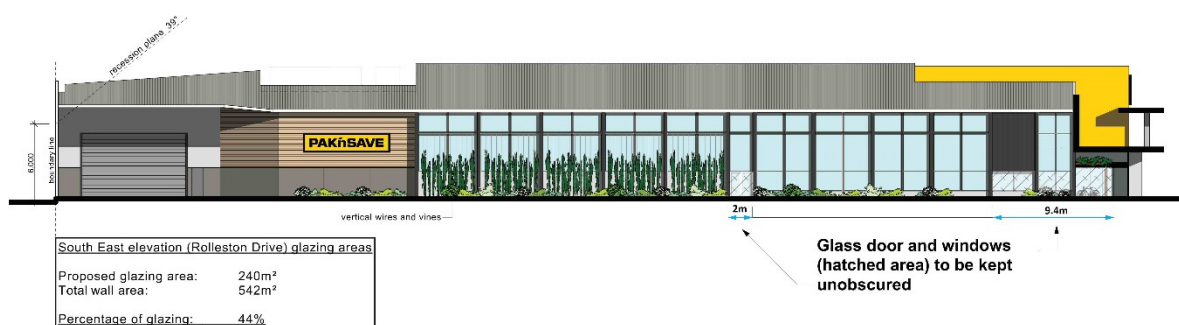
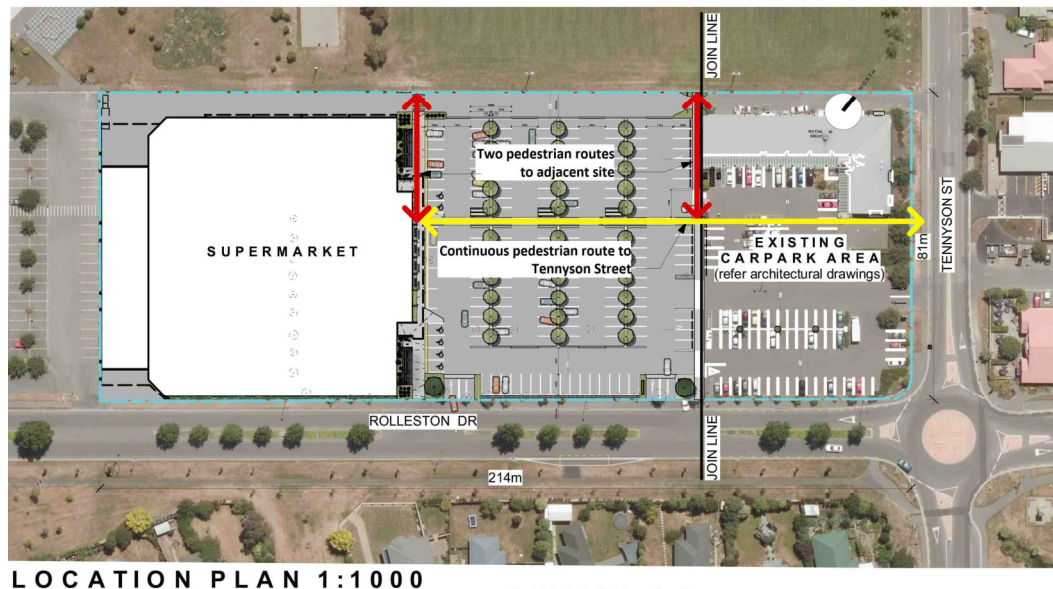


Figure 3- Location and Elevation Plans along Rolleston Drive consented Pak'n'Save

I disagree with the UD assessment in terms of the provision of active frontage within the previous consented Pak'n'Save on Rolleston Drive. In my opinion this proposal was a successful example of integrating a supermarket within a town centre context.

6. RECOMMENDATIONS/AMENDMENTS TO THE PROPOSAL

From an urban design perspective, the application for a Pak'n'Save supermarket in the proposed location can be supported in principle, if design iterations that reflect the intentions of national Crime Prevention Through Environmental Design (CPTED) principles, design outcomes for commercial buildings in the Selwyn context, and best practise design as recommended below are adhered to.

If the application were to proceed, I would recommend the following iterations:

BUILDING ENVELOPE- NORTH-WEST ELEVATION

- For safety reasons pedestrians needs to have visibility round building corners. This visibility could be achieved by having a glass canopy for the proposed staircase (as mentioned on page five within architectural assessment by McCoy Wixon Architects)
- Additional glazing on Ground floor level would add natural light for the proposed offices and would add to the glazing along this frontage

BUILDING ENVELOPE-SOUTH-WEST ELEVATION

- For safety reasons pedestrians needs to have visibility round building corners. To achieve visibility a wrap-around window on the corner could provide visibility and address safety needs along this pedestrian route
- I support Mr Burns findings and recommend further modulation to visually split the 'book ends' of the building into residential scaled (1.5 meters) façade lengths
- I recommend reducing the corporate colour either end of the on-building sign by five meters and replace it with vertical cladding used within remainder of building in line with amendments as above

