

Before the Commissioner appointed by  
the Selwyn District Council

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Under the Resource Management Act 1991

In the matter of Resource consent applications for Foodstuffs (South Island) Properties Limited to establish and operate a PAK'nSAVE supermarket and associated access, loading, car parking, signage, earthworks and landscaping at 157 Levi Road, Rolleston (RC216016)

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**Statement of evidence of Andrew Burns**

18 July 2022

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**anderson  
lloyd.**

## Qualifications and Experience

- 1 My full name is Andrew Davies Burns.
- 2 My qualifications are MA Urban Design (dist); Dip. Urban Design; BArch; BBSoc. I am a Chartered Member of the Royal Town Planning Institute (MRTPI) and a Fellow of the Royal Society of Arts.
- 3 I am currently employed as Director of Urban Design at McIndoe Urban Limited and have held that position since 2013.
- 4 I have 28 years' experience in architecture, planning, urban design and academia. I am co-Chair of Kāinga Ora's Wellington Design Review Panel, and an External Examiner and guest lecturer for the School of Architecture, Victoria University of Wellington. I was a Built Environment Expert for Design Council CABE (UK) and a design panel member for LB Newham. I was a director of Matrix Partnership Ltd, an urban design practice in London (2003-2013) and seconded urban design director to Arup (South Africa, 2012). Prior to these roles, I worked as an urban designer in London for Urban Initiatives Ltd and DEGW plc from 1997 to 2003.
- 5 I held part-time lectureships at Masters level in urban design at Oxford University's Department for Continuing Education, Kellogg College (August 2010 – March 2013, MSc course in Sustainable Urban Development) and Oxford Brookes University's Joint Centre for Urban Design (August 2006 – March 2013, MA course in Urban Design), and the Bartlett School of Planning, at University College London (2004 - 2006).
- 6 I have extensive experience in large scale masterplanning. In Christchurch I led masterplanning of the Retail Precinct Plan for the Canterbury Earthquake Recovery Authority. In Wellington I led spatial plans for Petone and Hutt Central and masterplan and briefs for Wellington's Civic Square. In Palmerston North I am currently leading masterplans and district plan changes for over 1,000 hectares of land at Aokautere and Kākātangiata that includes local centres with full-service supermarkets. In Auckland I masterplanned stages of Auranga and Providence Point (Drury) and Onehunga Wharf. Internationally, in South Africa, I was project director for the Capital City of Tshwane (Pretoria) Masterplan; I directed numerous urban design studies for mixed use areas in the UK and continental Europe; and led a 300Ha mixed use development in the Middle East.
- 7 Other relevant experience includes design review of a range of developments on behalf of Wellington City Council, Auckland City Council, and Palmerston North City Council. I co-authored housing quality assessment criteria for the Ministry of Housing and Urban Development (Oct 2018); and was lead author of the residential chapters of the Auckland Design Manual.

## Involvement with the Application

- 8 My role in relation to Foodstuffs (South Island) Properties Limited's (**Foodstuffs**) application to establish and operate a PAK'nSAVE supermarket and associated access, loading, car parking, signage, earthworks and landscaping at 157 Levi Road, Rolleston (**Application and Site**) has been to provide advice in relation to urban design. I drafted the 'Urban Design Assessment' to the Assessment of Environment Effects (**AEE**) accompanying the Application, which appears at Appendix K of the AEE.
- 9 I was engaged by Foodstuffs in July 2021 to provide urban design expertise to inform design development of the Site. My involvement included:
  - (a) site and context assessment to inform the masterplan;
  - (b) testing of alternative site layouts;
  - (c) masterplan development and refinement; and,
  - (d) assessment and reporting.
- 10 I was instrumental in identifying the preferred and final location of the supermarket on the Site as shown in the Application drawings. I tested an alternative layout that positioned the supermarket near the intersection of Levi Road and Lincoln Rolleston Road (**Appendix 1**). This scenario resulted in car parking areas positioned to the eastern portion of the Site that in turn required main building entry to face east onto the car park. As a result, the rear service areas addressed Lincoln Rolleston Road creating unsupportable urban design outcomes. A further adverse effect of this scenario was increased bulk / dominance of the building set closer to street edges. My advice was to re-orient the supermarket building such that its main frontage faced towards Lincoln Rolleston Road allowing service areas to be contained from view. Deeper landscaped setbacks then allowed bulk / dominance effects to be reduced. In my opinion the Proposal provides superior urban design outcomes over the alternative scenario and I note the proposed site Layout is supported by Council urban designer Gabi Wolfer.
- 11 I visited the Application Site in October 2021 with other technical disciplines as part of the masterplanning process.
- 12 My assessment is based upon the proposal description attached to the evidence of Mr Mark Allan as Appendix 1.
- 13 In preparing this statement of evidence I have considered the following documents:
  - (a) the AEE accompanying the Application;

- (b) submissions relevant to my area of expertise;
- (c) the statements of evidence of Mr Milne (landscape), Mr Allan (planning), Mr Colegrave (economics), Mr Smith (transport), Mr Mitchell (architecture); Mr Hay (acoustic); and Ms Parish (company).
- (d) planning provisions relevant to my area of expertise;
- (e) section 42A report including Council's urban design assessment; and,
- (f) Council's further information request and Foodstuffs' response.

### **Code of Conduct for Expert Witnesses**

- 14 While this is not a hearing before the Environment Court, I confirm that I have read the Code of Conduct for expert witnesses contained in the Environment Court of New Zealand Practice Note 2014 and that I have complied with it when preparing my evidence. Other than when I state I am relying on the advice of another person, this evidence is within my area of expertise. I have not omitted to consider material facts known to me that might alter or detract from the opinions that I express.

### **Scope of Evidence**

- 15 I have prepared evidence in relation to:
- (a) the approach to urban design assessment;
  - (b) the key findings of my assessment, organised under topics and including analysis of the existing environment of the Application Site limited to urban design matters;
  - (c) matters raised by submitters to the Application;
  - (d) matters raised in the Council's urban design report by Ms Wolfer;
  - (e) matters raised in the Selwyn District Council's (**SDC**) report (report issued under s42A of the RMA); and
  - (f) Proposed conditions of consent.

### **Executive Summary**

- 16 An urban design assessment of the Proposal has been prepared in relation to: a) urban design good practice; b) analysis of local and contextual conditions; and c) relevant planning provisions of the Selwyn District Plan (**SDP**). This assessment framework is a point of agreement with Ms Wolfer.

- 17 My involvement at an early stage in the development of the Site tested alternative layouts and influenced the final proposed location of the supermarket. I find the Proposal offers superior urban design and effects outcomes over alternatives.
- 18 This evidence has considered Ms Wolfer's urban design report and evidence for SDC. We agree on all substantive matters, including:
- (a) the strategic (town-wide) location of the Proposal that supports compact and consolidated urban form.
  - (b) the position of the supermarket building on the Site.
  - (c) the approach to mitigation of effects on residential neighbours, specifically the use of deep setbacks and landscaping.
  - (d) the need for landscape mitigation for housing enabled under Plan Change 71 (**PC71**) along the eastern boundary to be effective in a shorter timeframe (<10yrs).
  - (e) the appropriateness of comparing the effects from potential future residential development under the new Resource Management (Enabling Housing Supply and other Matters) Amendment Act (**EHS Act**) and the Medium Density Residential Standards (**MDRS**).
  - (f) reduction in building signage dominance and further architectural treatment to the southwest façade (2<sup>nd</sup> paragraph, page 16, evidence of Ms Wolfer)
  - (g) reduction in pylon signage height to 6m and limited duration of illumination at night.
  - (h) additional glazing along parts of the northwest, southwest and southeast façades (pages 16, 17, evidence of Ms Wolfer).
  - (i) the provision of a second bike parking facility near the northwest façade.
- 19 The assessment is structured around seven urban design topics. The findings of these assessments indicate a high level of consistency with the urban design framework. Key findings are set out below.
- 20 Overall, I consider that the Application has acceptable effects on the environment, including on residential amenity, and can be supported from an urban design perspective.

### ***Town-wide Urban Structure***

- 21 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

Proposal redresses this pattern, offering neighbourhood access to essential retail services.

- 22 The use of the Site for a PAK'nSAVE supermarket will generate superior urban design outcomes for the Town Centre than if the extant PAK'nSAVE consent was to be implemented.

***Site Planning, Character and Urban Form***

- 23 The Sites' strategic location is visually prominent and significant as a town-wide landmark, justifying variation in local patterns and creation of a focal point.
- 24 Local residential types to the north of the Site are typically low density and 1-2 storeys in height. Townhouses can be anticipated along Lincoln Rolleston Road under the imminent MDRS, enabling much greater bulk and height up to 11m + 1m (roof).
- 25 The deep landscaped setback of the supermarket promotes contextual integration, reducing bulk and dominance. Locating commercial frontages away from streets in preference for attractive landscaped edges is more appropriate to the amenity values of surrounding housing (both existing and zone-enabled). Architectural refinement of the main façade and positioning of the supermarket to contain rear servicing is positive.
- 26 A network of pedestrian routes link with surrounding streets and new shared paths improve the pedestrian environment. The important northwest corner of the Site presents a notable, quality invitational space including amenity lighting and seating.

***Amenity Effects on Residential Neighbours***

- 27 I have assessed effects of the Proposal on the amenity values of potentially affected residential neighbours. Matters considered are bulk and visual dominance, overlooking and/or privacy and sunlight shading.
- 28 For Lincoln Rolleston Road, I consider privacy effects on existing properties and future intensification to be acceptable due to avoidance of any direct overlooking. Bulk / visual dominance effects are acceptable due to the Proposal's deep setback, landscape screening and additional façade and signage treatments. Sunlight shading over properties occurs for a very limited duration at mid-winter from sunrise (8:03am to 8:45am). No shading occurs at mid-summer while at the equinox only the corner of 3 Lowes Road is shaded from 7:42am but is gone by 8:05am. I note that any proposed shading is less than shade cast by an alternate residential scenario (MDRS compliant) on the Site. I also acknowledge this would occur in the context of shading cast by MDRS-enabled housing on the Lincoln Rolleston Road properties opposite the Site.

- 29 For Levi Road, I consider privacy effects on existing properties and future intensification to be acceptable due to mitigation of any direct views or overlooking. Ms Wolfer and I note that sections opposite the Site locate their sunny outdoor living spaces to the back, facing north away from the Site, and thus their main outlook will not be compromised. Avenue tree planting will effectively mitigate perception of the supermarkets' bulk while allowing glimpsed views into the site. I consider this to strike an appropriate balance between the existing shelterbelt condition (full screening) and the need to create some legibility of the Proposal. Ms Wolfer and I agree that bulk and dominance effects will be effectively managed. Very limited sunlight shading occurs over 156, 158, 160 Levi Road and 53, 57, 59 and 61 Masefield Drive, amounting to some 23 mins at the equinox. At mid-summer the supermarket generates 45 minutes of shade over a number of properties north of Levi Road. Shading from an alternate residential scenario (MDRS compliant) on the Site is greater than that cast by the Proposal.
- 30 For land to the east of the Site, I have considered both the existing rural zone and future housing development under PC71. Under the former, I consider sunlight shading effects to be acceptable given the rural zoning, existing single dwelling location and ample sunlight available throughout the day at mid-winter, mid-summer and the March equinox. Under PC71, shading from the Proposal would mostly affect future housing located within a single lot depth (say 30m) near the common boundary in the late afternoon. Sunlight would be available however for the majority of the day from sunrise and therefore I consider effects to be acceptable. A comparison with shading from a permitted baseline scenario under the MDRS indicates the Proposal casts less dense shade and therefore allows greater sunlight access to future housing.

### ***Architectural Concept and Design***

- 31 Integrating large format retail such as supermarkets into fine grain suburban settings presents urban design challenges. The Proposal has developed a range of design responses to address this issue. Ms Wolfer and I agree that the general supermarket position, deep setback and intensive landscape proposals are an appropriate response to the residential context.
- 32 I consider it important that the main southwest frontage is visible, complemented and not 'screened' by landscape design. The three primary architectural façade components have been refined through cladding treatment and detailing. The design of the main façade supports the relevant SDC provisions and creates acceptable design in relation to both existing and planned residential contexts.
- 33 Activation and glazing of the main façade is generally good for the majority of users. Ms Wolfer has noted it would be beneficial for additional glazing to be introduced at the southern corner to better engage with users and staff and I agree with that

position. Whilst I understand the introduction of glazing in this area conflicts with internal functioning / shelving, I confirm that upper-level glazing in the western-most bay has now been extended to the ground on the southeast elevation. Along with additional feature lighting this will convey the appearance of a more active edge and help improve perceptions of safety.

- 34 The northwest façade along Levi Road is secondary and includes a Click 'n Collect facility. This façade is located closer to the street (50m) and is of 100m in length. Articulating such a length of façade would be gratuitous and I prefer the use of landscape to enhance the street edge. Following input from Ms Wolfer, the Proposal has been revised to include an avenue of 15m tall (at maturity) deciduous trees with an under-planted hedge and native grasses at the public interface. This outcome will successfully mitigate the bulkier northwest façade resulting in an attractive street experience. Some additional glazing has been provided to the northwest stair corner and near the Click 'n Collect entrance that will help convey activation.

### ***Streets and Spaces***

- 35 I agree with Ms Wolfer that the design and layout of movement across the Site and with its context provides a safe and accessible environment. Ms Wolfer noted two exceptions relating to a lack of amenity along the southern pedestrian access to the supermarket and the need for a further cycle parking facility to the northwest façade. Both of these matters have now been addressed.
- 36 Levi Road and Lincoln Rolleston Road corridors are likely to fulfil 'Urban Connector' roles. The Proposal will enhance the 'place' role of these streets, improving 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.
- 37 To integrate with the surrounding housing context seven pedestrian street connections are proposed and a further 3 multi-modal connections. I consider this to provide a high level of local connectivity. I understand these connections will include drop kerbs and central refuges to encourage safe pedestrian crossing.
- 38 Within the proposed development, a network of cross-site pedestrian links is proposed. Generally, paths have a coordinated design language, are raised, lit and differentiated from parking aisles to ensure safe pedestrian movement.
- 39 Attractive open landscaped spaces are provided. The larger northwestern space forms a landmark at the nexus of the bounding streets and creates a high-quality invitational space with amenity lighting and seating.

### ***Safety***

- 40 An assessment against CPTED guidelines has been carried out that captures the relevant SDP provisions that refer to safety and security on-site. There is an expectation that public access will occur along adjoining streets and on-site during the day and night. The development will act as a public destination.
- 41 The Proposal establishes conditions that will deliver suitably safe streets as well as safe and secure on-site streets and car parking. I consider that an appropriate balance has been struck between the need for planting that mitigates bulk while providing for openness, visibility and safety.
- 42 The main street entrances are legible while the design of the seven pedestrian access points will need to be designed as open, inviting and well-lit spaces. I recommend a Condition of Consent to confirm the specific design of these points.
- 43 The northwest frontage offers limited overlooking though additional glazing improves surveillance of Levi Road and the car park. CCTV will be important as well as managed planting to ensure sight lines.
- 44 To the southern elevation the introduction of additional glazing at the western-most end of the building has been included and feature lighting will benefit perceptions of safety.
- 45 The Staff car park is not overlooked and safety for staff after hours or when dark will rely on CCTV and / or security staff accompanying staff to car parks.

### ***Signage***

- 46 Consideration has been given to further integration of building signage into the overall composition of the Southwest elevation, including reduction in sign size. I am comfortable that the signage is less dominant than originally proposed and aligns with SDP provisions.
- 47 Pylon signage along Levi Road and Lincoln Rolleston Road is proposed to be 6m tall (2m wide). Both Ms Wolfer and I agree this will create acceptable outcomes.

### ***Submissions and s42A Report***

- 48 I have considered all Submissions relevant to urban design and identified five common topics: Relocation to the Izone; Loss of residential character and amenity; Sunlight shading; Signage; and, Port Hills Vistas. I disagree with those Submissions with the exception of 'Signage'. As noted above I agree with reduced pylon signage height (6m) and better building signage integration with the main façade.

- 49 I have reviewed the Officers Report (**OR**) and note a number of fundamental points of disagreement between Ms Anderson's conclusions, the evidence of Ms Wolfer and my own statement. Principally that the OR determines the existing environment to be 'intact' and on that basis finds the Proposal to be incompatible with Policies relevant to environment, character and amenity. My analysis and that of Ms Wolfer concludes that the Proposal is appropriate to its location and provides acceptable mitigation both now and within the expected future environment.
- 50 For the reasons set out in this statement, I consider that the Application can be supported from an urban design perspective.