EFFECTS AT THE SOUTHERN BOUNDARY (RESIDENTIAL INTERFACE, REMAINDER OF SITE)

- A planting strip along this boundary would soften and visually reduce the length of 170 meters + of potential future fencing at the commercial/residential interface

EFFECTS AT THE EASTERN BOUNDARY (RURAL/RESIDENTIAL INTERFACE)

- The mitigation response needs to be adjusted in the case of a possible residential interface
- Explore alternative, faster growing species that provide some relief within a shorter (2-five year) timeframe
- To reduce the proposal's bulk, height and substantial continuous façade length (85 meters), either the proposed landscape buffer needs to be effective in a shorter time frame or additional measures need to be taken to mitigate the visual effects from the proposal (retaining existing deeper setback, further articulation to break up façade length and bulk).

- Determine appropriate height that planting needs to be maintained to avoid unduly shading for adjacent sites (this could be as part of a condition of consent)

EFFECTS AT THE LEVI ROAD INTERFACE (NORTH-WEST BOUNDARY)

- Reduce the height of the free-standing pylon signs to 6 meters to provide advertisement for the supermarket activity in keeping with the site context, adjacent residential activities and other supermarket signs in the township
- Have a condition of consent that limits the hours of when the sign is illuminated to those of operational hours to reduce impact of light spill on adjoining residential sites

EFFECTS AT THE LINCOLN- ROLLESTON ROAD INTERFACE (SOUTH-WEST BOUNDARY)

- Incorporate additional specimen trees and align and space them in a way to support the creation of an avenue that meets the vision of the Rolleston Structure Plan
- The landscape treatment with deciduous tree planting similar to what is proposed along Levi Road is considered an appropriate approach
- Use species that provide interest (e.g. change colour), vertical form and shade for pedestrians along this important route and that become part of an urban environment
- Reduce the height of the free-standing pylon signs to 6 meters to provide advertisement for the supermarket activity in keeping with the site context, adjacent residential activities and other supermarket signs in the township
- Have a condition of consent that limits the hours of when the sign is illuminated to those of operational hours to reduce impact from light spill on adjoining residential sites

EFFECTS ON PEDESTRIAN/CYCLING ENVIRONMENT

- Incorporate wheel-stops for each park along any pedestrian route within the site to retain a footpath of a minimum of 1.5 meters of accessible, barrier-free space
- Indicate lighting along the main pedestrian routes both within the car park, along public space on site and adjacent to the building (including pathways to staff parks)- refer to an overall lighting plan
- Show cycle parking stands on the site plan and confirm amount and placement in convenient and visible locations
- Include tree plantings along the secondary pedestrian route coming off Lincoln Rolleston Road- leading pedestrians from Lincoln Rolleston Road to the supermarket entrance

7. CONCLUSION

From an urban design perspective, the application for a Pak'n'Save supermarket in the proposed location can be supported, if design iterations that reflect the intentions of national Crime Prevention Through Environmental Design (CPTED) principles, design outcomes for commercial buildings in the Selwyn context, and best practise design as recommended in Section Six are adhered to.

APPENDIX 1-**BEST PRACTISE URBAN DESIGN PRINCIPLES (CRPS 2013 Policy 6.3.2)**

Principle 1-Tūrangawaewae – the sense of place and belonging – recognition and incorporation of the identity of the place, the context and the core elements that comprise the Through context and site analysis, the following elements should be used to reflect the appropriateness of the development to its location: landmarks and features, historic heritage, the character and quality of the existing built and natural environment, historic and cultural markers and local stories.

Principle 2-Integration – recognition of the need for well-integrated places, infrastructure, movement routes and networks, spaces, land uses and the natural and built environment. These elements should be overlaid to provide an appropriate form and pattern of use and development.

Principle 3-Connectivity – the provision of efficient and safe high quality, barrier free, multimodal connections within a development, to surrounding areas, and to local facilities and services, with emphasis at a local level placed on walking, cycling and public transport as more sustainable forms of transport.

Principle 4-Safety – recognition and incorporation of Crime Prevention Through Environmental Design (CPTED) principles in the layout and design of developments, networks and spaces to ensure safe, comfortable and attractive places.

Principle five-Choice and diversity – ensuring developments provide choice and diversity in their layout, built form, land use housing type and density, to adapt to the changing needs and circumstances of the population.

Principle 6-Environmentally sustainable design – ensuring that the process of design and development minimises water and resource use, restores ecosystems, safeguards mauri and maximises passive solar gain.

Principle 7-Creativity and innovation – supporting opportunities for exemplar approaches to infrastructure and urban form to lift the benchmark in the development of new urban areas in the Christchurch region.