### **Approach to Urban Design Assessment**

- 51 As a discretionary activity (supermarket within the Living Z zone), a wide range of matters can be considered in assessment of the Proposal. It is also noted that the residential zone provisions, as a tool to assess the Proposal, are of little relevance. I have therefore adopted a framework that considers a) urban design good practice and site-specific matters that include consideration of qualities sought within a residential area; and b) aspects of the Business 1 Zone for Large Scale Commercial Development, including the Commercial Design Guide.
- 52 The urban design assessment framework includes seven topics as follows:

**Topic 1: Town-Wide Urban Structure** – location and future role of the Site within Rolleston and its hinterland, including consideration of the unimplemented PAK'nSAVE consent in the Town Centre.

**Topic 2: Site Planning, Character and Urban Form** – neighbourhood integration, site-wide spatial structure, legibility and pedestrian environment.

**Topic 3: Amenity Effects on Residential Neighbours** – assessment of overlooking and/or privacy, sunlight shading, bulk / visual dominance and other amenity effects on potentially affected properties

**Topic 4: Architectural Concept and Design** – relevant urban design impacts of the overall architectural composition design are assessed.

**Topic 5: Streets and Spaces** – including matters relating to the site accessibility, coordinated public realm design and integration.

**Topic 6: Safety (CPTED)** – assessment with reference to the Ministry of Justice National Guidelines for Crime Prevention through Environmental Design in New Zealand, Seven Qualities of Safer Places (2005).

**Topic 7: Signage** – effects on the visual amenity of the local residential environment from proposed signage are assessed.

## Urban Design Assessment of Effects

- 53 Each topic below includes a brief analysis of the receiving environment followed by a summary of the assessment findings. My urban design report provides cross-references to relevant SDP provisions for each topic, however for brevity I have not repeated these below.

### Topic 1: Town-Wide Urban Structure

- 54 Substantial expansion to the south of Rolleston is anticipated in the Urban Growth Overlay in the Proposed Selwyn District Plan (**PSDP**). New residential areas are increasingly distanced from the Town Centre and not well-served by new centres<sup>1</sup>. A planned centre closest to the Site at the end of Branthwaite Drive has now been developed as housing. Ms Wolfer and I agree with the placement of the proposed supermarket along key urban connector routes and in a highly visible corner location with dual street frontages that offers essential retail services to neighbourhoods. Ms Wolfer and I agree it is not likely that the Proposal will compete with other centres. Ms Wolfer states<sup>2</sup> “...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.”
- 55 An extant consent for a new PAK'nSAVE supermarket within the Town Centre would replace the existing New World supermarket in that location. That consent indicates a layout that presents an inactive built edge onto Rolleston Drive or open car parking and weak connections with the nearby mall. None of these conditions support the SDP outcomes sought for the Town Centre. I note the urban design review by Ms Wolfer disagrees that this edge is inactive and refers to an elevation with glazing onto Rolleston Drive. However, the floor plan describes an entire wall of shelving along the street-facing façade that would restrict activation. Glimpsed views of internal movement may occur depending on final shelving arrangements. I remain of the view that the expansion and upgrading of the existing New World supermarket on this Town Centre site offers improved outcomes over the extant consent.
- 56 At a sub-regional level, the Proposal is well-positioned relative to primary access corridors from the nearby towns of Springston, Lincoln, Prebbleton and Templeton and relative to the town's southern growth. Locating a supermarket south of the centre would improve shopping access for these towns as well as for a large portion of the town's planned southern growth. The Proposal's position on the major southern route into the town will appropriately emphasise this approach. The report

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<sup>1</sup> Only two of the fifteen planned centres as set out in Rolleston Structure Plan, 2009 have been built.

<sup>2</sup> Urban design evidence of Ms Wolfer, page 8.

by Insight Economics and the evidence of Mr Colegrave (paragraph 44) confirms the suitability of the supermarket's location relative to current and future residents.

- 57 In summary, the supermarket's location will offer locally accessible retail services that can offset the intended provision of services in the Rolleston Structure Plan (2009) (**RSP**) that have not been implemented through subsequent development. Ms Wolfer is satisfied with the location of the proposed supermarket so long as this remains the only retail activity on site and I agree with that position.

## **Topic 2: Site Planning, Character and Urban Form**

- 58 The Site is strategically positioned at the intersection of two main roads (urban connectors). These link into the Town Centre and to southern growth areas. The corner site is both visually prominent and significant as a town-wide node.
- 59 To the north of the Site a residential character prevails, comprising 1 or 2 storey detached conventional suburban dwellings. Roof forms are hips / gables and there is often reasonable modulation in the plan form. Dwellings generally sit close to their street boundaries. Lot sizes range from 600-800sq.m with 20m frontage widths. Front doors and vehicle access / parking create a regular pattern along the street. Lots are aligned north-south with their southern edges facing the street and the Site. This results in dwellings presenting garaging and reduced glazing towards the street and the Site with living areas and open spaces opening out to the north.
- 60 Along Lincoln Rolleston Road, pockets of land 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. Ms Wolfer has identified the potential for future intensification of these sites under the new EHS Act and associated MDRS, which I understand will have immediate legal effect from the date SDC notifies its corresponding variation next month (by 20 August 2022 at the latest). I agree this would allow multi-storey, terraced typologies with much greater height, bulk and form outcomes than currently exist.
- 61 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 (under the rural zoning) to the east would have ample opportunity for setback from the Site including landscape buffer planting. To the south, the balance of the ODP Area 4 land is zoned Living Z where housing is anticipated. I am aware of the interim decision for PC71 recommending residential rezoning along the eastern boundary and address this alternative later in this statement.
- 62 Regular sparse street tree planting exists along the north side of Levi Road. Some planting occurs to the front boundaries though this tends to be limited. Front boundaries vary with some lots displaying tall close-boarded fencing, others present open rural-style fencing and a number of dwellings have no front fencing.

63 The large-scale commercial nature of the Proposal contrasts with the neighbourhood's prevailing residential character. While this is an inevitable outcome, it is not uncommon, and examples of residential activities located close to supermarkets exist across Rolleston and other towns and cities in New Zealand. From an urban design perspective, the strategic and corner location of the site justifies a) an opportunity for variation in local patterns; b) a focal point; and c) memorable outcomes different to the context. The Proposal delivers these outcomes with quality landscaped edges and a notable 'invitational' open space to the northwest corner with a pedestrian path (see Figure 8 later in this statement). I agree with the comments by Ms Wolfer regarding avenue planting as anticipated in the RSP (extract below at Figure 1) and this has now been provided for along Levi Road adjoining the Site. Along Lincoln Rolleston Road a similar landscape approach is deployed that utilises a formal avenue arrangement of deciduous trees (*Platanus* 'Autumn Glory') with grasses and shrub planting. I consider this appropriately aligns with the RSP.



Figure 1: Extract from the Rolleston Structure Plan relevant to the Site

64 I have assessed issues of character, bulk and scale compatibility and acknowledge the Proposal presents façade lengths of 84m–100m that are an order of magnitude larger than typical residential frontages. The strategy to mitigate this scale juxtaposition includes:

- (a) Deep setbacks are deployed that significantly reduce the amount of building in view. Lincoln Rolleston Road has an 80m-120m setback and Levi Road a 50m setback.
- (b) The deep setbacks allow for considerable planted landscape to be established between the street and the supermarket. This establishes a high-amenity green edge to the development that successfully interrupts views towards the supermarket.
- (c) Orientation and placement of the supermarket, presenting an articulated front façade to Lincoln Rolleston Road, allowing containment of rear servicing along the 'back' of the Site to the northeast.

(d) As a matter of agreement with Ms Wolfer<sup>3</sup>, further architectural treatment has been provided to the main southwest façade that enhances relational qualities with the residential context and reduces perceived bulk.

65 Activation of street edges by proposed façades has also been assessed. I have noted the effects of proposed planting and setback that limits views between the street and supermarket functions with low levels of activation. I have considered an alternative layout where commercial buildings are close to the street offering busier activated edges. I do not consider this outcome to support Policy B3.4.18<sup>4</sup> and internalisation of commercial activity away from residential interfaces is a preferable urban design outcome. The northwest frontage is closer to the street (50m) than the southwest frontage. Therefore, a balance needs to be struck between activation of the northwest façade and mitigating the effects of a commercial activity. I note that some additional glazing at ground has been provided to part of the northwest elevation that improves activation around the Click & Collect entry. Activation along the remainder of this façade is limited.

66 Assessment of site planning also considers the pedestrian environment and connections beyond the Site (Figure 2).



Figure 2: Proposed movement network

A legible and well-connected network of paths are proposed, differentiated from vehicle aisles. New footpaths are provided along Levi and Lincoln Rolleston Roads at the Site edge that will enhance the pedestrian environment around the Site. Pedestrian routes through the Site include raised surfaces, material change and

<sup>3</sup> Urban design evidence of Ms Wolfer, page 16.

<sup>4</sup> Policy B3.4.18 ensure non-residential activities in Living zones generate movement on a scale compatible with the quality of the receiving residential environment.

arbor structures (see landscape evidence of Mr Milne). Ms Wolfer has recommended the use of wheel stops along paths however I would prefer the use of attractively designed bollards as a more pedestrian-friendly technique (avoiding trip hazards) to prevent vehicles overhanging. A lighting strategy was supported by Ms Wolfer and has now been prepared by the Applicant.

- 67 Provision of car parking for supermarkets (particularly regional-scale outlets) often generates conflicts with urban design outcomes where quality open spaces and active street edges are desirable. The Proposal includes large, landscaped parking areas in front of the supermarket; however, these also enable benefits of setback described earlier. As noted earlier, I considered an alternate scenario with the supermarket positioned close to the northwest corner (Appendix 1); however, this would dramatically increase bulk/dominance effects, commerciality at the street edge, and reduce landscape opportunities. I also note that such a scenario would cause parking to locate behind the building, resulting in the main entry also being repositioned to face the parking, creating blank walls along the street edges. Therefore, I consider the Proposal to offer superior amenity and streetscape outcomes and support the car parking and building location.

### **Topic 3: Amenity Effects on Residential Neighbours**

- 68 I have assessed effects of the Proposal on the amenity values of potentially affected residential neighbours. Matters considered are bulk and visual dominance, overlooking and/or privacy and sunlight shading. I have organised the assessment to address properties collectively along the various streets that adjoin the Site and include the northeast Site boundary. I have disregarded any effects on the balance of the ODP area to the south of the supermarket. This land is owned by Foodstuffs and forms part of the Application Site. I have relied on shading studies prepared by McCoy Wixon.

#### ***Lincoln Rolleston Road (southwest boundary)***

- 69 Land along the western side of Lincoln Rolleston Road is zoned Living Z and eligible for intensification. This receiving environment currently includes relatively few existing dwellings (four) with frontages onto the street opposite the Site. These dwellings are setback 30m–70m and are heavily screened by mature planting. Other existing dwellings are set back and are potentially affected by sun shading. The position and design of the proposed supermarket in relation to Lincoln Rolleston Road has been previously described and is discussed further below.
- 70 **Overlooking / privacy effects:** As noted, potentially affected dwellings are set well-back and screened by planting. The proposed supermarket is setback 80-120m and with the intervening 20m road corridor and proposed planting I consider any privacy effects to be acceptable. I have also considered the potential housing environment anticipated by the Living Z Zone, and note examples of new housing

near Reuben Ave (Figure 3). Whilst a higher density outcome may occur, the example below is useful and indicates dwellings located close to the road frontage on smaller lots. However, I am satisfied that the deep supermarket setback, tree planted edge and 20m wide Lincoln Rolleston Road corridor will ensure acceptable privacy effects for future residents.



Figure 3: Recent housing fronting Lincoln Rolleston Road south of the Site

- 71 **Bulk and dominance effects:** Views towards the Proposal are provided by McCoy Wixon / RMM. The supermarket is set back 80m-120m on its Site with a planted foreground and as noted above, separated from dwellings opposite by the 20m road corridor. Two existing dwellings 3 Lowes Road and 353 Lincoln Rolleston Road are directly opposite the supermarket and are setback 30m-70m behind mature planting on their lots. The front façade of the supermarket will be visible but the amount of building in view is significantly reduced by setback and will be interrupted by avenue tree planting once mature (Figure 4).



Figure 4: Proposed landscape frontage along Lincoln Rolleston Road

- 72 Proposed planting indicates an avenue of street trees as recommended by Ms Wolfer. I agree this approach acknowledges the intent of the RSP towards town-wide avenue planting and provides considerable mitigation of the bulk of supermarket's southwest frontage. As discussed later (paragraph 96) I support refinements to the building's façade that promotes 'visual reduction' and ensures visual dominance effects overall will be acceptable. This is an agreed point with Ms Wolfer.
- 73 Both Ms Wolfer and I have also considered future housing intensification that will be enabled for land to the west of Lincoln Rolleston Road. The MDRS introduced by the EHS Act would apply and could result in medium density terraced housing up to 11m + 1m in height, setback 1.5m from the front boundary covering up to

50% of the lot area. This would dramatically change the character of the area from defacto rural-residential to intensely urban with much greater bulk, scale and longer façade lines<sup>5</sup>. Given the orientation of the street and position of land to the southwest, I would anticipate private outdoor areas for any such housing to be positioned to the street front (oriented North/North East for sun). This would increase the likely setback of future townhouses. Under this scenario and given the deep setback / well-planted edges / additional façade treatments, I remain of the view that bulk and dominance effects of the Proposal will be acceptable.

- 74 **Sunlight shading effects:** Sunlight shading studies at mid-winter indicate that shade generated by the Proposal falls over a large number of properties west of Lincoln Rolleston Road. This shade occurs from sun rise (8:03am) and is gone by 8:45am. At the autumnal equinox the proposed building generates a small area of shade over the North East corner of 3 Lowes Road at 7:42am (sun rise) but is gone by 8:05am. No shading occurs at mid-summer. Given the very short duration of the shade at mid-winter, and very limited shading at the Autumnal equinox, I consider the Proposal to have acceptable effects on these properties.

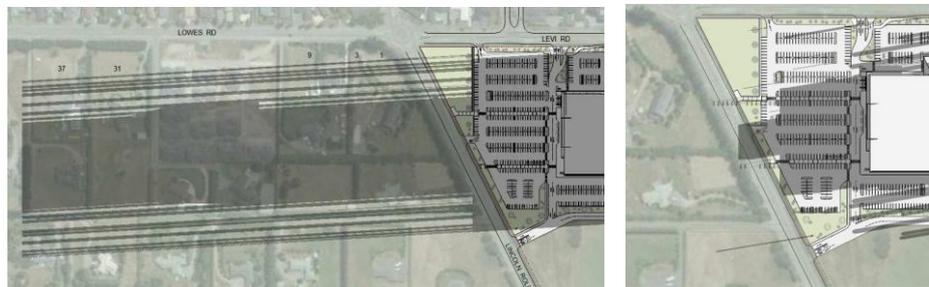


Figure 5: Mid-winter sunlight shading over properties west of Lincoln Rolleston Road (left image 08:03am; right image 08:45am)

- 75 Sunlight shading has been tested from an alternate residential scenario on the Site under the MDRS (Drawing RC16, McCoy Wixon). This indicates that a greater amount of shade would fall over properties to the west than that generated by the Proposal, lasting from sunrise until 9am. A similar outcome occurs at the equinox with comparatively greater shading than the Proposal. I am also aware of shading that would be created by future MDRS development on properties to the west of Lincoln Rolleston Road. In light of these comparisons, I confirm my overall conclusion that sunlight shading effects on western neighbours are acceptable.

#### ***Levi Road (northwest boundary)***

- 76 Land to the north of the Site is zoned Living 1 / 1B and some ten existing dwellings are directly opposite the Site fronting Levi Road. I have previously described these at paragraph 59. Other housing exists to the rear of these dwellings. Both Ms

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<sup>5</sup> Urban design evidence of Ms Wolfer, page 10.

Wolfer and I note that sections opposite locate their outdoor living spaces to the back facing north away from the Site and thus their main outlook will not be compromised. The position and design of the proposed supermarket in relation to Levi Road has been previously described and is discussed further below.

- 77 **Overlooking / privacy effects:** The proposed supermarket is setback 50m from the street boundary and presents a 100m long elevation towards the street with 17% of the façade including glazing. At the Site's street boundary, a 15m tall avenue of trees are proposed at 8.5m spacings, including mixed shrub underplanting (1.2m height). This approach will effectively screen views between the supermarket, its carparking and the Levi Road neighbours who are also separated by the 22m wide road corridor. I note these neighbours have a 6m setback with garaging and reduced fenestration due to their southern orientation towards the street. I consider privacy effects on these neighbours to be acceptable.
- 78 **Bulk and dominance effects:** The existing southern outlook for these properties is onto a circa 5m tall evergreen shelterbelt that provides a green outlook but prevents long distance views. Likely visual outcomes experienced by properties fronting Levi Road have been modelled by RMM. These show landscape screening that will effectively mitigate perception of the supermarkets bulk. Intermittent views into the site onto car parking and building façade will still be possible, particularly at the site entrance. I consider this to strike an appropriate balance between the existing shelterbelt condition (full screening) and the need to create some legibility of the Proposal. Ms Wolfer and I agree that bulk and dominance effects will be effectively managed with acceptable visual outcomes for the Levi Street neighbours.
- 79 **Sunlight shading effects:** I have reviewed the sun shading studies provided by McCoy Wixon. Given the position of Levi Road properties to the north of the Site, the setback and street width there are limited shading effects on these properties throughout the year. However, at the equinox I observe a very brief duration of shade from the supermarket building on 156, 158, 160 Levi Road and 53, 57, 59 and 61 Masefield Drive at 7:42am that is gone by 8:05am. At mid-summer the supermarket generates shade over a number of properties north of Levi Road at sun rise (6am) but that shade is gone by 6:45am. Overall, given the very limited duration of shade, I consider sunlight shading effects on affected properties north of Levi Road to be acceptable. I have also compared shading generated by an alternate residential scenario (MDRS compliant). Shading at mid-summer covers a far greater area than the Proposal and lasts from sunrise until after 6:45am. At the equinox we can observe greater shading from the residential scenario than the Proposal. I therefore confirm my conclusion that sunlight shading effects on affected properties north of Levi Road are acceptable.

***Northeast boundary (rural zone or potential future housing under PC71)***

- 80 Land to the northeast of the Site is zoned rural (Inner Plains) and allows for subdivision into 4 Hectare blocks. An existing dwelling (139 Levi Road) is located some 60m off the common boundary and is surrounded by a hedge clipped at a level above eyelevel (RMM), which will provide screening of the Proposal. An existing shelterbelt on the neighbouring land already provides screening. As previously noted, an interim decision has been made on PC71 that could deliver low and medium density residential development zoned 'Living Z'. Figure 6 (right hand image) presents one example of how this could occur.

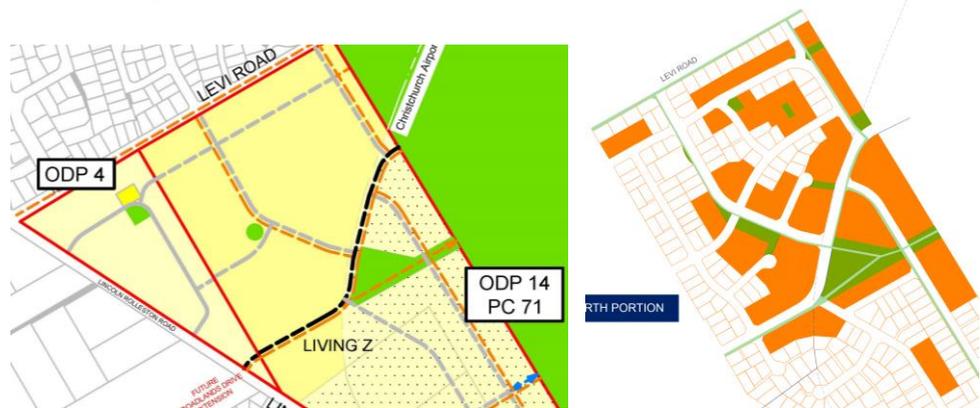


Figure 6: PC71 adjoins the Site's northeastern boundary

- 81 **Overlooking / privacy effects:** The Proposal locates service areas (primarily blank façades) and truck access along the common boundary, setback 18m-47m. A 10m deep biodiversity corridor that includes trees, dense habitat and fencing is proposed as a buffer to the neighbour. I consider privacy effects to be acceptable and I note this is an agreed point with Ms Wolfer under the current rural zoning of the adjacent land.
- 82 **Bulk and dominance effects:** The existing western outlook for the dwelling on the adjacent land is onto an evergreen shelterbelt (on the neighbour's lot). The Proposal will further establish a 10m deep planted backdrop above a fence that will interrupt views onto the rear northeast façade of the supermarket. I consider effects of visual dominance on 139 Levi Road to be acceptable. This is an agreed point with Ms Wolfer under the current rural zoning of the adjacent land.
- 83 Ms Wolfer identifies the need for the 10m deep buffer to be effective in a shorter timeframe were PC71 to be approved, or other measures deployed (deep setback, further building articulation). I agree that the landscape buffer would need to be effective early on in addition to the proposed fence to address bulk and dominance effects. I refer to the evidence of Mr Milne in addressing this matter. Regarding articulation of the rear of the supermarket, I note the 'Bulk Store' is setback 18.5m from the boundary and a further 29m setback occurs to 'Back of House Prep Areas' that helps reduce building bulk near the boundary.

- 84 **Sunlight shading effects:** Sun shading studies indicate that shade generated (primarily) by the Proposal's planting and fencing falls on 139 Levi Road as existing from 4pm at mid-winter, 7pm at mid-summer and 6:15pm at the autumnal equinox.
- 85 Mid-winter shade occurs from 4pm until sunset (4:52pm) and extends some 15-17m onto the neighbouring land (4pm). At sunset the shade lengthens but does not fall on the existing dwelling. I consider mid-winter shade to be limited and acceptable.
- 86 At mid-summer shade is generated over the neighbour from 7pm until sunset at 9pm. Shade at 7pm is caused by fencing and planting only and extends some 17-20m over the neighbouring land. At 8pm shade extends up to 50m (avoiding the dwelling) and again much of that shade is generated by tree planting with a small area caused by the bulk store. At 8:30pm a larger area of shade from the supermarket building itself occurs extending some 60m (avoiding the dwelling) but tree shading extends 80m over the neighbour including their dwelling. By sunset (9pm), shade lengthens across land to the east of the Site. Therefore at mid-summer I consider shading effects to be acceptable given that shade from the supermarket building itself only falls on the dwelling after 8:30pm, maintaining some 14.5hrs of sunlight onto the dwelling.
- 87 At the Autumnal equinox shade occurs from 6:15pm until sunset (7:30pm). That shade extends 20m onto the neighbour's land at 6:15pm and avoids their dwelling. By sunset the shade has lengthened and falls over the dwelling. I consider equinox shading acceptable as shade falls on the dwelling and its immediate garden area for around 1hr or less.
- 88 Given the neighbouring rural zoning, existing dwelling location and ample sunlight available throughout the day at mid-winter, mid-summer and the March equinox, I consider sunlight shading effects to be acceptable.
- 89 Sunlight shading has been tested from a permitted baseline scenario for the Site under the MDRS. At mid-winter a level of shade very similar to that cast by the Proposal can be observed, at the same time (4pm until sundown). At mid-summer greater shading effects occur from the residential scenario largely due to the solidity of the shade vs the Proposal's filtered tree shading. At the equinox a similar outcome occurs with residential shade density being greater than filtered shading from the Proposal's tree structures.
- 90 I have also considered effects on the eastern neighbour under PC71 that would see residential development adjoining the Proposal. Shading from the Proposal as described above would primarily affect future housing located within a single lot depth (say 30m) near the common boundary in the late afternoon. Sunlight would be available however for the majority of the day from sunrise and therefore I consider effects to be acceptable. As noted above, shading from the alternate

residential scenario is greater than shade cast by the Proposal. Therefore, I note that the Proposal would offer improved amenity outcomes for future PC71 housing than potential residential development of the Site.

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

- 91 Affected Party Approval from Foodstuffs as owner is implied and I have therefore excluded assessment of effects on this area.

**Topic 4: Architectural Concept and Design**

- 92 The Proposal is located within a part-established (Levi Road) / part emerging (vacant land to the east and under-developed to the west) residential setting and has been previously described. A deep buffer between the supermarket and nearby housing is provided by a combination of the Levi Road and Lincoln Rolleston Road corridors (20m-22m) and landscaped 50m and 80-120m setbacks.
- 93 Integrating large format retail such as supermarkets into fine grain suburban settings present challenges and is a matter not well addressed in mainstream urban design literature. However, SDC provisions for Business Zone 1 seek to address design quality of commercial buildings that are relevant to residential integration<sup>6</sup>.
- 94 It is an agreed point with Ms Wolfer that the general supermarket position, setback and landscape proposals are an appropriate response to the specific (residential) context for this proposal. Ms Wolfer notes that were the Proposal to have been in the Town Centre then her recommendations would have been different. I agree with that position.
- 95 I have identified several key features of the Proposal that create positive urban design outcomes. Namely, introducing a 'point of difference' / memorable outcome on a highly visible corner location; and utilising deep setbacks with landscape structure to address scale incompatibilities, reduce the 'commerciality' of the street and create quality landscaped edges.
- 96 Notwithstanding the benefits of setback and landscape interface, it is still important for the supermarket's main southwest frontage to offset its larger façade forms in relation to both the existing and planned residential context. I have come to this conclusion as the building's 84m long main Southwest elevation will need to be visible from the street, complemented by the proposed avenue of trees. This

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<sup>6</sup> Matter of discretion 16.10.2.1 (a) contributes to visual variety, including in relation to the architectural modulation and detailing proposed. Principle 4.1 Scale and size relational qualities – break up large buildings into smaller modules, longer facades broken into modules; Principle 4.6 Landscape is important to create a pleasant ambience and can mitigate adverse visual effects.

elevation presents three primary architectural components that have been further refined through cladding treatment to better align with SDC matters of discretion and design principles. Figure 7 shows the revised façade with finer grain articulation of the two end modules.



Figure 7: Proposed southwest elevation with refined articulation and signage.

- 97 Signage has also been better integrated into the façade, complementing the refinements, described later at paragraph 115. Overall, I consider the design of the main southwest façade supports the relevant SDC provisions.
- 98 Activation and glazing of the main façade is generally good for the majority of users moving between the car park and the main entrances. As noted by Ms Wolfer, it would be beneficial for additional glazing to be introduced at the southern corner to better engage with users and staff moving to and from the southeast parking areas. This would enhance CPTED for potential future residents in the balance of the ODP 4 area who would be likely to walk to the supermarket. I understand the introduction of glazing in this area conflicts with internal functioning / shelving. Nevertheless, glazing of the western-most bay has been extended to the ground on the southeast elevation. I recommend this is complemented with additional feature lighting and will convey the appearance of a more active edge and help improve perceptions of safety.
- 99 In relation to the Levi Road elevation, I am of a different opinion. Typically, supermarket buildings can only support one activated frontage, with the remaining edges blank given requirements for stacking and service. The northwest façade is secondary, includes a Click & Collect facility, is located closer to the street (50m) and is of 100m in length. There is an inherent conflict in achieving a faux front on a side elevation that offers limited opportunity for internal-external connection. Articulating a 100m long façade would, in my opinion, be gratuitous. A preferable outcome is to enhance landscape qualities along the Site's Levi Road edge. Following input from Ms Wolfer, the Proposal has been revised to include a strong avenue of 15m tall (at maturity) deciduous trees with an under-planted hedge and native grasses at the public interface. This outcome will successfully mitigate the bulkier northwest façade resulting in an attractive street experience.
- 100 Activation of the northwest façade is limited for the reasons noted above. However, I agree with Ms Wolfer that additional glazing to the northwest stair corner is beneficial and the glazed section near the Click & Collect entrance help promote CPTED outcomes.

## Topic 5: Streets and Spaces

101 The landscape evidence of Mr Milne should be read in conjunction with the following assessment and the following evidence is intended to supplement his findings. I also note Ms Wolfer's conclusions that most aspects relating to pedestrian accessibility, safety and car park landscaping have been addressed. Ms Wolfer notes two exceptions relating to a lack of tree planting / pedestrian amenity along the southern pedestrian access to the supermarket and the need for a further cycle parking facility to the northwest. Ms Wolfer also supports the role of the northwest corner as an open space that can provide visual relief. To clarify, this space will be a high-quality landscaped area, well-lit and inviting pedestrian occupation (Figure 8, RMM).



Figure 8: Proposed northwestern corner open space

- 102 An arbor structure to the southern pedestrian path has been provided to enhance legibility of this connection and will enhance amenity as sought by Ms Wolfer. Tree planting was considered however an arbor is preferred that allows for unhindered pedestrian access and eliminates conflicts between trolleys / prams and tree grates. A second cycle parking area to the northwest corner of the supermarket has been introduced to facilitate active mode users arriving from Levi Road. The benefit of a second cycle parking area was noted by Ms Wolfer.
- 103 The adjoining Levi Road and Lincoln Rolleston Road corridors are likely to fulfil 'Urban Connector' roles under the One Network Framework (ONF). With increased housing intensification as sought under the MDRS, these will provide both 'place' and 'movement' functions. Along with Council's planned upgrade to the northwest intersection, the proposed supermarket will complement the place role of streets, providing a new public destination with new public shared paths. To integrate with the surrounding housing context seven pedestrian street connections are proposed and a further 3 multi-modal connections. I consider this to provide a high level of local connectivity. I understand these connections will include drop kerbs and central refuges to encourage safe pedestrian crossing (refer to the evidence of Mr Smith).
- 104 Within the proposed development, a network of cross-site pedestrian links is proposed along with primary north-south and east-west multi-modal routes. The north-south link integrates a pedestrian connection for most of its length and

connects the southern-most accessway and future ODP 4 housing to Levi Road. Generally, paths have a coordinated design language, are raised, lit and differentiated from parking aisles to ensure safe pedestrian movement (refer to evidence of Mr Milne).

- 105 Overall, I agree with Ms Wolfer that the design and layout of movement across the Site and with its context provides a safe and accessible environment.

**Topic 6: Safety (CPTED)**

- 106 An assessment against CPTED guidelines captures the relevant SDP provisions that refer to safety and security on-site and in areas to which the public have access. The assessment is calibrated for the nature of the proposal and its setting. Relevant matters being the expectation for public access along adjoining streets and on-site during the day and night and the development as a public destination. Key findings from the assessment are set out below.
- 107 The Proposal establishes conditions that will deliver suitably safe streets as well as safe and secure on-site movement and car parking. The openness of the main car parking area and high level of glazing to the southwest façade will support safety by allowing overlooking and visibility from adjacent streets. An appropriate balance has been struck between the need for planting that mitigates bulk while providing for openness and safety.
- 108 The introduction of glazing along small parts of northwest frontage offers some surveillance of Levi Road and the car park. However, the Levi Road car park area has limited active edges and will experience low levels of passive surveillance. As with Lincoln Rolleston Road, the openness of the car parking area will support safety by allowing overlooking from the adjacent street. CCTV will be important and managed planting to ensure sight lines. Overlooking from existing housing along the opposite side of this street will be limited due to the configuration of those dwellings (oriented north away from the Site).
- 109 A high degree of legibility of the main street entrances is achieved. Design of the seven pedestrian access points will need to be designed as open, inviting and well-lit spaces. I recommend a Condition of Consent to confirm the specific design of these access points.
- 110 The northwestern corner open space will mediate between the Site and the street and includes a pedestrian path to allow public access. Lighting and design will need to support safe use of this space at night.
- 111 To the southern elevation the introduction of additional glazing at the western-most end of the building has been included and feature lighting will be beneficial to enhance the perception of safety.

- 112 The Staff car park is not overlooked and safety for staff after hours or when dark will rely on CCTV and / or security staff accompanying staff to car parks.

### Topic 7: Signage

- 113 Two 6m tall, 2m wide yellow pylon signs are proposed to be located, one each along Levi and Rolleston Roads. These will be positioned close to the edge of the streets and in front of proposed landscape planting. The signs will be less than half the maximum height of the proposed supermarket building (12.32m). These signs will sit below the skyline of proposed tree planting along the Site's edges.
- 114 In relation to the existing environment along Levi Road, street lights are circa 7-8m tall, street trees are low and housing is single storey. The pylon sign will therefore be similar in height to other structures in the existing environment. Ms Wolfer and I agree with the proposed 6m in height.
- 115 Along Lincoln Rolleston Road, the existing environment appears as a de facto rural residential setting with mature planting screening housing. In this setting a 6m tall pylon sign is acceptable. The planned housing environment will present much greater height and bulk, potentially up to 11m tall (+1m for pitched roof), terraced forms with 1.5m setbacks. Both Ms Wolfer and I am comfortable with the 6m tall pylon sign in this setting.
- 116 The northwest façade has a recessive building sign that sits within the elevation and will have minimal visual impact. Signage on the southwest façade has been reduced from a 31m x 4m yellow sign to 13m x 2.9m integrated into the building façade (Figure 9). This successfully reduces the sign's dominance by an amount that exceeds that sought by Ms Wolfer. I consider the visual effects of building signage to be acceptable.



Figure 9: Building signage revisions. Bottom image is the final proposed design showing reduced signage dominance.

### Matters raised by submitters

#### Relocation to the Izone (Business 2A Zone)

117 Submitters 1, 14, 16, 18, 28, 30, 45, 46, 47 and 49 (numbering used in the s42A report) oppose the application and have suggested there are more suitable locations in Rolleston for the proposed PAK'nSAVE. A number of these Submitters refer to the Izone as a potential alternate location, stating the Izone has “plenty of vacant land”.

118 I note the evidence of Mr Colegrave who addresses this matter from a retail economics perspective. He disagrees with these submissions, noting that one of the reasons relates to the position of the proposed supermarket relative to most of the town’s residential population. I considered this matter in my Urban Design Assessment and reproduce the following diagram below (Figure 10).

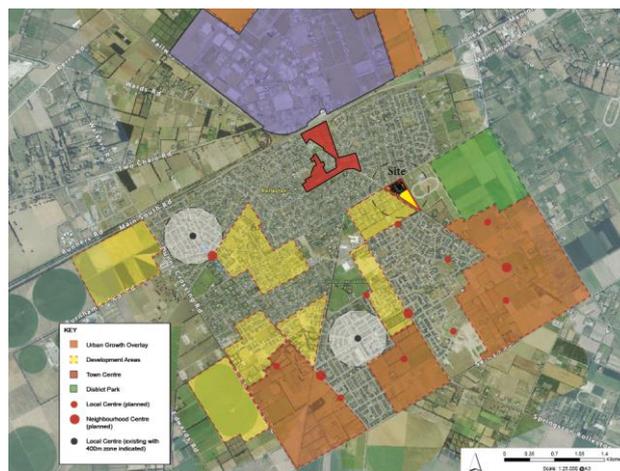


Figure 10: Rolleston Structure Plan overlay

119 From a catchment accessibility perspective, I disagree with the submission. Existing and future residential populations exist to the south of the railway and SH1. The northern location of the town centre emphasises an asymmetrical growth pattern that is exacerbated by the growth described in the RSP and anticipated by the Urban Growth Overlay in the pSDP. Locating a PAK'nSAVE supermarket north of the railway would exacerbate this asymmetry and disperse patterns of movement. I consider the proposed location offers superior urban design outcomes of integrated planning and improved essential retail services proximate to residential populations.

120 Urban design good practice<sup>7</sup> argues for sustainable neighbourhoods that provide integrated and accessible functions, diversity / choice and, consolidation of settlement patterns around nodes. This approach can be observed in the RSP where centres are proposed across Rolleston’s growth areas. I have previously noted<sup>8</sup> that only 2 of the planned 15 centres have been built, resulting in reduced

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<sup>7</sup> As set out in the 'Urban Design Assessment', page 7, Appendix K of the consent application.

<sup>8</sup> As set out in the 'Urban Design Assessment', page 13, Appendix K of the consent application.

accessibility to services, less choice and ineffective sustainable neighbourhood patterns. The proposal to locate a supermarket on the Site will provide accessible essential retail services well-located relative to housing catchments. I consider the proposed location to be superior than the Izone for the reasons stated above.

**Loss of residential character, amenity and effects of bulk and scale.**

- 121 Various Submitters have raised issues concerning the compatibility of the proposed supermarket with its surrounding residential context. The range of issues include that the Proposal will, generally, have adverse effects on the character and amenity values of the area. Specifically, comments include: “*buildings will stand out and dominate*”; “*buildings are not attractive nor blend into the landscape*”; “*landscaping will not beautify the area*”; “*landscape measures are inadequate*”; “*avoid a big yellow box at the end of my street*”; “*loss of “semi-rural feel”*”; and, the “*massive” size of the proposed building*”.
- 122 I have given careful consideration to this issue in my Urban Design Assessment and in this evidence and I disagree with the submissions for the following reasons.
- 123 In my assessment of the existing environment along Lincoln Rolleston Road it was noted that relatively few (four) dwellings occur opposite the Site and only two opposite the proposed supermarket itself. All four dwellings are set well-back from the street (30m-70m), sections are large (0.9-1.2Ha) and screened by mature vegetation such that direct views of the Site are generally not possible.
- 124 Along Levi Road a larger number of dwellings (ten) sit directly opposite the Site. The street elevations of these dwellings include garages (either side-on or front-on to the street), a main entry and limited south-facing glazing. These sections locate their outdoor living spaces to the north (rear of dwelling) away from the Site and thus their main outlook will not be compromised.
- 125 I agree the proposed supermarket will be of an activity, form and scale that is fundamentally different to the surrounding residential setting. I have stated that the proposed façades are an order of magnitude larger than local residential frontages. My evidence assesses the design approach that utilises deep setbacks (50m – 80m – 120m) and tall landscape tree structure as successful in addressing scale incompatibilities and is an agreed point with Ms Wolfer. I note these forms of mitigation appropriately reduce the ‘commerciality’ of the street. The proposed avenue of trees aligns with the RSP and combined with native underplanting, will create an attractive green outlook for residents once mature.
- 126 The southwest main façade will need to be visible from the street and a balance struck with the level of screening from planting. Therefore, I have considered the level of architectural treatment that has been applied to the supermarket’s main façade onto Lincoln Rolleston Road. I am comfortable with the refinements applied

to this façade that achieve a finer grain of articulation. When considered together with the signage adjustments, deep setback and avenue tree planting, I conclude that acceptable visual effects on local residential character are achieved.

- 127 The proposed supermarket frontage facing Levi Road is effectively a side elevation set 50m back from the street. This façade is proposed to include the Click & Collect facility and provides less active glazing at ground level than the main southwest façade. The shallower setback (50m) and longer side façade (100m) has the potential to create commensurately greater bulk and dominance effects on Levi Road. The approach to mitigation includes a strong landscape response of an avenue of trees (15m tall at maturity at 8.5m spacing) with underplanting. The outcome provides considerable screening of the northwest façade, allowing only intermittent views onto the car park and supermarket building. Both Ms Wolfer and I consider overall bulk / dominance effects to be acceptable.

### **Sunlight shading effects**

- 128 Submitters 38, 43 and 44 opposes the development for several reasons including the adverse effects of sunlight shading caused by the Proposal over existing nearby housing. I disagree with those submissions for the reasons previously described, but summarise again below for completeness.
- 129 Sunlight shading studies have been prepared by McCoy Wixon that demonstrate the effects of shading generated by the Proposal on potentially affected neighbours. These evaluate three commonly assessed times: mid-winter, mid-summer and an equinox (autumnal). Only the mid-winter period indicates shade over properties to the west of the Site. This shade occurs from sunrise (8:03am) and has largely gone by 8:30am and completely gone by 8:45am. No shading occurs at mid-summer for properties to the west. At the equinox only the corner of 3 Lowes Road is shaded from 7:42am but is gone by 8:05am. I have also considered shade cast by the dwellings themselves and their associated shelterbelt tree planting. Planting along the western side of Lincoln Rolleston Road along the street boundaries of 353 Lincoln Rolleston Road and 3 Lowes Road is up to 10m tall and would already cast shade over the properties identified above. I am aware that this planting could be expected to be removed under the residential zone and MDRS-enabled development.
- 130 A comparison has been developed that tests shading from an alternate residential scenario under the MDRS. This scenario indicates that shade is cast over the properties to the west to a greater extent than that generated by the Proposal.
- 131 Limited sunlight shading occurs to residential properties along Levi Road or to the north of the Site with no shading at mid-winter. At the equinox there occurs a very brief duration of shade from the supermarket building over 156, 158, 160 Levi Road and 53, 57, 59 and 61 Masefield Drive at 7:42am that is gone by 8:05am. At mid-

summer the supermarket generates shade over a number of properties north of Levi Road at sun rise (6am) but that shade is gone by 6:45am. Overall, given the very limited duration of shade, I consider sunlight shading effects on affected properties north of Levi Road to be acceptable. As above, shading from an alternate residential scenario under the MDRS creates greater shade than that cast by the Proposal.

- 132 To the east of the Site, land is zoned Rural and the existing environment includes a single dwelling at 139 Levi Road. I have assessed sunlight shading at paragraphs 82-90 in this evidence. I consider sunlight shading effects to be acceptable given the neighbouring rural zoning, existing dwelling location and ample sunlight available throughout the day at mid-winter, mid-summer and the March equinox.
- 133 I have also considered effects on the eastern neighbour under PC71 that would see residential development adjoining the Proposal (Figure 6). Shading from the Proposal as described above would mostly affect future housing located within a single lot depth (say 30m) near the common boundary in the late afternoon. Sunlight would be available however for the majority of the day from sunrise and therefore I consider effects to be acceptable. Further, shading from the alternate residential scenario is greater than shade cast by the Proposal and therefore the Proposal would offer improved amenity outcomes for future PC71 housing.
- 134 For the reasons described above, I confirm that sunlight shading over any potentially affected neighbouring properties will be acceptable.

### **Signage**

- 135 Submitters 7, 24, 38 and 45 oppose the development and note concerns over the size, height and visual dominance of signage (pylon and building). I partly agree with those submissions.
- 136 I have previously assessed the effects of the Proposal's signage (both pylon and building) at paragraphs 113 - 116 of this evidence. Both Ms Wolfer and I support the proposed 6m pylon signage height along both Levi Road and Lincoln Rolleston Roads. The 6m height creates acceptable visual dominance and character effects within the existing and future residential settings of these streets.
- 137 Regarding building signage, the main southwest façade includes significantly reduced signage size (13m x 2.9m) that sits within the structure of the building. This achieves a more recessive outcome that I consider to be acceptable. I note the proposed foreground of 10m tall avenue tree planting will reduce visibility of the signage.

## **Port Hills Vista**

- 138 Submitter 6 opposes the development and notes the negative impact of the supermarket's branding on views towards the Port Hills from Levi Road. The Submitter notes there is currently an "unspoilt vista of the Port Hills" from Levi Road. I disagree with the submission for the following reasons.
- 139 The existing shelterbelt along Levi Road adjacent to the Site prevents long-distance views towards the Port Hills. Views onto the Port Hills are only possible much further east along Levi Road beyond the eastern boundary of the Site or along Lincoln Rolleston Road. I therefore disagree that the effect of the Proposal will be to interrupt a vista onto the Port Hills. I have also considered the potential effects of a future 11m + 1m tall permitted terraced housing on the Site under the MDRS. Were this to occur a similar degree of interruption of any Port Hills vista would result.

## **Matters raised by SDC Officer's Report**

- 140 I note Ms Anderson's overall position (her paragraphs 176, 178) on urban design matters that the scale of the activity is incompatible with the surrounding environment. I disagree with her conclusion for the reasons provided in this evidence. Further, I observe Ms Wolfer's urban design assessment that supports the location and mitigation strategies of the Proposal would also appear to conflict with Ms Anderson's position.
- 141 At paragraph 52 of the OR, it is stated that the residential character of the immediately surrounding area is "*intact*". My analysis does not support that statement. One boundary only (Levi Road) presents a developed suburban setting. To the west of Lincoln Rolleston Road, the land is in a rural-residential condition and could be considered under-developed relative to the zone and imminent national MDRS rules. To the east of the Site the land is zoned rural with one existing dwelling. This land is subject to an interim decision on PC71 for low and medium density housing. To the south of the proposal, the balance of ODP4 land is undeveloped.
- 142 At paragraph 59 of the OR, Ms Anderson finds the anticipated outcomes of the zone are in keeping with the existing environment. For the reasons above I do not agree with her conclusion. I have described both the existing environment and the potential future permitted development under MDRS. The latter would see much greater height and bulk, noticeably different to the character of existing housing along Levi Road.
- 143 Ms Anderson's overall conclusions on incompatibility of the proposal with its receiving environment and inconsistencies with policies are based on her

assessment of the existing residential environment being intact. In light of my assessments and those of Ms Wolfer, I find those conclusions to be unsound.

- 144 The OR identifies “quietness” (her paragraph 52) as a quality of the receiving environment. In my opinion, descriptions of an area being “quiet” would be more applicable to a lower-order street hierarchy (e.g. a local access street or cul-de-sac). The proposed context is heavily influenced by the arterial (urban connector) roads that provide strategic access for Rolleston connecting with other towns. Further, when considered alongside the level of intensity that would result from MDRS permitted development, I disagree with the analysis of the area as “quiet”.
- 145 I am in agreement with both Ms Anderson and Ms Wolfer that the Proposal will not create an alternative centre. However, the OR further states that the proposed supermarket will result in fragmentation of the KAC and is inconsistent with the RSP (OR paragraphs 78 and 219). From a purely urban design perspective I am supportive of the Proposal in that it provides access to essential retail services for local neighbourhoods, encouraging walkable patterns and is well-located on strategic access routes. I do not comment on this matter further and defer to the economic evidence of Mr Colegrave.
- 146 Lastly, I note Ms Wolfer and I agree with the relevance of considering future permitted MDRS outcomes for the Site and surrounding residentially zoned land. At paragraph 67 of the OR Ms Anderson refers to shading generated by the Proposal but does not recognise the full analysis provided by Ms Wolfer regarding shading from MDRS outcomes. I agree with Ms Wolfer that comparisons with MDRS shading are relevant and should be considered to assess effects.

### **Proposed consent conditions**

- 147 The use of bollards along pedestrian paths will prevent vehicles overhanging these routes.
- 148 With regard to lighting strategy, it will be important to ensure points of connection between on-site paths and public streets are well-lit whilst avoiding light spill and glare. Feature lighting to enhance the western-most bay of the southeast elevation where additional glazing has been provided.
- 149 The seven pedestrian access points are to be designed as open, inviting and safe spaces.

### **Conclusion**

- 150 A thorough urban design assessment has been made of the proposed supermarket, 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.

- 151 My evidence has considered Ms Wolfer's urban design report and evidence for Council. We agree on all substantive matters, including the placement of the supermarket building and the approach to mitigation of effects.
- 152 My involvement at an early stage in the development of the Site tested alternative layouts and influenced the final proposed location of the supermarket from an urban design perspective.
- 153 The SDP anticipates appropriate contextual compatibility of the Proposal with its residential setting. I acknowledge the Proposal is an 'order of magnitude' larger than typical housing nearby. In response, and taking advantage of the Site's available land area and generous road frontages, the proposed supermarket has been positioned on the Site with deep setbacks and a well-landscaped foreground of trees, shrubs and grasses to mitigate bulk and visual dominance. The main building façade has been further articulated and signage addressed to reduce scale effects.
- 154 Streetscape effects and residential amenity effects on neighbours have considered potential permitted development under the MDRS. Comparisons have been drawn that indicate the Proposal generates reduced sunlight shading effects on properties to the west of the Site. Overall, I consider effects on privacy, sunlight access and visual dominance to be acceptable.
- 155 The pedestrian environment in the vicinity of the Site is enhanced for existing and planned housing, with new shared paths and landscaped street edges. Locally accessible essential retail services are provided that support growing neighbourhood catchments. In forming this conclusion, I am mindful of the Rolleston Structure Plan's vision and intended provision of services and facilities that have not been implemented in subsequent greenfield developments.
- 156 I have considered all Submissions relevant to urban design and identified five common topics: Relocation to the Izone; Loss of residential character and amenity; Sunlight shading; Signage; and, Port Hills Vista. I disagree with the majority of those Submissions with the exception of signage where I partly agree and confirm pylon signage height has been reduced to 6m and better integration of building signage has been achieved.
- 157 I have reviewed the OR and note a number of fundamental points of disagreement between Ms Anderson's conclusions, the evidence of Ms Wolfer and my own statement. Principally that the OR determines the existing environment to be 'intact' and on that basis finds the Proposal to be incompatible with Policies relevant to

environment, character and amenity. My analysis and that of Ms Wolfer conclude that the Proposal is appropriate to its location and provides acceptable mitigation.

158 For the reasons set out in this report, I consider that the application has acceptable effects and can be supported from an urban design perspective.

**Andrew Burns**

Dated this 18th day of July 2022

**Appendix 1**  
Initial Site Layout Testing

